

City and Borough of Juneau Tourism Management Plan

"These days no place in the world remains special by accident."

The City and Borough of Juneau (City or CBJ) seeks proposals from qualified persons or firms to develop a long-range Tourism Management Plan. This Plan must identify specific strategies to enable sustainable tourism development which promotes and supports a high quality of life for Juneau residents, provides a high quality experience for visitors and recognizes the significant contribution tourism makes to the local economy.

OBTAINING REQUEST FOR PROPOSAL DOCUMENTS: Copies of the Request for Proposals No. 01-202 (RFP) may be obtained at the City Purchasing Division at the address given below, or by calling (907) 586-5258.

DEADLINE FOR PROPOSALS: Sealed proposals, submitted as one signed original and six copies, will be received until 2:00 p.m., Alaska time on Friday, **March 16, 2001** or such later time as the Purchasing Officer may announce by facsimile transmission or other writing sent to planholders at any time prior to the submittal date. To be considered for this RFP, you must meet the qualifications and satisfy the requirements set forth in the RFP. The sealed proposal, with the RFP name and number clearly printed on the outside, must be submitted to:

City and Borough of Juneau
Department of Finance, Purchasing Division
Mailing Address: 155 South Seward Street
Physical Address: 105 Municipal Way, 3rd Floor
Juneau, Alaska 99801

PRE-PROPOSAL MEETING: A pre-proposal meeting will be held in the conference room of the Municipal Building, 155 S. Seward Street, at **9 AM**, Alaska time on **Wednesday, February 21, 2001**. Persons interested in submitting proposals are encouraged to attend. If attendance is not possible, persons may participate via teleconference (907-586-0220). Please confirm participation by teleconference with the Purchasing Officer at least 24 hours before the pre-proposal meeting by calling (907) 586-5258. Interested persons are encouraged to fax their written questions to the Purchasing Officer at (907) 586-5299 at least 24 hours before the pre-proposal conference.

QUESTIONS REGARDING THIS RFP: The City Purchasing Officer is the sole point of contact for all issues pertaining to this procurement. No oral interpretations concerning this RFP will be made to any person. **Requests for an interpretation must be made in writing** and delivered or sent by facsimile to the City **at least ten days before the submittal date**. The following person is the specific point of contact at the City Purchasing Division:

Diane Andresen, CPPB
City and Borough of Juneau,
155 South Seward Street, Juneau, Alaska 99801
(907) 586-5258 and FAX (907) 586-5299

NOTE: Mailing/delivery times to Alaska may take longer than other areas of the U.S.
Late proposals will not be accepted.

Disadvantaged business enterprises are encouraged to respond.
A 5 percent Juneau Bidder preference will apply.

Anne Stadnychenko, Purchasing Officer

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1.0 Solicitation Requirements and Information

This document defines the Scope of Work and conditions of the project, explains the procedures for selecting a proposer to provide the services requested, and describes the information required to respond to the RFP.

Proposers should carefully examine the entire RFP, any addenda thereto and all related materials and data referenced in the RFP. Proposers are responsible for making an informed assessment of the nature of requested services and the conditions likely to be encountered in performing this work.

Proposals should provide a straightforward, concise delineation of the proposer's qualifications and capabilities to satisfy the requirements of this RFP. Emphasis should be concentrated on conformance to RFP instructions, responsiveness to RFP requirements, and on completeness and clarity of content.

The following information must be included in each proposal in order to be considered for selection. In order to achieve uniformity and thereby enhance the review and selection process, all proposers should arrange the requested information in the order and manner specified below. In preparing proposals, proposers should focus on demonstrating how they will fulfill the objectives stated in Section 2.0, Scope of Work.

1.1 REQUIRED PROPOSAL CONTENTS

- (a) **Title Page.** Include the following information on the title page:
1. Identification of the RFP number and name
 2. Proposer's name (legal name of entity)
 3. Mailing address
 4. Telephone number(s)
 5. Fax number
 6. Email and web site addresses (if available)
- (b) **Table of Contents.** Clearly identify proposal materials by section, subsection, and page number using the RFP section numbers and headings.
- (c) **Letter of Transmittal.** A letter of transmittal no more than two pages shall provide the following information:
1. Briefly describe the proposer's understanding of proposal requirements and summarize the proposer's qualifications and capabilities in meeting those requirements.
 2. Identify all person(s) who will be authorized to represent the proposer during contract negotiations and term of contract, including title(s), address(es), and telephone number(s).
 3. The letter of transmittal must be signed by a person with the authority to bind the proposer.
- (d) **Juneau Bidder.** Indicate whether proposer qualifies as a "Juneau Bidder" (Section 1.2 (f) of this RFP).

- (e) **Relevant Experience.** Provide a narrative of projects (including project size and complexity) that demonstrate the proposer's experience with tourism management planning in a community with a well-established and flourishing tourism industry, community outreach and education, public participation processes and research related to the full range of social, economic and environmental impacts associated with large scale tourism.
- (f) **Staff Experience and Assignments.** Include resumes for all professional staff assigned work on this project to describe each individual's education, specialized training or certification, and experience in the area to which he/she will be assigned. Proposals must identify personnel assigned to each project task and indicate who will be project manager. Include a company organization chart to identify the location of key personnel. Identify whether project managers will have decision-making authority and the extent to which they will be available to the City via telephone or email during normal business hours.
- (g) **Subcontractors.** List the subcontractors who will be part of your proposal. Include resumes and organization chart, identify project managers and key personnel assigned to project tasks, and discuss decision-making authority and accessibility as described in Section 1.1 (f).
- (h) **Workload Priorities.** Describe how this contract will fit into the proposer's broader work program and where this project will rank in the proposer's workload priorities. Demonstrate the proposer's to accomplish the Scope of Work within the stated timeline.
- (i) **Public Participation Process.** Describe how you will involve the wide range of community interests in the public process associated with this plan. Describe how you will identify stakeholders and interest groups, solicit and incorporate citizen input, ensure information is available through a variety of media and move this project forward from a potentially contentious and polarized atmosphere. The public input process is a critical component of the ultimate selection criteria.
- (j) **Work Plan.** Discuss how the proposer will provide the services requested in the Scope of Work. Provide a work plan to address the tasks identified in the Scope of Work. Discuss the approach and methodology the proposer will use to accomplish the work. Include an anticipated table of contents, with chapter and section headings, for the work plan.
- (k) **Time Line.** Prepare a time line for the proposed project that identifies major tasks and critical components of the project.
- (l) **Price.** Include a detailed budget for the proposed project. This shall be provided in table or spreadsheet form. Information presented shall include but not be limited to the following: name, job classification and hourly rate for all personnel assigned work on this project; reimbursable expenses which include reasonable and necessary actual expenditures incurred in the performance of this project; and a breakdown of overhead and profit margins.
- (m) **Case Studies.** Comment on three case studies that in the proposer's opinion, demonstrate best tourism management practices and describe how lessons learned in those communities may be used in Juneau. Case studies should be relevant to Juneau's specific characteristics (e.g., port city, large-scale tourism, cruise ship tourism, adjacent public lands, etc.).

- (n) **Samples of Previous Work.** Attach samples of previous work and tourism management plans to demonstrate the proposer's experience with tourism planning, effective and meaningful public processes and related efforts.
- (o) **References.** Provide names, titles, telephone numbers, and email addresses if available for references with at least two projects that are of similar scope and concept as described in this RFP.

1.2 EVALUATION AND AWARD

The City will select an evaluation committee to review submitted materials. The committee will review each proposal using the evaluation criteria identified below and in Attachment A. Proposals will be scored, then be assigned a ranking value, with the highest score assigned a rank of #1, the next highest score assigned a rank of #2, etc. Should a tie in the ranking exist between any proposals, the original evaluation score points will be used to break the tie. The proposer with the highest score will be given the lower ranking number to break the tie. The #1 ranked proposer will then be invited to enter contract negotiations with the City. If an agreement cannot be reached, the next lowest ranked proposer may be contacted for negotiations.

The City may request additional information or clarification of submitted materials during the evaluation process. The City may or may not request oral interviews and may award the contract solely on the basis of written proposals. If the City elects to conduct oral interviews of top ranked proposers, finalists will be notified and informed of interview requirements and procedures.

The City may decide to cancel the solicitation at any time, in which case no award will be made.

Criteria. The committee will use the following criteria to evaluate proposals:

- (a) **Project Design and Problem Solving Approach.** The committee will award points based on the proposer's overall problem-solving approach. This includes but is not limited to proposed methodologies, processes, techniques, standards and creativity required to address and involve the wide range of community interests in the final product. [Section 1.1 (j)].
- (b) **Technical Qualifications of Staff.** The committee will award points based on the skills, abilities, expertise and availability of staff (including subcontractors) assigned to this project, along with the diversity of relevant talents offered by the proposer [Sections 1.1 (f) and 1.1 (g)].
- (c) **Experience With Similar Projects.** The committee will award points based on the extent and quality of relevant experience, as indicated by similar projects within the last five years as described in the proposal [Section 1.1 (e)].
- (d) **Price for Services Rendered.** The committee will award points based on the price of services rendered on the total price of the project. The selection committee will allocate the maximum amount of points for this category to the proposer submitting the lowest price [Section 1.1 (l)]. Price will be weighted according to the following formula:

$$\text{Points Awarded} = \frac{(\text{Lowest Price Proposal}) \times (\text{Maximum Points for Price})}{\text{Price of Proposal}}$$

- (e) **Availability and Accessibility.** The committee will award points based on your ability to commit the resources necessary to meet the City's timeline [Sections 1.1 (f), 1.1 (g), 1.1 (h), 1.1 (k)].
- (f) **Juneau Bidder.** City is required to add points equal to five percent of the total evaluation points to any proposal by a "Juneau bidder." CBJ 53.50.060 (e) (2). A "Juneau bidder" is defined at CBJ 53.50.010 as:

53.50.10 DEFINITIONS. Whenever the following words or terms are used in this chapter they shall be construed as follows unless the context clearly indicates otherwise.

- (5) "Juneau bidder" or "Juneau proposer" means a person who:
- A. Holds a current Alaska business license,
 - B. Submits a bid or proposal under the name appearing on the bidder's current Alaska business license,
 - C. Has maintained, for a period of six months immediately before the date of the bid or proposal, a place of business within the city and borough that regularly provides in the normal course of business supplies or services of the general nature being solicited and that is staffed by the bidder or an employee of the bidder,
 - D. Is incorporated or qualified to do business under the laws of the state, is a sole proprietorship and the proprietor is a resident of the city and borough, or is a partnership and all partners are residents of the city and borough.
 - E. Is not delinquent in the payment of any taxes, charges, or assessments owing to the city and borough on account of that business.
 - F. Adds value by actually performing, controlling, managing, and supervising the services provided.
 - G. If a joint venture, is composed entirely of ventures that qualify under all other requirements in this subsection.

1.3 ADDITIONAL SOLICITATION INFORMATION

- (a) **Project Budget.** The City currently has \$150,000 identified for the Tourism Plan. Additional funding may be available if justified. The payment schedule will be based on milestones and/or deliverables identified for this project.
- (b) **Staff Substitutions.** The successful proposer will not make substitutions for staff members who are professional staff, decision-makers, or whose resumes were submitted as part of the proposal. Substitutions for the professional staff can only be made with the written consent of the City.
- (c) **Confidentiality.** Proposals become property of the City, and submittals will not be returned. All proposals received in response to this RFP become a matter of public record and shall be regarded as such.
- (d) **Irrevocability.** The proposal must be irrevocable for at least 90 days from the deadline for proposals.

- (e) **Preparation Cost.** All costs incurred by proposers in preparation of the proposals, including any interview time, shall be borne by the proposer.
- (f) **Juneau Business Sales and Property Taxes.** Vendors/merchants conducting business within the City are required by law to register with the City for sales and property taxes. Vendors/merchants must be in good standing for all amounts owed to the City prior to award and any renewals, but in any event no later than five business days following notification by the City of intent to award or renew the contract. Failure to meet these requirements, if so subject, shall be cause for your bid to be rejected. To determine if your business is subject to these requirements, or for further information, contact the City Finance Department, Treasury Division, at (907) 586-5265 concerning sales tax and 586-5268 concerning business personal property and real property tax.
- (g) **Protests.** The protest period begins with the posting of a notice of apparent successful proposer in the City Purchasing Division and expires at the close of the next business day. Protests shall be executed in accordance with CBJ 53.50.062 and 53.50.080. Copies of the Code, which includes protest procedures, are available from the City Purchasing Division, 105 Municipal Way, Room 300, Juneau, Alaska 99801, or online at www.juneau.lib.ak.us/law/code/53-50.pdf.
- (h) **Multiple Proposals.** The City will not accept more than one proposal from the same person. If the proposer submits more than one proposal, all will be rejected.
- (i) **Right to Reject Proposals.** The City reserves the right to reject any and all proposals in the best interest of the City. The City will not consider electronic or oral proposals, and proposals received after the deadline for proposals will not be considered for any reason.
- (j) **Definitions.** As used in RFP 01-202:
- “**City**” means the City and Borough of Juneau, Alaska.
- “**Deadline for proposals**” means the date and time specified in RFP 01-202. Proposals submitted or received after this date and time will be rejected as untimely.
- “**Name of RFP**” means “Tourism Management Plan.”
- “**Person**” means a natural person, partnership, corporation, association, or other legal entity.
- “**Project**” or “**work**” means the entire body of work to be performed, including the specifications and requirements of the RFP.
- “**Proposer**” means the person or any authorized representatives who have submitted a proposal in response to RFP 01-202
- “**RFP 01-202**” or “**RFP**” means the City’s Request for Proposals No. 01-202 and all addenda.
- “**Planholder**” means a person who has been listed with City by name and address for purposes of notification on all City communications concerning RFP 01-202.

2.0 Scope of Work

2.1 BACKGROUND

- (a) **Geography.** The City and Borough of Juneau is Alaska's capital city and is located along the Inside Passage within the Alexander Archipelago. Part of the mainland, Juneau consists of 3,250 square miles, including 928 square miles of ice cap and 704 square miles of water. This rugged terrain rises from ocean to a mountainous ice field in only a few miles. Juneau is accessible only by air or sea. Seattle is located approximately 970 air miles to the south and Anchorage approximately 570 air miles to the north.
- (b) **Community Development Patterns.** Due to steep terrain, community development has generally occurred in a linear pattern following the coastline. Residential and commercial development has spread from the downtown area at the base of Mount Juneau northward into Lemon Creek, the Mendenhall Valley and Auke Bay. Significant residential development may also be found on Douglas Island and Thane. In addition, individual homes may be found throughout the City along the limited road system.
- (c) **Population.** Juneau's population was estimated at 26,750 in 1990. In following years, population numbers have increased at a rate of 0.5 percent to 3 percent per year. Juneau's current population is estimated to be 31,200 residents.
- (d) **Climate.** Juneau is a coastal community influenced by a mild maritime climate. The Juneau International Airport (JIA) lies in an area influenced by the Japanese current, which creates significant precipitation and overcast conditions. Average summer temperatures range from 44 degrees to 65 degrees and winter temperatures range from 25 degrees to 35 degrees. Average rainfall is 56 inches in the airport area and 80 inches downtown.
- (e) **Economy.** The discovery of gold in the 1880s brought people, mining and milling industries to the Juneau/Douglas area. By the mid-1940s, most mining operations shut down with seafood harvesting/processing and government jobs becoming the new growth segments for the local economy. The Greens Creek Mine, which began operating in 1989, suspended production in 1993 and reopened in 1996, is currently Juneau's largest private sector employer, and provides 266 jobs.

During the late 1980s and early 1990s, the community debated reopening the Alaska Juneau Mine. Opponents to reopening the mine recommended city leaders look to opportunities to develop tourism as a "clean" alternative industry. However, some of tourism's early proponents are among the most vocal advocates of decreasing the impacts from tourism today.

The current economic environment in Juneau reflects a mixture of public and private employment with private sector employment exceeding public sector employment for the first time in 1992. Throughout the region, high-paying, year-round positions in the timber and manufacturing industries are being replaced by lower-paying retail and service sector jobs. In Juneau, state employees have declined by 228 since the beginning of the decade with Juneau now third behind Anchorage and Fairbanks in the number of state employees. Federal employment also continues to decline. By the year 2000, private sector employment represented 58 percent of total employment. The top five private sector employers include Greens Creek Mining Company, Fred Meyer, Alaska Airlines, Central Council Tlingit & Haida, and REACH. The top five public sector employers

include the Juneau School District, Alaska Department of Transportation, City and Borough of Juneau, Alaska Department of Health and Social Services, and the Alaska Department of Administration. The average private sector wage was \$26,000 (1999 estimate) as opposed to the average public sector wage of \$38,000. While jobs in the tourism sector have been on the increase, economists anticipate increased seasonality and declining wages to characterize the future job market in Southeast Alaska.¹

- (f) **Tourism.** Like many other communities looking for ways to revitalize their declining resource based economies, Juneau residents embraced tourism opportunities as a means to generate new economic activity. The CBJ has historically been supportive of any industry that contributed to a stronger economy, including tourism. In the mid-1960s, South Franklin Street in the downtown area was neglected and already in decline. Many downtown businesses followed as residents and housing opportunities relocated to the Mendenhall Valley. Initially, cruise ship based tourism was limited to small ships with visitor numbers in the tens of thousands. Although large cruise ships moved into the Juneau market slowly, the City welcomed their arrival. As cruise ship traffic increased, local property owners reinvested in South Franklin Street, Front Street and Marine Way, refurbishing properties and giving new life to the area.

The cruise industry has changed tremendously in recent years. Most notably, ship size and passenger capacity has grown while fares have dropped considerably, making an Alaskan cruise an affordable vacation option for many people. Southeast Alaska as a destination receives considerable marketing and visitor numbers continue to grow. As both ship size and passenger capacity grew, expanded facilities were required to meet industry needs. The City responded by renovating wharves, docks and related facilities. Improvements were funded by general obligation bonds, with debt service paid by port fees.

In 1990, the City hosted 234,000 cruise ship visitors. Throughout the decade, annual growth rates ranged from a low of 2 percent in 1995 to a high of 22 percent in 1994 and 1996. Growth remained steady at 11 percent in 1997 and 1998. In 1999, Juneau hosted 596,000 cruise ship passengers, an increase of nearly 6 percent (1998 visitors numbered 568,000). Approximately 640,000 cruiseship visitors came to Juneau in 2000 with the first large ship (passenger capacity over 1000) arriving on May 6, 2000 and the last ship of the season arriving on September 27, 2000.

Tourism growth continues to pose positive and negative impacts to Juneau. On the upside, the tourism industry provides investment and business opportunities for local entrepreneurs. Tourism is credited with encouraging Juneau merchants to renovate the downtown area and provide amenities and services not otherwise supported by a community of Juneau's size. Annual visitation encouraged the CBJ to install decorative street lamps, plant flower boxes and barrels and beautify the area for residents and visitors alike. Visitors support CBJ services and infrastructure through payments of sales tax and a hotel tax. Tourism provides a variety of summer jobs for high school and college students who may not otherwise be able to return to or stay in Juneau. Downtown services and amenities, including restaurants and coffee shops, bookstores, drug stores and an outdoor retailer, are able stay open year-round in part because of income generated during the five month tourism season. In addition, revenues generated from summer flightseeing tours allow Wings of Alaska to provide year round freight and passenger service at a more affordable rate. In 1999, voters approved

¹ McDowell, Eric.

a citizen initiative to charge a \$5 per person passenger fee to help address visitor impacts. This fee is currently generating approximately \$3,000,000 per year.

On the other hand, citizen letters to CBJ leaders, citizen testimony at public and other city meetings, and letters to the editor of the local newspaper (*Juneau Empire*) demonstrate the level of frustration, and in some cases anger generated in some Juneau residents. Major concerns include a deteriorating quality of life, increased noise, pollution, congestion and conflicts with visitors over use of popular trails and other recreational facilities. And although many of these individuals are not anti-tourism, they do believe visitors numbers have grown too quickly and overwhelm community services and infrastructure.

- (g) **Economic Impacts of Tourism.** The City commissioned an economic impact study of the 1994 tour season. Key findings included the following:
- Visitors spent an estimated \$97 million while in Juneau.
 - Independent visitors, cruise ship passengers and cruise ship crew spent just over \$50 million, \$37 million and \$3 million respectively.
 - The convention market generated approximately \$6 million in visitor spending, created 100 jobs and \$1.6 million in payroll.
 - The visitor industry generated the annual equivalent of 1,460 private sector jobs (peak season employment was estimated at about 1800 jobs) with an average annual salary of \$16,600. The visitor industry is Juneau's second largest basic industry with 18 percent of all basic industry jobs. A basic industry is one that generates new money for the local economy from non-local sources.
 - An additional 728 jobs and \$10.5 million in payroll was generated by the independent visitor (vacation/pleasure and business) industry.

Additional economic studies have been commissioned by private sector interests, including the Alaska Visitors Association and Southeast Conference (an organization of southeast Alaskan communities). The most recent study commissioned by the Southeast Conference is the October 2000, *Economic Impacts of the Cruise Industry in Southeast Alaska (McDowell Group)*.

- (h) **Public Process Considerations.** Residents have participated in numerous public meetings related to tourism planning. These include public work sessions, public testimony opportunities, focus groups, and break out groups. Meetings were most often organized by City Assembly committees including the Tourism Working Group, the Tourism Advisory Committee and the Planning and Policy Committee. The City has faced a number of obstacles when convening public meetings. The issues listed below should be considered when developing a public process for the Tourism Management Plan.
- It is difficult for the City to generate public participation that is representative of the broad community. Tourism issues are highly controversial and public meetings to date draw out the same participants with highly polarized viewpoints. Consequently, public input is discounted by those who view the process as being dominated by a small and unrepresentative group rather than reflecting the entire community.
 - Some people attend public meetings but do not believe their input is meaningful given the timing of their comments. Specifically, rather than commenting on a "draft report", they would like an opportunity to provide input at the earliest stages of the planning process with additional opportunities through the remainder of the process.

- Many people feel that prior public participation opportunities have not resulted in decisive actions to address concerns raised, and are therefore skeptical of yet another effort.

2.2 PROJECT TASKS

(a) **Public Participation:** The selected proposer will develop a citizen participation process that considers input provided at earlier stages in the City and Borough (CBJ) planning process, includes currently engaged participants and actively recruits all citizens of the CBJ as stakeholders in the tourism planning process. The process will:

1. Mobilize participation efforts early and incorporate inclusive citizen involvement throughout the planning process.
2. As an initial step in the public participation process, identify with citizens the enduring tenets the community holds as its core values.
3. Respond to polarization associated with earlier planning efforts by building upon agreement and utilizing alternative dispute resolution models as appropriate.
4. Anticipate and accommodate varying levels of citizen interest/involvement by developing an array of participation venues.
5. Identify clearly how citizen input will apply meaningfully to plan objectives.
6. Provide for periodic updates to keep the community at large informed of planning progress.
7. Develop methods to gauge and assess the effectiveness of citizen participation at pre-determined project milestones.

(b) **Plan Coordination:** The selected proposer will review, evaluate and incorporate as appropriate, the results of previous tourism planning efforts and coordinate planning activities with existing and developing plans, including those referenced under Attachments C and D. Plan coordination will:

1. Evaluate and assess the applicability of previous planning efforts and plans to the development of the tourism plan.
2. Eliminate from the planning process elements of previous efforts which inhibit or are superseded by the current planning effort.
3. Identify and build upon functional links with prior planning efforts, active processes and adopted plans.
4. Coordinate with CBJ project manager through regularly scheduled communications and detailed progress reports at designated project milestones.

(c) **Research and Preparatory Work:** The selected proposer will utilize the review conducted under (b) to identify and fill critical omissions in the body of existing information compiled by CBJ to date. The firm will prepare (at a minimum) a tourism industry trend analysis and may submit detailed recommendations to the CBJ project manager providing the rationale and scope for any additional research/preparatory work. Research and preparatory work will:

1. Evaluate state, national and global industry trends that relate to developing conditions within CBJ. Utilize existing information sources including reports prepared by private firms, Alaska Division of Tourism and Alaska Visitors Association as a starting point in analyzing developing trends relative to CBJ tourist industry.
2. Consider tourist numbers, types, travel mode, current capacity of and associated impacts to public services and infrastructure, including transportation.
3. Consider and incorporate as appropriate, published economic data compiled by public and private

sources.

4. Identify planning responses that may be utilized as a strategy in the management of local tourism on a sustainable basis.

(d) **Jurisdiction and Authority:** CBJ has preferred, where possible, to work cooperatively with the tourism industry through voluntary agreements designed to mitigate impacts. However, it is important to understand the extent and limitations of the City's authority and the ways in which that authority may be used to promote the City's objectives. The selected proposer will analyze the level of CBJ jurisdiction and authority for managing and regulating tourism activities and impacts.

Local, state and federal jurisdictions must be assessed to determine areas of potential conflict and cooperation. Applicability of CBJ authority to regulate tourism activities and impacts must be clearly described in the final planning document. Specific recommendations will be provided for plan or code amendments that will enable CBJ to manage the tourism industry most effectively and on a sustainable basis. The analysis will address the following issues.

1. Air and water quality impacts associated with cruise ship emissions and wastewater disposal (Authority currently lies with the U.S. Environmental Protection Agency, U.S. Coast Guard, and the Alaska Department of Environmental Conservation. CBJ is working cooperatively with these agencies to address public concerns, but has no specific authority);
2. Noise emanating from helicopters and fixed wing aircraft associated with flightseeing enterprises (Federal Aviation Administration, U.S. Forest Service, and CBJ. CBJ has contracted with a legal specialist to advise the city on its authority with regard to flightseeing. See Attachment C for scope of work)
3. Vehicular congestion on streets related to tour bus, van and cab modes of transportation. (CBJ, Alaska Department of Transportation);
4. Impacts to public lands associated with hiking, walking, bicycling, boating and charter fishing activities (Public lands are in local, state and federal ownership. Commercial permits are granted by each authority. Fishing is regulated by the Alaska Department of Fish and Game and area waters by the U.S. Coast Guard); and
5. Other issues identified as a result of the legal analysis, planning or citizen participation process.

(e) **Policy and Plan Development:** The selected proposer will incorporate the process and products developed under (a) through (d) in a tourism plan which sets forth goals and objectives for the long-term management of tourism on a sustainable basis. A sustainable tourism industry is defined as one that will support and promote a high quality of life for Juneau residents, provide a high quality experience for visitors and recognize the significant contribution tourism makes to the local economy.

The final planning document will provide for the active management of tourism activities and development including mitigation measures addressing areas of known impacts. The plan will set forth an implementation schedule and provide for ongoing measurement and monitoring to assist CBJ in determining the degree of success associated with its implementation. The final planning document will include but not be limited to the following elements:

1. A summary of citizen participation and its establishment as the foundation of the plan;
2. Identification of the geographic planning area and the effective useful life of the plan;
3. Development of prioritized management objectives, which emphasize sustainability and the following concepts:

- equity, which requires management methods be perceived as fair by most potential participants;
 - efficiency, which requires that methods provide adequate value for the effort(s) expended and result in considerable benefit for the community; and
 - resiliency, which requires that methods are adaptable to changing industry conditions and local economic forces;
4. Infrastructure development required to address plan objectives;
 5. Economic health of the community as it relates to plan objectives;
 6. Identification of informal local standards and official regulations which provide incentives and penalties as well as a dispute resolution process;
 7. Identification of an implementation schedule for planning objectives and mitigation measures based on priorities established through planning process;
 8. Establishment of a reliable method of measuring and monitoring the successful implementation of the plan, including the ongoing evaluation of mitigation measures;
 9. A listing of coordinated plans and processes which are incorporated by reference in the tourism plan; and
 10. Appendices consisting of the industry trend analysis prepared under (b) and the legal analysis prepared under (d).

Attachment A

SELECTION COMMITTEE PROPOSAL EVALUATION/RANKING FORM

Evaluation Criteria	Points Awarded	
	Possible Points	Score
Product Design and Problem Solving Approach [Section 1.2(a)] <ul style="list-style-type: none"> • Methodologies, processes, techniques, standards, creativity in approach • Special emphasis to be placed on public participation process 	35	
Technical Qualifications of Staff [Section 1.2(b)] <ul style="list-style-type: none"> • Skills, abilities and expertise of staff and subcontractors that will be assigned to the project • Diversity of relevant talents offered by the proposer 	20	
Overall Experience in Similar Projects [Section 1.2(c)] <ul style="list-style-type: none"> • Success in achieving objectives and quality of service provided by the proposer in similar projects (last five years) 	20	
Price of Services [Section 1.2(d)]* <ul style="list-style-type: none"> • Total price of services (including price of subcontractor services) 	15	
Availability and Accessibility [Section 1.2(e)] <ul style="list-style-type: none"> • Ability to adhere to schedule and meet Phase I start date and deadline 	15	
Juneau Bidder Points [Section 1.2(f)]	5.25	
Total Possible Points	110.25	

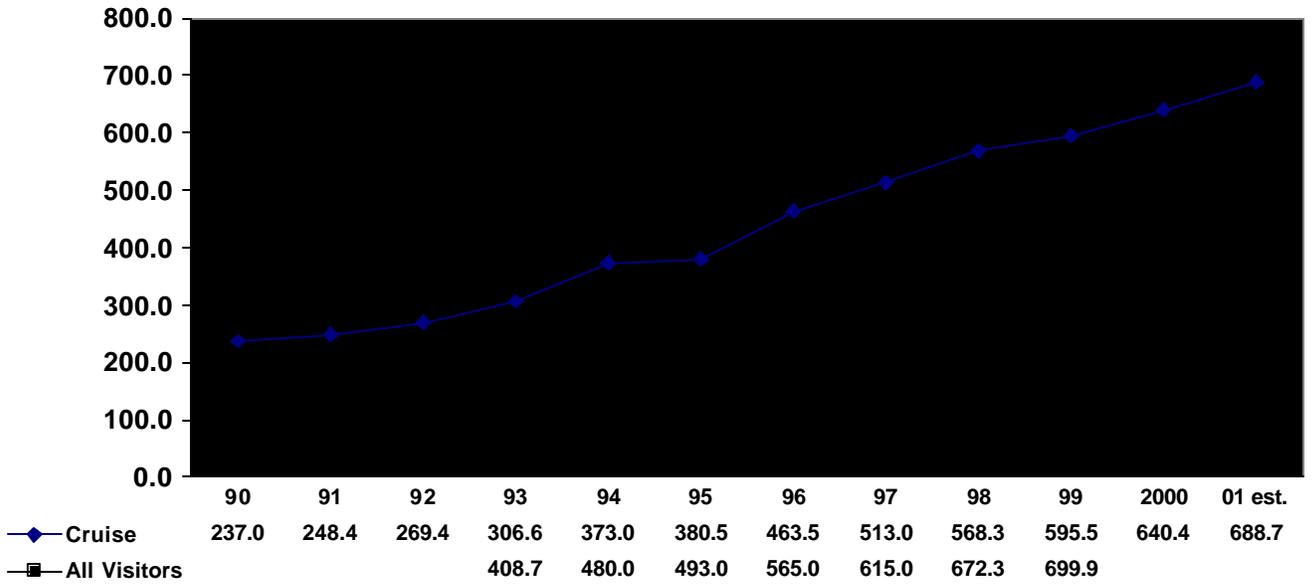
Name of Proposer: _____ Ranking: _____

Point Calculation for Price of Services Rendered

$$* \text{ Points Awarded} = \frac{(\text{Lowest Price Proposal}) \times (\text{Maximum Points for Price})}{\text{Price of Proposal}}$$

Attachment B

Non-Alaskan Visitors to Juneau, Alaska 1990 to 2000



Source: Juneau Convention and Visitors Bureau

Attachment C

STATUS OF CBJ PLANS/PLANNING

(with tourism implications, related issues)

Multiple CBJ planning efforts on related issues are currently underway and to varying degrees have implications for tourism planning. These efforts will involve numerous public meetings, and the public processes must be coordinated carefully. A summary of the status of major CBJ plans and current planning project follows (additional information is accessible through the City's web site: <http://juneau.lib.ak.us>).

Airport

- **JIA Master Plan** (1999): Completed
- **Part 150 Noise Compatibility Study** (2000): Completed
- **Economic Impact Study** (Fall, 2000): Completed
- **Environmental Impact Statement, Runway Safety Area Phase II** (11/00): RFQ is Out

Community Development

- **Juneau Parking Study** (2/99): Completed
- **Comprehensive Plan for the City & Borough of Juneau, Update** (1995): Completed
- **Area Wide Transportation Plan** (9/00 - 5/01): Review and approval of draft plan will commence in 3/01. This includes public meetings and meetings with the Transportation Steering Committee, Committee of the Whole, Planning Commission, and Public Works and Facilities Committee through 7/01.

Docks and Harbors

- **Strategic Waterfront Analysis** (1/01 - 7/01): Stake holder interviews and public meetings will begin in 2/01. The analysis will coordinate with the State Mental Health Subport Redevelopment Plan.

Engineering

- **South Franklin/Marine Way Traffic Improvements** (9/00 - 4/01): Process included a site survey, needs survey, option development, public input and recommendations. The Planning Commission

will review the project (2/01), and work on a roundabout is expected to begin in 4/01.

- **Visitor Information Center** (Time frame unknown): CBJ staff will work with Juneau Convention and Visitors Bureau. Design money has been appropriated from Cruise Ship Passenger Fee monies.

Lands

- **Subport Redevelopment Plan**: The Mental Health Trust and other cooperating land owners will hire a consultant to work with all of the political bodies, boards, agencies, Planning Commission, Assembly, etc., to get approval of the redevelopment concept for this key downtown waterfront property. No time frame has been identified for this task.

Manager's Office

- **Flightseeing Noise Study**: (7/00 - 1/01) Final Draft Report released in 1/01.
- **USFS/CBJ Flightseeing Noise Mediation Project** (9/00 - 12/00): A mediator convened a negotiation team to design a process, identify issues, agree upon rules, and develop a common information base. The group was unable to agree to proceed with formal negotiations but did reach consensus on issues to be negotiated.
- **Voluntary Compliance Program Update** (10/00 - 4/01): CBJ staff will review the program, propose a plan to market the program, offer participation incentives and recognize operators who participate. Staff will work with the Planning and Policy Committee, operators and community to develop objectives, performance measures, and training plan.

- **Tourism Plan:** (2/01) Request for Proposals has been sent to prospective vendors.
- **Legal Analysis of the CBJ's Options in Addressing Flightseeing Noise** (01/01): The City retained Attorney Richard Durden to complete the following tasks: describe the CBJ's jurisdiction in limiting flightseeing noise; analyze mitigation options; evaluate options for land use regulations to limit flightseeing noise; evaluate the CBJ's authority to establish a limited entry policy to regulate new flightseeing operators or control the growth of existing operators.

Parks and Recreation

- **Parks and Recreation Comprehensive Plan** (1996): Completed
- **Juneau Non-Motorized Transportation Plan** (1997): Completed
- **Trails Working Group** (10/00 – 4/01): The group reconvened to discuss issues including group size and carrying capacity of local trails.
- **Long-range Museum Plan:** (Time frame unknown) Plan is half complete and currently unfunded. The plan will be coordinated with State Mental Health Support Redevelopment plan.
- **Marine Park** (Summer, 2000) Vehicle and pedestrian improvements adjacent to cruiseship dock.

Juneau Convention and Visitors Bureau

- **Strategic Plan** (7/00): Completed

Public Works

- **Downtown Transit Center** (Time frame unknown).
- **Public Works** (Time frame unknown): Feasibility Study on cruise ship use of municipal sewage collection and treatment system

Attachment D

CITY AND BOROUGH OF JUNEAU TOURISM MANAGEMENT

History and Review

The character of our community will be measured by the quality of our human interactions in addition to the physical look of our man-made artifacts and the magnificent beauty of our natural surroundings. The growth of the Juneau tourism industry brings substantial employment and investment opportunities to the community, but also impacts the day-to-day living conditions of many residents as we accommodate and entertain hundreds of thousands of visitors each year. Perhaps the most serious impact of the growth in visitation is the erosion of good will towards visitors and the fraying of the social fabric that holds the town together. The warm, supportive and creative spirit we have enjoyed a part of the character of Juneau has been damaged. It is time to work toward a better balance between the broader public good and the development of the tourism industry and restore our ability to demonstrate good will toward each other and to welcome newcomers with genuine interest and enthusiasm.¹

INTRODUCTION

The City and Borough of Juneau (CBJ) is dealing with tourism management and growth issues which have generated controversy in the last decade, and continue to do so today. Much of this controversy stems from the fact that the CBJ is working with an already well-established industry, which may limit the City's ability to make initial choices on a number of important issues:

- Does Juneau want to focus on tourism as an economic development tool?
- What kinds of tourism does Juneau want to encourage?
- Where does Juneau want tourism activity to occur?
- Should infrastructure accommodate growth or should infrastructure decisions direct and manage growth?

Juneau is already home to a flourishing tourism industry. A substantial contributor to the local economy, tourism generates jobs, income, sales tax, hotel tax, port fees, passenger fees, visitor spending, etc. Economists identify increases in tourism jobs as being one of the few growth areas in the regional economy.

However, some residents question whether the benefits of tourism outweigh its costs and criticize CBJ leaders for not doing enough to address tourism growth. Others maintain that a minority of residents are truly bothered by tourism impacts, and do not believe those who complain are representative of the entire community. And yet, those residents do have valid concerns related to tourism growth and its impacts on the community. Unfortunately, in today's contentious climate even the most valid issues are lost in disagreements fueled by emotion and controversy. The end result is one of little progress in a divided and polarized community which reacts based on opinion rather than facts.

¹ Members of the Planning and Policy Committee describe the conflict surrounding tourism activity, May 2000.

From an outside perspective, the CBJ may appear to be progressive because of the actions it has already taken. For example, the CBJ has already established a tourism policy, funded a substantial amount of tourism research and related studies, established a Voluntary Compliance Program and Tourism Hotline, and created working groups and committees to address tourism issues. Most recently, the CBJ dedicated additional resources to fund two full-time and one part time staff positions to work solely on tourism issues. Despite this apparent commitment and nearly an entire decade of work, tourism issues continue to be contentious and divisive, with the community revisiting similar concerns year after year.

This document is intended to provide a chronology of previous work related to CBJ tourism planning and management efforts which includes the work of various workgroups, committees and Assembly members. Consultants who submit proposals for a CBJ Tourism Management Plan will require a firm understanding of previous efforts and all associated public process components. This information will be critical in developing a Tourism Management Plan which fulfills the unmet needs of the CBJ and its citizens.

Chronology of Tourism Studies and Tourism Committees

1988

Ad Hoc Floatplane and Tour Ship Noise Study Committee

Some of the first committees that the Assembly directed to address tourism-related issues focused on flightseeing noise. In 1988, the CBJ Assembly created an Ad Hoc Floatplane and Tour Ship Noise Study Committee to collect data, conduct hearings, and issue a report on downtown waterfront float plane and tour ship noise. This committee was comprised of residents, aircraft operators, and representatives from the CBJ, Juneau Convention and Visitors Bureau, CBJ Docks and Harbors, Federal Aviation Administration, U.S. Coast Guard, and the cruise ship industry.

After nine months of work, the committee delivered a list of options, along with the pros and cons of each option to the Assembly. The options were categorized in three ways: (1) adhere to voluntary compliance measures, (2) decrease and regulate floatplane operators by ordinance, (3) discontinue use of harbor for floatplane operations. The City Manager recommended that flightseeing operators be given an opportunity to voluntarily comply with regulations, but the Assembly be prepared to

take regulatory action if operators did not strictly comply with voluntary compliance measures or if those measures were not effective. In May of 1990, the flightseeing operators on the downtown waterfront entered into an agreement with the CBJ to adhere to specific noise abatement operations and to phase out use of (or update with quiet technology) all C-206 and/or C-185 and replace the aircraft with less noisy aircraft.

January, 1990

An Evaluation of the Juneau Tourism Industry

By the end of the 1980s, visitors to Juneau (by a variety of modes of travel) had grown to over 200,000. The McDowell group prepared an evaluation of the tourism industry to identify next steps in tourism development.² The study included an asset evaluation, market evaluation, program evaluation, and development strategy. Development strategies focused on improving visitor infrastructure and maintaining Juneau's position as a top visitor destination in Alaska.

² Prepared for Juneau Economic Development Council, January 1990.

**November, 1992
Ad Hoc Noise Abatement Study Committee**

The Assembly created the Ad Hoc Noise Abatement Study Committee in November 1992. The scope of work for the second noise committee was similar to that of the first, but the study area was extended to include the entire City and Borough of Juneau. The committee was comprised of five public representatives and one representative each from Alaska Airlines, helicopter operators, small aircraft operators, and airport staff.

In February of 1993, 123 citizens signed a petition and submitted it to Mayor Jamie Parsons, requesting that helicopter operations near or adjacent to occupied areas be stopped. Citizens cited the lack of a complete and accurate planning process undertaken by the city, the U.S. Forest Service or flightseeing operators to determine the optimal location for conducting glacier flight tours in large numbers.

The Noise Abatement Study Committee continued its work throughout 1993. One citizen letter on file during that period suggested to the mayor that addressing noise issues alone was insufficient when the real issue was tourism growth. In January of 1994, the committee submitted recommendations that included adopting a Juneau Fly Neighborly Program and conducting a noise study. Other committee recommendations related to noise from city street operations, street sweeper and snow removal equipment, cruise ship engines, horns and public address systems, and vehicular traffic including city bus idling and commercial truck traffic.

**September, 1994
Downtown Tour Season Traffic Study**

Juneau received over 480,000 visitors during the 1994 summer tour season, approximately twice as many as visited Juneau in 1990. The CBJ Community Development Department commissioned a study of traffic during the tour season to address traffic and congestion

concerns. The scope of the *Downtown Tour Season Traffic Study* included the following:

- Review and update traffic studies;
- Interview tour operators, businesses and people who use transportation facilities in the area;
- Analyze alternatives for reducing congestion;
- Provide recommendations to be implemented in the 1995 tour season; and
- Recommend long-range solutions.

The following areas of concern were also identified:

- Pedestrian crossings;
- Marine Park curb-side loading areas;
- Congestion on South Franklin Street;
- Delineation of circulation and loading areas in the Columbia Lot; and
- Bus staging areas near the waterfront, and a lack of tourist amenities which impedes movement to loading zones at curbside.

**December, 1994
Tourism Working Group (TWG)**

The mayor appointed a nine-member task force to identify tourism-related issues and possible mitigation solutions and develop a long-range plan for Juneau's visitor industry. The task force consisted of five public representatives, three industry representatives and an Assembly liaison/facilitator. The CBJ deputy city manager, Juneau Convention and Visitors Bureau executive director, and a representative from the Alaska Division of Tourism provided additional support and expertise. The working group addressed the following issues:

- Which downtown areas are most affected by congestion and noise?
- Should tourism activities be restricted to specific areas or be spread out?
- How much does tourism contribute to the local economy?

- Does the tourism industry employ local residents?
- Should the CBJ regulate commercial tourism activities on private and public lands?
- Which tourism activities does the public believe can be expanded, reduced or maintained at current levels?

The TWG went on to do the following:

- Community visioning session to identify tourism issues that were of concern to the community (May 1995);
- Community Survey to measure the depth and extent of concerns identified in the vision session;
- Economic Impact Analysis of the visitor industry;
- Assessment of the visitor industry on community infrastructure;
- Fact finding effort on infrastructure and new visitor attractions being planned by both public and private agencies;
- Public open house encouraging citizens comments on recommendations developed by project consultants and the TWG (March 31, 1996); and
- Public work session (April 16, 1996).

1995 Tourism Policy

At the recommendation of the TWG, the CBJ Assembly adopted a tourism policy that encourages economic growth through tourism and protects those elements of the community which make it a desirable place to live. The policy statement below was incorporated into the CBJ's Comprehensive Plan:

It is the policy of the CBJ to encourage tourism, convention and other visitor-related activities through the development of appropriate facilities and services, while protecting Juneau's natural and cultural attractions for local citizens and visitors alike, and to participate in the accommodation of the future growth of tourism in a manner that addresses both community and industry concerns.

The policy indicates the CBJ Assembly's desire to balance goals that are often at odds with one another. For example, is it possible to accommodate tourism growth and balance the needs and concerns of the industry and the broad community at the same time? The Tourism Management Plan should articulate a policy statement consistent with plan objectives.

1995 Comprehensive Plan of the City and Borough of Juneau³

Citing tourism as Juneau's largest private industry, the *Comprehensive Plan* acknowledges the industry's contributions to economic diversity and to vitalizing the downtown area. The plan also points out that expansion of tourism has the potential to impact citizens' quality of life. In a 1995 League of Women Voters resident survey, 87 percent believed the CBJ should take a more active role in addressing tourism impacts.

In order to provide quality visitor experiences without increasing impacts to residents, the *Comprehensive Plan* recommends the following actions:

- Initiate a long-term tourism planning effort;
- Develop a process to identify, evaluate and mitigate impacts;
- Encourage recognition of historic resources;
- Identify areas with unique or locally important values and develop a system to regulate use in these areas;
- Work with cruise line and other representatives to develop or improve moorage and berthing facilities;
- Develop new convention and tourist facilities to benefit residents and visitors;
- Focus marketing on overnight visitors;
- Support development of RV parks and campgrounds;

³ Tourism Section pp. 30-33, prepared by the CBJ Community Development Department, 1995 update.

- Support Eaglecrest as a regional recreation and tourism facility;
- Work with the tourism industry to encourage shoulder season visitation; and
- Appraise transportation facilities to insure they meet local and visitor use demands.

**December, 1995
Community Survey and Analysis of Effects of Tourism⁴**

By the 1995 tour season, Juneau hosted nearly one half million visitors. The *Tourism Community Opinion Survey* was conducted to assess the positive and negative impacts of tourism, and to measure community tolerance for tourism-related congestion and pressure on local infrastructure. Telephone surveys of 513 households were carried out and the information gathered provides local government a better understanding of the common ground existing between industry and community needs. Areas of consensus included the following:

- Tourism is important to the community.
- The CBJ should encourage independent travelers to visit Juneau.
- Overcrowding in the downtown area is the most significant negative impact.
- Commercial tourism use of CBJ land should be regulated and fees assessed.
- The CBJ should support construction of campgrounds and RV parks.

Other topics, such as whether the CBJ should regulate tour operators conducting business on private land and regulation of cruise ship passenger numbers, proved to be more divisive.

**April, 1996
Juneau Visitor Industry, Infrastructure Assessment⁵**

⁴ Prepared for the CBJ Tourism Working Group by the McDowell Group in association with Sheinberg Associates.

This document identifies visitor impacts to public services and local infrastructure. CBJ officials and tourism-related businesses were interviewed to gain their perspective on industry impacts. The following related studies were also reviewed:

- 1995 draft CBJ Juneau Trails Study
- Basin Road Traffic Study
- Downtown Traffic Study
- 1995 public work session on tourism

This report concludes by summarizing the most frequently noted infrastructure and service-related concerns. Remedies and solutions are discussed in Volume IV of the Juneau Visitor Industry Series: *Tourism Planning Analysis and Recommendations*.

**May, 1996
Juneau Visitor Industry, Tourism Planning Analysis and Recommendations⁶**

The final document of the Juneau Visitor Industry Report synthesizes information presented in previous reports (*Community Opinion Survey, Economic Impact Assessment, and Infrastructure Analysis*), provides background information on the relationship between government and the tourism industry, and includes tourism industry trends and growth data. Community concerns related to tourism are also presented.

The report contains this important statement: "Although it can be argued ... this has already happened, the CBJ should articulate a basic policy decision that it plans to assume a more active, rather than passive role in the development and management of tourism." Active involvement is defined as when government adopts a general policy for

⁵ Prepared for the CBJ Tourism Working Group by Sheinberg Associates in association with the McDowell Group (April 1996).

⁶ Prepared for the CBJ Tourism Working Group by Sheinberg Associates in association with the McDowell Group

“developing and managing” tourism, accompanied by the following actions:

- Developing a tourism plan setting forth the objectives, specific policies and structure for tourism development and management;
- Providing an adequate budget for tourism marketing, management and regulation and for maintaining visitor facilities;
- Offering tourism-related training programs;
- Adopting tourism-related legislation and regulations;
- Improving or encouraging the improvement of airports, harbors and ports; and
- Encouraging air and water traffic agreements aimed at increasing or managing tourist flows.

Finally, this document outlines a tourism plan process and contains draft goals and action steps to reduce impacts identified through both public and private actions. The tourism strategic planning process includes the following steps and evaluates progress made by the Tourism Working Group in working with community interests to meet mutual goals:

- Identify Issues (completed)
- Assess Community Attitudes and Concerns (completed)
- Develop and Analyze Community Goals (partly completed)
- Develop and Analyze Action Steps for Each Goal (partly completed)
- Select Goals and Action Steps (needs to be completed)
- Adopt Plan and Priority List of Steps to be Accomplished this Year (needs to be completed)
- Evaluate Plan Effectiveness (to be completed after every tour season after the plan is adopted).

June, 1996
Goals and Actions Steps for Tourism

In June 1996, the Tourism Working Group presented the CBJ Assembly with Goals and Actions Steps for Tourism. These were based on the CBJ Tourism Policy adopted in 1995 and included eight categories of concern:

- Quality of Life
- Tourism Planning, Management and Communication
- Infrastructure, Services and Facilities
- Activities, Attractions and Education
- Accommodations
- Environmental Concerns
- Business
- Marketing and Promotion

The TWG recommended the following short and long term priorities to the Assembly:

Short Term

- Identify and address impacts of tourism business activities in residential and other areas by proposing amendments to the land use code (Title 49), or some alternative that after study is recommended as being more effective.
- Review and update baseline data as necessary; conduct another attitude survey in the fall of 1996.
- Dedicate at least one half time position in the Manager’s office to provide staff support and coordination for tourism issues.
- Provide for more coordinated, less fragmented planning and management of tourism issues by continuing the role of the TWG as a planning and coordinating committee.
- Provide improved signage, preferably multi-lingual.
- Implement “Quick Fixes” before the next tourism season.

Long Term

- Increase downtown parking by constructing an additional parking facility and other improvements as needed.
- Work with the private sector to construct R/V parks and campgrounds to be managed by a private concession.

- Build a visitor center.
- Improve infrastructure and services.

Although action items were delegated to a variety of committees and working groups, efforts were fragmented, resulting in little real progress.

September, 1996 Juneau Visitor Industry, An Economic Impact Study⁷

This study measures the visitors' economic impacts to Juneau, which include visitor spending, employment, payroll, wage rates, non-resident ownership and employment, and CBJ revenue and expenditures related to visitors. Key findings for 1994 included the following:

- Visitors spent an estimated \$97 million while in Juneau.
- Independent visitors, cruise ship passengers, and cruise ship crew spent just over \$50 million, \$37 million and \$3 million respectively.
- The convention market generated approximately \$6 million in visitor spending, created 100 jobs and \$1.6 million in payroll.
- The visitor industry generated the annual equivalent of 1,460 private sector jobs (peak season employment was estimated at about 1800 jobs) with an average annual salary of \$16,600. The visitor industry is Juneau's second largest basic industry with 18 percent of all basic industry jobs.
- The independent visitor industry (vacation/pleasure and business) created 728 jobs and generated \$10.5 million in payroll.

1996 Cruise Ship Passenger Fee Initiative

⁷ Prepared for the CBJ Tourism Working Group by the McDowell Group in association with Sheinberg Associates, September 1996.

In 1996, a group called Juneau Values Responsible Tourism gathered signatures to place a \$7 per cruise ship passenger fee on the October ballot. The initiative was defeated by a margin of 9 percent. While passenger fee opponents argued that "tourism pays its way" in part though cruise ship docking and tonnage fees, proponents sought an additional source of funding for tourism-related services including maintenance of Marine Park and city trails, operation of the library and city museum, and other public services including trash collection, police, emergency services, public restrooms, etc. At the same time, the Assembly was reviewing recommendations made by the Tourism Working Group (which had been at work for 18 months) and one Assembly member believed voters defeated the head tax initiative as a means of expressing their faith in the CBJ's tourism planning process.⁸

February, 1997 Tourism/Title 49

The TWG began reviewing the CBJ's land use code (Title 49) in May of 1996 with the intent to propose amendments addressing the impacts of tourism activities on residential and other areas. In lieu of proposing an amendment, the TWG could recommend an alternative action if the committee determined it to be more effective.

Subsequently, CBJ staff drafted an ordinance to amend the code as follows: smaller (tour) activities would require registration, mid-size uses/activities would require staff review and large uses would require CBJ Planning Commission review through its "conditional use" process. In addition, amendments would require tour activities to be in harmony with the peace or livability of impacted neighborhoods. Under the amendments, tour activities would also be consistent with the comprehensive plan, would not endanger public health, safety or welfare, and would not exceed the carrying capacity of the area.

⁸ *Juneau Empire*, "Voters Sink Passenger Fee", Mark Sabbatini, October 2, 1996.

A TWG visitor industry member memo cites the following as significant concerns related to Title 49 amendments: (1) the process that produced the draft ordinance and (2) the failure of the ordinance to fit into any overall tourism management plan. Additional concerns related to the subcommittee's failure to define "neighborhood", "carrying capacity" or "peace and livability" and its failure to consider other alternatives.

Instead of regulation, industry members recommended the TWG reach out to tour operators, ask them to operate in a courteous and responsible manner in full compliance with the law, and describe (by letter) proposed changes to Title 49 to be considered by the Assembly should the next tourist season prove disruptive to residents. The TWG then developed 18 voluntary guidelines with which the industry was asked to comply during the 1997 tour season. A Tourism Hotline was also established to register resident complaints.

April, 1997 Community Survey on the Effects of Tourism⁹

This survey documents citizen opinions on downtown congestion issues and on their impacts to the community. Respondents also evaluated various policy options designed to deal with impacts. Survey results indicate four major messages:

- The community supports the City and Borough of Juneau taking action on problems associated with resident access to the downtown area.
- The public strongly favors the CBJ use a combination of user fees and general tax monies to improve and expand community recreational resources.
- When queried about the tourism industry, respondents generally believed that benefits

⁹ Prepared Tourism Working Group by Attitude 58, Survey Research for Alaska, Yukon and the Russian Far East.

associated with the industry outweigh the costs and were selective in supporting industry limitations.

- For the most part, respondents expressed support for the tourism industry, with support rooted in the respondent's assessment that benefits of tourism outweigh its costs. However, should that ratio change, one could reasonably predict a change in community support.

September, 1997 Tourism Advisory Committee (TAC)

In September 1997, the Assembly made the Tourism Working Group into a permanent board known as the Tourism Advisory Committee. The TAC would support Assembly policy as stated in the CBJ Comprehensive Plan and be responsible for the following tasks:

- Recommend a borough-wide, annual action plan for tourism in Juneau;
- Conduct primary research and discussion prior to making recommendations to the Manager and Assembly;
- Monitor and document tourism activity, especially as it affects quality of life in the community;
- Conduct regular research to measure community sentiment on tourism issues and identify remedies to address impacts;
- Solicit citizen and business comments related to tourism; mediate and attempt to resolve concerns and complaints;
- Recommend infrastructure improvements to the Assembly, identify and recommend improvements to community recreational resources to benefit both residents and visitors;
- Comment on proposed ordinances or other matters relating to tourism under consideration by the Assembly;
- Solicit new ideas from the industry and general public on ways to more effectively enhance the benefits of tourism and reduce its impacts throughout the borough; and

- Provide information to the Assembly and the general public regarding tourism issues and development.

In its first year, the TAC focused on identifying problem areas and encouraged tour operators to adhere to voluntary guidelines to minimize tourism impacts. The TAC also monitored community opinions on tourism.

The efforts of the Tourism Working Group (spanning two and one half years) established a framework for subsequent work of the TAC. In its first year, the TAC continued to identify major issues and possible solutions. Three major issues identified by both the TWG and TAC included downtown pedestrian and vehicular traffic, noise impacts from flightseeing and cruise ship emissions. The TAC continued to monitor community opinion and encouraged tour operators adhere to voluntary guidelines designed to minimize the industry's negative impacts.

In its *Annual Report and Action Plan* (April 1999), the TAC expressed its interest in moving beyond the negative aspects of tourism and its perceived role of "tourism cop" in favor of working to enhance the positive benefits of the industry. In 1998, the TAC convened an interagency coordinating meeting and invited representatives from a wide variety of public and private sector organizations to provide an update on current visitor industry-related projects. The TAC identified resource management as a committee goal and established active ongoing links with the range of organizations involved in or impacted by the tourism industry.

**1997
Voluntary Compliance Program
Tourism Hotline**

The TAC developed a three-part process to minimize the negative impacts of tourism. This included a Voluntary Compliance Program (or series of voluntary guidelines operators would follow to minimize impacts), a Tourism Hotline to capture residents' concerns and an ongoing survey of community opinion.

A series of voluntary guidelines were established by the TWG in 1997 and by the TAC in 1998, 1999 and 2000. Guidelines were developed in response to community concerns as raised in a series of public meetings and through the Tourism Hotline. Guidelines were grouped by activity type and included the following sections: commercial passenger vehicles, flightseeing operations, walking, hiking and bicycle tours, cruise ships, and impacts to docks, harbors, and the airport. At the end of each tour season, the TAC evaluated Hotline calls and other information, using it to refine the program for the following year.

**February, 1998
Cruise Industry Impacts on Local
Governments in Southeast Alaska¹⁰**

This study focused on local government (Southeast Alaska) expenditures and revenues related to the cruise ship industry during the 1997 cruise season. Some of the findings are summarized below:

- Cruise visitors spent approximately \$160 million in Southeast Alaska, \$120 million of which was taxable spending.
- Sales tax revenues resulting from passenger, crew member and cruise line spending totaled \$7 million.
- Port fees contributed an additional \$3.2 million to local government revenues.
- Cruise ship passengers impact a range of local government services including police departments, emergency services, public utilities and libraries.
- Throughout the region, local government revenues generated by the cruise industry totaled \$10.2 million while local government expenditures totaled \$3.3 million.

Measured costs included marginal costs, defined as those additional or new costs incurred by a local government above those that would be incurred without the cruise industry present. If

¹⁰ Prepared for Southeast Conference by the McDowell Group.

no additional employees were hired, no marginal costs were incurred, even though existing personnel spent some portion of their time serving cruise visitors.

November, 1998
Juneau Tourism: Community Opinion Survey¹¹

According to revised Convention and Visitor's Bureau statistics, Juneau hosted 672,000 visitors in 1998, compared to 493,000 in 1995. This survey was designed to measure household attitude and perception changes toward benefits and costs, economic importance to the community, over-crowding, noise, commercial vehicle traffic and increased use of community facilities, streets and recreation areas. A summary of survey results follows:

- Community perception of positive tourism impacts declined from 35 percent in 1995 to 29 percent in 1998, and the perception of negative impacts increased from 8 percent in 1995 to 10 percent in 1998.
- Forty-five percent of the households interviewed view tourism benefits as greater than costs; 32 percent view costs greater than benefits.
- Households who believe the tourism industry pays its fair share or more than its fair share for services received increased from 45 percent in 1995 to 49 percent in 1998.
- Households who believe the tourism industry pays less than its fair share increased from 28 percent in 1995 to 33 percent in 1998.
- The community's perception that tourism is important to the economy was high. Ninety-four percent of the households interviewed believe tourism

was either important or very important to the economy.

August, 1999
Cruise Ship Waste Discharge Issues

Juneau residents expressed extreme concern over a 1996 Royal Caribbean Cruise Line official admission to dumping untreated wastewater in Alaskan waters in 1996. The Company CEO visited Juneau in August of 1999 to offer a personal apology to the mayor and citizens of the City. The public meeting was well attended, with numerous residents expressing anger and frustration over dumping violations. Company officials presented information on changes to company policy and ongoing efforts to improve wastewater disposal technology.

Despite the apology and reassurances, the incident was close enough to an October vote on the cruise ship passenger fee initiative that it may have affected how some citizens voted. At the same time, the repercussions of this incident effected residents' perceptions of Royal Caribbean Cruise Lines and the cruise ship industry, in addition to adversely affecting community views of the tourism industry as a whole.

October, 1999
Cruise Ship Passenger Fee Initiative

In 1999, a citizen group made a second effort to charge a \$5 per passenger fee to ships carrying more than 40 passengers. Under this initiative, the fee would be used to address costs incurred by the CBJ for services and infrastructure used by cruise ship passengers. Nearly 70 percent of all voters approved the measure (voter turnout was about 30 percent). This second initiative was not unexpected; however, the vote was viewed as reflecting a pro- or anti-tourism community. Given the City's efforts address tourism growth through various committees (whose work spanned several years), it would not be unreasonable to infer from this vote that one segment of the population was in fact voting for the City to assume a more aggressive

¹¹ Prepared for the CBJ Tourism Advisory Committee by the McDowell Group.

role in managing tourism growth. This second initiative may have passed for many reasons: lowering the fee from \$7 to \$5 per passenger may have been the deciding factor; anger and frustration over the Royal Caribbean dumping incident may have been fresh enough in residents' minds to influence the vote; or, residents may simply have been asking visitors to pay for the municipal services they use and enjoy while in Juneau.

November, 1999
Assembly Planning and Policy Committee

Mayor Dennis Egan created the Planning and Policy Committee (PPC) to address tourism management issues. The committee would also coordinate activity among Assembly committees that relate to tourism. Initially, the PPC focused primarily on flightseeing noise issues and initiated an intensive information gathering effort on mitigation options. In addition to its work on flightseeing noise, the PPC also prioritized and initiated work on the City's long-range tourism plan.

March, 2000

Flightseeing Noise Mediation

This collaborative effort was designed to find negotiated solutions to flightseeing noise. Nine caucus groups were established to represent the following interests: the CBJ, U.S. Forest Service, fixed wing operators, helicopter operators, cruise lines, local businesses, conservation interests, Peace and Quiet Coalition and Cruise Control, Inc. The mediation team was able to complete the design phase but, unable to reach agreement on next steps, dissolved in December, 2000. However, the Mediation Design Team does contain much useful information and a summary of issues.

July, 2000
Tourism Staff and Program

The CBJ officially created a tourism planning program staffed by a tourism planning manager, tourism specialist, and half-time clerk. The Tourism Advisory Committee was officially dissolved by the PPC as it formally assumed the duties of the committee.

July-September, 2000
Flightseeing Noise Study (Phase 1)

The CBJ contracted with Michael Baker, Inc., and BridgeNet International to measure and document noise generated by flightseeing operations throughout the City and Borough. The study also identifies "mitigation options." Phase 2 of the study, which is currently under consideration by the PPC, proposes to examine the feasibility of alternative heliport sites to reduce routes over residential areas. Most flightseeing routes are between the Juneau International Airport or the ERA heliport on North Douglas and glacier landing sites permitted by the U.S. Forest Service. The number of permitted landings is the subject of a draft EIS by the U.S. Forest Service due out in late March, 2000.

October, 2000
Flightseeing Noise Initiative

This initiative proposed a City ordinance to regulate noise from flightseeing tours. If passed, the ordinance would require the City to request the federal government reduce Juneau Icefield helicopter landings, enact municipal regulation of tourist flight schedules, restrict the construction of new heliports and prohibit municipal research related to new heliports. 3,562 votes were cast in favor of this initiative; 8,030 votes were cast against it. Disagreements about the CBJ' authority with regard to flightseeing are not yet resolved.

October, 2000
Assembly Goals

In an October 2000 goal setting exercise, the CBJ Assembly discussed goals for tourism

planning and management. Member comments included the following:

- The need for both planning for and management of tourism is a high priority.
- We should investigate why people like living here to help identify what needs to be preserved as Juneau grows and addresses tourism impacts.
- We need to heal rifts within the community over tourism.
- We need to actively manage tourism.
- There must be a public component to all tourism plans and planning efforts.
- We need to look to other communities that have found innovative and creative solutions

to keep residents involved in the process and prevent participation “burn-out.”

December, 2000

Tourism Specialist Position

In December 2000, the CBJ used a portion of its passenger fee monies to hire a Tourism Specialist, for whom Voluntary Compliance Program coordination will be a primary responsibility. 2001 goals include measuring progress made in meeting program goals, monitoring operator participation and increasing the program’s visibility among residents, operators and visitors.

Attachment E

KEY CONSIDERATIONS FOR THE TOURISM MANAGEMENT PLAN

In December, 2000, staff developed five interview questions to guide the preparation of the Scope of Work for the Tourism Management Plan. Questions (which are provided below) were designed to gather general information related to community concerns related to tourism issues and the City's planning efforts. Thirty-one informal interviews were conducted. It should be noted that interviews were not intended to be statistically significant. Responses are summarized below.

Question 1: Please prioritize the three characteristics you value most highly about Juneau and want to preserve. Respondents identified the same basic characteristics when asked to prioritize those characteristics they value most highly about Juneau and wish to preserve. These may be summarized as:

- scenic beauty
- access to wilderness and outdoor recreation opportunities
- small town feel and sense of community
- range of available services and amenities (despite community size)

Question 2: Please describe the positive and/or negative impacts tourism has on those characteristics.

Tourism poses both positive and negative impacts to those characteristics. Positive impacts include:

- economic benefits (though respondents perceive varying degrees of economic benefit)
- influx of interesting visitors
- provision of additional amenities not otherwise available in a small town
- an impetus to preserve historic district

Negative impacts may be summarized as follows:

- noise from flightseeing activities
- air/water pollution associated with cruiseships
- downtown traffic and pedestrian congestion
- crowding on trails and other recreational areas
- downtown as strictly tourist shops

Question 3: What sorts of tourism opportunities do we want to offer visitors and how do those opportunities affect the characteristics you identified above. Most respondents agree that tourism opportunities offered in Juneau should promote our diverse natural, social and cultural histories, and that visitors should be offered experiences which go beyond downtown souvenir shops. Respondents were split, however, over the issue of Juneau being "all things to all people." While most acknowledge the diversity of the visitor population, many oppose meeting every expectation (especially as expectations are often misplaced) at the expense of affecting our own opportunities to enjoy Juneau and the way of life we value.

Question 4: Please list the three most important concerns you would like addressed in a long-range tourism plan. Responses have been categorized as follows¹²:

¹² This information reflects responses to interview questions, conversations with the CBJ department heads and general concerns received from community members over time.

Long-term Considerations

- Which characteristics related to living in Juneau do residents value most highly and wish to preserve?
- Do these characteristics represent the core values of the community?
- How does tourism impact the core values of the community?
- What specific steps must the City take to preserve its core values?
- What role does tourism play in the local economy and how might Juneau determine the optimal role of this industry in an economy of which tourism is only one component?
- Where does Juneau want to be with regard to tourism in fifteen to twenty years, and what does the City need to do to meet its goals?
- How might Juneau integrate the Tourism Management Plan with the Comprehensive Plan and other City plans?

Expectations

- What will Juneau look like in fifteen to twenty years if tourism grows at the current rate and form?
- What will Juneau look like given recommended changes in tourism management practices and policies?
- What can citizens expect from the tourism industry in the next fifteen to twenty years?
- What can tour operators expect from Juneau?

Control

- Who will make decisions related to tourism development and how will decisions be made?
- How can the City and community assume a more proactive role in guiding the growth of tourism?
- Can the City use infrastructure, incentives, fees and regulations to promote its tourism management goals?

Acceptable Limits

- What are the use limits of municipal and natural resources?
- What are the key characteristics of a sustainable tourism industry in Juneau?
- Is the quality of tourism opportunities eroding as a result of increased visitor levels?
- How can Juneau avoid over-development and the fate of a destination whose tourism industry is in decline?

Product Offering

- What sorts of tourism experiences or opportunities should Juneau offer its visitors?
- Which year-round tourism opportunities are available to the City?
- How do these offerings affect the community's core values?
- How can visitors and/or tourism venues be dispersed to reduce crowding and congestion in key areas?
- Which areas are appropriate for commercial use or should some be excluded from use as tourism venues?
- Which products and/or activities are consistent with maintaining the community's core values and its unique sense of place?

Question 5: How can we most effectively involve the entire range of community interests in the tourism management planning process? Respondents asked for an open planning process which includes the following:

- involve citizens early enough in the process to make a difference
- involve the full range of interests
- provide mailings, surveys, web postings, news and radio ads to keep residents informed
- respond genuinely to citizen concerns

Responses to interview question 1 are included below. That most interviewees (which include residents, tour operators and local business people) agree on the characteristics we value most about living in Juneau and want to preserve suggests a strong common ground. At the same time, respondents showed a strong interest in the CBJ's tourism planning efforts and in meaningful opportunities to participate in this process.

RESPONSES TO INTERVIEW QUESTION 1:

Please prioritize the three characteristics you value most highly about Juneau and want to preserve.

community (that people can afford to live here)
natural beauty
small town feel

peace and quiet
friendliness
authenticity of our history, economy, etc.

clean environment
small size
state capital

pristine environment
beauty
clean air and water

access to hiking trails
ability to go boating
lots of culture for small town

easy access to remote outdoor places with no people
small town with friendly people
flourishing arts community

remote recreation
small town feel
community amenities

quiet
scenic beauty
intact forest

walking to work
small town with good services
natural beauty

natural setting
isolation
community feel (small town)

neighborhood schools
walk to work
historic downtown
safe place to raise families
job/business opportunities
good sense of community

wilderness
landscape
hiking trails

aesthetic natural beauty
small town feel
clean air and water

quality of life (peaceful, rural, isolated)
small town characteristics (light traffic, knowing neighbors)
access to nature, wildlife and forest

walking dogs without a leash
sense of peace and quiet on trails
access to alpine areas

beauty
economy
lifestyle

forested scenery with natural water courses, clean air and minimal noise
ready availability of state museum, archives and library
historic downtown

variety of year-round recreational opportunities
size of community (small but lots of services and amenities)
no roads

availability of high quality outdoor activities
easy access to areas of solitude
relatively pristine surroundings

uncrowded
natural beauty
great sense of community

scenic beauty
friendliness as a community
strong economy that's not just tourism based

scenic beauty
close proximity to variety of outdoor recreation opportunities

opportunity for solitude
small town feel

easy access to wild places and solitude
close-knit intellectual and cultural community
small town feel

beauty and seasonal quiet
small town feel with amenities
opportunities to get away from crowds (sometimes)

scenic beauty and environmental quality
friendly community feeling
variety of outdoor experiences

isolation (no road access)
diverse, liberal population
easy access to wilderness and recreational opportunities

the feeling of being on the edge of wilderness
the low impact of commercialism on local trails
peace and quiet

size of the community (not too small; not too large)
natural surroundings
opportunity for outdoor adventures

Attachment F

INDEMNITY AND INSURANCE REQUIREMENTS

INDEMNIFICATION: Contractor, in operating pursuant to this agreement, is an independent Contractor, and is in no way an agent, servant, or employee of the City/Borough. Contractor will be liable for any damages, claim, action, or suit arising from any operation of the Contractor, and the Contractor hereby agrees to indemnify and defend the City/Borough and hold it safe and harmless against any suit, action, or claim arising from any operation of the Contractor.

INSURANCE REQUIREMENTS: The Contractor shall provide evidence of coverage in the form of a certificate of insurance with a carrier or carriers satisfactory to the City covering injury to persons and/or property suffered by the City or a third party, as a result of operations under this contract by the Contractor or by any subcontractor. This coverage will also provide protection against injuries to all employees of the Contractor and the employees of any subcontractor engaged in work under this contract. The delivery to the City of a written 30 day notice is required before cancellation of any coverage or reduction in any limits of liability. Insurance carriers providing coverage shall have an A.M. Best rating of at least an A-VII. The Contractor shall maintain in force at all times, during the performance of work under this contract, the following policies of insurance. Proof of this insurance is required before the final bid award. The Contractor shall provide, as a minimum, the following insurance:

1. **Workers Compensation Insurance:** CONTRACTOR, if subject to the provisions of the Alaska Worker's Compensation Act (AS 23.30), will provide, CITY and the State of Alaska with proof, furnished by the insurance carrier, of current coverage for worker's compensation with an insurance company or association authorized to transact such business in the State of Alaska, or an approved current certification of self-insurance by the Alaska Worker's Compensation Board. CONTRACTOR further acknowledges and agrees that in the event it fails to maintain proper Worker's Compensation coverage, the state will implement the provisions of AS 23.30.045 (c) and CITY, at its option, may terminate this agreement for cause without liability.
 - a. The coverage shall include Employer's Liability Protection in the amount of \$100,000 per accident, \$500,000 policy limit, \$100,000 each employee.
2. **Commercial General Liability Insurance:** Such insurance shall cover all operations by, or on behalf of, the Contractor providing insurance for bodily injury and property damage liability including coverage for premises and operations, products and completed operations, contractual liability, broad form property damage, and personal injury liability. The minimum limits of liability shall be:
 - 1,000,000 each occurrence for General Liability and Products/Completed Operations
 - 1,000,000 for Personal Injury/Advertising Liability
 - 2,000,000 Aggregate for Products-Completed Operations
 - 2,000,000 General Aggregate

The City and Borough of Juneau shall be named as an "Additional Insured" under the liability coverages listed above.