

# MEMORANDUM

CITY/BOROUGH OF JUNEAU  
155 South Seward Street, Juneau, Alaska 99801

**DATE:** January 6, 2012  
**TO:** Planning Commission  
**FROM:** Beth McKibben, Planner  
Community Development Department

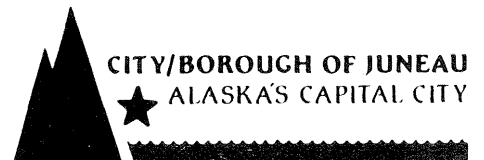
*Greg Chaney for  
Beth McKibben*

**FILE NO.:** USE20110030  
CSP20110010

**PROPOSAL:** A Conditional Use Permit and City Project Review for construction of two offshore berths and moorage float located at the existing downtown cruise ship docks.

## GENERAL INFORMATION

**Applicant:** Gary Gillette, CBJ Docks & Harbors  
**Property Owner:** City and Borough of Juneau  
**Property Address:** South Franklin Street  
**Legal Description:** ATS 3 [Cruise Ship Berths D & E]  
**Parcel Code Number:** 1-C07-0-K83-009-0  
**Zoning:** Waterfront Commercial (WC)  
**Utilities:** CBJ Water and sewer  
**Access:** Marine Way (North Berth) and South Franklin (South Berth)  
**Existing Land Use:** Cruise Ship Docks



Surrounding Land Use:       North - Waterfront Commercial; Peoples' Wharf (retail & residential); Downtown Library/Parking Garage S. Franklin Street  
  South - Waterfront Commercial; Taku Smokeries/ Twisted Fish (fish processing & restaurant); S. Franklin Street  
  East - Mixed Use; Alaskan T-Shirt Co. (retail); S. Franklin St. Red Dog Saloon, Marine View mixed use building  
  West - Gastineau Channel

### **ATTACHMENTS**

Attachment A – Project Site Plan  
Attachment B – Draft minutes Assembly Committee of the Whole, August 29, 2011  
Attachment C – Email from Rod Swope, CBJ Manager to Gary Gillette regarding COW action on Fisherman's Memorial  
Attachment D- Site Plan with lightering floats identified & email from Gary Gillette about lightering floats  
Attachment E – Email from Gary Gillette about harbor capacity and estimated number of passengers with increased capacity  
Attachment F – Site Plan with service and emergency vehicle routes shown

### **PROJECT DESCRIPTION**

The applicant requests a Conditional Use permit for the construction of two new off shore floating moorage berths. The proposed floating berths are to be located seaward of the existing Alaska Steamship Dock and the Cruise Ship Terminal (see attachment A). The Alaska Steamship Dock is located next to the downtown library and parking garage. The Cruise Ship Terminal is located in the area of the Visitor's Center and the Tram Building. The proposed project will be connected to, and have access to, the existing dock structure with two wood decked approaches.

### **BACKGROUND**

This area was developed as docklands in the early 1900s. In the 1930s the Pacific Steamship Co. operated from this location. The Alaska Marine Highway docked in this area until 1986 when operations moved out to Auke Bay. The existing Alaska Steamship Dock can accommodate one ship at 800 feet and one at 1,000 feet. Both the Franklin Dock and AJ Dock (which was approved with conditional use permit USE2009-00034) can handle 1000 feet ships. The Coast Guard will not allow two ships at anchor so currently the docks can only handle 3 ships of 1,000 feet and one at 800 feet. There is no size limit for ships anchoring in the channel. With the new docks the harbor will be able to handle five ships at 1,000 feet, one of which may be larger if anchored.

According to the 2004 Long Range Waterfront Plan maritime uses along Juneau's downtown waterfront benefit from the generally sheltered conditions created by the configuration of the harbor and the deep water access to Gastineau Channel. The plan also states that cruise related docks are primary marine facilities featured along the waterfront. It further indicates that the average length of cruise ships increases as older ships are retired and that within the next five years (from the publication of the plan in 2004) ships with a length of 800 to 1000 feet will be the operational norm. The Long Range Waterfront Plan states that it is reasonable to envision cruise demand will exist in Juneau to the degree facilities are available. The development of additional fixed cruise ship berths or anchorage facilities is presented as an opportunity to meet this demand. The plan states that Docks and Harbors was considering additional facilities at the time of publication.

The Fisherman's Memorial is adjacent to the new facilities. The Assembly Committee of the Whole voted to leave the Fisherman's Memorial in its current location (attachments B & C).

### **ANALYSIS**

**Project Site** - The proposed floating berths are to be located seaward of the existing Alaska Steamship Dock and the Cruise Ship Terminal (see attachment A). The proposed project will be connected to, and have access to, the existing dock structure with two wood decked approaches.

**Project Design** - The proposed project is the installation of two floating berths connected by two wood decked approaches to the existing Alaska Steamship Dock and the Cruise Ship Terminal. The off-shore floating moorage berths will accommodate cruise ships of the "Post Panamax" type in the range of 1,000 feet in length. The proposed facilities will include floating moorage berths, drive down transfer bridges, dolphins, and other infrastructure needed to accommodate the cruise ships. The proposed floating facility will allow for the removal of the existing security fencing when ships are in port, and eliminate the associated need for forklifts, stairs, and gangways that are currently used on the dock. During the "off season" the floating berths could be used for other vessels such as fishing, research, and military boats/ships.

The proposed facility is divided into a North Berth and a South Berth. Construction is anticipated to be completed in two years. The first phase will include installation of the South Berth, consisting of a 50ft X 400ft concrete floating structure, a pedestrian and emergency/service vehicle transfer bridge, mooring and breasting dolphins, pile supported decks and access docks, gangways, catwalks and a small vessel moorage float. The second phase will include the installation of the North Berth, consisting of a 50 ft. X 300 ft. concrete floating structure, a pedestrian and emergency/service vehicle transfer bridge, mooring and breasting dolphins, pile supported decks and access docks, gangways and catwalks.

The project will include the removal of the existing lightering float at Marine Park and replace it with a new float adjacent to the existing dock at the South Berth. The new lightering float will accommodate lightering uses similar to the current floats at Marine Park or the Intermediate Vessel Float. The Intermediate Vessel float will remain but will no longer be used for lightering (attachment D).

**Traffic** - According to information provided by Gary Gillette (attachment E), current dock capacity includes four Panamax ships (limited to 965 feet) and one smaller ship (limited to 780 feet). The current maximum number of passengers that might disembark on a given day is estimated to be 11,860. With the new berths in place the estimated potential maximum number of passengers (based on vessel size currently visiting Juneau) on a given day is 13,000. This is an increase of 1,140 passengers or 9%.

There may be some increase in traffic by tour buses and taxis serving the cruise ship passengers. Improvements were made to the staging area between Marine Park and the library in 2003. This bus staging area should continue to adequately meet the need of the larger ships. Access by service and emergency vehicles for both berths is shown in attachment F. Service vehicles are needed typically twice a week. The routes shown in red are not intended for passenger loading. Vehicle access through Marine Park will operate as it currently does. The only change is that small vehicles will be able to access the new floating berth.

Improvements to the bus staging area at the Cruise Ship Terminal (South Berth) have been approved and work will begin in October 2012 (USE2009-0034). The reconfiguration was designed to improve pedestrian safety and increase staging capacity in anticipation of serving these larger ships.

**Parking and Circulation** – As mentioned above in “traffic”, improvements to the bus staging area between Marine Park and the Library were completed in 2003. A reconfiguration of the bus staging area at the Cruise Ship Dock Terminal is approved and work will begin in the fall of 2012. The reconfiguration was designed to improve pedestrian safety, vehicle staging, and accommodate the increased number of passengers that will be arriving on these larger ships.

CBJ Engineering is working on a Seawalk and Marine Park Project that will move the float plane docks that are currently located in front of Merchant’s Wharf. The anticipated schedule for this project will have the float plane docks moved by the scheduled completion of the North Berth. If for some reason the schedule should change or the float plane facilities were not relocated, the applicant has indicated that the planes can safely operate, but not in their preferred clearance.

Marine access to the Fisherman’s Memorial will change with the installation of the two new floating berths. The “Blessing of the Fleet” ceremony may not be able to be conducted as it has been traditionally. As was mentioned above, the Assembly voted to leave the Fisherman’s Memorial in its current location (attachment B & C).

**Noise** - Once the new facilities are in place noise can be expected to be similar to what is experienced with the current docking configuration. On-shore noise may be slightly less than it is currently because the ships will be farther away, but it is not expected to be of concern, however during construction heavy equipment will be used. CBJ§42.20.095(b) restricts the operation of heavy construction equipment before 7 a.m. and after 10 p.m., Monday through Friday, and before 9 a.m. and after 10 p.m., Saturday and Sunday unless a permit is obtained from the building official.

**Lighting** - 04 CBJAC 050.020 establishes performance standards for commercial and industrial uses. Section (b) requires that industrial and exterior lighting not create glare on public highways or neighboring property. According to the application, lighting will be provided on the floats, transfer bridges, and approach decks for safety and security purposes. Specific fixtures have not been selected.

Waterfront Design Guidelines were developed, but not adopted, for the Waterfront Area in 2008. Chapter 4 establishes guidelines for the Public Streetscape, Seawalk, Public Art and Plazas, and addresses lighting. Some of the lighting guidelines applicable to this proposed project include:

- Strobe lighting is inappropriate.
- Indirect lighting source should be no more than 12 feet above the sidewalk or seawalk level.
- Use exterior light sources with a low level of luminescence.
- Use white lights that cast a similar color to daylight.
- Use shielded and focused light sources that direct light downward.
- Do not use high intensity light sources or cast light directly upward.
- Security and service lighting should be discriminately used to illuminate the area for surveillance as required, yet should be prevented from creating a hot spot of light calling attention to it from the surrounding areas.

Staff recommends the following conditions:

All exterior lighting fixtures shall be of a “full cutoff” design.

Prior to issuance of a building permit, the applicant shall submit a lighting plan illustrating the location and type of exterior lighting proposed for the development. Exterior lighting shall be designed and located to minimize offsite glare. Approval of the plan shall be at the discretion of the Community Development Department, according to the requirements at CBJ§49.40.230(d)

**Landscaping** – CBJ§49.50.300 requires that in the Waterfront Commercial district 10% of the lot be in vegetative cover. The proposed project is located over the water with no lot. It is not feasible to require or provide vegetative cover over the water. The upland facilities that will service the new facilities meet the required vegetative cover requirements.

**Public Health or Safety** - This area is already developed with docking facilities. The proposed off-shore facility will allow for the removal of the security fencing that is put in place when ships are in port, and eliminate the need for forklifts, stairs, and gangways that are currently used on the dock to service the cruise ships. This will improve the safety for workers and visitors of the area. During the “off season” the floating berths could be used for other vessels such as fishing, research and military boats/ships, which can be considered to be an enhancement to public health and safety. The Department of Homeland Security requires a specific security plan which must be approved prior to the opening of the facility.

**Habitat** - The project site is located in the mapped 'Special Waterfront Area' that runs along the downtown tidelands. The project is a permissible use in this area (CBJ§49.70.960(b)). A Special Waterfront Area is an area that is designated for development and considered to have low habitat value. CBJ Docks and Harbors will obtain all necessary permits from agencies outside of the CBJ.

**Property Value or Neighborhood Harmony** - This area is already developed with docking facilities and has been used for this purpose since Juneau was founded. The surrounding land uses are primarily commercial and industrial in nature. The area has developed with many tourism related facilities and uses. The new floating dock will be an enhancement to the Seawalk. No evidence has been presented that the proposed facilities will have a negative effect on property value or neighborhood harmony.

**Conformity with Adopted Plans** - This project is consistent with the following adopted plans: 2008 CBJ Comprehensive Plan and the 2004 CBJ Long Range Waterfront Plan (which is adopted as part of the Comprehensive Plan).

Chapter 5 of the 2009 Comprehensive Plan, Economic Development, addresses tourism and cruise ship passengers (pg 49). Policy 5.4 (pg 51) states:

*"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 cultural and economic attractions for local residents and visitors alike, and to participate in the accommodation of the future growth of tourism in a manner that addresses both community and industrial concerns."*

The Long Range Waterfront Plan for the City and Borough of Juneau, 2004 describes itself as a guide book to manage and focus waterfront change along four overarching goals: enhance community quality of life; strengthen tourism product offerings as well as downtown retail, entertainment, residential and service activities; improve Juneau's image and attractiveness for investment; and recognize all current waterfront uses.

The proposed project is located primarily in Area D of the Waterfront Plan. The concept plan for Area D envisions expansion of the dock facilities to accommodate larger ships. On page 42 of the plan Figure 28 illustrates the 2025 concept plan and identifies "Cruise Ship Terminal Expansion". The application materials for the floating berths indicate that this project was derived from the recommendations of this plan. Table 8 of the plan (pg 67) illustrates near, mid and long term development initiatives. Near Term (NT) 10, Cruise Ship Terminal Dock Expansion, is identified as a high priority, with a range of implementation of mid year 2008 thru end of the year 2011. This project implements the plan on nearly the schedule envisioned.

It should be noted that the Waterfront Plan is a concept plan that establishes the vision for the development of the waterfront area. It is not intended to be used as a specific development plan. As such it outlines the general types and locations of development but does not create the exact plan. The project evaluated in this staff report is similar, but different than the one shown in figure D, but it is consistent with the recommendations and vision of the plan.

**FINDINGS**

CBJ §49.15.330 (e)(1), Review of Director's Determinations, states that the Planning Commission shall review the Director's report to consider:

1. Whether the application is complete;
2. Whether the proposed use is appropriate according to the Table of Permissible Uses;  
and,
3. Whether the development as proposed will comply with the other requirements of this chapter.

The Commission shall adopt the Director's determination on the three items above unless it finds, by a preponderance of the evidence, that the Director's determination was in error, and states its reasoning for each finding with particularity.

CBJ §49.15.330 (f), Commission Determinations, states that even if the Commission adopts the Director's determination, it may nonetheless deny or condition the permit if it concludes, based upon its own independent review of the information submitted at the public hearing, that the development will more probably than not:

1. Materially endanger the public health or safety;
2. Substantially decrease the value of or be out of harmony with property in the neighboring area;  
or,
3. Not be in general conformity with the comprehensive plan, thoroughfare plan, or other officially adopted plans.

Per CBJ §49.15.330 (e) & (f), Review of Director's & Commission's Determinations, the Director makes the following findings on the proposed development:

***1. Is the application for the requested conditional use permit complete?***

**Yes.** We find the application contains the information necessary to conduct full review of the proposed operations. The application submittal by the applicant, including the appropriate fees, substantially conforms to the requirements of CBJ Chapter 49.15.

***2. Is the proposed use appropriate according to the Table of Permissible Uses?***

**Yes.** The requested permit is appropriate according to the Table of Permissible Uses. The permit is listed at CBJ §49.25.300, Section 10.600 for the Waterfront Commercial zoning district.

**3. *Will the proposed development comply with the other requirements of this chapter?***

**Yes.** The proposed development complies with the other requirements of this chapter. Public notice of this project was provided in the December 30, 2011 and January 9, 2012 issues of the Juneau Empire's "Your Municipality" section, and a Notice of Public Hearing was mailed to all property owners within 500 feet of the subject parcel. Moreover, a Public Notice Sign was posted on the subject parcel, visible from the public Right of Way.

**4. *Will the proposed development materially endanger the public health or safety?***

**No.** Based on the above analysis the proposed development will not materially endanger public health or safety. Proposed changes will enhance public safety.

**5. *Will the proposed development substantially decrease the value of or be out of harmony with property in the neighboring area?***

**No.** As discussed above the proposed project will not substantially decrease the value or be out of harmony with the property in the neighboring area. The area has been used for docking ships since Juneau was founded, and is in harmony with surrounding development.

**6. *Will the proposed development be in general conformity with the land use plan, thoroughfare plan, or other officially adopted plans?***

**Yes.** The proposed development is consistent with the 2008 Comprehensive Plan and the 2004 Long Range Waterfront Plan. The project bringing to fruition the vision for cruise ship dock expansion envisioned in the 2008 Long Range Waterfront Plan.

**RECOMMENDATION**

It is recommended that the Planning Commission adopt the Director's analysis and findings and grant the requested Conditional Use permit. The permit would allow the development of two offshore berths and moorage float located at the existing downtown cruise ship docks. The approval is subject to the following conditions:

1. All exterior lighting fixtures shall be of a "full cutoff" design.
2. Prior to issuance of a building permit, the applicant shall submit a lighting plan illustrating the location and type of exterior lighting proposed for the development. Exterior lighting shall be designed and located to minimize offsite glare. Approval of the plan shall be at the discretion of the Community Development Department, according to the requirements at CBJ§49.40.230(d).





HISTORICAL DISTRICT  
BOUNDARY

PREVIOUSLY  
APPROVED PROJECT  
(CSP 2011-0001)

MARINE PARK

CBJ PUBLIC LIBRARY  
PARKING GARAGE

CBJ VISITOR  
CENTER

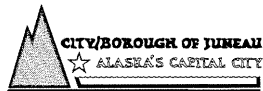
MT. ROBERTS  
TRAM BUILDING

FISHERMAN  
MEMORIAL

TAKU  
SMOKERIES

TAKU  
SMOKERIES  
(E) DOCK

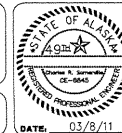
PROJECT SUBJECT  
TO CONDITIONAL  
USE PERMIT



DOCKS & HARBORS DEPARTMENT

**P N D**  
ENGINEERS, INC.

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**PORT OF JUNEAU  
CRUISE SHIP BERTHS**

SHEET TITLE:  
APPLICATION FOR A CONDITIONAL USE  
PERMIT PROJECT DRAWING

**1**  
SHEET  
1 OF 1

DESIGN: PND CHECKED: CRS SCALE:  
DRAWN: KLL APPROVED: CRS NOT TO SCALE

DATE: 05/8/11

PND PROJECT NO. 102050.01 DWG. FILE

# ATTACHMENT A

## ***DRAFT***

The total costs per year to CBJ would be \$143,015 or \$60 per child. Ms. Morris said the current expense for every school age child in Juneau is \$6000 annually.

Mr. Dybdahl asked if this program would increase capacity. Ms. Lyon said it would encourage those who currently operate or may consider operating a child care businesses to be a licensed facility operating at a higher level of health and safety and become certified child care providers.

Mayor Botelho asked if AEYC is prepared to administer the funds if appropriated by CBJ. Ms. Lyon said yes, and they would want to meet to go over the details of the program and the specifics of how the waivers and reimbursements would be documented and approved. The currently administer a small fund of \$500 for education reimbursements, so the infrastructure for this is in place. She suggested this would be similar to other incentive programs currently offered to businesses by CBJ.

Mayor Botelho asked if this initiative is targeting child care providers to become licensed, and Ms. Lyon said there are many people providing child care that do not have any oversight as far as health and safety standards and this program would provide incentives for those providers to become licensed.

Ms. Danner asked if this would be a one year program or longer. Ms. Lyon suggested a two year investment in order to be able to provide good measurements. Ms. Danner said if the program was successful it seems there would be a higher commitment over time. Ms. Lyon said that AEYC would provide reporting and the Assembly could either discontinue it, cap it at a certain level or increase the investment and expand the program

Ms. Danner asked Mr. Swope funds for the program could be found within the existing budget. Mr. Swope the Finance Committee could review use of the reserve account, internal savings or consider it as part of budget programming for FY13. He said perhaps the legislature could provide start up funds. Mr. Swope spoke favorably of the program, was supportive and appreciated the measures developed to be able to determine if the program is working.

Hearing no objection, the matter was referred to the Finance Committee.

#### **IV. FISHERMEN'S MEMORIAL**

Gary Gillette spoke to a power point presentation about the existing conditions of the Fishermen's Memorial, the proposed dock concept 16b, the process to date of the dock development, the options for the Memorial location and the Assembly's Resolution 2542 which approved construction of 16b with the contingency that "the Docks and Harbors Board would work closely with the Alaska Commercial Fishermen's Memorial and the commercial fishing community to make a recommendation to the Assembly regarding the location, if necessary, of the memorial, along the waterfront, to a mutually acceptable location..."

Mr. Gillette said the Memorial Board listed three preferences:

1. That the Memorial stay in place and the floating berths not be constructed in front of the Memorial,
2. To relocate the Memorial to a location at Marine Park, or

## ***DRAFT***

3. to relocate the Memorial to a location on the Seawalk between the IVF and Franklin Dock only with a guarantee no future dock construction at the location would interfere with open access between the Memorial and Gastineau Channel.

Mr. Gillette said the Parks and Recreation Advisory Committee (PRAC) heard testimony and discussed the issue and made the following motion, "The PRAC does not recommend moving the Fishermen's Memorial to Marine Park at this time until a plan is in place for Marine Park."

Mr. Gillette said the Docks and Harbors Board met on August 25, 2011 and after considerable testimony and discussion, failed to pass a motion on the issue and tabled the matter to a future meeting.

The Assembly asked questions of Mr. Gillette and also of Rorie Watt, City Engineer about the current location and the proposed locations at Marine Park and on the Seawalk, regarding property ownership, navigation, view sheds and the planning and construction schedules.

Mr. Sanford thanked the Docks and Harbors board and Mr. Gillette for his work on this directive from the Assembly.

*MOTION*, by Botelho, to keep the Fishermen's Memorial in its present location.

Mayor Botelho said he understood the merits of the arguments on all sides; however, it was important to have a clear direction for planning. The projected cost of \$2 million to move the Memorial is a considerable sum. There will be ways of celebrating the Blessing of the Fleet even with the new configuration, and the problems foreseen now can be solved.

Mr. Sanford spoke against the motion, saying he made a commitment to the Memorial Board to take into consideration their thoughts and concerns about the best location. The Board's preference is to move the Memorial to Marine Park if Dock Project 16b is constructed

Mr. Dybdahl spoke in favor of the motion. He said over time the Blessing of the Fleet and the Memorial were tied together, however he has been at blessings in other communities and the service could happen in a variety of ways. The memorial is the important tie to the community and community members have indicated that they view this as a gravesite.

Ms. Danner spoke against the motion. She said the decision to support Dock Project 16b was done with a commitment to provide for the Memorial. She would prefer to amend the motion to have an option to move the Memorial in the future.

Mr. Freer said he would like to see the Memorial left in the current location if it works for all the parties but he does not see that being the case. It will be instructive to see how it works with the new dock and he would like to see a possible move option if necessary.

Ms. Crane said there is not an option that will satisfy everyone. The Marine Park location would put the Memorial in the middle of a recreational area that already has traffic and use problems and she supported leaving the memorial where it is and working with the Memorial Board to satisfy their concerns.

# ***DRAFT***

Ms. Becker supported the motion and would like to see an option to move it in the future if it is determined necessary. She was concerned about the comments that the Memorial is a sacred place and it may not possible to maintain that sense in a busy park.

Mr. Dybdahl said that Assembly action now did not bind the future action or decision of a future Assembly. Until the dock is constructed, the Memorial should stay in place.

Roll call:

Aye: Becker, Crane, Dybdahl, Menzies, Stone, Botelho

Nay: Danner, Freer, Sanford

Motion passed, 6 ayes, 3 nays.

## **V. AJ MINE TOPICS**

Mr. Stone and Mr. Menzies stepped away from the meeting due to conflicts of interest.

Mr. Watt reviewed a timeline he developed which he called a "A Very Rough Sequence of Major Events" and said that the key feature is the point in time that control of the mine planning and development process transitions from the City to a mine operator. CBJ was at the very beginning of a long process.

Mr. Watt provided a copy of the "AJ Mining Lease" signed by CBJ and the Barrick Resources Corporation in 1984. He provided this to show that the philosophical intent of the lease then is very different from the scenario envisioned by the AJ Mine Advisory Committee (AJMAC). The 1984 lease contained few operating restrictions, does not reflect the content and intent of the AJMAC recommendations, and is inadequate for current consideration.

Mr. Watt also provided a copy of CBJ Code 49.65.110-195, Exploration and Mining. A key decision of the Assembly would be to determine where and how to balance the placement of desired restrictions. This ordinance was written after the 1984 lease was signed. It was written by people who did not know what concepts would be proposed for the development of the AJ.

Mr. Watt said if CBJ pursues development of the AJ, it would presumably do so with a number of restrictions. Some of the restrictions would be best located within a lease, some reserved for consideration during the permitting process. There would need to be a way to satisfy local needs and still make the project attractive to a mining company. A solution that involves modifications to both the lease and the ordinance prior to issuing the lease seems like a favorable approach.

Mayor Botelho asked if there have been any recent discussions with the mining unit partner. Mr. Watt said the mining unit renews itself each year if there is no action. He has spoken briefly with Mr. Corbus. Mr. Sanford suggested this conversation should be made a priority.

Mr. Dybdahl recalled the process of developing the large mine ordinance and how it seemed unwieldy and put CBJ in the position of double checking the work of every review agency. He was concerned about key decision making points and obtaining the water study results was important. He urged a decision making time line to be established to help the community understand the project.

**Beth McKibben**

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**From:** Rod Swope  
**Sent:** Tuesday, November 08, 2011 7:57 AM  
**To:** Gary Gillette  
**Cc:** Carl Uchytel; Dale Pernula  
**Subject:** RE: Fisherman's Memorial

Gary,

The Assembly definitely took action in support of 16B. They also took action in support of keeping the Fisherman's Memorial at it's current location.

Rod

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**From:** Gary Gillette  
**Sent:** Monday, November 07, 2011 11:49 AM  
**To:** Rod Swope  
**Cc:** Carl Uchytel  
**Subject:** Fisherman's Memorial

Hi Rod

We are preparing to submit to CDD an application for a Conditional Use Permit for the cruise dock improvements (16B).

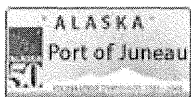
I was discussing this with Dale Pernula and he was under the impression the Assembly made a final decision on the Fisherman's Memorial.

I am not quite sure if that decision was binding as it was only at the Committee of the Whole. Is there need for more action on the Assembly's behalf?

Dale is concerned that if this issue has not been officially decided by the Assembly that the Planning Commission might get hung-up on this issue which could delay action on the dock project. He was hoping this would be resolved prior to going to the Commission so it would be clear and not need to be addressed by them.

I would appreciate your thoughts on this and if further Assembly action is anticipated.

Thanks

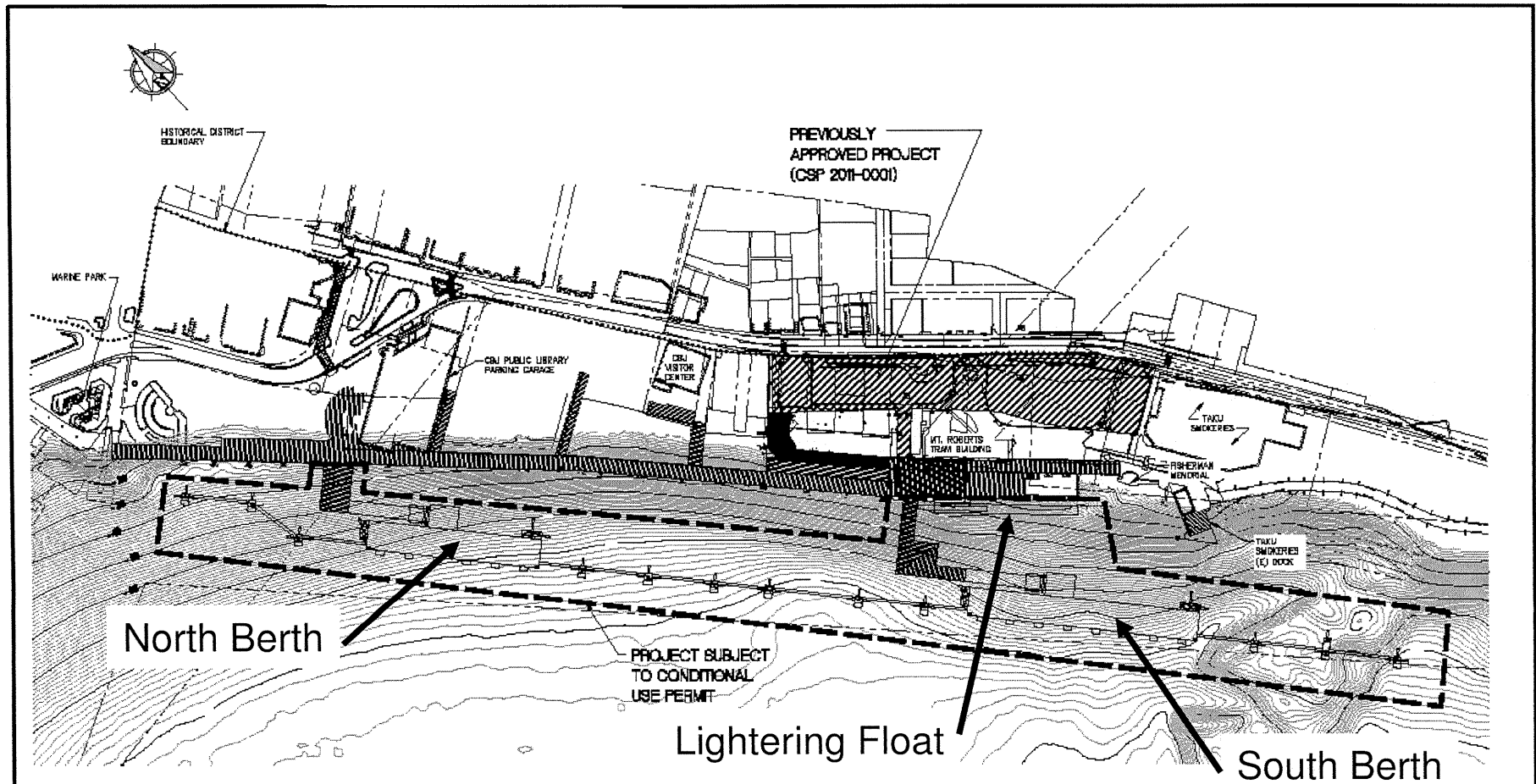


*Gary H. Gillette, Architect  
Port Engineer*

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<p><b>ENGINEERS, INC.</b></p>	<p>2140 Glacier Highway Ste 400 Juneau, Alaska 99801 Phone 907-586-0001 Fax 907-586-0200 www.great-engineers.com</p>	<p>STATE OF ALASKA</p>	<p><b>PORT OF JUNEAU CRUISE SHIP BERTHS</b></p>
<p>DATE: 03/28/11</p>	<p>PROJECT NO.: 1002950.01</p>	<p>DATE: 03/28/11</p>	<p>PROJECT NO.: 1002950.01</p>

## Beth McKibben

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**From:** Gary Gillette  
**Sent:** Wednesday, January 04, 2012 10:03 AM  
**To:** Beth McKibben  
**Subject:** RE: intermediate vessel float?  
**Attachments:** Cruise Docks-Berthing Plan.pdf

The intermediate vessel float will remain but it will no longer be used for lightering from ships at anchor. The existing float and ramp at Marine Park will be removed thus no longer be used for lightering for ships at anchor. In the new configuration all ships at anchor will lighter to the new lightering float that is located inside the main south berth (see attached).

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**From:** Beth McKibben  
**Sent:** Tuesday, January 03, 2012 4:02 PM  
**To:** Gary Gillette  
**Subject:** intermediate vessel float?

Gary  
this one is not going away? where is it located? How is it different from the one at Marine Park? Thanks

Beth McKibben, AICP  
Senior Planner, CDD  
City & Borough of Juneau  
(907)586-0465 phone  
(907)5863365 FAX



Please consider the environment before printing this email.



**Beth McKibben**

**From:** Gary Gillette  
**Sent:** Thursday, December 22, 2011 2:48 PM  
**To:** Beth McKibben  
**Subject:** RE: cruise ship berths?

The following discussion regards your question about the harbor capacity now and with the construction of the new berths.

Currently the harbor capacity is 4 Panamax ships (limited to 965 feet) and one smaller ship (limited to 780 feet). This would be 3 Panamax at the docks (Cruise Terminal, Franklin Dock, and AJ Dock); one Panamax anchored in the harbor, and one 780 foot or less at Alaska Steamship Dock (Marine Park).

When the new berths are completed the harbor capacity will be 5 Panamax ships – 4 at docks and 1 anchored.

In terms of passenger counts it is difficult to say for sure what the various cruise companies will schedule for Juneau. Just because we will have the capacity to handle 5 Panamax ships at once doesn't mean that the companies with smaller ships will send larger ships. Different companies cater to different clientele and the market varies on a number of criteria. During the 2011 season there were only seven days that there were 4 Panamax ships in town at one time.

Ships using the current Panamax docks range in length from 815 feet long to 965 feet and have capacities ranging from 1,808 to 2,600. The smaller ships we see at the Alaska Steamship Dock range from 720 feet to 780 feet and have capacities ranging from 1,266 to 1,460.

So on a full capacity day we could, in theory, see 4 Panamax ships with capacities ranging from 7,232 to 10,400 and one smaller ship ranging from 1,266 to 1,460 for a total capacity ranging from 8,498 to 11,860. With the new berths in place we could, in theory, see 5 Panamax ships at port with capacities ranging from 9,040 to 13,000. This is an increase ranging from 542 to 1,140 or 6% to 9%.

---

**From:** Beth McKibben  
**Sent:** Tuesday, December 20, 2011 4:28 PM  
**To:** Gary Gillette  
**Subject:** cruise ship berths?

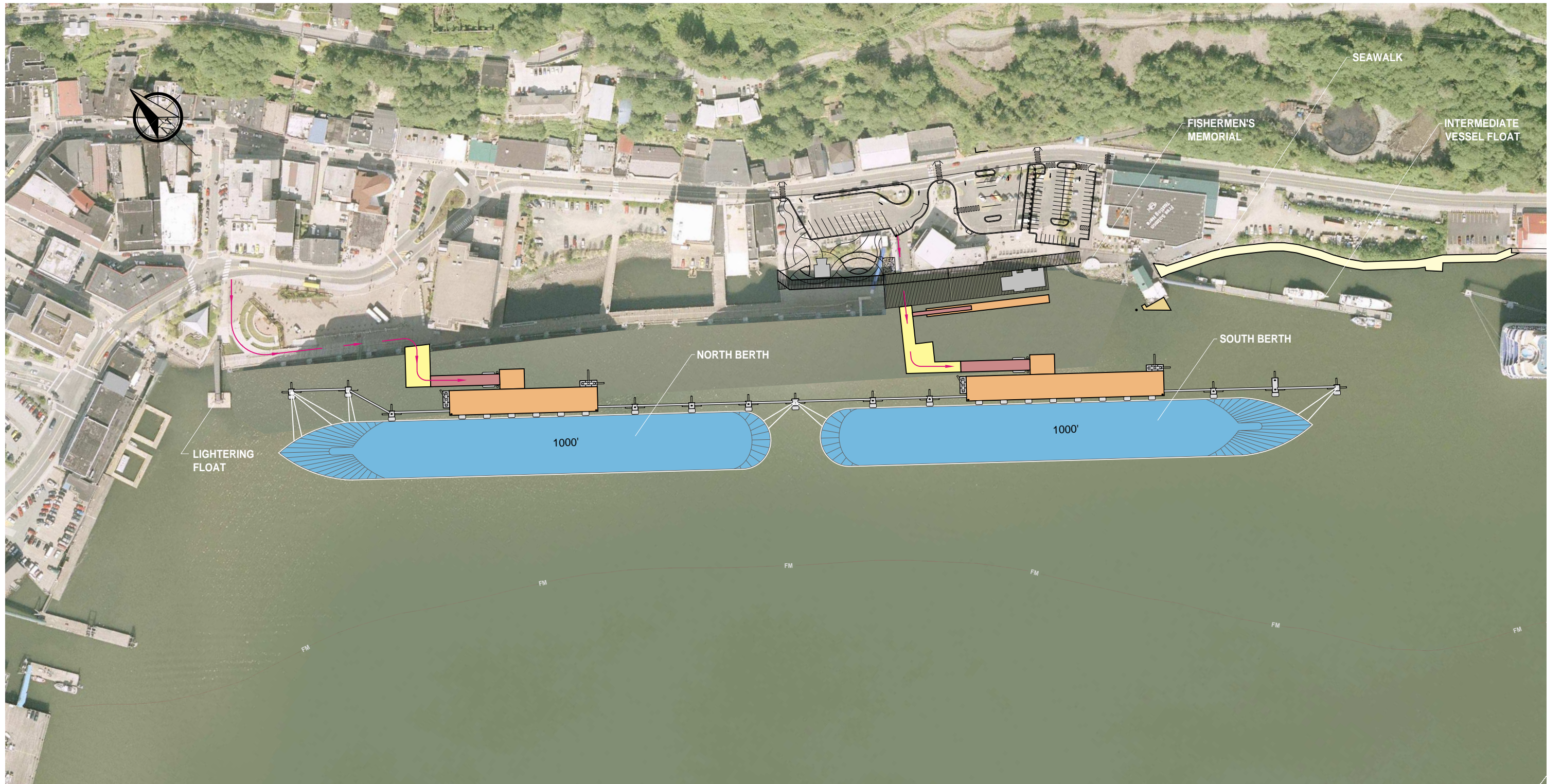
Hi Gary

I've started working my way thru this project. In the application materials there is no discussion about traffic and possible/potential impacts. Any thoughts? Will the berths be accommodating more/other ships or will the ships that currently lighter now be docked? Thanks

Beth McKibben, AICP  
 Senior Planner, CDD  
 City & Borough of Juneau  
 (907)586-0465 phone  
 (907)5863365 FAX



Please consider the environment before printing this email.



**PROPOSED DOCK PROJECT**



		9360 Glacier Highway Ste 100 Juneau, Alaska 99801 Phone: 907-586-2093 Fax: 907-586-2099 www.pnd-anc.com	
DESIGN: PND	CHECKED: PND	SCALE: SCALE IN FEET 	
DRAWN: PJD	APPROVED: CRS		



<b>CITY &amp; BOROUGH OF JUNEAU, ALASKA</b> <b>DOWNTOWN CRUISE SHIP DOCK RECONFIGURATION</b>	
SHEET TITLE: <b>SITE PLAN WITH BATHYMETRY</b>	
PN&D PROJECT NO.: 102050.02    DWG. FILE:	
<b>1</b> SHEET 1 OF 1	

# DEVELOPMENT PERMIT APPLICATION

11/15/11

Project Number	<b>CITY and BOROUGH of JUNEAU</b>	Date Received:
Project Name (City Staff to Assign Name)		

PROJECT / APPLICANT	<b>Project Description</b> Downtown Cruise Ship Dock Reconfiguration. The project includes the constructio of two offshor berths and moorage float located at the existing Downtown Cruise Ship Docks. See attached narrative.		
	<b>PROPERTY LOCATION</b>		
	Street Address	City/Zip Juneau 99801	
	Legal Description(s) of Parcel(s) (Subdivision, Survey, Block, Tract, Lot) ATS 3		
	Assessor's Parcel Number(s) 1C070K830090		
	<b>LANDOWNER/ LESSEE</b>		
	Property Owner's Name City and Borough of Juneau - Docks and Harbors	Contact Person: Carl Uchytel	Work Phone: 586-0294
	Mailing Address 155 S Seward Street Juneau Ak 99801	Home Phone:	Fax Number: 586-0295
	E-mail Address carl_uchytel@ci.juneau.ak.us	Other Contact Phone Number(s):	
	<b>LANDOWNER/ LESSEE CONSENT</b> <span style="float: right;">****Required for Planning Permits, not needed on Building/ Engineering Permits****</span>		
I am (we are) the owner(s)or lessee(s) of the property subject to this application and I (we) consent as follows: A. This application for a land use or activity review for development on my (our) property is made with my complete understanding and permission. B. I (we) grant permission for officials and employees of the City and Borough of Juneau to inspect my property as needed for purposes of this application.			
X	 Landowner/Lessee Signature	Date <u>11/9/2011</u>	
X	_____ Landowner/Lessee Signature	Date _____	
NOTICE: The City and Borough of Juneau staff may need access to the subject property during regular business hours and will attempt to contact the landowner in addition to the formal consent given above. Further, members of the Planning Commission may visit the property before the scheduled public hearing date.			
<b>APPLICANT</b> <span style="float: right;">If the same as OWNER, write "SAME" and sign and date at X below</span>			
Applicant's Name CBJ Docks and Harbors Department	Contact Person: Gary Gillette	Work Phone: 586-0398	
Mailing Address 155 S Seward Street Juneau AK 99801	Home Phone:	Fax Number: 586-0295	
E-mail Address gary_gillette@ci.juneau.ak.us	Other Contact Phone Number(s):		
X	 Applicant's Signature	Date of Application <u>11/9/2011</u>	

-----OFFICE USE ONLY BELOW THIS LINE-----

STAFF APPROVALS	<input checked="" type="checkbox"/>	<b>Permit Type</b>	<b>***SIGN</b>	<b>Date Received</b>	<b>Application Number(s)</b>
	<input checked="" type="checkbox"/>	Building/Grading Permit			
	<input checked="" type="checkbox"/>	City/State Project Review and City Land Action		11/10/11	CP20110010
	<input type="checkbox"/>	Inquiry Case (Fee In Lieu, Letter of ZC, Use Not Listed)			
	<input type="checkbox"/>	Mining Case (Small, Large, Rural, Extraction, Exploration)			
	<input type="checkbox"/>	Sign Approval (If more than one, fill in all applicable permit #'s)			
	<input type="checkbox"/>	Subdivision (Minor, Major, PUD, St. Vacation, St. Name Change)			
	<input type="checkbox"/>	Use Approval (Allowable, Conditional, Cottage Housing, Mobile Home Parks, Accessory Apartment)			
	<input type="checkbox"/>	Variance Case (De Minimis and all other Variance case types)			
	<input type="checkbox"/>	Wetlands Permits			
<input type="checkbox"/>	Zone Change Application				
<input type="checkbox"/>	Other (Describe)				
***Public Notice Sign Form filled out and in the file.					
Comments:				<b>Permit Intake Initials</b> 	

# CITY/STATE PROJECT AND LAND ACTION REVIEW APPLICATION

Project Number	Project Name (15 characters)	Case Number <b>CSP20110010</b>	Date Received <b>11/15/11</b>
----------------	------------------------------	-----------------------------------	----------------------------------

**TYPE OF PROJECT REVIEW:**

City Project Review     
  City Land Acquisition /Disposal     
  State Project Review

**DESCRIPTION OF PROJECT**

**SEE CONDITIONAL USE APPLICATION**

Please attach a cover letter to fully explain the project if there is not adequate space on this form.

**CURRENT USE OF LAND OR BUILDING(S):**

**VACANT**

**PROPOSED USE OF LAND OR BUILDING(S):**

**NEW CRUISE SHIP BERTHS**

**PROJECT NUMBERS ASSOCIATED WITH PROPOSAL:**

Is this project associated with any other Land Use Permits?   
  No     Yes    Case No.: **USE2011**

Capital Improvement Program # (CIP) \_\_\_\_\_

Local Improvement District # (LID) \_\_\_\_\_

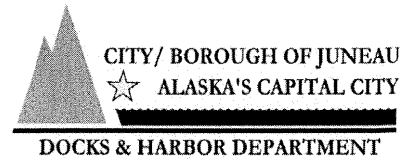
State Project # \_\_\_\_\_

**ESTIMATED PROJECT COST:**    \$ **62 M**

For more information regarding the permitting process and the submittals required for a complete application, please see the reverse side.  If you need any assistance filling out this form, please contact the Permit Center at 586-0770.	<table style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th style="text-align: left;">CITY/STATE PROJECT FEES</th> <th style="text-align: center;">Fees</th> <th style="text-align: center;">Check No.</th> <th style="text-align: center;">Receipt</th> <th style="text-align: center;">Date</th> </tr> </thead> <tbody> <tr> <td>Application Fees</td> <td style="text-align: center;">\$ <b>1,600</b></td> <td></td> <td></td> <td></td> </tr> <tr> <td>Total Fee</td> <td style="text-align: center;">\$ <b>1,600</b></td> <td colspan="3" style="text-align: center;"><b>PAC Dept transfer 11/15/11</b></td> </tr> </tbody> </table>	CITY/STATE PROJECT FEES	Fees	Check No.	Receipt	Date	Application Fees	\$ <b>1,600</b>				Total Fee	\$ <b>1,600</b>	<b>PAC Dept transfer 11/15/11</b>		
CITY/STATE PROJECT FEES	Fees	Check No.	Receipt	Date												
Application Fees	\$ <b>1,600</b>															
Total Fee	\$ <b>1,600</b>	<b>PAC Dept transfer 11/15/11</b>														

**NOTE: MUST BE ACCOMPANIED BY DEVELOPMENT PERMIT APPLICATION FORM & EVEN IF THE PROPOSED PROJECT IS ASSOCIATE WITH OTHER LAND USE PERMITS, THIS APPLICATION MUST BE FILLED OUT**

TO BE COMPLETED BY THE APPLICANT



*Application for a Conditional Use Permit*

PROJECT NARRATIVE  
City and Borough of Juneau Docks and Harbors Department  
Downtown Cruise Ship Dock Reconfiguration

Submitted by:  
Gary Gillette, Port Engineer  
On Behalf of the Applicant  
CBJ Docks and Harbors Department  
155 South Seward Street  
Juneau, Alaska 99801  
Phone: 907-586-0398  
Fax: 907-586-0295  
[gary\\_gillette@ci.juneau.ak.us](mailto:gary_gillette@ci.juneau.ak.us)

November 9, 2011

## **APPLICANT**

The applicant is the City and Borough of Juneau, Docks and Harbors Department. Primary contact for the project is Gary Gillette, Port Engineer.

## **PROJECT LOCATION**

The proposed project is located on a site seaward of the existing Alaska Steamship Dock and the Cruise Ship Terminal in downtown Juneau, Alaska (see Attachment A). The project would be entirely constructed over waters of Gastineau Channel with two connecting wood decked approaches providing access to the existing dock structure.

## **PROJECT PURPOSE AND NEED**

From the late 1880s Juneau's economy was based on the mining industry until 1944 when the last major mine within the city limits was shut down. Decline of Juneau's waterfront docks soon followed. A new industry, tourism, brought life back to the downtown waterfront as more and more cruise ships made way to Juneau. The old timber dock structures designed to support small freighter and passenger ferries were replaced over the years with catwalks, mooring and breasting dolphins, and larger wharfs. The current structures were designed to meet the needs of passenger ships with an overall length around 800 feet. Now however, as ships have increased in size, the need to provide berths which will support Post Panamax ships of 1,000 feet and longer is a strategic response to support and provide for the industry's progression.

The City and Borough of Juneau owns and operates two cruise ship docks. They are commonly referred to as the Alaska Steamship Dock (north berth), located next to the downtown library and parking garage building, and the Cruise Ship Terminal (south berth), located in the area of the Visitor's Center and Tram Building.

The fundamental reasons why the CBJ is proposing improvements to the existing moorage system are:

- ◆ It is undersized for the size of the ships using it.
- ◆ It has been damaged by being overloaded.
- ◆ It has substantial underwater corrosion.
- ◆ It does not meet full Department of Homeland Security provisions.

The project has several design goals.

- ◆ Increase the safety and security of the vessels docked in Juneau including reducing the need for lightering from off-shore anchored vessels.
- ◆ Support the Post Panamax class cruise ships (1,000+/- ft length). This is the vessel size that the industry is using and the facilities must support the vessels at the risk of losing Juneau as a stop. The south berth will allow for ships up to 1,100' in length to support future ship size projections by the industry.
- ◆ Provide a safe and rewarding experience for the passengers into the community of Juneau.
- ◆ Consolidate security so that yellow barrier fencing may be removed from existing dock thereby increasing pedestrian access to the waterfront.

## **PROJECT TIMELINE**

2001-2002 – The CBJ Docks and Harbors Board undertook a strategic analysis, developed an improvement plan for municipally owned port facilities, and identified the capacity of the CBJ cruise ship docks as a limitation affecting the ability of the CBJ to serve the cruise ship industry in the future.

2002 – 2009 – The Docks and Harbors Board evaluated a variety of alternatives to accommodate the cruise ship docking now and in the future, and to align the port capacity with Ketchikan and Skagway, Juneau's sister ports of call.

2003-2004 – The Docks and Harbors Board assisted the Assembly in the development of a comprehensive waterfront development plan for downtown Juneau which called for changes to the CBJ cruise ship docks to accommodate larger ships.

2006 – The Docks and Harbors Board conducted a thorough evaluation of the condition of the CBJ cruise ship docks and determined that the mooring system was in poor condition, structurally compromised, and undersized for the current and future fleet of cruise ships visiting Juneau.

2007- 2008 – The Docks and Harbors Board presented to the CBJ Assembly alternatives for replacing the CBJ cruise ship docks to accommodate Juneau's cruise ship fleet which caused the Assembly to establish an Ad-Hoc Committee to evaluate port-wide dock alternatives.

2008 – 2009 – The Ad-Hoc Committee commissioned a comprehensive navigation study and docking simulation to analyze various public and private proposals for accommodating the cruise ship fleet.

2008-2009 – The Docks and Harbors Board commissioned an uplands operations and transportation study of proposed cruise ship dock improvements and is implementing recommendations to mitigate vehicular and pedestrian congestion attributed to current and future cruise ship operations.

2010 – The State of Alaska granted funds for improvements to the cruise ship docks and amended cruise ship passenger excise tax laws to provide Juneau with additional funds for such purpose beginning in 2011.

2010 – The CBJ Assembly approved an offshore floating berth concept known as 16B so that the Docks and Harbors Board can begin the design process to install the new floating berths.

2011 - The State of Alaska granted the CBJ additional funds for improvements to the cruise ship docks.

2013 - Begin construction of the South Berth on October 1 with completion on May 1, 2014.

2014 - Begin construction of the North Berth on October 1 with completion on May 1, 2015.

## **PROJECT DESCRIPTION**

The CBJ plans to construct two new offshore floating moorage berths to accommodate cruise ships of the Post Panamax type in the range of 1,000+/- foot length. The proposed offshore facilities would include floating moorage berths, drive down transfer bridges, dolphins, and other necessary infrastructure to accommodate cruise ships. The offshore facility would allow for the removal of the existing security fencing and eliminate the need for forklifts, stairs, and gangways that are currently used on the dock. This will enhance the local and visitor experience along the downtown docks as part of the waterfront seawalk concept. During the off season the floats could be used for a variety of vessels including fishing, research, military, etc.

The proposed new offshore facility is divided geographically into a North Berth and South Berth spanning approximately 2,200 linear feet and will be implemented through a two year construction schedule. The first phase would include the installation of the south berth consisting of a 50 ft. x 400 ft concrete floating structure, a pedestrian and emergency/service vehicle transfer bridge, mooring and breasting dolphins, pile

supported decks and access docks, gangways, catwalks, and a small vessel moorage float. The second phase would include the installation of the north berth consisting of a 50 ft. x 300 ft concrete floating structure, a pedestrian and emergency/service vehicle transfer bridge, mooring and breasting dolphins, pile supported decks and access docks, gangways, and catwalks.

The project would remove the existing lightering float at Marine Park and replace it with a new float adjacent to the existing dock at the south berth. This float would serve lightering uses similar to the current floats at Marine Park and the Intermediate Vessel Float. Once the new berths are constructed no lightering would occur at Marine Park or the Intermediate Vessel Float.

### **UPLAND FACILITIES**

The proposed project will be supported by existing and new uplands facilities consisting of the staging area adjacent to Marine Park, the Cruise Ship Staging Area adjacent to the Tram, the new Visitor's Center, and the new Port/Customs Building.

In 2003 the city completed a project that resulted in the current bus staging area between Marine Park and the parking garage. This project significantly improved the safety and capacity for vehicle staging to serve the cruise ships docking at the Alaska Steamship Dock (ASD) and those anchoring in the harbor while lightering passengers to the float at Marine Park. During the 2011 cruise season the largest ship to call at ASD had a capacity of 1,460 passengers. On days that a ship lightered to Marine Park the additional passenger count was as high as 2,033 for a total of 3,493. When the new facility is complete only one ship with capacity up to approximately 2,400 passengers will be served. Based on this information it appears that the Marine Park facility should be adequate to serve the north berth.

The current staging area at the Cruise Ship Terminal (CST) will be reconfigured beginning in October 2012 with completion by May 1, 2013. The reconfiguration was designed to improve pedestrian safety and increase staging capacity in this area to accommodate the larger ship traffic to this facility. The reconfiguration project was approved by the Planning Commission under a city project review (CSP2011-0001) on April 12, 2011. In 2011 the largest ship to dock at CST accommodated 2,124 passengers. On days when lightering took place at the Intermediate Vessel Float the total count was as high as 3,798 passengers. In 2011 there were only 10 days that a ship lightered to Marine Park or the Intermediate Vessel Float. The reconfigured uplands was designed to improve safety for pedestrian movement and increase capacity for vehicle staging reflective of the larger ships being accommodated at the south berth.

### **CONSTRUCTION**

The proposed project consists of a combination of fixed and floating docks, both of which require steel piles to support or anchor these structures. The floating docks will be manufactured offsite, towed to the site and field installed. The overall in-water work is significantly shortened by this streamlined process. The primary type of pile that will be used at the site will be hollow steel pipe piles. The means of installation will vary with specific locations and will include rock anchors, pin piles, or rock sockets as necessary. The piles will be vibrated and driven to bedrock or as deep into existing soils as necessary to resist the design loads.

### **SCHEDULE**

The South Berth is presently scheduled to begin construction on October 1, 2013 and be completed by May 1, 2014. The North Berth would begin construction on October 1, 2014 and be completed by May 1, 2015. Due to the limited time that is available for construction it is anticipated that it will be necessary to work beyond the normal work day in order to complete this project in time for the arrival of ships in the following season. Construction methods will be employed to keep noise and disruption impacts to a minimum.



## **ZONING AND PERMISSIBLE USE**

The project is located in a Waterfront Commercial zoning district and is allowed with a Conditional Use Permit as listed in the Table of Permissible Uses at section 9.600 Marine commercial facilities including fisheries support, commercial freight, and passenger traffic.

## **COMPREHENSIVE PLAN**

The CBJ Comprehensive Plan (2008) promotes tourism for its economic development opportunities for the Juneau community. Support for development of adequate facilities such as the proposed cruise berths is contained in Policy 5.4 as stated below.

POLICY 5.4. 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, CULTURAL AND ECONOMIC ATTRACTIONS FOR LOCAL RESIDENTS 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.

## **LONG RANGE WATERFRONT PLAN**

In 2004 the Assembly adopted Ordinance 2004-40 which established the Long Range Waterfront Plan for the City and Borough of Juneau. The plan divided the waterfront into areas each of which have specific character, land use, or similar activities. The proposed project is primarily within Area D of the plan. The concept plan for Area D envisioned expansion of the dock facilities to accommodate two 1,000+/- foot cruise ships. The proposed project was derived from that concept and is consistent with the Waterfront Plan.

## **SPECIAL WATERFRONT AREA**

The Juneau Coastal Management Program (JCMP) designates Special Waterfront Areas that are acknowledged as suitable for commercial and industrial development and considered to have low habitat value. The JCMP establishes a line of Seaward Limit of Permanent Development in Special Waterfront Areas beyond which development is not allowed unless it can meet certain criteria. In the Downtown Special Waterfront Area the line is essentially at the face of the existing dock. Therefore, the proposed project is seaward of the limit of permanent development.

The criteria established by the JCMP to allow development seaward of the line is a) there is no feasible and prudent alternative to meet the public need for the use; and b) the nature of the use requires a specific location and no other location will suffice. The proposed project is an upgrade of the existing dock system and is dependent upon the existing upland support facilities. There is no feasible and prudent alternative that would allow the development of two cruise ship berths and the associated upland facilities within the downtown harbor area and be within the limits of the line of seaward development. The nature of the use, a two berth cruise ship facility, is dependent upon immediate access to tourist related services which are provided by the existing uplands facilities and the adjacent downtown commercial area.

## **NAVIGATION**

The Marine Exchange of Alaska conducted a navigation study on behalf of the CBJ Docks and Harbors Department in 2009 to determine and analyze navigation issues within the Juneau Harbor. The report reviewed a number of various cruise ship dock and pier alternatives including the proposed project. A letter report from the Marine Exchange of Alaska dated September 2010 (see Attachment B) provides an executive summary of the navigational issues regarding cruise ship operations and proposed cruise ship docks

reconfigurations by the CBJ. The result was that the proposed project would have minimal impacts to current harbor operations.

## **UTILITIES**

The new floating berths will be provided with water for use by ships in replenishing their fresh water supply and for fire protection. At the Assembly's request the proposed berths will be outfitted to provide sewer off loading capabilities and the option to provide shore power hook up in the future.

The project will include sanitary sewer connections to allow ships to off load treated wastewater. Carson Dorn, Inc. performed a study of the capacity of the existing Juneau Douglas Treatment Plant to accept certain pre-processed waste water as is currently done at the Franklin Dock. The plant is able to through-put the additional anticipated volume from the two ships without modifications to the plant. Thus, the provision to off load this waste stream will be accommodated in the project.

In discussions with AEL&P it was determined that they are not able to provide interruptible power to the new facility at this time but may in the future with the completion of the Lake Dorothy project. To prepare for that future possibility, electrical conduit will be run from the uphill side of South Franklin Street to the existing Cruise Ship Terminal dock structure. When power is available the lines would be run from the floating berths to a sub station site on AEL&P property.

## **LIGHTING**

Lighting will be provided on the floats, transfer bridges, and approach decks for safety and security purposes. Luminaires would be mounted on light standards at a height to allow adequate light distribution but will be focused downward so not to cause glare beyond the areas to be illuminated. Specific fixtures have not been selected at this point in the design process.

## **VEGETATIVE COVER**

The proposed project is located over water thus vegetative cover is not feasible at this site.

## **SECURITY**

There are two elements of security that will be addressed for the project: Department of Homeland Security and general security. Homeland Security provisions are required when a high capacity passenger vessel is docked at the facility. A specific security plan is required by the US Coast Guard to protect the facility from acts of terrorism and must be approved prior to operating the facility. Alaska Marine Exchange is working with Docks and Harbors Department to develop the security plan. There are two primary aspects that must be addressed. This includes provisions to deter unauthorized vehicles to access the transfer bridge and floating berths. This is typically handled with removable bollards to allow authorized access for emergency and support services. The other element is controlling access for passengers and others to and from the docking facility. This is typically handled with security personnel at the embarkation/disembarkation points. There will be two such points where the transfer bridge meets the existing dock. These controlled points will allow the elimination of the continuous yellow barriers down the middle of the existing dock thereby expanding the continuous walkway as part of the pedestrian network.

General security would be provided when needed to protect public safety and property. This will be handled with gates at the point where the access to the floating berths meet the existing docks. Generally when a cruise ship is not at the floating berths they would be open to public access. However, during the off season local or visiting vessels may tie up to the facility and security might be desired to protect the vessel or equipment destined for the vessel. Also, if vandalism or other undesirable activities occur on the floats they

may need to be secured.

### **HISTORIC RESOURCES**

There are no historic properties identified within the project site. There are four historic resources identified in the Alaska Heritage Resources Survey (AHRs) that are in the uplands adjacent to the project site. They include Alaska Steamship Company Dock Site (JUN-314); Juneau Cold Storage Company (JUN-212); Waterfront Building/Scandinavian Grocery (JUN-376); and Warner Building (JUN-374). The JUN-314 complex historically featured warehouses, wharfs, and dock structures that have been removed over time such that nothing of the original remains. Newer wooden dock structures have been installed over time in this location along with steel piling breasting dolphins on the dock edge to accommodate the current cruise industry. The proposed project does not change these existing dock features. All other identified historic resources have been lost to fire (JUN-212) or demolished for new development (JUN-374 & JUN-376).

The project runs parallel to and approximately 400 feet seaward of the Downtown Historic District. The south end of the district (from the Red Dog south) has seen substantial new and redevelopment such that most of the historic character has been lost through non-historic renovations and demolition/replacement projects. The Northway Building (JUN-257) is the only remaining building on the uphill side of South Franklin Street that is a contributing property to the historic district and retains some of its original character. The proposed project has no direct or indirect impact on the setting of this building as it does not block views of the building nor is the project seen from the building.

### **FISHERMAN'S MEMORIAL**

During the pre-application conference for this project Community Development Department staff asked about the status of the Fisherman's Memorial as it relates to the development of the floating berth project.

The CBJ Assembly approved construction of the new cruise berths project with adoption of Resolution 2642 on September 20, 2010. On August 29, 2011 the Assembly Committee of the Whole took action to not move the Memorial from its current location. The proposed project does not anticipate relocating the Fisherman's Memorial.

### **FORMER ALASKA STATE FERRY TERMINAL**

During the pre-application conference for this project Community Development Department staff asked what the city's obligation was to provide access for Alaska Marine Highway System (AMHS) ferry vessels and if they could be accommodated if they decided to return service to downtown.

In 1963 the City and Borough of Juneau leased an area in the general location of the Cruise Terminal uplands facility to the state of Alaska for the purposes of establishing a ferry terminal. The city built the facilities to accommodate the AMHS including dock, staging area, and a terminal building referred to as the premises. The terms of the lease was for 20 years which included a payment intended to recover costs to the city for development of the facilities. The lease also contained an option to extend for the life of the premises with payment of \$1 per year. In 1983 the state extended the lease and began making payments of \$1 per year. The last payment was received by the city in 2001. In the meantime the original premises have been modified, removed, or have exceeded their useful life thus the city has no further obligation to AMHS by terms of the lease.

Recently Port Director Carl Uchtyl sent an e-mail to Michael A. Neussl, Deputy Commissioner for Marine Operations offering use of the new berths to AMHS. Mr. Neussl responded that AMHS did not foresee returning service to downtown Juneau in the near future (see Attachment C). It should be noted, however,

that the new south berth float, approach dock, and bridge will be built to a loading classification of HS 20 which would allow use by AMHS, with some outfitting modifications, if so desired in the longer term.

**THE STORIS**

During the pre-application conference for this project Community Development Department staff asked if there would be accommodation for the USCG Cutter *Storis*.

The non-profit organization *Storis* Museum is seeking to bring the USCG Cutter *Storis*, which was decommissioned in 2007, to Juneau. The organization has requested it be transferred to them to develop as a museum but no legislative action has occurred to date. The potential for future accommodation of the *Storis* is featured in the design of the cruise berth project. A section of the transfer bridge that accesses the south berth is being designed to be removed in the event that the *Storis* Museum is successful in bringing the ship to Juneau. This would allow access to the inside of the floating berths where a moorage float and other improvements could be constructed for the ship. Currently there is no funding in the project for the future moorage float and other improvements to accommodate the ship. It is anticipated these funds would be provided by the *Storis* Museum organization as part of their financial plan for the ship.

**PHOTOGRAPHS**

Photos below from ShoreZone.



*City and Borough of Juneau  
Downtown Cruise Ship Dock Reconfiguration*



**ATTACHMENTS**

- A. Map of Project Site and Vicinity**
- B. Letter from Alaska Marine Exchange Regarding Navigation**
- C. E-Mail Regarding Alaska Marine Highway**



HISTORICAL DISTRICT BOUNDARY

PREVIOUSLY APPROVED PROJECT (CSP 2011-0001)

MARINE PARK

CBJ PUBLIC LIBRARY PARKING GARAGE

CBJ VISITOR CENTER

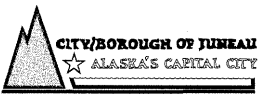
MT. ROBERTS TRAM BUILDING

TAKU SMOKERIES

FISHERMAN MEMORIAL

TAKU SMOKERIES (E) DOCK

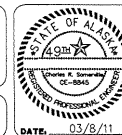
PROJECT SUBJECT TO CONDITIONAL USE PERMIT



DOCKS & HARBORS DEPARTMENT

**PND**  
ENGINEERS, INC.

9366 Glacier Highway Ste 100  
Juneau, Alaska 99801  
Phone: 907-586-3093  
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**PORT OF JUNEAU  
CRUISE SHIP BERTHS**

DESIGN: PND CHECKED: CRS SCALE: NOT TO SCALE  
DRAWN: KLL APPROVED: CRS

DATE: 03/8/11

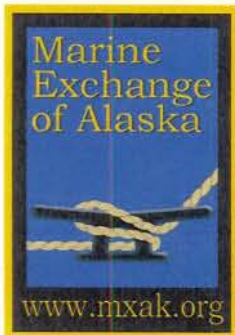
SHEET TITLE:  
APPLICATION FOR A CONDITIONAL USE PERMIT PROJECT DRAWING

PND PROJECT NO. 102050.01 | DWG. FILE:

**1**  
SHEET  
OF 1

ATTACHMENT "A"





*Safe, Secure, Efficient and Environmentally Responsible  
Maritime Operations*

1000 Harbor Way, Suite 204, Juneau, Alaska 99802  
Ph: (907) 463-2607 Fax: (907) 463-2593

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September 7, 2010

Mr. John Stone  
Port Director  
Juneau, AK 99801

Dear Mr. Stone,

In follow up to Marine Exchange of Alaska's previous analysis of the various cruise ship moorage options being explored for the Port of Juneau the Marine Exchange of Alaska staff reviewed cruise ship operations in the summer of 2010 and determined the recommendations regarding preferred mooring options in last year's report continue to be valid.

Graphics attached to this summary are provided to better present the physical layout of the facilities and vessels' maneuvers. Enclosure 1 shows the positioning of the various mooring options under consideration and the historical tracks of vessels calling on the existing docks.

My professional opinion on the navigational issues relevant to the cruise ship mooring options is based on my 30 years experience in the Coast Guard during which I evaluated navigational impacts of docks and harbors in my capacity as Chief of Marine Safety for the 17<sup>th</sup> Coast Guard District as well as during my assignments as Captain of the Port for Los Angeles-Long Beach and Chief of Marine Safety for the Pacific Area. Additionally, my opinions are based on the following:

- Direct observation of cruise ship arrivals and departures in Ketchikan, Juneau and Skagway.
- Review of Automatic Identification System (AIS) tracking data of cruise ship maneuvers in Juneau for three years.
- Surveys and interviews with port and maritime stakeholder, including marine pilots who navigate the vessels in and out of port, and the Coast Guard.
- Ship simulator evaluation of potential moorage options with pilots and cruise ship representatives participation at the Pacific Maritime Institute vessel simulator in Seattle.
- Review of weather statistics for the Port of Juneau over the course of three years

The following is an Executive Summary of the salient "navigational issues" regarding cruise ship operations and expanded moorage alternatives in the Port of Juneau. :

1. The present inability to provide dock space for all cruise ships calling on the Port of Juneau during five cruise ship days leads to the anchoring of cruise ships in the harbor and shuttling passengers and crew to and from shore in small boats presenting navigational hazards to other vessels' arrivals, departures and transits as well as the landing and take-off of float planes. (See enclosure 2) This situation will be exacerbated as older cruise ships are replaced by newer, larger cruise ships that cannot be accommodated at the Port's docks.
2. The Goldbelt moorage option of building a pier that extends 1,000 into the harbor from the Goldbelt Seadrome will present substantial navigational impacts to other vessels that will inevitably lead to disapproval of the required Army Corps of Engineers' (ACOE) permit. The Coast Guard and ACOE will not allow projects that encroach on navigable waters where other less obtrusive options, i.e. constructing docks that comport with the shoreline, are available.
3. The Gold Creek dock option presents the greatest navigational challenge to vessels when strong winds are encountered. Presently, the most challenging dock to moor at is the Jacobsen Dock due to the fact the vessel moors with the beam exposed to the prevailing winds, providing a sail area and forces that must be overcome with the vessel's thrusters and main propulsion. There have been erratic and dangerous maneuvers experienced at that dock in the past due to the dock is positioned perpendicular to prevailing winds causing vessels' greatest surface area to be exposed to winds. (See enclosure 3). It is universally understood that with respect to ease and safety of vessels mooring operations, docks and piers that are positioned into prevailing winds are preferred to those that are perpendicular to prevailing winds. Approaches and departures are further complicated by the stronger current that exists in the areas of the Port closest to the main channel which the Gold Creek dock option will be. Pilots have opined that the Jacobsen Dock is the most dangerous dock in Southeast Alaska and that a dock at Gold Creek would present similar if not greater challenges. The simulator evaluation conducted in Seattle affirmed this opinion. If pursued, the Gold Creek dock option would also interfere with the traditional flight path and landing zone floatplanes presently use.
4. The Port of Juneau's moorage proposal 16b, presents the least navigational impacts and will help attain the objective of reducing the need to anchor vessels in the Port. While this alternative provides less sea room for vessels mooring at the adjacent Franklin Street Dock a vessel with propulsion and thruster systems operating as designed can readily dock and undock without tug assistance in conditions where the winds are less than 25 knots. This determination is based on review of previous port calls and departures as well as simulator evaluations of arrivals and departures to the Franklin Street Dock with the new expanded Port dock in place. (See enclosure 4 simulator graphics).

#### **Amplifying Information:**

1. **Weather:** Some have raised concerns that the Port's proposed dock will require vessels mooring at the Franklin Dock to use a tug during higher wind conditions, i.e. over 25 knots. Princess Lines presently has a policy knots (without the existence of the Port's proposed docks) to not moor in conditions over 25kts. as a safety precaution. Fortunately, the summer weather in Juneau is mild and sustained winds of over 25 knots are rare. Our review of the 2010 weather in the Port has shown there were only five days

when sustained winds over 25 knots were encountered: 21 May, 27 May, 1 & 2 June and 12 & 13 June. In these instances the high wind strengths generally happened from midnight to 4 a.m. and in no case did the winds reach 25 knots during the period cruise ships were mooring or departing the Franklin Dock. (See enclosure 5). Graphics of the Radiance of Seas arrivals and departures when the highest winds were encountered in June (20 knots) show the routes to and from the dock were steep enough to clear any vessels that would be moored at the Port's proposed dock in the future. (See enclosure 5).

- 2. Mitigating Measures:** Measures to minimize the "sea room" available to vessels mooring at the Franklin Dock as well as increase the margin for safety include the sequencing of vessels' arrivals and departures and the provision of tugs during high wind conditions and/or when a vessel does not have fully operational docking thrusters. Delaying the moorage of a vessel at the Port's most southern dock, closest to the Franklin Dock, until the Franklin Dock vessel is moored and a similar departing sequence would provide on average of an additional 120' sea room for vessels calling on the Franklin Dock. The use of a tug to assist a vessel's docking and departure in high wind conditions could also increase the margin for safety, however, based on review of historical weather and existing policy to avoid mooring in high wind conditions it is unlikely this option will be used much if at all.

**Summary:** Any moorage option pursued in the Port of Juneau will reduce navigable waters to some extent and incur some impacts to current maritime operations requiring some modification to current procedures. From the perspective of navigation safety, options that present the least impact on current maritime operations and will receive required agency approval should be pursued. Based on the studies conducted over the last two years, the Port of Juneau's 16b proposal best meets these criteria.

Once a moorage project moves forward, I recommend the affected maritime stakeholders meet to explore the development and adoption of local operating procedures, safety areas, standards of care, etc. to minimize the potential for incidents developing from the change to the waterfront, and the routing of vessels.

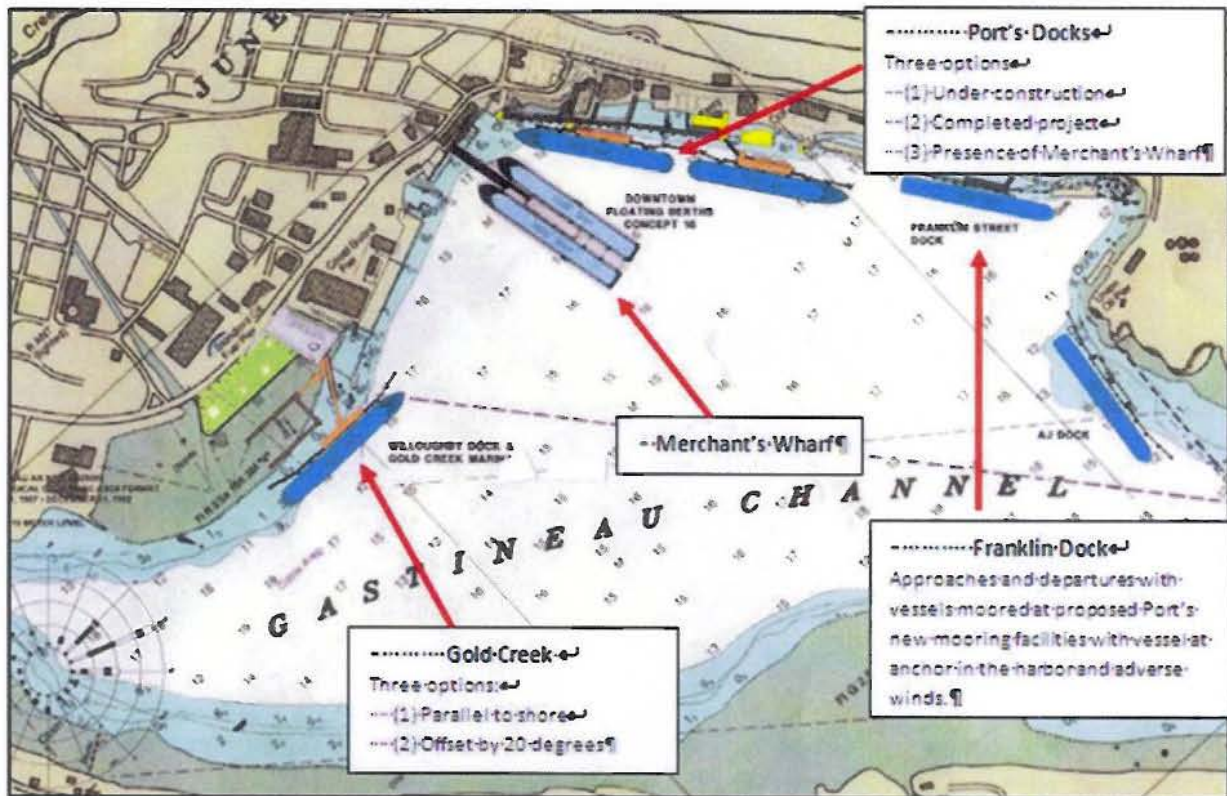
Regards,



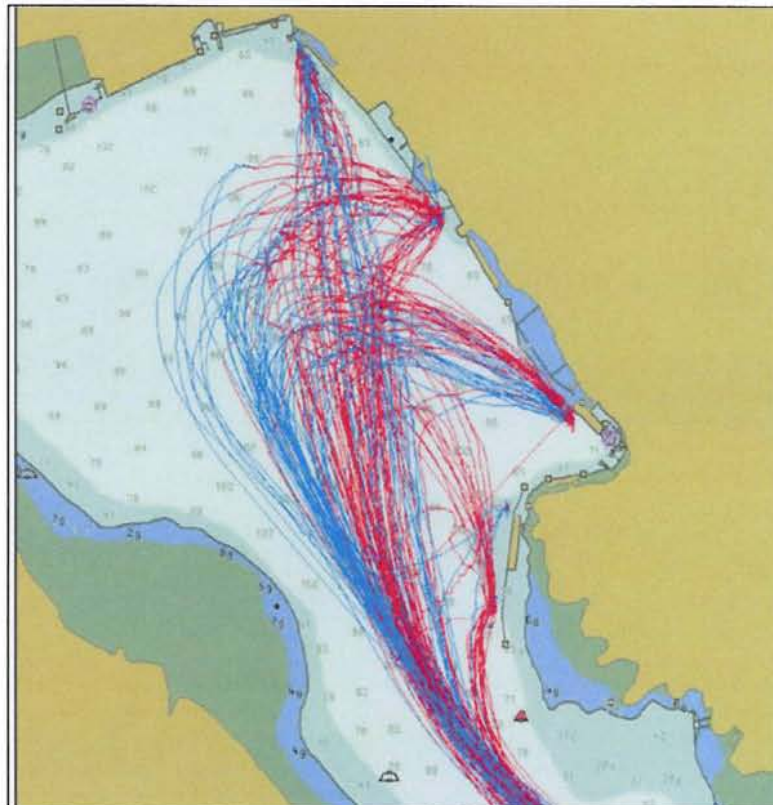
Captain Ed Page, USCG (Ret)  
Executive Director  
Marine Exchange of Alaska

Enclosures:

1. Complicated cruise ship docking at Jacobsen Pier in Sept. 09 in heavy wind conditions

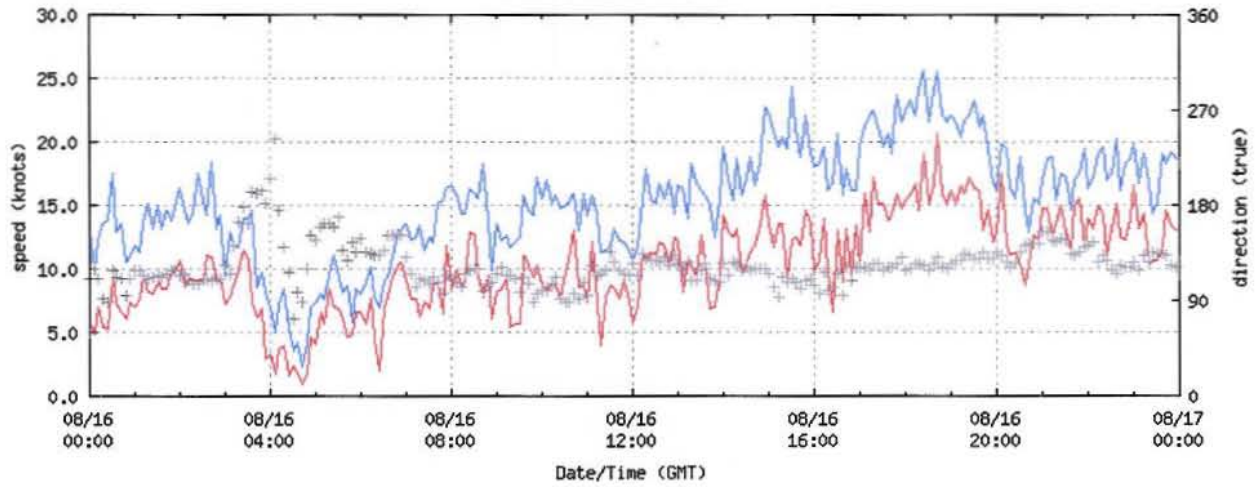


Dock and Pier Options Under Consideration

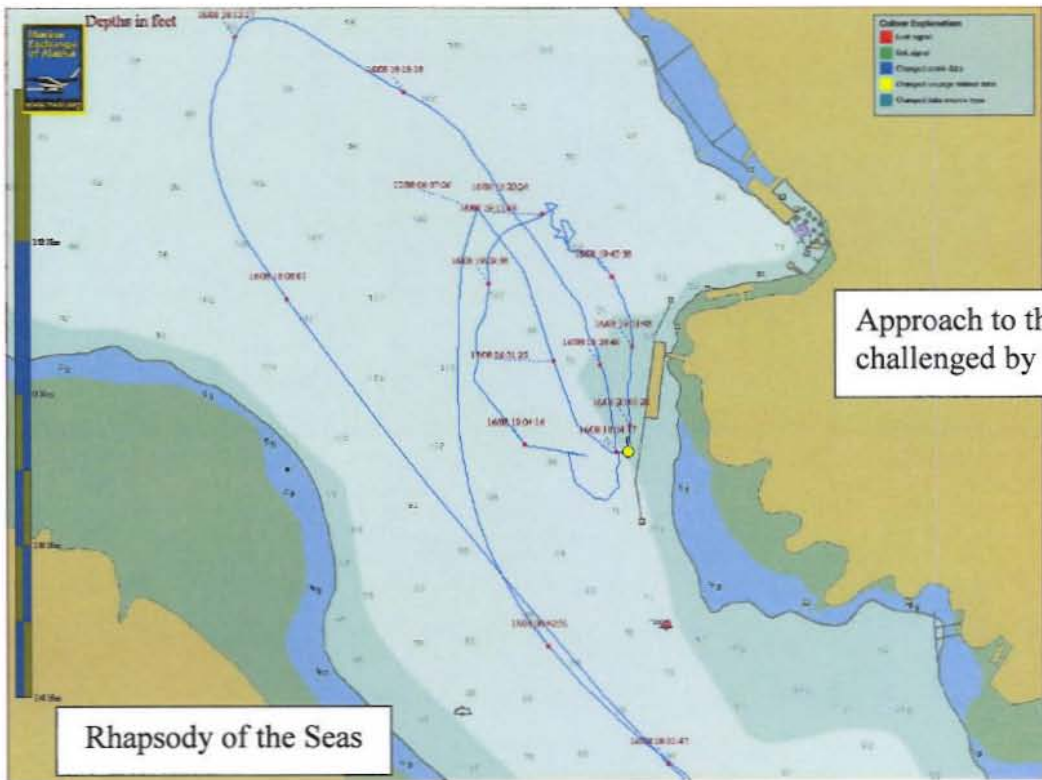


Prior Vessel Tracks Displayed by Automatic Identification System

NOAA/NOS/CO-OPS  
Wind Speed/Gusts/Dir  
9452210 Juneau, AK  
From 2009/08/16 - 2009/08/16



speed — gusts — direction +



Enclosure 2



Figure 1  
Float Plane Landing Between Anchored Cruise Ship and Shore During 5 Cruise Ship Day

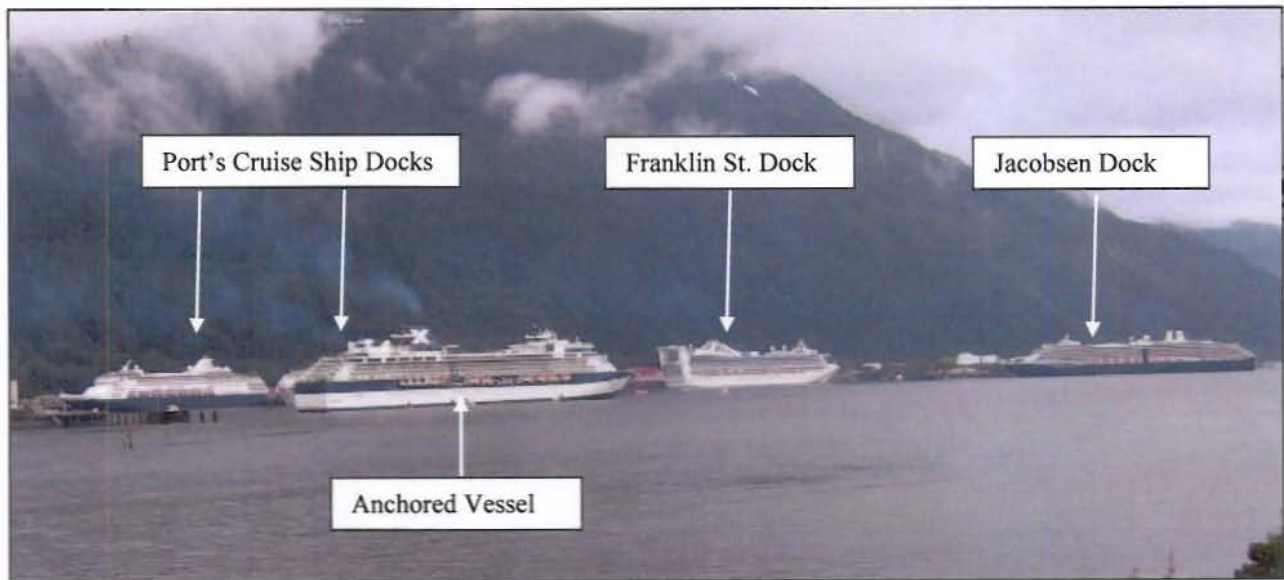
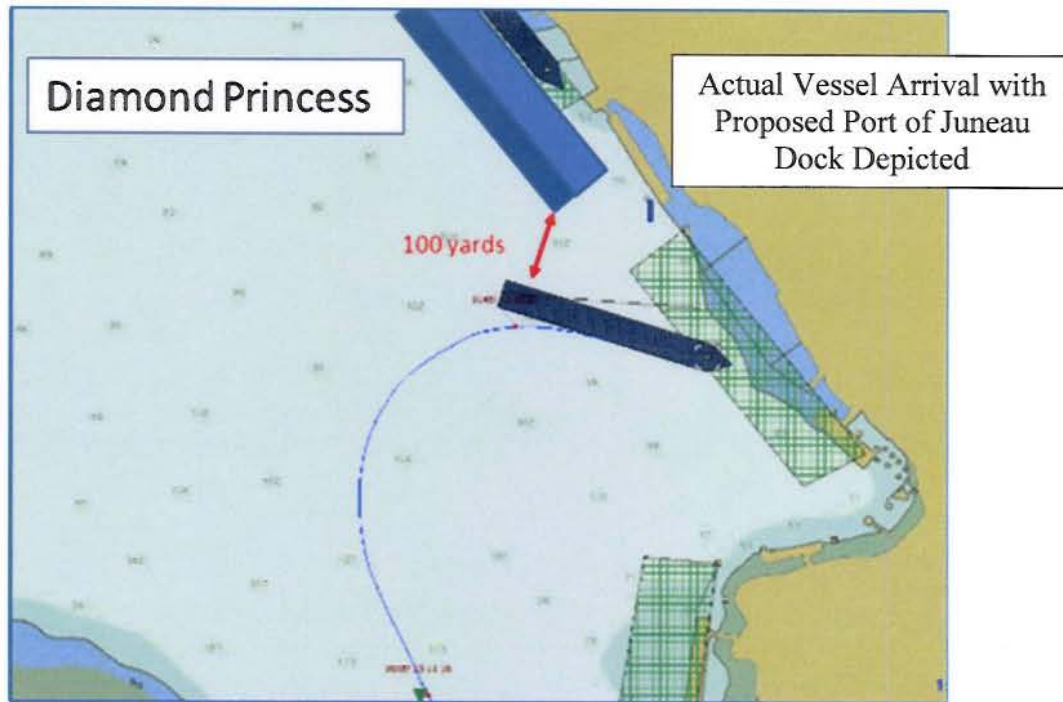
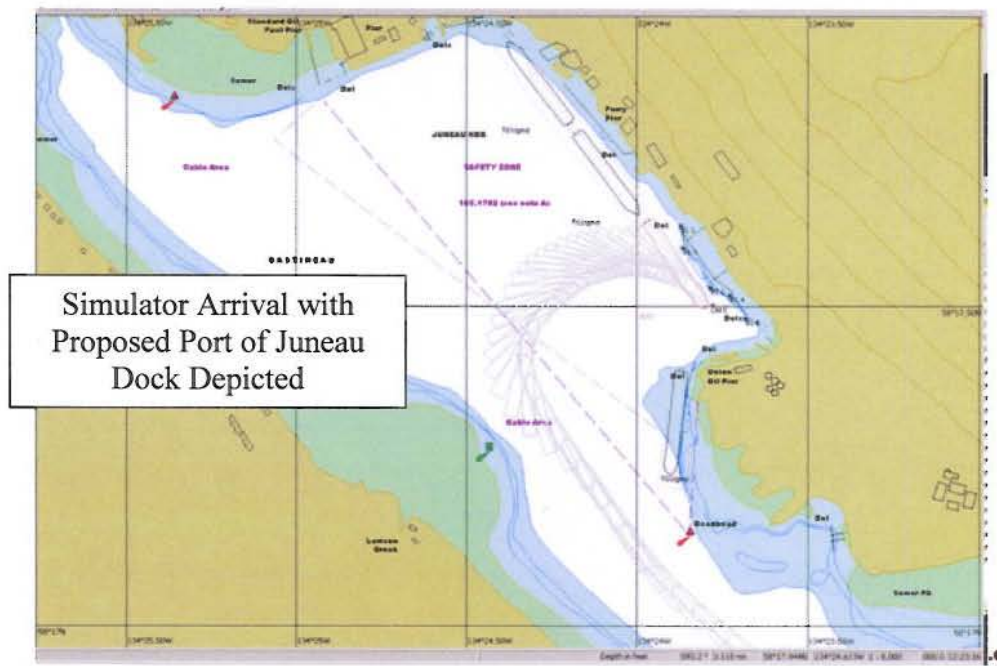


Figure 2  
Five Cruise Ship Day

Enclosure 3



Franklin-Dock-Approach-with-  
Vessel-on-Berth-at-Port's-Dock-and-at-AJ-Dock



- ↵ Scenario: → Franklin-Dock-approach-during-adverse-wind-conditions-with-large-cruise-ship-moored-at-the-adjacent-proposed-City-of-Juneau-dock.↵
- ↵ Ship:→ → Passenger-Cruise-Ship-5-V12-(Diamond-Princess)↵
- Contours: → 30-Seconds↵
- Current: → 0-knt↵
- Wind:→ → 20-knt-from-130°↵

Enclosure 4