

**ASSESSING AND MANAGING CRUISE SHIP TOURISM IN HISTORIC PORT
CITIES:
CASE STUDY CHARLESTON, SOUTH CAROLINA**

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ABSTRACT

Since 1970, the cruise industry has grown by more than 2,100 percent; cruise ships can now carry more than 6,000 passengers. Preservationists and planners managing some of the world's most emblematic historic port cities—including Falmouth, Jamaica; Dubrovnik, Croatia; and Venice, Italy—have identified negative impacts (e.g., incompatible development, loss of intangible culture, pollution, wear and tear) caused by the surge in cruise ship traffic and infrastructure. Yet cruise markets continue to be developed within historic port cities without any assessment or regulation, in part because responses to this issue are still under development. This thesis is the first comprehensive study to explicitly position this preservation planning challenge within the field of heritage tourism management. It is also the first study to analyze international examples of adverse effects created by cruise tourism in historic port cities and present a list of tools—such as tourism management organizations, carrying capacity, port quotas and congestion fees—that can be applied to assessing and managing impacts, building on the theory that development in and around historic districts should stay within limits of acceptable change.

Furthermore, this thesis uses Charleston, South Carolina as a case study and creates a framework for an assessment and phased management plan that would allow the city to reap the benefits of cruise tourism while mitigating costs and protecting invaluable cultural resources. Charleston is an important case as it is the first and only port in the United States to gain international attention for opposing the cruise industry specifically on the grounds that it impacts the city's historic character. It is currently being transformed into a new cruise terminal without any preservation or environmental review. This thesis draws on research on the relationship between cruise tourism and historic ports in order to anticipate the impacts of Charleston's proposed terminal.

INTRODUCTION

During the last 20 years, cruise ship tourism has increased significantly, as has the size of the cruise liners.¹ Around the world, historic port cities, including, but not limited to, Falmouth, Jamaica; Dubrovnik, Croatia; Venice, Italy; and Charleston, South Carolina have been dealing with the unique impacts caused by the surge in cruise ship traffic and infrastructure. For the purpose of this thesis historic port cities are loosely defined as pre-industrial to pre-war port cities, primarily containing historic building materials and infrastructure built to the scale of the historic population, which ranged from a few thousand to not more than 200,000 depending on the original prominence of the location; the historic character and monuments are the reason historic port cities are currently attractive tourist destinations.

Unfortunately, there are no authoritative or comprehensive studies on the specific impacts of cruise ships on historic resources and cities; the majority of research focuses on environmental and economic impacts within a narrow context. However, the Center for Responsible Travel, URBACT's Cruise Traffic and Urban Regeneration program, the University of Virginia's Falmouth Field School in Historic Preservation and a variety of local authorities, researchers, and journalists have published reports and articles on individual ports—mostly outside of the United States—from which this thesis draws. There is very little research that pertains to historic resources in port cities in the United States.

Cumulative data from these sources concludes that the cruise industry has created social, economic, environmental, and physical impacts on many historic port cities which include: the loss of intangible cultural resources, such as traditions and artisanal products, which are modified

¹ "Profile of U.S. Cruise Industry," *International Cruise & Excursions, Inc.* 2013 <http://www.icecenterprise.com/cruise/industry.jsp> "The Cruise Industry: General Analysis and Overview," *Wind Rose Network*. 2004-2013 <http://www.windrosenetwork.com/The-Cruise-Industry-General-Analysis-and-Overview.html>

to adapt to the market that cruise ships bring; a decrease in quality of life and the displacement of local residents as the number of tourists increases by the thousands; the cruise companies' privatization of beaches, ports, and tourist amenities, which remove these resources from local access and take economic benefit from local cultural exhibitors and guides; the loss of natural heritage resources such as coral reefs, wildlife sanctuaries for the widening of harbors and channels to accommodate larger ships; and the development of infrastructure to accommodate larger groups of tourist passengers, as well as incompatible terminals, port facilities, and tourist amenities, which diminish historic character.² These preservation planning challenges will be demonstrated through specific international examples in Chapter 1 (see Figures 1 & 2).

² *Harboring Tourism: An International Symposium on Cruise Ships in Historic Port Communities*, February 6-8, 2013

Documented Impacts

Venice	Falmouth	Dubrovnik	Mayport	Puerto Rico
Carrying Capacity	Incompatible Development	Carrying Capacity	Intangible Culture Threatened	\$ Funds New Development not Preservation
Pollution	Intangible Culture Threatened	Congestion	Incompatible Development	Wear & Tear
Intangible Culture Threatened	Loss of Local Business		Loss of Residents	
Fragile Resources Threatened				
Wear & Tear				
Congestion				
\$ Funds New Development not Preservation				

Figure 1. Chart of Documented Cruise Tourism Impacts to Historic Port Cities, 2013

(Lauren Hoogkamer)

Documented Impacts

Caribbean	Belize	Valletta	Juneau	Honolulu
Private Resorts, Beaches & Islands	Incompatible Development	Carrying Capacity	Incompatible Development	Intangible Culture Threatened
\$ Funds New Development not Preservation	Fragile Resources Threatened	Incompatible Development	Loss of Local Business	
Intangible Culture Threatened	Carrying Capacity	Congestion		
Loss of Local Business				
Incompatible Development				

Figure 2. Chart of Documented Cruise Tourism Impacts to Historic Port Cities, 2013

(Lauren Hoogkamer)

Research on tourism, the cruise industry, and tourist behavior, illustrates how the economic viability of cruise tourism leads to the transformation of historic port cities into so-called destinations that require new development, infrastructure, and regulation.³ It follows that such change must be managed, in order to ensure that the transformation of the historic port city

³ Manning, Ted, "Managing Cruise Ship Impacts: Guidelines for Current and Potential Destination Communities." 2006

enhances its historic value, rather than diminishes it.⁴ Already, there are many initiatives concerning cruise ship discharges that are regulated by the United States Environmental Protection Agency, the Clean Water Act, the Act to Prevent Pollution from Ships, and the International Convention for the Prevention of Pollution from Ships (MARPOL).⁵ Groups such as Friends of the Earth, which issues an environmental cruise ship report card, do not believe that these policies are stringent enough.⁶ Researchers have just begun to address claims from Venice and Charleston that ships traffic erodes historic harbors and building foundations; there is not yet enough evidence to make a definitive conclusion.⁷ For the past 15 years, Ross Klein, a professor at Memorial University of Newfoundland, has been critiquing the impacts and unregulated practices of the cruise ship industry. Even though he does not focus specifically on impacts to historic port cities, his research supports the need for cruise ship management.⁸

Although this research has not created much response, outside of directly involved stakeholders, recent media coverage on cruise ships in Venice and Charleston is now drawing attention to a relatively new aspect of cultural/heritage tourism management—the issue of assessing and regulating the effects of increased cruise ship tourism in historic port cities. Currently, there are no standard regulations, assessments, or management practices regarding cruise ships or port development in historic cities. This research seeks to understand:

- What are the established negative effects of port development in historic port cities?
- How can these effects be assessed in order to create a proactive managerial framework?

⁴ Marsh, Elizabeth A., “The Effects of Cruise Ship Tourism in Coastal Heritage Cities: A Case Study of Charleston, South Carolina”, *Journal of Cultural Heritage Management and Sustainable Development*, 2012. Vol. 2 Is: 2

⁵ “Ocean Vessels and Large Ships,” US Environmental Protection Agency. March 20, 2013
<http://www.epa.gov/otaq/oceanvessels.htm>

⁶ “Cruise Ships,” Friends of the Earth. <http://www.foe.org/projects/oceans-and-forests/cruise-ships>

⁷ Bellingham, Shane; Davis, Cortney; O’Brien, Chris; Saari, Erin, *Cruise Control: To Further the Understanding of the Comprehensive Impacts of Cruise Ships on the City of Venice*. Worcester Polytechnic Institute, December 17, 2010

⁸ Klein, Ross A. *Cruise Ship Squeeze: The New Pirates of the Seven Seas*. New Society Publishers, 2005. pp. 1- 47

- Which preservation management practices could be internationally utilized to protect the character and aesthetics of historic cities?

In response to the above questions, I draw from a variety of research conducted on cruise ship tourism in some of the world's most trafficked historic port cities. Historic port cities are by definition unique so objections could be raised to a methodology, such as my own, that seeks to compare them. However, cruise ship travel, and its associated port infrastructure, is rather standardized, which makes it possible to extrapolate that the potential categories of negative effects, which must be managed and mitigated, will be relatively similar across historic port cities. Therefore, I argue that it is practical to learn from examples in other countries and compare and contrast regulatory concepts in order to establish best practices.

In terms of assessment, this thesis considers, among other options, the relevance of Section 106 of the National Historic Preservation Act, Section 4(f) of the Department of Transportation Act, and the National Environmental Policy Act's provision for environmental assessment, as interpreted by the New York City Environmental Quality Review (CEQR), all of which require review if a proposed project affects neighborhood character and/or neighboring historic resources that are on or eligible for the National Register of Historic Places.⁹ Section 106, according to the Council's recommendations, defines the area of potential effect as "the geographic area or areas within which an undertaking may cause changes in the character or use of historic properties, if any such properties exist...Important views and other areas of attributes that are functionally important as a support to the property and its protection".¹⁰ Furthermore,

⁹ National Trust for Historic Preservation, "Cruise Ships and You: Applying Lessons Learned." *Forum Bulletin*, May 24, 2012 <http://www.preservationnation.org/forum/library/public-articles/cruise-ships-and-you.html>; *CEQR: City Environmental Quality Review Technical Manual*. New York City Mayor's Office of Environmental Coordination, June 18, 2012. pg. 213 Although, CEQR is not applicable to South Carolina, its EIS interpretation could be adopted by Charleston or South Carolina.

¹⁰ Advisory Council on Historic Preservation, "Section 106 Regulations Summary." Updated April 26, 2002 <http://www.achp.gov/106summary.html>

CEQR requires that environmental impact statements take into account effects on neighborhood character, broadly defined as land use, zoning, and public policy; socioeconomic conditions; open space, historic and cultural resources; urban design and visual resources; shadows; transportation; and noise. I will evaluate how these policies and concepts can be applied to defining and assessing the impacts of Charleston's cruise ship traffic and the proposed terminal's area of impact, as well as the city's limits of acceptable change (LAC).

LAC were developed in the 1970s and 80s to manage "human-induced change" to protected United States' wildernesses. The concept was used to balance conservation with recreation. LAC focus on establishing clearly defined and desired conditions and developing methods to reach those conditions in a way that serves rather than controls users. This concept is preferred over that of carrying capacity because it establishes clear values.¹¹ The goal of this thesis is to identify best practices for assessing and managing the limits of acceptable change for historic port cities, affected by cruise ship traffic and infrastructure, so that both residents and tourists can continue to enjoy them (see Figures 3 & 4). These strategies will be discussed in Chapter 2.

¹¹ Stankey, George H., Cole, David N., Lucas, Robert C., Peterson, Margaret E., Frissell, Sidney S., *The Limits of Acceptable Change (LAC) System for Wilderness Planning*. USDA Forest Service General Technical Report INT-176. 1985.

Strategies for Assessment				
Tool	Results	Actors	First Used	Applied to Cruise Ships
Limits of Acceptable Change	Established Values for Base and Desired Conditions	Government, City, Ports, Tourism Managers,	1970-80s for US Wilderness Management	N
Section 106 Review	Establishes Scope of Review & a Mitigation Plan	Developers, Residents, SHPO	1966 National Historic Preservation Act	N
Section 4(f) Review	Establishes Scope of Review & a Mitigation Plan	Developers, Government, Residents	1966 Department of Transportation Act	N
Heritage Impact Assessments	Assesses Impact to Significance; Identifies Conditions; Creates Mitigation Plan	Government, City, Preservation Professionals	NA	N
Environmental Impact Statements	Assesses Impacts, Identifies Scope & Conditions; Creates Mitigation Plan	Developers, Government, Residents	1969 National Environmental Policy Act	Y

Figure 3. Chart of Strategies for Assessing Cruise Tourism Impacts to Historic Port Cities, 2013 (Lauren Hoogkamer)

Strategies for Mitigation

Tool	Results	Actors	Example	Applied to Cruise Ships
Taxes, Fees, Pricing, Licensing & Sponsorship	Funds Restoration and Maintenance; Decreases Congestion; Supports Local Business	City and Port Authority	Venice Implemented Congestion Pricing	Y
Tourism Management Organizations & Local Action Plans	Creates Relationships; Manages Tourism Development	State, City, Port, Tourism Community, Developers, Residents	Europe's Urbact Created Local Action Plans, such as for Naples, Italy	Y
Quotas and Limits	Caps # of Ships and Passengers. Limits Size of Facility	City and Port Authority	Dubrovnik Refuses Ships that Exceed its Limits	Y
Buffer Zones	Informs Terminal Location; Regulates Use; Forces Co-Management	Country, City, State, Port	UNESCO Buffers Protect Surrounding Area	Y to a Certain Extent
Technological Advances	Use of Cleanest Fuels/Energy, Engines/Systems	Country, City, State, Port	Shore Power	Y

Figure 4. Chart of Strategies for Mitigating Cruise Tourism Impacts to Historic Port Cities, 2013 (Lauren Hoogkamer)

In Chapter 3, I analyze the case of Charleston, South Carolina, and how the identified best practices could be adapted to the political, jurisdictional, and regulatory idiosyncrasies of the United States, the state of South Carolina, and the city of Charleston. In order to understand the complex and particular challenges that Charleston faces, I conducted interviews and surveys with planners, preservationists, port authorities, residents, and tourists in Charleston. Charleston is an important case because it is the first and only historic port city in the United States to gain

international attention for opposing the cruise industry specifically on the grounds that it impacts the city's historic character.



Figure 5. Charleston, SC, 2010 (*Don't Leave Charleston in Your Wake*)

Founded in 1931, Charleston's historic district is the oldest in the United States and has a long history of careful preservation and planning.¹² In 2010, Carnival's Fantasy cruise liner began using Charleston as an embarkation port. Since then, the South Carolina State Ports Authority (SPA) has been in the process of redeveloping Union Pier into a new cruise ship terminal without environmental or heritage impact assessments. Adjacent to the city's historic districts, but on state land, the terminal's location has created a jurisdictional conflict over how,

¹² Hosmer, Charles Bridgham, Preservation Comes of Age: From Williamsburg to the National Trust, 1926-1949. University of Virginia Press, 1981 pp. 232-249

and by whom, the port area can be managed.¹³ The terminal's infrastructure, including parking lots, increased traffic and tourist amenities, noise, emissions, size of the ships and waves of thousands of passengers will change the character—physical, social, and economic—and aesthetics of Charleston's historic districts, as well as overwhelm its carrying capacity and test its limits of acceptable change.¹⁴

The concept of carrying capacity was first used to describe the ability of ecosystems to sustain a specific amount of organisms in the late 1880s. Since the 1840s, the term had been used to reflect the literal amount an object could carry. By the 1940s, it began to be used to describe an environment's ability to sustain human populations. However, this implies that the environment has an inherent limit, separate from those imposed by humans. It is also undefinable because it supposes that there are ideal conditions that must be maintained; these conditions can be used to justify the repression of marginalized populations by dominant populations.¹⁵ In fact, opponents of the cruise terminal in Charleston have been called elitist for that very reason.¹⁶ Because of this ambiguity, I use carrying capacity only to describe the capability of a historic port city's current and existing historic infrastructure and size to literally convey and contain a population of tourists and residents before its historic resources begin to suffer irreversible damage, but I rely on other concepts to develop measurable limits for tourism and change, as well as definable impacts.

Charleston's preservationist and neighborhood groups—including the Historic Charleston Foundation, the Preservation Society of Charleston, Charleston Communities for Cruise Control,

¹³ Schneider, Keith, "Historic City at Odds With Its Popularity as Cruise Port." *The New York Times*, April 19, 2011

¹⁴ Behre, Robert, "Impact of Cruise Ships on Charleston Historic District Focus of New LawsUIT." *The Post and Courier*, Tuesday, July 3, 2012

¹⁵ Sayer, Nathan F. "The Genesis, History, and Limits of Carrying Capacity." *Annals of the Association of American Geographers*, 2008. 98:1, 120 -134

¹⁶ Ward, Eric K., "'Port Opponents' List a 'Port Enemies' List?" *The Nerve*, November 7, 2011
<http://thenerve.org/news/2011/11/07/port-opponents-list-a-port-enemies-list/>

the Southern Environmental Law Center, the Charlestowne Neighborhood Cruise Ship Task Force, the Coastal Conservation League, and the Historic Ansonborough Association—believe that Charleston’s character and livability are being threatened. These entities are in the midst of three ongoing lawsuits— *Historic Ansonborough Neighborhood Association, Charlestowne Neighborhood Association, Coastal Conservation League, and Preservation Society of Charleston v. Carnival Corporation, D/B/A Carnival Cruise Lines, The South Carolina State Ports Authority and The City of Charleston; Preservation Society of Charleston and South Carolina Coastal Conservation League v. United States Army Corps of Engineers and The South Carolina State Ports Authority Preservation Society of Charleston, Historic Charleston Foundation, Historic Ansonborough Neighborhood Association, South Carolina Coastal Conservation League, Charlestowne Neighborhood Association, Charleston Chapter of the Surfrider Foundation, and Charleston Communities for Cruise Control v. South Carolina State Ports Authority and South Carolina Department of Health & Environmental Control*—over the redevelopment of Union Pier. Concerned about the new infrastructure and the routing of passengers through the historic district, these groups are seeking full review of SPA’s actions and cruise ship regulations in the form of a city ordinance.

In support of these regulations, Charleston was put on the National Trust for Historic Preservation’s 2011 Watch Status and the World Monuments Fund’s 2012 World Monuments Watch.¹⁷ In February of 2013, the Preservation Society of Charleston, the World Monuments Fund, and the National Trust for Historic Preservation hosted *Harboring Tourism: An International Symposium on Cruise Ships in Historic Port Communities*, which focused on the

¹⁷ Bly, Laura, “Charleston Placed on Preservation “Watch” Status for Cruise Ship Impact.” *USA Today-Travel*, June 15, 2011 <http://travel.usatoday.com/destinations/dispatches/post/2011/06/charleston-cruise-ships-lawsuit-national-trust-historic-preservation/174453/1>

growing issue of how to manage and assess cruise tourism in historic ports within the context of heritage tourism management.

The National Trust for Historic Preservation defines heritage tourism as “traveling to experience the places, artifacts and activities that authentically represent the stories and people of the past,” including cultural, historic, and natural resources.¹⁸ The Trust also acknowledges that heritage tourism is economically beneficial for historic preservation as it can generate attention and spending that go towards the promotion and maintenance of these resources. Furthermore, one of the main purposes of historic preservation is to preserve resources so that they can be experienced by future generations for years to come. However, the Trust states that tourism must be balanced with the needs of the residents and the carrying capacity of the destinations—tourism should not overwhelm the environment or the lives of the surrounding population nor override the “quality and authenticity” of cultural, historic, and natural resources.¹⁹ Balance can be maintained through careful management by planners, preservationists, and other stewards.

Based on the above principles, in Chapter 4, I provide recommendations for Charleston and future investigation of this preservation planning challenge.

¹⁸ “Heritage Tourism,” The National Trust for Historic Preservation.
<http://www.preservationnation.org/information-center/economics-of-revitalization/heritage-tourism/>

¹⁹ Ibid

CHAPTER 1. THE IMPACTS OF CRUISE SHIP TRAFFIC & TERMINAL DEVELOPMENT ON INTERNATIONAL HISTORIC PORT CITIES

Historic port cities around the world are grappling with how to deal with the rapidly growing and changing cruise industry. Many reported problems with traffic and overcrowding, housing affordability, resident displeasure, tourist venue ownership and access, increased infrastructure costs, pollution, noise, coastal damage, and an overall erosion of character and culture. Historic port cities face unique circumstances in trying to promote heritage tourism while also protecting and conserving historic, cultural, and natural resources along with a sense of authenticity and tradition. Furthermore, historic areas are constrained by older infrastructure and the lack of space and/or ability to build new infrastructure.

Due to a lack of comprehensive management and assessment strategies based on established metrics and standards, as well as little specific information on cruise tourism and historic resources, there is a general confusion about possible effects and ways to manage the cruise industry while still reaping the economic benefits. Besides international and national laws on commerce and environmental protection, there are no standards for regulating cruise tourism or developing cruise terminals and ports in historic cities. Because ports vary widely from location to location and even in number of tourists per year, which can range from thousands to millions, it is also difficult to make generalizations on how to manage and assess port concerns. However, the following discussion analyzes the trend of adverse impacts experienced by numerous historic port cities. Because of there are no comprehensive studies, most of this data was collected from reports on individual ports and newspaper articles.

Economic Challenges

Since 1970, the cruise industry has grown by more than 2,100 percent.²⁰ In 2012, 20 million people traveled via cruise ship. In the US alone, the cruise industry is worth approximately \$23 billion a year.²¹ In 2011, it generated \$40 billion in overall economic activity and 350,000 jobs.²² The largest cruise vessels, owned by Royal Caribbean, can now carry more than 6,000 passengers.²³ Key to the success of this industry is its ability to offer its passengers new and more exciting destinations at affordable prices, the counterpart of which is the ability to shift to more profitable or desirable markets at will.²⁴ According to Jean-Paul Rodrigue, a transportation scholar at Hofstra University, the common belief that people take cruises for the ships, not the specific destinations, is a fallacy. Instead, Rodrigue found that passengers choose cruises for the itineraries and the experience of the places the cruise line offers.²⁵

Historic port cities want to attract cruise ships to reap the economic benefit that increased tourism brings, especially jobs in the service, port, and transit sectors.²⁶ In order to please tourists, ports often feel that they must compete against each other and invest in larger terminals and tourism amenities such as shopping malls and hotels, instead of the preservation of historic resources. In Puerto Rico, millions of cruise passengers a year generate an economic benefit; however, that money goes towards the creation of more tourism infrastructure and attractions and does not support the restoration of the country's historic and cultural resources, many of which

²⁰ "Profile of U.S. Cruise Industry," *International Cruise & Excursions, Inc.* 2013

<http://www.iceenterprise.com/cruise/industry.jsp> "The Cruise Industry: General Analysis and Overview," *Wind Rose Network*. 2004-2013 <http://www.windrosenetwork.com/The-Cruise-Industry-General-Analysis-and-Overview.html>

²¹ Dowling, Ross K., *Cruise Ship Tourism*. CAB International, 2006, pp. 1-17

²² Milan, Craig, "Keynote Speech—Cruise Line Drivers of Deployment: Placing ships in Historic Port." *Harboring Tourism: An International Symposium on Cruise Ships in Historic Port Communities*, February 6-8, 2013

²³ Sloan, Gene, "New 'World's Largest' Cruise Ship Could Arrive in 2016." *USA Today*, October 25, 2012 <http://www.usatoday.com/story/cruiselog/2012/10/25/royal-caribbean-oasis-cruise-ship/1657423/>

²⁴ "Cruise Industry is Still Strong: 5 Reasons Why—Opportunities for Cruise Franchise Owners," *Cruise Holidays*. 2012 <http://www.joincruiseholidays.com/articles/cruise-industry-is-still-strong-5-reasons-why.aspx>

²⁵ Jaffe, Eric, "Why Cruises Start and Stop Where They Do," *The Atlantic Cities*. January 10, 2013 <http://www.theatlanticcities.com/jobs-and-economy/2013/01/why-cruises-start-and-stop-where-they-do/4366/>

²⁶ Ibid

need maintenance.²⁷ However, ports are chosen, by tourists and cruise companies, for their wealth of historic and natural resources and, thus, both ports and cruise companies should invest in their maintenance.²⁸ Figure 6 shows the most popular ports around the world, many of which are historic. In Europe, cruises bring about 307,000 jobs and \$45 billion in spending.²⁹ In the Caribbean, Central and South America, the cruise industry created \$2 billion in direct expenditures, 45,225 jobs, and \$728 million in wages.³⁰ The cruise industry in Asia is still developing.³¹



Figure 6. Cruise Passengers Visits, 2011. Data from Cruise Market Watch. (Jean-Paul Rodrigue, *The Atlantic Cities*)

²⁷ Coriano, Carlos A., “Sustaining Competitive Advantage: The Case of Puerto Rico.” *Review of Tourism Research*, Vol. 3, No 2, 2005

²⁸ Jaffe, Eric, “Why Cruises Start and Stop Where They Do.”

²⁹ “European Cruise Industry.” *ETurbo News*, October, 26, 2011. <http://www.eturbonews.com/26016/european-cruise-industry-generates-billions>

³⁰ BREA, *Economic Contribution of Cruise Tourism*. Florida-Caribbean Cruise Association, V 1., September 2012 Data excludes Jamaica.

³¹ Duffy, Christine, “Opportunity and Growth in the Asian-Pacific Market.” Cruise Lines International Association, October 10, 2012 <http://ceoblog.cruising.org/content/opportunity-and-growth-asian-pacific-market>

The cruise industry, distinguishes between embarkation ports and ports-of-call. Embarkation, or home, ports are where the cruise itineraries begin. They must be located in major cities with cultural attractions, as well as airports, hotels, and other tourist amenities. These ports are doors to other ports that comprise the journey, for example Miami is an embarkation port for the Caribbean. These starting points are established tourism destinations and don't often change. Ports-of-call are also major attractions, such as a historic city or a beautiful island. These ports can suffer from too much tourism, such as over development and over visitation, which, according to Rodrigue, can cause a sense of artificiality. The third type of port is the "gateway" port, which is just a place to disembark on the way to a major destination. Cruises do not typically economically benefit gateway ports because tourists just pass through on their way to the main destination.³²

While the cruise industry is generally thought to be economically beneficial for embarkation ports and ports-of-call, it is becoming detrimental, as cruise lines often try to play destinations against each other in order to spur the development of bigger and better port infrastructure and amenities for its passengers—often using local public funding at no cost to the cruise lines.³³ Ross K. Dowling, another expert on the cruise industry, disagrees with Rodrigue that tourists are attracted to the itineraries and not just the ship itself. He writes that cruise lines pressure destinations to become extensions of the ship—thereby decreasing the uniqueness of the individual ports—because tourists are attracted to the on-board cruise experience rather than the ports-of-call. Historic ports are concerned that cruise passengers disregard local culture and attractions, preferring instead to purchase a few cheap souvenirs and head back on board or to

³² Ibid

³³ Manning, Ted, "Managing Cruise Ship Impacts: Guidelines for Current and Potential Destination Communities."

cruise-sponsored attractions.³⁴ This is especially true for Falmouth, Jamaica where most cruise passengers do not leave the enclosed port-owned area.³⁵

Cruise companies also invest in private terminals and amenities, but seldom provide for the preservation of historic or community resources, as in the case of Puerto Rico. They also decrease the economic benefit to localities by guiding tourists to their own on-shore businesses, buying their own beaches and islands which are often closed off to locals, or pressing for on-board spending rather than on-shore.³⁶ Without the economic benefits of tourist spending, these destinations bear the costs of hosting these gigantic ships, their infrastructure, and/or their passengers. Disney, Royal Caribbean, Norwegian, Princess, and Holland America all own private islands and/or resorts just miles away from historic ports such as Nassau in the Bahamas, Labadee in Haiti, and Fort Lauderdale in Florida.³⁷

The Caribbean is both the most developed tourism market and the most tourism dependent region in the world.³⁸ Tourism's total contribution to the Caribbean's GDP is 14 percent compared with the respective 8.4 percent contribution to North America and the European Union's GDP.³⁹ With over 60 percent of the world's cruise ship fleet in the Caribbean during peak season and 39.8 percent of all itineraries, the region also accounts for the largest share of the global cruise tourism market.⁴⁰ The leading cruise companies are Carnival and Royal Caribbean and they generate more income than many of the Caribbean islands' total GDP. It is estimated that the average cruise passenger spends 82 percent of their time on-board and 18

³⁴ Dowling, Ross K pp. 1-17

³⁵ McFadden, David, "Caribbean Cruises Leave Wave of Bitter Merchants." *The Miami Herald*, October 10, 2012 http://www.miamiherald.com/2012/10/10/3043965_p2/caribbean-cruises-leave-wave-of.html

³⁶ Jaffe, Eric "Why Cruises Start and Stop Where They Do."

³⁷ "Cruise Line Private Islands," *Cruise Critic*. <http://www.cruisecritic.com/articles.cfm?ID=1418>

³⁸ Maclellan, Robert, "Caribbean Cruise Industry and its Impact on Region's Hotel Sector," *ETurbo News*, April 11, 2012 <http://www.eturbonews.com/28744/caribbean-cruise-industry-and-its-impact-region-s-hotel-sector>

³⁹ *Travel & Tourism: Economic Impact 2013-Caribbean*, World Travel & Tourism Council. pg. 23

⁴⁰ *Cruise Industry Overview-2012*, Florida Caribbean Cruise Association. pg. 1

percent on-shore. The islands also don't have many resources for managing these giant companies or any financial support in the case of disasters, such as ships running into coral reefs or the deterioration of significant historic resources.⁴¹ While the islands often fund the development of cruise terminals and port amenities, the ships don't even pay taxes. As the Caribbean loses out on passenger spending, it is also losing stay-over passengers because the cost of a cruise cabin, including food, is cheaper than a hotel stay. According to journalist Robert Maclellan, cruise companies are "using" the Caribbean, basically, for free.⁴²

It is very difficult to determine the costs versus benefits of hosting cruise companies, especially since most ports have not done a comprehensive cost-benefit analysis. Besides tourist spending, ports receive revenue from sales, accommodation and other taxes, docking fees, passenger fees or head taxes, and waste management fees.⁴³ However, whether or not this revenue offsets costs depends on how the port enforces these fees and taxes. Many ports do not collect accommodation or head taxes; fees can also vary. In 2011, cruise companies successfully lobbied to lower head taxes in Alaska from \$46 to \$35.50 per person, potentially costing the state \$22 million in lost fees. The cuts were prompted by the fear that fewer cruise ships would visit Alaska if the taxes weren't reduced.⁴⁴

The report *Costs and Benefits of Cruise Ship Tourism in Victoria* (British Columbia), an historic port city, found that the economic benefits from the cruise industry were exaggerated and didn't account for the cost of maintaining the cruise industry. According to the study, benefits, including cruise line, passenger, and crew member expenditures, amounted to \$24

⁴¹ Maclellan, Robert, "Caribbean Cruise Industry and its Impact on Region's Hotel Sector," *ETurbo News*, April 11, 2012 <http://www.eturbonews.com/28744/caribbean-cruise-industry-and-its-impact-region-s-hotel-sector>

⁴² Ibid

⁴³ Dowling, Ross K. pg. 13

⁴⁴ Bohrer, Becky, "Alaska Cruise Ship Head Tax Cut Approved." *NBC News*, April 15, 2010 http://www.nbcnews.com/id/36465517/ns/travel-cruise_travel/#.UVn7bFeReLg

million a year. Meanwhile, costs, including waste management, traffic congestion and noise, road repairs, atmospheric emissions, and public subsidies, equaled \$28 million a year.⁴⁵



Figure 7. Labadee, Haiti (*Shipparade.com*)

The cost benefit ratio varies from port to port, and has many contradictory components that must be further studied. For example, Royal Caribbean has been criticized for taking vacationers to its private Labadee resort, just 60 miles away from Port-au-Prince, which was nearly destroyed by an earthquake in 2010.⁴⁶ Many said that the company should have taken Haiti off its itinerary in the wake of the disaster or that a non-privatized resort would create a larger economic benefit as the cruise company owns all the restaurants and shops in Labadee. However, the Haitian government requested that Royal Caribbean continue with business. Royal Caribbean funded the \$55 million for the Labadee port and has also brought the country supplies along with its cruise passengers. The company, along with passenger donations, has also given

⁴⁵ Scarfe, Brian, *Costs and Benefits of Cruise Ship Tourism in Victoria*. James Bay Neighborhood Association, April 2011. This study defines economic impact as a combination of costs and benefits.

⁴⁶ Interlandi, Jeneen, "Setting Sail on a Haitian Pleasure Cruise." *The Daily Beast*, January 27, 2010 <http://www.thedailybeast.com/newsweek/2010/01/27/setting-sail-on-a-haitian-pleasure-cruise.html>

Haiti over \$2 million in relief, along with creating a fund to provide up to \$2,500 in grant money for any Haitian crewmember to rebuild their home or find a lost family member. Additionally, the company employs 200 Haitians and allows 300 local vendors to operate in the resort. The cruise ships also pay a \$6 head tax per passenger, which equates to approximately \$2 million for the country with a GDP of \$6.9 million. Two-thirds of respondents to an online survey, conducted by Cruise Critic, believed that Royal Caribbean was doing the right thing, even though some passengers said that compared to the economic benefit present onboard, the company's contributions to Haiti were not enough.⁴⁷ Although Labadee contains very few historic resources, the case represents the overall difficulty of calculating equity and economic benefit.

The economic difficulties faced by historic port cities in the Caribbean are not uncommon in the US. The historic port city of Mobile, Alabama is an example of a failed investment in cruise ship infrastructure. Mobile has an unutilized cruise terminal and approximately \$29 million in debt because the city invested in building a new terminal for Carnival, which was also using the city as an embarkation port. A few years later, Carnival decided that Mobile was no longer the best port for the company and left the terminal empty and struggling to find a new use.⁴⁸ Other components of Mobile's tourism industry were also impacted by the loss such as hotels booked for before and after cruises and other pre- and post-cruise attractions.⁴⁹ This has happened in other cities such as the historic San Diego, California, which invested an estimated \$28 million in a new cruise terminal, instead of redeveloping the historic waterfront Embarcadero, only for Carnival to abandon it in favor of the stronger

⁴⁷ Ibid

⁴⁸ Associated Press, "Cruise Failure Leaves Mobile With Looming Debt." *Fox News*, May 07, 2012

⁴⁹ Dugan, Kelli, "Mobile Tourism Chief: Cruise Industry 'Definitely Showing More Interest' Since Airbus Announcement." *AL.com*, December 31, 2012 http://blog.al.com/live/2012/12/mobile_tourism_chief_cruise_in.html

Australia market. Carnival loaned the city \$12 million towards the new terminal, even though the company warned that the investment might not be worth it.⁵⁰

Political Challenges



Figure 8. Cruise Ship in Belize (CruiseTimetables.com)

The cruise industry is a well-run business that has gained power and negotiating skills in order to maximize its own profit. Cruise lines work out deals with international, national, or state governments, which can make a profit through fees and taxes even when the local community does not. Between 2001 and 2008, cruise tourism in Belize increased by 1,140 percent.⁵¹ In 2009, development groups representing cruise companies submitted a proposal for a second cruise terminal in Placencia, Belize, directly to the country's Prime Minister. Seemingly, this

⁵⁰ Wood, Don, "The White Elephant on Broadway Pier." *Voice of San Diego*, January 18, 2011
http://www.voiceofsandiego.org/peoplespost/watchersworld/article_7cec5526-2348-11e0-8950-001cc4c002e0.html

⁵¹ Diedrich, Amy, "Cruise Ship Tourism in Belize: The Implications of Developing Cruise Ship Tourism in an Ecotourism Destination." *Ocean & Coastal Management*, 2010. pp. 1-11

was done to avoid widespread local opposition to a cruise port in Placencia, which is a fragile natural resource.⁵² Belize's Barrier Reef Reserve System has been on UNESCO's World Heritage List since 1996.⁵³ Belize is also home to the largest cave system in Central America and thousands of Mayan archeological sites.⁵⁴ Residents believe there is a lack of transparency and distrust the cruise industry. "Fed up" with the amount of time Belize has taken to consider the issue of cruise tourism management, Royal Caribbean and Carnival have begun to accuse the government of endangering the country's tourism industry and causing economic harm to its residents. Industry representatives have called Belize's a "Do Nothing" government and are threatening to leave Belize.⁵⁵ On top of lobbying for decreased taxes and fees, Royal Caribbean also recaptures much of the revenue from head taxes and tourist spending because it owns the Tourism Village. Although the Belize Tourism Board and the Belize Cruise Tourism Policy capped the daily amount of cruise passengers allowed to 3000 that limit was quickly exceeded and a new limit of 8,000 was established, but then was also exceeded.⁵⁶

Belize has countered these political tactics by being one of the first countries to create a comprehensive national Cruise Tourism Policy to include multiple stakeholders.⁵⁷ Additionally, the ships are required to shut down on-board entertainment while in port, thus 85% of passengers disembark to see many of Belize's historic, cultural, and natural resources, which shore excursions emphasize. In 2008, the country along with cruise companies, government, business,

⁵² Wilson, Rich, "Belizeans Say No to Southern Cruise Ship Port Development." *Triple Pundit*, January 7, 2012 <http://www.triplepundit.com/2012/01/belize-cruise-ship-placencia/>

⁵³ "Belize Barrier Reef Reserve System," *World Heritage System*. UNESCO <http://whc.unesco.org/en/list/764>

⁵⁴ *Protecting Belize's Natural Heritage: An Action Plan for Shared Stewardship of a Cruise Destination*. Conservation International, 2008

⁵⁵ "Belize's Cruise Tourism in Serious Danger." *The Belize Times*, January 27, 2012 <http://www.belizetimes.bz/2012/01/27/belize%E2%80%99s-cruise-tourism-in-serious-danger/>

⁵⁶ Center on Ecotourism and Sustainable Development, *Cruise Tourism in Belize: Perception of Economic, Social & Environmental Impact*. November 2006. pg. 35

⁵⁷ Ibid

and other stakeholders signed a Declaration of Commitment to responsible tourism.⁵⁸ There is also a strong grassroots effort in favor of responsible cruise tourism and management in Belize--the government been committed to respecting local interests. In 2007, the Belize tourism Board partnered with Conservation International and 60 of Belize's leaders, from the cruise industry, government, community, and business sectors, to create the *Action Plan for Shared Stewardship of a Cruise Destination*. Along with other initiatives, this plan recommended the restoration of Belize's historic resources and the creation of limits of acceptable change. Stakeholders indicated that visitor flows must be managed by identified limits; however, these limits have not yet been established as a Mooring Buoy Project, a Greening Initiative, and a Conservation Awareness Video were determined to be priorities.⁵⁹

⁵⁸ "New Agreement Works to Balance Belize's Cruise Ship Tourism and Conservation," *Conservation International*, May 12, 2008 http://www.eurekalert.org/pub_releases/2008-05/ci-naw050908.php

⁵⁹ Baldwin, Michelle, "Size and Scope—Will it Fit?" *Harboring Tourism: An International Symposium on Cruise Ships in Historic Port Communities*, February 6-8, 2013



Figure 9. Mayport Waterfront, 2011 (Don Burk)

Other historic ports, such as Mayport in Jacksonville, Florida, have had to resort to lawsuits in order to prevent cruise tourism impacts. French explorer Jean Ribault landed in Mayport on May 1, 1562 and the next day claimed the land for France.⁶⁰ Because of this, Mayport Village claims to be the oldest established community in the United States.⁶¹ Although Ribault did explore Mayport, this claim is disputed because the explorer did not colonize the village. Even though Native Americans lived in Mayport, the town was not officially settled until sometime after 1765, when the Spanish and British fought for control.⁶²

In 2008, the Mayport Civic Association brought a lawsuit against the city of Jacksonville and the Jacksonville Port Authority over plans to develop a cruise ship terminal in the historic fishing village. The Civic Association claimed that cruise ships “would ruin the rustic charm of the village, would bring unwanted landscape and air pollution and would wreck what remains of

⁶⁰ FitzRoy, Maggie, “Festival Will Celebrate Mayport’s Colorful History.” *The Florida Times-Union*, May 21, 2010. <http://jacksonville.com/community/shorelines/2010-05-21/story/festival-will-celebrate-mayports-colorful-history>

⁶¹ Ibid

⁶² FitzRoy, Maggie, “Festival Will Celebrate Mayport’s Colorful History.”

an unstable fishing industry.”⁶³ Although the Port Authority said it did not have any deals with specific cruise companies, it had already purchased 8-acres of waterfront property for the new terminal. At the time, cruise ships were operating out of a temporary terminal west of the Dames Point Bridge.⁶⁴ However, Jacksonville is a homeport for Carnival’s Fascination ship and, in 2008 the Port Authority was hoping that Carnival would bring more and bigger ships to the city.⁶⁵ The lawsuit went to mediation in September of 2008. In 2010, the Port Authority said it was reconsidering the location of its cruise terminal and was aware that Savannah, Georgia, would be willing to welcome Carnival’s business—Mayport is still one of the possible locations.⁶⁶ According to Michelle Baldwin, President of the Mayport Village Civic Association, the land purchased for the terminal in Mayport remains boarded-up and barren and has resulted in a diminished fishing industry, property values, and quality of life.⁶⁷ As residents move out of the area, crime has also increased.⁶⁸

According to Ross Klein, a professor and cruise industry expert, cruise companies are “pirates” that threaten destinations with the loss of tourism in order to encourage ports to cater to the industry’s desires. Cruise companies are also exempt from most taxes and laws because of their international and mobile status.⁶⁹ They can even change the countries in which their ships are registered in order to avoid inconvenient laws. For instance, in 2011, Cunard cruises switched from sailing under the Union Jack to sailing under the Red Ensign flag, which

⁶³Dixon, Drew, “Mayport Suit Against Cruise Ships Goes to Mediation.” *The Florida Times-Union*, September 22, 2008. <http://jacksonville.com/opinion/blog/412981/2008-09-22/mayport-suit-against-cruise-ships-goes-mediation>

⁶⁴ Ibid

⁶⁵Turner, Kevin, “Carnival Back with Bigger, Better Ship, The Fascination.” *The Florida Times-Union*, September 19, 2008. http://jacksonville.com/tu-online/stories/091908/bus_333991407.shtml

⁶⁶Bauerlein, David and Harding, Abel, “JaxPort to Reconsider Cruise Ship Terminal in Mayport.” *The Florida Times-Union*, March 26, 2010 <http://jacksonville.com/business/2010-03-26/story/jaxport-restart-consideration-cruise-business-mayport>

⁶⁷ Baldwin, Michelle, “*Size and Scope—Will it Fit?*”

⁶⁸ Ibid

⁶⁹ Klein, Ross A. Cruise Ship Squeeze: The New Pirates of the Seven Seas. New Society Publishers, 2005. pp. 1- 47

represents the UK's territories and dependencies.⁷⁰ This allows the company to still be British while only being subject to Bermuda's more lenient laws regarding on-board marriages, labor, and wages.⁷¹ According to Paolo Motta, an expert in historic port cities, for destinations, negotiating with the monopolistic cruise companies is like David fighting Goliath, "It's mission impossible."⁷²

Carrying Capacity

Carrying capacity was first used to describe the literal amount an object could carry, but has since evolved to refer to the capability of ecosystems to sustain a specific amount of biological life.⁷³ In this thesis, I use the term to discuss a historic port city's ability to physically contain a population of tourists and residents without damaging historic resources. The following examples will illustrate the ways in which overwhelming amounts of tourists threaten historic port cities.

⁷⁰ Walker, Jim, "Cunard Drops Union Jack to Avoid British Labor Laws." *Cruise Law News*, October 20, 2011 <http://www.cruiselawnews.com/2011/10/articles/flags-of-convenience-1/cunard-drops-union-jack-to-avoid-british-labor-laws/>

⁷¹ Ibid

⁷² Motta, Paolo, Comment. *Harboring Tourism: An International Symposium on Cruise Ships in Historic Port Communities*, February 6-8, 2013

⁷³ Sayer, Nathan F. "The Genesis, History, and Limits of Carrying Capacity." pp. 120 -134



Figure 10. Venice, Italy, 2011(ALAMY, *The Telegraph*)

The most noteworthy example of cruise ships challenging a historic port city's carrying capacity is Venice, Italy. Founded in the fifth century, the city of Venice is an archipelago comprised of over 118 small islands connected by waterways. The city contains the work of some of the world's greatest architects and artists. In the tenth century, Venice became an important sea power. Because of its strategic location, the city also became the doorway to trade with Asia and the Middle East and one of the greatest and most important cities of the Early Modern period.⁷⁴ Venice and its lagoon are both UNESCO World Heritage Sites under the protection of Venice's Superintendent for the Environment and Architectural Heritage of Venice and its Lagoon.⁷⁵

Today, Venice is a well-preserved city and has been a tourist destination since the invent of the Grand Tour.⁷⁶ In 2012, the MSC Divina, with 4,500 passengers, was the largest ship to

⁷⁴ "Venice and its Lagoon," *World Heritage List*. UNESCO <http://whc.unesco.org/en/list/394>

⁷⁵ Ibid; "BAP Superintendence of Venice and its Lagoon," Direzione Regionale per I Beni Culturali e Paesaggistici del Veneto. <http://www.soprintendenza.venezia.beniculturali.it/>

ever dock in Venice. Venice already gets four to six ships a day in port—more than 650 a year.⁷⁶ This results in more than 60,000 tourists a day, for which the historic infrastructure is not equipped.⁷⁷ The wear and tear caused by the foot traffic is damaging historic monuments such as Venice's Rialto Bridge, which is currently undergoing restoration.⁷⁸ In 1991, researchers Elio Canestrelli and Paolo Costa conducted a study on Venice's carrying capacity and concluded the city could only sustain 22,000 tourists a day. Although the optimal number of tourists debatable, it is clear that Venice's has exceeded over triple that recommendation. Their study was concerned with finding a balance between the costs and benefits of tourism. Their constraints were based on the city's hospitality, transportation, and waste disposal capacity as well as the density at major attractions.⁷⁹

Furthermore, in 2012, Nicky Baly, director of Venice in Peril—a London-based group that raises money for research and restoration work in Venice—said that the size of the large cruise ships dredges the lagoon and, combined with the rising sea level, contributes to flooding the city, which is already sinking at an average of two inches per century.⁸⁰ In the past 15 years, Venice's lagoon has lost 70 percent of its original sediment due to the force of ships' wakes.⁸¹ Every year floodwaters, reaching up to five feet, damage historic buildings; the brick absorbs water causing them to crumble and the iron ties to fail.⁸² Even though the city was designed

⁷⁶ Barry, Colleen, "Venice Cruise Ships: City Rebels Against Industry." *The Huffington Post*, February 6, 2012 http://www.huffingtonpost.com/2012/02/06/venice-cruise-ships-city-_n_1257748.html

⁷⁷ "Cruise Ship Tourism Threatening to Overwhelm Sinking Venice," *ETurbo News*, November 9, 2012 <http://www.eturbonews.com/32191/cruise-ship-tourism-threatening-overwhelm-sinking-venice>

⁷⁸ Kington, Tom, "Rialto Bridge to Carry Advertising as Venice Seeks Cash for Restoration." *The Guardian*, September 18, 2012 <http://www.guardian.co.uk/world/2012/sep/18/rialto-bridge-advertising-venice-restoration>

⁷⁹ Veal, Anthony J. *Leisure, Sport and Tourism, Politics, Policy and Planning*. CABI, 2010 pg. 263

⁸⁰ Tunney, Donna, "Venice Plan Would Reroute Cruise Ships Away from City Center." *Travel Weekly*, February 13, 2012 <http://www.travelweekly.com/cruise-travel/venice-produces-plan-to-reroute-cruise-ships-away-from-city-center/>; Hoelterhoff, Manuela, "Venice Sinks Amid Monster Cruise Ships." *Bloomberg*, June 11, 2011 <http://www.bloomberg.com/news/2011-06-09/venice-s-future-looks-wet-dodgy-perilous-manuela-hoelterhoff.html>

⁸¹ Logan, Gabi, "UNESCO Protests Against Cruise Ships in Venice." *EcoTraveller*, March 16, 2012 <http://www.ecotravellerguide.com/2012/03/unesco-protests-against-cruise-ships-venice/>

⁸² Ibid

for maritime use, today's cruise tourism is out of scale and the ships are too large for Venice's canals.⁸³

In the aftermath of Costa Concordia's crash into the Tuscan Archipelago National Park, UNESCO is now warning that cruise ships passing within 1,000 feet of St. Mark's Square could damage Venice's fragile historic resources.⁸⁴ Although, the Venetian Port Authority says this is not a risk.⁸⁵ "The safety of vessel traffic is guaranteed," said Stefano Nava, a president assistant with the port authority. "Before even entering the lagoon, all ships must wait for two Venetian [harbor] pilots. They assist and support the commander during the navigation, and only after the pilots board the ship does it move from the sea into the Venice Lagoon."⁸⁶ UNESCO is also concerned that vibrations from cruise ships and other boats passing by or docking in the Grand Canal will erode the harbor and some of its historic structures, although, research is still ongoing.⁸⁷ Reports state that buildings shake when cruise ships and ferries pass.⁸⁸ Silvio Testa, spokesman for the anti-cruise ship No Grandi Navi committee, said cruise ships push 90,000 tons of water, at the speed of a "piston," against Venice's foundations—the impacts of which have not yet been studied.⁸⁹ Even though UNESCO prohibits alteration's to the city's historic resources, cruise ships are beyond the organization's jurisdiction as they are temporary and mobile.⁹⁰

⁸³ Tunney, Donna, "Venice Plan Would Reroute Cruise Ships Away from City Center."

⁸⁴ Logan, Gabi, "UNESCO Protests Against Cruise Ships in Venice."

⁸⁵ Barry, Colleen, "Venice Cruise Ships: City Rebels Against Industry."

⁸⁶ Tunney, Donna, "Venice Plan Would Reroute Cruise Ships Away from City Center."

⁸⁷ Bellingham, Shane; Davis, Cortney; O'Brien, Chris; Saari, Erin, *Cruise Control: To Further the Understanding of the Comprehensive Impacts of Cruise Ships on the City of Venice*. Worcester Polytechnic Institute, December 17, 2010. pp. iv-viii; Tunney, Donna, "Venice Plan Would Reroute Cruise Ships Away from City Center."

⁸⁸ Povoledo, Elisabetta, "Venice Tourist Ships Rattle Windows and Nerves." *The New York Times*, May 14, 2011 http://www.nytimes.com/2011/05/15/world/europe/15venice.html?_r=0

⁸⁹ Kington, Tom, "Venice Cruise Liner Row Escalates." *The Guardian*, October 29, 2012 <http://www.guardian.co.uk/world/2012/oct/29/venice-cruise-liner-row-escalates>

⁹⁰ Logan, Gabi, "UNESCO Protests Against Cruise Ships in Venice."

Although the Port Authority has said that cruise ships are only responsible for as much as 30 percent of Venice's air pollution they are adding to an already exacerbated problem.⁹¹ According to Vasco Fassina, director of research in the Superintendency to Artistic & Historical Property of the Veneto Region and consultant to the Veneto Institute for Cultural Heritage, "Venice's architectural heritage is in peril mainly because of past periods of atmospheric pollution that resulted in the accumulation of unstable compounds on the surfaces of buildings... The rapid increase in the industrialization and urbanization which took place in Marghera and Mestre starting at the beginning of the 1950s sharply increased the concentration of atmospheric pollutants, particularly sulfur dioxide."⁹² These pollutants have caused the stonework to deteriorate at a rapid rate, even though, since the 1980s, emissions have been significantly reduced, the rate of decay has not slowed.⁹³ The lagoon also contains a high level of pollutants, including "dioxins; polychlorinated biphenyls; and heavy metals such as mercury, nickel, cadmium, chromium, and lead. In addition, relatively small amounts of heavy-metal[s]," which resulted from glass factories and industrial activity that occurred during the 1950s and 1970s.⁹⁴ According to Ross Klein, cruise ships, depending on their systems and policies, can produce all of the above pollutants.⁹⁵

As both an embarkation port and a port of call, Venice benefits from cruise passenger spending of more than \$193 million a year, as well from stocking supplies for the cruise ships. Venice's economy is dependent on tourism and the cruise ship industry has created approximately 3,000 jobs in the city.⁷⁵ However, these economic benefits do not go towards

⁹¹ Associated Press, "Venice is Fighting a Rising Tide of Cruise Liner Intrusions." *The National*, February 6, 2012 <http://www.thenational.ae/news/world/europe/venice-is-fighting-a-rising-tide-of-cruise-liner-intrusions>

⁹² Freemantle, Michael "Safeguarding Venice." *Chemical & Engineering News*, V. 78:35 pp. 23-31 <http://pubs.acs.org/cen/coverstory/7835/7835sci1p.html>

⁹³ Ibid

⁹⁴ Ibid

⁹⁵ Schillaci, William, "Cruise Lines Improve Enviro Record." *Enviro.BLR*, June 22, 2012 <http://enviro.blr.com/whitepapers/water/CWA-SDWA-water-regulations/Cruise-lines-improve-enviro-record/>

historic preservation. Venice's former Mayor Massimo Cacciari, said, in 2009, "There is not enough money from the state to cover it all—the cleaning of canals, restoration of buildings, raising of foundations. Very expensive." The cost of living: "It's three times as costly to live here as in Mogliano, 20 kilometers away. It's affordable only for the rich or elderly who already own houses because they have been passed down. The young? They can't afford it."⁹⁶ The city has even been trying to raise over \$6.5 million for the restoration of the Rialto Bridge.⁹⁷ Jane da Mosto, an environmental scientist and resident of Venice, told *CNN* that she believes a tourist levy would provide money for the restoration of historic resources.⁹⁸

Venice, often called the queen in decline, has been decreasing in population, economic activity, and political power for at least 30 years.⁹⁹ Since the 1950s, Venice's residential population has decreased by more than two-thirds; replaced by tourists, the number of residents decreases daily¹⁰⁰—further eroding the tax base. Transportation in the city is also very limited and restricted and increased cruise tourism just adds to the congestion. Authors write that Venice is "plagued by lack of accessibility, lack of infrastructure, and a rigid physical structure".¹⁰¹ The constant tourist presence has led to residents calling the city "Veniceland," an allusion to Disneyland and residents feel they are in a living museum that restricts modern life.¹⁰² With the loss of residential life, Venice is also losing skilled artisans because of the popularity of cheaper

⁹⁶ Newman Cathy, "Vanishing Venice." *National Geographic*, August 2009

<http://ngm.nationalgeographic.com/print/2009/08/venice/newman-text>

⁹⁷ Kington, Tom, "Rialto Bridge to Carry Advertising as Venice Seeks Cash for Restoration."

⁹⁸ Allsop, Laura, "Battling to Keep the 'Real' Venice Afloat." *CNN*, June 9, 2011

<http://www.cnn.com/2011/WORLD/europe/06/09/venice.under.threat/index.html>

⁹⁹ Russo, Antonio Paolo and Sans, Albert Arias, "Student Communities and Landscapes of Creativity: How Venice—'The World's Most Touristed City'—is Changing." *European Urban and Regional Studies*, 16:161, 2009. pp. 165-175

¹⁰⁰ "Cruise Ship Tourism Threatening to Overwhelm Sinking Venice," *ETurbo News*.

¹⁰¹ Muscara, Calogero, "The Right to Adapt and the Weight of History: Venice and the Venetians." *International Political Science Review*, 5: 181, 1984. pp. 181-188

¹⁰² "Cruise Ship Tourism Threatening to Overwhelm Sinking Venice," *ETurbo News*.

souvenirs made in Asia.¹⁰³ Not only do these changes amount to a loss in tax funds available for restoration, but they also result in a loss of Venice's intangible cultural heritage. In 2010, Venice petitioned UNESCO to add its artisan tradition of gondola making, its Carnival, glass-blowing, and lace-making to its list of intangible cultural heritage.¹⁰⁴

Despite financial challenges, Venice is trying to mitigate its problems. The controversial \$8.8 billion MOSE Project (Experimental Electromechanical Module) is scheduled to be operational by 2014. It is comprised of 78 mobile gates, at three inlets, that will separate Venice's lagoon from the Adriatic Sea and prevent flooding.¹⁰⁵ In 2012, ships over 40,000 tons were banned from sailing near the Doge's Palace; although the ban will only take effect once another route is established.¹⁰⁶ The city also wants to reroute ships away from St. Mark's Square and, eventually, the lagoon.¹⁰⁷ Experts are creating an integrated program for the Venice Urban Renaissance Plan that would include moving ships from the historic port to Porto Marghera, as well as increased tourism management.¹⁰⁸ Progress is slow as the central government, not the local port city, collects the revenue from ship fees and taxes and is not incentivized to cut back on cruise business. Furthermore, the international cruise companies bargain directly with the central government and responsibility is shuffled between different offices and personalities.¹⁰⁹

¹⁰³ Motta, Paolo, "A Integrated Program for Venice Urban Renaissance." *Harboring Tourism: An International Symposium on Cruise Ships in Historic Port Communities*, February 6-8, 2013

¹⁰⁴ Squires, Nick, "Venice to Apply for World Heritage Status for Gondolas." *The Telegraph*, October 12, 2010 <http://www.telegraph.co.uk/news/worldnews/europe/italy/8059717/Venice-to-apply-for-World-Heritage-status-for-gondolas.html>

¹⁰⁵ "MOSE Project, Venice, Venetian Lagoon, Italy." *Water-Technology.net*, 2012 <http://www.water-technology.net/projects/mose-project/>

¹⁰⁶ Evin, Florence, "Venice at Risk from Cruise Ships that Threaten Lagoon." *The Guardian*, July 17, 2012 <http://www.guardian.co.uk/world/2012/jul/17/venice-risk-cruise-ships>

¹⁰⁷ Barry, Colleen, "Venice in Rebellion Against Cruise Ship Intrusions Following Concordia Disaster." *The Star*, February 6, 2012 http://www.thestar.com/news/world/2012/02/06/venice_in_rebellion_against_cruise_ship_intrusions_following_concordia_disaster.html

¹⁰⁸ Motta, Paolo, "A Integrated Program for Venice Urban Renaissance."

¹⁰⁹ Evin, Florence, "Venice at Risk from Cruise Ships that Threaten Lagoon."

In 2009, Venice's Mayor Massimo Cacciari told *National Geographic*, in response to the city's flooding issue, "so go get boots."¹¹⁰

In 2011, under the current Mayor Giorgio Orsoni, the city of Venice began enforcing a tourist tax for overnight visitors.¹¹¹ The revenue will go towards tourism, maintenance of historic and cultural resources, and the environment, as well as the funding of public services. Tariffs will vary for peak and off-peak seasons, encouraging tourists to visit during off-peak times.¹¹² Currently, most of the available funding goes towards the MOSE Project.¹¹³ In 2013, Venice announced that it will enforce congestion charges and a new voluntary cruise agreement. Public services, such as restrooms, will cost as much as three euros during the peak tourist season. There is also a new online booking service for all public services, attractions, and taxis, which allows tourists to choose between green, blue, and red season. Green indicates less crowded days and red indicates the most congested days; green days are the cheapest.¹¹⁴ The new voluntary agreement between Venice and the cruise lines creates a "green zone" where cruise ships must use the greenest fuel and create the least amount of air pollution possible. These fuels have a sulfur content of no more than 0.1 percent. This builds on an agreement, signed in 2007, in which cruise lines agreed to use less polluting fuels while docked. Venice's Coast Guard, Port

¹¹⁰ Newman Cathy, "Vanishing Venice."

¹¹¹ "Tourism- The Tourist Tax in the territory of the Municipality of Venice." City of Venice, 2011
<http://www.comune.venezia.it/flex/cm/pages/ServeBLOB.php/L/EN/IDPagina/48016>

¹¹² Ibid

¹¹³ Evin, Florence, "Venice at Risk from Cruise Ships that Threaten Lagoon."

¹¹⁴ Tjolle, Valere, "Venice Proposes Tourism Congestion Charges." *Travel Mole*, April 4, 2013
http://www.travelmole.com/news_feature.php?news_id=1134260

Authority, and Custom Office will conduct fuel analyses.¹¹⁵ Orsoni hopes that Venice's lagoon will become a "zero-impact" zone.¹¹⁶



Figure 11. Cruise Passengers at Pile Gate in Dubrovnik, 2009.

(Susan Haliechuk, *The Star*)

Like Venice, Valleta, Malta, and Dubrovnik, Croatia, have experienced problems with carrying capacity. Founded in the seventh century, Dubrovnik, also known as the Pearl of the Adriatic, is on the Dalmatian Coast. It became an important sea port in the thirteenth century. It is also a well-preserved collection of Gothic, Renaissance, and Baroque architecture. The city,

¹¹⁵ Marex, "Large Cruise Ships: Agreement Reached on Zero-Impact Fuel: Mayor of Venice, Giorgio Orsoni, Expresses his Satisfaction." *The Maritime Executive*, March 28, 2013 <http://www.maritime-executive.com/article/Large-Cruise-Ships-Agreement-Reached-on-ZeroImpact-Fuel-Mayor-of-Venice-Giorgio-Orsoni-Expresses-his-Satisfaction-2013-03-28/>

¹¹⁶ Ibid

characterized by its narrow, winding streets and protective wall, was added to UNESCO's World Heritage List in 1979.¹¹⁷

With approximately 700,000 cruise passengers and more than 500 vessels a year, Dubrovnik is a leading cruise destination in the Adriatic.¹¹⁸ However, large concentrations of tourists and cruise ships, in short periods of time, have been crowding and overwhelming the city's infrastructure. Recently, the city built a new port 1.5 miles away from the Old Town.¹¹⁹ There has also been an increase in day-trippers and a decrease in stay-over tourists, which results in congestion and traffic jams. Cruise passengers only stay a day at a time. Tourists have also complained about the lack of attractions and things to do, other than sightseeing. There have also been complaints about the city's high prices and lack of variety in souvenirs.¹²⁰ In 2006, Vlaho Durkovic, Director of the Dubrovnik Port Authority, said, "There is no ratio of value for [tourists] money...this is a lot of money to treat flippantly." Implying that the residents of Dubrovnik would rather be seen as a prestigious historic city than provide services and high quality products for the tourism industry. Furthermore, more than 3,000 hotel beds are out of service due to renovation.¹²¹ The city would like to increase revenue from tourism, but without careful management researchers and residents are concerned that new infrastructure could be incompatible with historic cultural resources.¹²²

In the last few years, Ivona Vrdoljak Raguz, Doris Perucic, and Ivana Pavlic, all professors in the University of Dubrovnik's Department of Economics and Business Economics

¹¹⁷ "Old City of Dubrovnik," *World Heritage List*. UNESCO <http://whc.unesco.org/en/list/95>

¹¹⁸ Bilus, Marina, "Dubrovnik's Tourism Crisis: Chaos in Dubrovnik But no Money," *Nacional Dnevno Online Izdanje*, August 14, 2006 <http://www.nacional.hr/en/clanak/27033/chaos-in-dubrovnik-but-no-money>

¹¹⁹ "Dubrovnik Port Authority and Sustainable Cruise Tourism Development," Port Dubrovnik. <http://www.portdubrovnik.hr/index.php?act=1&lnk=139&lan=en#139>

¹²⁰ Ibid

¹²¹ Bilus, Marina, "Dubrovnik's Tourism Crisis: Chaos in Dubrovnik But no Money."

¹²² Pavlic, Ivana; and Raguz, Ivona Vrdoljak, "Organization and Implementation of Integrated Management System Processes - Cruise Port Dubrovnik." *International Review of Management and Marketing*, Vol. 2, No. 4, 2012. Pp199-209

have begun to lead research on the management of Dubrovnik's cruise industry. In "Organization and Implementation of Integrated Management System Processes - Cruise Port Dubrovnik," they observed that there is little collaboration between Dubrovnik's tourism industry and transportation stakeholders over the inadequate road infrastructure and traffic congestion. In another study, Doris Perucic and Barbara Puh determined that cruise tourism is an important aspect of Dubrovnik's economy.¹²³ Besides passenger spending, the port also charges cruise ships a tariff.¹²⁴ Although surveys indicated that residents enjoy the city's cruise industry, they are also concerned with the sustainability of their quality of life. Respondents were also troubled by increased traffic in the Old City.¹²⁵

Although the effects of cruise tourism on Dubrovnik's historic resources have not yet been studied, Venice is a powerful example of what can happen once a historic port becomes overwhelmed and residents no longer feel comfortable. Towards managing the industry, the Dubrovnik Port Authority and the Dubrovnik County Port Authority have signed an agreement that allows only one ship at a time to dock in front of the historic city while two are allowed at the new port. They also limit the number of cruise passengers to 8,000 a day and have refused ships that exceed this limit.¹²⁶ In 2010, Destination Management Dubrovnik was established to increase and improve tourism marketing and management. This organization and the Port Authorities are creating an integrated quality management system.¹²⁷ Dubrovnik is growing as a destination and has the opportunity to utilize sustainable tourism development by prioritizing the

¹²³ Perucic, Doris and Puh, Barbara, "Attitudes of Citizen of Dubrovnik Towards the Impact of Cruise Tourism on Dubrovnik." *Tourism and Hospitality Management*, Vol. 18:2, 2012. pp. 213-228

¹²⁴ Bilus, Marina, "Dubrovnik's Tourism Crisis: Chaos in Dubrovnik But no Money."

¹²⁵ Perucic, Doris and Puh, Barbara, "Attitudes of Citizen of Dubrovnik Towards the Impact of Cruise Tourism on Dubrovnik." pp. 213-228

¹²⁶ "Dubrovnik Port Authority and Sustainable Cruise Tourism Development," Port Dubrovnik. <http://www.portdubrovnik.hr/index.php?act=1&lnk=139&lan=en#139>

¹²⁷ Pavlic, Ivana; and Raguz, Ivona Vrdoljak, "Organization and Implementation of Integrated Management System Processes - Cruise Port Dubrovnik." pp.199-209

preservation of historic resources over new development and targeting an appropriate amount of tourists.



Figure 12. Grand Harbor and Valletta Cruise Port, 2012

(Rene Rossignaud, *CruiseandFerry.net*)

Valletta, Malta's capital has been on UNESCO's World Heritage List since 1980. The city was founded, by the Knights of St. John, in the sixteenth century for the purpose of caring for soldiers and pilgrims of the Crusades.¹²⁸ Valletta has been under the control of the Phoenicians, Greeks, Carthaginians, Romans, Byzantines, and Arabs. With 320 monuments, it is one of the most concentrated historic areas in the world.¹²⁹

The Valletta Cruise Port, the company that manages the port, sees the approximately 500,000 yearly cruise passengers as an economic asset.¹³⁰ In 2006, Malta earned an estimate of \$130 million from its cruise industry; business in every sector was positively impacted.¹³¹ In

¹²⁸ "History of Valletta." City of Valletta, 2007. <http://www.cityofvalletta.org/cityofvalletta/content.aspx?id=46634>

¹²⁹ "City of Valletta," *World Heritage List*. UNESCO <http://whc.unesco.org/en/list/131>

¹³⁰ Giordimaina, Joshua G., "What Do We Stand to Gain from a Successful Cruise Industry?" <http://www.vallettawaterfront.com/content.aspx?id=106575>

¹³¹ Giordimaina, Joshua G., "Cruise Tourism Generates Jobs and Income." *Malta Hotels and Restaurants Association Quarterly Magazine*, June 2008 <http://www.vallettawaterfront.com/content.aspx?id=106584>

terms of historic port cities, Valletta is a unique example because it planned its waterfront and port development within the context of protecting the city as a historic resource.¹³² One of the goals was to revitalize the area and reverse population decline.¹³³

The Valletta Waterfront Project ran from 2002 to 2005 and cost \$50 million dollars. It consisted of the new cruise terminal, a shopping area, an entertainment and cultural complex, and a new outdoor plaza.¹³⁴ The phased development included emergency repairs to the quay, restoration of historic facades, new roads, and a new police station.¹³⁵ The area contains historic buildings from the eighteenth century that were in need of repair and have since been adaptively reused. Valletta wants modern infrastructure without becoming standardized or commodified.¹³⁶ Provisions also prevent new development from copying historic fabric.¹³⁷

However, some of the project results were unexpected as John McCarthy, who specializes on port regeneration, wrote in “The Cruise Industry and Port City Regeneration: The Case of Valletta.” McCarthy identified that the project provided for the development of mostly tourists uses, which could lead to a lack of residential uses when the city was trying to encourage the opposite. Furthermore, it encourages more congestion in the Urban Conservation Area and the surrounding sensitive historic area. McCarthy also suggests that the new infrastructure detracts from the historic context by making the city appear like every other tourist destination as standardization occurs when sites overdevelop chain hotels, stores, and attractions and

¹³² Valletta Planning Authority, *Valletta Cruise Terminal Development-Development Brief*. Valletta Cruise Terminal Steering Committee, July 1998. pg. 4

¹³³ McCarthy, John, “The Cruise Industry and Port City Regeneration: The Case of Valletta.” *European Planning Studies*, V. 11:3, 2003. pp. 341-350

¹³⁴ Ibid

¹³⁵ “Project Development Process,” Valletta Cruise Port. <http://www.vallettawaterfront.com/content.aspx?id=99473>

¹³⁶ Giordimaina, Joshua G., “Transportation = Functional + Experiential.” *Malta Hotels and Restaurants Association Quarterly Magazine*, October 2008 <http://www.vallettawaterfront.com/content.aspx?id=106587>

¹³⁷ Valletta Planning Authority, *Valletta Cruise Terminal Development-Development Brief*. pg. 4

emphasize the new over the historic.¹³⁸ Paolo Motta, a preservation planner and a member of ICOMOS Italy and the Committee of Historic Cities and Villages, said that Valletta’s new infrastructure has quickly been overwhelmed again and the city has become congested to the point where mobility is an issue.¹³⁹

Incompatible Development



Figure 13. Falmouth, Jamaica’s new cruise port, 2010 (Jamaica Tourist Office)

While Valletta has consciously tried to integrate new infrastructure with its historic resources, the cruise industry often introduces incompatible development into historic port cities. Located on the northern coast of Jamaica, Falmouth was founded in 1769.¹⁴⁰ It was intentionally developed around the wharf and became a popular port during the nineteenth century. After the abolishment of slavery in 1834, economic activity began to decline. Because Falmouth lacked

¹³⁸ Ibid

¹³⁹ Motta, Paolo, “Cruise Tourism & Sustainable Mobility in Valletta, Malta.” *Harboring Tourism: An International Symposium on Cruise Ships in Historic Port Communities*, February 6-8, 2013

¹⁴⁰ Cofrancesco, Brian; Mattocks, Todd; McDonald, Molly; and Wilhelm, Christoph, *The Oasis on the Horizon: Preparing Falmouth for Development*. University of Virginia, May 2010. pp. 5-6

the money for development its historic buildings remained untouched. In the 1990s Jamaica began to promote the history of Falmouth, which had been a Protected National Heritage Site since 1985, although the Falmouth Historic District was designated in 1996.¹⁴¹ This attracted the attention of archaeologist James Parrent. Parrent received a grant from the Environmental Fund of Jamaica to restore 14 historic houses; he then continued his restoration work for two years. In 2001, Parrent partnered with Chris Ohrstrom to create the Falmouth Restoration Company. In 2006, the company became a nonprofit and changed its name to Falmouth Heritage Renewal.¹⁴² The organization continued to restore and preserve the city's historic district. Falmouth has been on the World Monuments Watch list in 2000, 2002, 2004, and 2008. Today it is one of the most intact historic seaports in the Western hemisphere and is considered the "Colonial Williamsburg of Jamaica." The University of Virginia has also established the Falmouth Field School in Historic Preservation.¹⁴³

Attracted to the Falmouth's well-preserved character, in 2009, the Port Authority of Jamaica, in conjunction with Royal Caribbean Cruise Lines, began constructing a new \$220 million, 11-acre, port-of-call, in Falmouth, for Royal Caribbean's Oasis of the Seas, the largest cruise ship in the world.¹⁴⁴ As part of the development project, many historic buildings have been restored in preparation for increased tourism.¹⁴⁵ When the port opened in 2011, Falmouth

¹⁴¹ Ibid

¹⁴² Ibid

¹⁴³ Ibid

¹⁴⁴ Cofrancesco, Brian; Mattocks, Todd; McDonald, Molly; and Wilhelm, Christoph, *The Oasis on the Horizon: Preparing Falmouth for Development*. University of Virginia. pp. 5-6

¹⁴⁵ Sloan, Gene, "Tourism Minister: New Port of Falmouth, Jamaica to be 'World Class.'" *USA Today*, December 16, 2010 <http://travel.usatoday.com/cruises/post/2010/11/falmouth-jamaica-cruise-ship-port-royal-caribbean-allure-oasis/130278/1>

won Port of the Year Award at the Seatrader Insider Cruise Awards for its work in highlighting and preserving Falmouth's historic resources and collaborating with the local Port Authority.¹⁴⁶

Although the project was commended for its historic preservation work, it has since been criticized as being incompatible with the historic city. The city is marketed as "Georgian architectural dream."¹⁴⁷ However, the enclosed port area contains architectural replicas, which detract from Falmouth's authenticity.¹⁴⁸ Most passengers do not leave the ships or the port area and the port is being developed separately from the city as street vendors are not allowed inside the gates.¹⁴⁹ Locals feel disenfranchised and are beginning to conform to tourist's perceived ideas of Jamaican culture in order to sell wares to the few passengers who do venture out.¹⁵⁰ "We were promised that we'd be able to show people our Jamaican heritage, sell our crafts. But most of the tourists stay far away from the local people," said Asburga Harwood, an independent tour guide and community historian. "We're on the losing end."¹⁵¹

The cruise industry has brought business and attention to an economically depressed area. In 2011, 1.124 million cruise passengers arrived in Falmouth, creating \$80 million in economic benefit, a five percent increase from the year before.¹⁵² However, only some shops in the port area are locally owned and staffed and shore excursions are run and staffed by locals. Furthermore, Royal Caribbean owns the port's real estate and takes a cut of the prepaid excursions. Only seven cents of every dollar spent by cruise passengers goes to Falmouth's

¹⁴⁶ "Port of Falmouth Receives Port of The Year Award." *The Gleaner*, October 4, 2011 <http://jamaica-gleaner.com/gleaner/20111004/business/business1.html>

¹⁴⁷ Sloan, Gene, "Tourism Minister: New Port of Falmouth, Jamaica to be 'World Class.'"

¹⁴⁸ Motta, Paolo, "Cruise Tourism & Sustainable Mobility in Valletta, Malta." *Harboring Tourism: An International Symposium on Cruise Ships in Historic Port Communities*, February 6-8, 2013

¹⁴⁹ McFadden, David, "Caribbean Cruises Leave Wave of Bitter Merchants." *The Miami Herald*, October 10, 2012 http://www.miamiherald.com/2012/10/10/3043965_p2/caribbean-cruises-leave-wave-of.html

¹⁵⁰ Motta, Paolo, "Cruise Tourism & Sustainable Mobility in Valletta, Malta." *Harboring Tourism: An International Symposium on Cruise Ships in Historic Port Communities*, February 6-8, 2013

¹⁵¹ McFadden, David, "Caribbean Cruises Leave Wave of Bitter Merchants."

¹⁵² Jackson, Steven, "Cruise Spending Sinks as Stopovers Hit New Record." *The Gleaner*, September 9, 2012 <http://jamaica-gleaner.com/gleaner/20120909/business/business1.html>

economy.¹⁵³ As in the Venice example, this could lead to a loss of artisan craft tradition if local products—such as indigenous food, wood carving, and other handmade items—are supplanted by cheaper knockoffs. In order to create more equity, a new licensing system for local vendors is being created.¹⁵⁴

Similarly, in Juneau, Alaska, increased cruise ship traffic has created pressure for more tourist-related commercial activity in the historic district.¹⁵⁵ Although the architectural character has been maintained, it has resulted in the loss of its historic mix of “residential, office, and resident oriented retail uses.” Because the tourist shops open only for the summer season, the Downtown Historic District is becoming a ghost town during the rest of the year. The city is now establishing a review process to evaluate and mitigate tourism impacts.¹⁵⁶ The same issue has occurred in Key West, Florida, is another historic port where pressure from more than a million cruise passengers a year have created a shift from locally owned shops and restaurants to more standardized franchises and souvenir shops. Key West residents and tourists report feeling overwhelmed by the number of cruise tourists as increased congestion changes the quaint and calm character of the city.¹⁵⁷ Housing affordability is also decreasing¹⁵⁸ this is a threat as many historic buildings are maintained by their owners and vacant property is more likely to be neglected.

Cruise lines consistently press for more tourist attractions such as hotels, amusement parks, and shopping, an abundance of which can decrease a location’s authenticity. Scholar

¹⁵³ Behar, Michael, “Can the Cruise Industry Clean Up its Act?” *ONEarth*, May 23, 2012

<http://www.onearth.org/article/dreamboat?page=1>

¹⁵⁴ Sloan, Gene, “Reports: Drug Dealers, Prostitutes Hassling Cruise in Falmouth.” *USA Today*, April 8, 2011

<http://travel.usatoday.com/cruises/post/2011/04/falmouth-jamaica-cruise-ship-port-passenger-harassment-/155072/1>

¹⁵⁵ “Historic Preservation in Juneau,” City/Borough of Juneau, 2013

http://www.juneau.org/history/Preservation_Plan/introduction.php

¹⁵⁶ *Ibid*

¹⁵⁷ Murray, Thomas J., *The Impacts of the Cruise Ship Industry on the Quality of Life in Key West*. City of Key West Naval Properties Local Redevelopment Authority, April 8, 2005. pp. 188- 230

¹⁵⁸ *Ibid*

Kirsten Mollegaard wrote that in Hawaii's Honolulu Harbor, staged and artificial cultural shows for cruise passengers allow tourists to ignore the cultural reality of the residents, as well as their modernity. These factors simplify places for tourists' enjoyment, and, ultimately, lead to homogenization and a lack of unique character.¹⁵⁹

Summary of Cruise Ship Impacts on Historic Resources

The above list includes some of the few major historic ports with documented cruise-related challenges and mitigation efforts that can provide insight into the overall subject of cruise tourism management; however, there are many more, less documented, ports that could be used as examples of how, without management, the cruise industry can create detrimental effects for historic port cities. Unfortunately, as the impact of cruise ships on historic resources is a relatively new concept, even the ports that have reported adverse impacts have not fully documented the issues or the mitigation response. In most cases, assessment and mitigation are still in the planning process.

There is no denying that the cruise industry increases tourism in ports and that many of those tourists spend money and create a sense of vitality for the port city. It can also create jobs in the service and marine industries. Understandably, businesses that cater to the cruise industry—such as port authorities, souvenir shops, and franchises—also receive some economic benefit. Furthermore, thoughtfully managed cruise tourism can help a destination position itself and support new development and the restoration of historic resources. The examples of Falmouth and Valletta illustrate how cruise terminal development can promote and even create funding for historic preservation. Fees and taxes, such as in Venice, can incentivize tourists to

¹⁵⁹ Mollegaard, Kirsten, "Aloha Ahoy: Tourism and Nostalgia at Honolulu Harbor." *Journeys of Discovery*. University of Hawai'i at Manoa, spring 2005. pp. 1-14

visit during less congested times and pay for restoration work. Additionally, collaborating with cruise companies can lead to beneficial agreements such as Venice's green zone where pollution is reduced. Cruise companies can also create funding programs for local development and restoration like in Haiti. When government authorities have refused to prevent harm to historic resources, citizens have created coalitions or, as a last resort, raised legal concerns as the residents of Mayport did.

The previous examples prove that despite being in different localities with varying sizes of tourism markets, cruise ships manifest the same threats to historic port cities around the world. One can expect negative impacts to arise wherever unmanaged cruise tourism operates within a historic port city. Unregulated cruise tourism leads to overcrowding and congestion that eventually damages historic infrastructure and changes its character as pressure for new development, that may not be compatible, increases. Furthermore, the desire to encourage cruise tourism leads ports to reduce fees, taxes, and policies that fund and protect historic cultural resources. Not only does pollution damage the environment, but it also damages building materials. Lower pricing can also drive traditional artisans out of business and create a loss of intangible cultural. All of these negative effects can create an unpleasant environment for residents and as they leave, the tax base for funding public services and maintenance erodes and empty historic buildings are left without owners to maintain them.

For historic cities, these adverse impacts could result in "killing the goose that lays the golden egg." Along with the tangible effects such as incompatible development, pollution, overcrowding, or the loss of historic and natural resources, intangible effects result in the loss of a historic port city's character, authenticity, tradition, and quality of life. The cruise industry is profitable and well-managed, but if historic ports are not also well managed, they are left with all

of the negative impacts of cruise tourism and none of the benefits. The next chapter addresses the assessment and mitigation tools that ports can use to determine how best to incorporate the cruise industry into their cultural tourism management strategies so that the costs do not outweigh the benefits.

CHAPTER 2. STRATEGIES FOR ASSESSING AND MITIGATING THE EFFECTS OF CRUISE SHIPS IN HISTORIC PORTS

Cultural/Heritage Tourism Management

Today, the tourism industry is one of the largest and strongest economic sectors in the world due to the rise in mass tourism during the twentieth century. Because tourists like variety and the popularity of destinations rises and falls, locations compete for a bigger slice of the tourism market through marketing, positioning, and developing tourist amenities and attractions.¹⁶⁰ Indeed, tourists do travel for amusement and escape, but they also travel to experience new cultures and places. Just as they expect hotels, restaurants, and souvenir shops, they also expect to see authentic culture, architecture, heritage, and natural sites. According to scholars Susan Fainstein and Dennis Judd, the popularity of a site also depends on its “mythology,” based on the experience and expectations of tourists—those traveling to the Egyptian pyramids expect to be wowed by a unique sense of place.¹⁶¹ However, in an attempt to meet all of a tourist’s desires, many destinations become “contrived,” standardized and commodified.¹⁶² You can now find the same franchises and “I Was Here” t-shirts at almost any location in the world, a surplus of which can actually decrease a location’s distinctiveness and appeal. Even the purchase of a cheap souvenir is a result of its association with unique place and experience.¹⁶³ When historic port cities compete to attract a greater share of the cruise tourism

¹⁶⁰ Ed. Fainstein, Susan & Judd, Dennis R. *The Tourist City*. Yale University Press, 1999, pp 1-17; *Benchmarking Travel & Tourism: Global Summary*, World Travel & Tourism Council, April 2012 “At \$6.3 trillion in 2011, the GDP impact of Travel & Tourism is larger than that of some of the largest manufacturing sectors—namely automotive and chemicals manufacturing.”

¹⁶¹ Ibid

¹⁶² Cohen, Erik, “The Impact of Tourism on the Physical Environment.” *Annals of Tourism Research*, April/June 1978. pp 215-234

¹⁶³ Ed. Fainstein, Susan & Judd, Dennis R. pp. 1-17

market, they often lose their distinctiveness or sacrifice their historic character by developing the same attractions and hotels that are found at all popular destinations.¹⁶⁴

While it is often believed that tourism provides a reason for the preservation of historic, natural, and cultural monuments, too much tourism actually threatens historic port cities. When a destination's "natural attractiveness" is lost, the place becomes a tourist trap, instead of for the residents who live in and shape the location. According to tourism expert Erik Cohen, the impact tourism has on a place depends on the "intensity" of use, therefore, length of stay, tourist activity, and facility creation must all be regulated and sites must not be over-exploited.¹⁶⁵ This is especially important for historic cities where the main attraction is the unique historic, cultural, or natural resource. A lack of authenticity in historic sites is unappealing for both residents and tourists. Even though tourist spending may keep local artisans and historic areas economically successful, the long-term success of a historic port city depends on the quality of its unique historic resources and character.¹⁶⁶

Scholars in tourism have established that tourists vacillate between the desire for a "tourist bubble"—a safe, familiar, comfortable and enjoyable environment, such as a resort or cruise ship—and an adventurous experience.¹⁶⁷ Cruise tourism provides the best of both worlds, but since the cruise ship is already established as the ultimate tourist bubble then in order to draw passengers out of the ships, it follows that historic ports must find a balance between creating tourist amenities and preserving and promoting that which makes a place worth experiencing.

¹⁶⁴ McCarthy, John, "The Cruise Industry and Port City Regeneration: The Case of Valletta." pp. 341-350

¹⁶⁵ Cohen, Erik, "The Impact of Tourism on the Physical Environment." pp. 215-234

¹⁶⁶ Lew, Alan, "Authenticity and Sense of Place in the Tourism Development Experience of Older Retail Districts." *Journal of Travel Research*, 27:15 1989

¹⁶⁷ Cohen, Erik, "Towards a Sociology of International Tourism." *Social Research* (1972) 39:164; Jaakson, Reiner. "Beyond the Tourist Bubble? Cruise ship Passengers in Port." *Annals of Tourism Research* (2004) Vol. 31, No. 1, pp. 44-60

Creating this balance is the focus of the cultural heritage tourism management field; The International Council on Monuments and Sites (ICOMOS) is a non-governmental organization made up of international historic preservation and conservation experts who seek to establish and promote best practices.¹⁶⁸ The ICOMOS Cultural Tourism Charter (1999) can be applied to the management of cruise tourism. The 1999 Charter was a response to the increase in tourism at historic sites since the first Cultural Tourism Charter was written in 1976. One example is the influx of tourism at Machu Picchu, where the number of tourists was damaging the fragile historic fabric, as well as the cultural values and social life style of the community to the point where visitor quotas had to be established.¹⁶⁹

The 1999 version built on the 1976 charter, but emphasized protecting historic cultural sites for the enjoyment of future generations of tourists, instead of seeing tourists as only threats to physical integrity. The ICOMOS International Scientific Committee on Cultural Tourism realized that public awareness, created through tourism, helped create funding and political support for preservation and conservation.¹⁷⁰ The charter has since been used to guide sustainable tourism management practices and programs, although, according to Sue Millar the Vice-President of the ICOMOS International Tourism Committee, cultural tourism management is still not taken seriously in many cases.¹⁷¹

Although the charter is a nonbinding recommendation of best practices, it is an important tool because it can be applied to the specific challenges of cruise tourism management. The

¹⁶⁸ "Introducing ICOMOS," ICOMOS, 2011 <http://www.icomos.org/en/about-icomos/mission-and-vision/mission-and-vision>

¹⁶⁹ Millar, Sue, *Cultural Tourism Management in a Global Context*. ICOMOS AER Seminar on Cultural Tourism, Ustron, May 14, 2008. pp 1-10

¹⁷⁰ Brooks, Graham, "Note on the Charter Revision Process." ICOMOS International Scientific Committee on Cultural Tourism, October 1999

¹⁷¹ Millar, Sue. pp. 1-10

following is a list of the parts of the charter that are pertinent to the discussion of cruise ship management in historic port cities.

1. Historic, cultural, and natural resources have a universal value that should be made accessible to everyone, while encouraging an appreciation of the host community.
2. Protection of these resources should be integrated into all levels of policy.
3. Tourism development should minimize adverse effects to the resources and the host community, as well as provide amenities for the comfort and safety of visitors. There should be a balance between promoting tourism and protecting the local community and historic character. When necessary, tourists and tourism development should be limited or rerouted in order to mitigate impact.
4. New development and infrastructure should be compatible with the character, aesthetics, and limitations of natural, historic, and cultural resources.
5. Methods for assessing resources and impacts to resources and the host community should be developed. At this point, many ports have claimed to be negatively impacted by cruise ship tourism; however, very few ports have fully documented, assessed, or quantified the impacts to the community or historic resource.
6. Visitors should be encouraged to respect the environment, its resources, and its residents. Tourism managers should educate tourists on the importance of historic and cultural resources and created standards for visitor behavior.
7. Residents and indigenous peoples should be involved in tourism planning and management. Their needs and wishes should be respected.
8. Policy makers should works towards “the equitable distribution of the benefits of tourism... improving the levels of socio-economic development and contributing where necessary to poverty alleviation.” Revenue should be set aside for the continued maintenance of historic, cultural, and natural resources. Costs and benefits should be weighed so that the local community is also benefiting from the tourism industry.
9. “Tourism programmes should encourage the training and employment of guides and site interpreters from the host community.” Local business should be supported and residents should be involved with the interpretation of their resources.
10. Tourism managers should “relieve the pressures on more popular places by encouraging visitors to experience the wider cultural and natural heritage characteristics of the region or locality.”

11. The sale of local crafts and products should be promoted, “while ensuring that their cultural integrity is not degraded.”¹⁷²

Towards the achievement of these broad goals, the following sections include tools that could be utilized—by municipalities, port authorities, planners and preservationists, and other stakeholders—first, for identifying impacts and, second, for developing targeted strategies towards mitigating impacts to historic, cultural, and natural resources and the surrounding community.

Tools for Assessing Impacts of Cruise Tourism on Historic Port Cities

Limits of Acceptable Change (LAC)

Limits of acceptable change (LAC) could be used to identify negative impacts on the historic assets of port cities and establish desired outcomes. LAC were developed in the 1970s and 80s to manage “human-induced change” to protected US wildernesses, but it can be applied to tourism management or any other situation where change should be managed. The concept was used to balance conservation with recreation. The National Forest Management Act identified its goals as the preservation of wilderness areas, as well as the upholding of their use for “the public purposes of recreational, scenic, scientific, educational, conservation, and historical use”.¹⁷³ LAC focus on creating desired conditions rather than just controlling users.

¹⁷² ICOMOS, *8th Draft, for Adoption by ICOMOS at the 12th General Assembly: International Cultural Tourism Charter: Managing Tourism at Places of Heritage Significance*. International Scientific Committee on Cultural Tourism, Mexico, October 1999

¹⁷³ Stankey, George H., Cole, David N., Lucas, Robert C., Peterson, Margaret E., Frissell, Sidney S., *The Limits of Acceptable Change (LAC) System for Wilderness Planning*. USDA Forest Service General Technical Report INT-176. 1985.

This concept is preferred over that of carrying capacity because it establishes clear values for baseline conditions and desired conditions.¹⁷⁴

The process of establishing LAC is four-part: 1. Specify acceptable, reasonable, and measurable resources and conditions. 2. Understand the relationship between present conditions and those resulting from acceptable change. 3. Develop a management strategy that will result in the identified conditions. 4. Create a program for monitoring and evaluating effectiveness.

Within this framework there are nine other steps: 1. Identify concerns and issues, as well as relevant policies and laws. 2. Identify “opportunity classes,” which represent subsets of the study area that have specific concerns separate from the overarching issues. 3. Develop indicators for measuring conditions. 4. Create a baseline study for which change can be measured against. 5. Use the baseline to create standards for each opportunity class. 6. Identify alternatives. 7. Analyze the costs and benefits of each alternative, in terms of environmental and social impacts. 8. Evaluate the analysis and choose an option. 9. Implement the chosen management strategy and establish a program for monitoring the results.¹⁷⁵

LAC were first, and successfully, implemented, in 1982, in the Bob Marshall Wilderness Complex of Montana. The process focused on understanding the stakeholders concerns about use and overuse and developing alternative management techniques and outcomes in order to produce a consensus on how the area should be managed. In the Bob Marshall case, with the assistance of professional planners, groups of citizens representing different interests formed small working groups. Consensus was reached based on both technical and lay knowledge. More than 75 percent of national forests have used LAC to manage recreational uses. Not all cases use

¹⁷⁴ Diedrich, Amy; Huguet, Pablo Balaguer; Subirana, Joaquin Tintore, “Methodology for Applying the Limits of Acceptable Change Process to the Management of Recreational Boating in the Balearic Islands, Spain (Western Mediterranean). *Ocean & Coastal Management*, 54, 2011. pp. 341-351

¹⁷⁵ Stankey, G., Cole, D., Lucas, R., Peterson, M., Frissell, S., Washburne, R.,

citizen participation. Some shortcomings of this process are that it is time consuming, requires a lot of base data that might not be available, and not all alternatives can be anticipated. However, it is positive in that it takes into account many stakeholders and circumstances, it's a transparent process, and management action is only taken if the identified limits are being exceeded.¹⁷⁶

Although my research did not identify any examples of historic port cities that have already applied LAC, the concept has successfully been applied to recreational activity and could be used to identify, evaluate, and maintain desirable impacts from cruise tourism. In order to be effective, LAC would have to be developed by collaboration between port authorities, planners, preservationists, and community members. Experts are necessary for conducting the baseline studies and gathering technical information; however, community members can assist in identifying the desired conditions for their community.

Section 106 of the United States National Historic Preservation Act and Section 4(f) of the Department of Transportation Act

Section 106 requires review if a proposed project involves federal funding or agencies and affects historic resources that are on or eligible for the National Register of Historic Places.¹⁷⁷ In most cases, the United States Army Corps of Engineers is responsible for permitting and managing work along US waterways, this includes dredging and port development.¹⁷⁸ In determining the scope of the review required, the Advisory Council on Historic Preservation defines the area of potential effects as “the geographic area or areas within which an undertaking

¹⁷⁶ Krumpe, Edwin E., Stokes, Gerald L., “Application of the Limits of Acceptable Change Planning Process in the United States Forest Service Wilderness Management.” *Proceedings, 5th World Wilderness Congress Symposium on International Wilderness Allocation, Management and Research*. 1994

¹⁷⁷ Advisory Council on Historic Preservation, *Protecting Historic Properties: A Citizen's Guide to Section 106 Review*. 2010

¹⁷⁸ “U.S. Army Corps of Engineers,” National Oceanic and Atmospheric Administration <http://www.nauticalcharts.noaa.gov/staff/usace.html>

may cause changes in the character or use of historic properties, if any such properties exist...”

Review must also include investigation of historic properties that are not yet identified, as well as consultation with indigenous peoples who may be able to identify sites.¹⁷⁹ Similarly, Section 4(f) states that transportation programs must ensure that “there is no prudent and feasible alternative” and that “the program or project includes all possible planning to minimize harm” to historic sites or publicly owned parks, recreation areas, or significant wildlife refuges, before the Secretary of Transportation can give approval.¹⁸⁰

Section 106 and Section 4(f) have not yet been used to review cruise terminal development or increases in cruise traffic. However, historic port cities in the US can use these laws to have actions that may harm historic resources reviewed as well as to involve the State Historic Preservation Officer (SHPO) with the management of cruise-related impacts on historic resources. Although those undertaking the action are responsible for complying with Section 106, if the project leaders fail to do so, citizens may notify the SHPO to trigger the process. These laws can also be used as models for new laws in foreign countries or local levels of government. Furthermore, the definition of “area of potential effects” could be applied to cities that are deciding what scope of review is needed for actions involving historic ports.

Environmental Impact Statements: Definition of Neighborhood Character

The National Environmental Policy Act (NEPA) requires federal agencies to take environmental protection into consideration before taking action. Therefore, agencies have to undertake detailed environmental assessments to investigate possible impacts and alternative

¹⁷⁹ Advisory Council on Historic Preservation, “36 CFR Part 800—Protection of Historic Properties.” Updated August 5, 2004 <http://www.achp.gov/altguidance/regswb.html>

¹⁸⁰ “Section 4 (f) Policy on lands, wildlife and waterfowl refuges, and historic sites,” *Department of Transportation Act*. 49 U.S.C. § 303, 1983

actions for mitigation, the long-form of which is the environmental impact statement (EIS).¹⁸¹

The Council on Environmental Quality has also established standards for the EIS format. The EIS includes but is not limited to: Land use conflicts; energy and conservation; natural resources (air, water, soil, bodies of water...); scientific, archeological, historic and cultural resources and the built environment; socioeconomic implications; wetlands and floodplains; noise; agricultural lands; endangered species and their habitats; and public health and safety.¹⁸²

Several states and historic port cities have established laws, based on NEPA and referred to as little NEPAS, which apply to state and municipal actions. One of the more comprehensive examples is the New York City Environmental Quality Review (CEQR), which expands upon the NEPA requirements. CEQR requires that environmental impact statements take into account effects on neighborhood character, broadly defined as land use, zoning, and public policy; socioeconomic conditions; open space, historic and cultural resources; urban design and visual resources; shadows; transportation; and noise. While other versions of EIS may look at these aspects individually or as necessary, CEQR, under the guiding philosophy that New York City's neighborhoods are "organic and dynamic," analyzes how these elements interact with each other to define neighborhood character.¹⁸³

In the case of *National Parks & Conservation Association v. Babbitt* the National Parks & Conservation Association (NPCA) sued the National Park Service on the grounds that the Park Service did not prepare an EIS before increasing the amount of cruise ships allowed into the Glacier Bay National Park and Preserve. The NPCA lost in district court, but appealed in the Ninth Circuit where the court ruled that the Park Service was violating NEPA by issuing an

¹⁸¹ "National Environmental Policy Act," Environmental Protection Agency. June 25, 2012
<http://www.epa.gov/compliance/basics/nepa.html#eis>

¹⁸² "Environmental Impact Statement," 40 CFR 1502. 43 FR 55994, November 29, 1978

¹⁸³ New York City CEQR Technical Manual, 2012. ch. 21

Environmental Assessment with a Finding of No Significant Impact when the “significance of the proposal’s environmental effects was sufficiently controversial to warrant the preparation of an EIS.” The court also issued an injunction forcing the Park Service to reinstate the original cruise ship quota until an EIS was filed.¹⁸⁴

When historic port cities decide to develop a new cruise terminal, commercial area, or increase cruise traffic there can be a variety of environmental impacts, including impacts to historic resources, air and water quality; however, often times an EIS is not conducted if the use is grandfathered in, or it is a categorical exclusion. Analysis might also exclude historic resources if they are not directly involved with the project. Because the nature of the cruise industry has evolved in recent years—with the rise in cruise tourism, the size of the ships, and the emissions produced—cruise tourism should be reconsidered in terms of environmental assessment. Historic port cities, port authorities, preservation groups, or other impacted community entities should look into the applicability of NEPA and EIS, as well as encourage state and municipal governments to implement similar regulations and processes so that all levels will be held to the same standard. Foreign countries, which have not done so already, can also adapt and/or adopt NEPA-like policies to protect their own resources.

Additionally, CEQR’s definition of neighborhood character could be applied to localities that do not make this distinction in their EIS or local review processes. This definition could also be used to expand the scope of impact when reviewing the effects of cruise ships or terminal development. Moreover, because cruise tourism management, in the context of historic resources, is relatively new concept, like the plaintiffs in *National Parks & Conservation Association v. Babbitt*, those wishing to trigger NEPA may have to seek legal recourse.

¹⁸⁴ *National Parks & Conservation Association v. Babbitt*, 241 F.3d 722 (9th Cir. 2001)
http://www.elawreview.org/summaries/environmental_quality/nepa/national_parks_conservation_as.html

Heritage Impact Assessments (HIA)

In most cases, HIA are not required the way EIS are in the US, however, many entities have adopted their own forms of HIA. The HIA guidelines, as described by ICOMOS, could be applied to evaluating cruise ship's impacts on historic port cities as they specifically address impacts to a site's historic or cultural significance. At the time that my research was conducted, no examples of HIA being applied to historic port cities were found.

According to ICOMOS, HIA were developed to evaluate impacts to a site's Outstanding Universal Value (OUV) and the aspects that comprise it. Many times EIS are used instead of HIA, but ICOMOS has found that EIS, although similar, do not comprehensively investigate impacts to historic properties and their OUV, but instead look at the properties separately as they relate to the overall project. EIS also do not examine OUV and can overlook cumulative or incremental changes. HIA should be able to identify all stakeholders and state how a proposed action impacts a site's specific OUV and what alternatives exist. HIA should not only be used for major projects, but also for policy or land use changes, tourism infrastructure or increases, and archeological excavations. They should document all existing internal and external conditions, including integrity and authenticity, viewpoints, landscape, structural soundness, condition of materials, and tangible and intangible historic/cultural significance. Direct, indirect, social, cultural, economic, temporary, reversible, visual, and physical impacts should be analyzed and rated. Like EIS, they should be conducted by professionals and take into account the relevant legal framework.¹⁸⁵

The previous assessment tools can all be supplemented with public participation and input, such as community surveys and public meetings. The results of these assessments should be used to identify and implement the appropriate mitigation tools, discussed next.

¹⁸⁵ ICOMOS, *Guidance on Heritage Impact Assessments for Cultural World Heritage Properties*. January 2011

Tools for Mitigating Cruise Ship Impacts on Historic Port Cities

Taxes, Fees and Sponsorship

In order to ensure that the economic benefits of cruise ship tourism outweigh the costs to historic port cities and provide for the continued maintenance of historic and cultural resources, there are a variety of financial incentives and disincentives that a port city can adopt.

- Cruise ship fees and head taxes—Port authorities and managers can charge cruise ships per-ship or per-passenger fees that are carefully calculated to offset the cost of port operations, services, maintenance, and security while not overcharging ships.¹⁸⁶ Cruise companies or port authorities can create or set aside a portion of fee and tax revenue for infrastructure, community, and environment funds. These funds can be used for the preservation and restoration of historic and cultural resources.¹⁸⁷
- Congestion fees and dynamic pricing—Like Venice, other historic port cities can implement congestion fees and dynamic pricing models that incentivize tourists to visit during less congested times by offering cheaper pricing for services and attractions during the off-peaks season.¹⁸⁸ This would decrease traffic and wear and tear on historic infrastructure, as well as encourage a moderate amount of tourism all year long instead of short periods of intense use.

¹⁸⁶ Murray, Thomas J., Pg. 16

¹⁸⁷ Ibid

¹⁸⁸ Tjolle, Valere, “Venice Proposes Tourism Congestion Charges;” Clarke, Sara K., “Attractions dip toes into Airline-Style Pricing.” *Orlando Sentinel*, November 17, 2012 http://articles.orlandosentinel.com/2012-11-17/business/os-theme-parks-variable-pricing-20121117_1_theme-parks-universal-express-halloween-horror-nights

- Vendor/Excursion licensing—Cities should ensure that a fair share of local businesses and excursion providers are licensed to sell in the port area and directly to the cruise companies. Quality standards should also be developed, along with an equitable commission system between local service providers and the cruise companies.¹⁸⁹ This provision would support the local community and ensure that traditional artisanal crafts are not replaced with outsourced replicas.

- Training Sponsorship— Cruise companies should partner with ports to provide training for local guides, excursion providers, and other services which highlight a destination’s best features.¹⁹⁰ Not only would this support the local community and cultural organizations, but it would give residents the opportunity to share their history and culture and help tourists have a better understanding of the area.

Tourism Management Organizations/Local Action Plans

Tourism Management Organizations and Local Action Plans are management tools that create a relationship between diverse stakeholders (local government, the business community, neighborhood groups, preservation and tourism organizations, cruise companies) for the purpose of creating an equitable and successful tourism management plan for a specific region. These entities can use a variety of tools and strategies to ensure sustainable tourism, including strategically planning the physical design, scale, and location of tourism development. This is important for historic port cities that want to ensure that historic preservation is incorporated into

¹⁸⁹ Center on Ecotourism and Sustainable Development, *Cruise Tourism in Belize: Perception of Economic, Social & Environmental Impact*, pp. 1-14

¹⁹⁰ Klein, Ross; Scarfe, Brian; Miley, Harry “Economic Impacts.” *Harboring Tourism: An International Symposium on Cruise Ships in Historic Port Communities*, February 6-8, 2013

all levels of policy and development. Strong organization and planning also helps ports gain bargaining power with cruise companies.

In Europe, URBACT is a “European exchange and learning programme” that promotes sustainable development and provides solutions to planning challenges. It is jointly financed by the European Union and its member states.¹⁹¹ URBACT’s Cruise Traffic and Urban Regeneration (CTUR) project sees a port’s heritage as “key” to economic, social, and urban development. It ran from January 2009 to July 2011. Through Local Action Plans, CTUR believes multilevel cooperation is achieved and port development serves to emphasize each port’s unique heritage and identity and regenerate the city and its economy.¹⁹² The CTUR network has partners in 11 historic port cities: Alicante and Valencia, Spain; Dublin, Ireland; Helsinki, Finland; Istanbul, Turkey; Matosinhos, Portugal; Naples and Trieste, Italy; Rhodes, Greece; Rostock, Germany; and Varna, Bulgaria. AIVP, the worldwide network of port cities, is also an information sharing partner.¹⁹³

In Naples, Italy, the goal was to promote sustainable development, through cruise tourism, for the waterfront of the historic center.¹⁹⁴ Naples is unique in that in 2011 it successfully petitioned the World Heritage Committee to include its port within its designated buffer zone. The goal of this action was to connect the development of the port with the historic center and ensure compatibility. In agreement with the Naples Municipality, the Port Authority is demolishing incompatible structures and integrating the port with the historic core.¹⁹⁵ So far the project has yielded positive results, the 2011 *URBACT II European Programme: CTUR*

Thematic Network-Cruise Traffic and Urban Regeneration: Final Report and Good Practices

¹⁹¹ “URBACT in Words.” URBACT <http://urbact.eu/en/about-urbact/urbact-at-a-glance/urbact-in-words/>

¹⁹² “Our Project.” URBACT <http://urbact.eu/en/projects/port-cities/ctur/our-project/>

¹⁹³ “Our Partners.” URBACT <http://urbact.eu/en/projects/port-cities/ctur/our-partners/>

¹⁹⁴ URBACT, *Local Action Plan: City of Naples*. April 2011. pp. 1-4

¹⁹⁵ UNESCO, *State of Conservation: Historic Centre of Naples*. 2011 <http://whc.unesco.org/en/soc/418>

Guide found that cruise ships can have positive impacts on historic port cities if properly harnessed.¹⁹⁶

The final CTUR report concluded that both cruise tourism and port heritage are social and economic benefits and that there is no inherent conflict between the cruise industry and cities, but positive outcomes depend on an integrated cruise-city policy and a comprehensive development plan.¹⁹⁷ Cities must also position themselves to attract the desired amount and type of cruise activity. By doing so, cities can decide if they really need to invest in newer and larger port facilities or not. If a city only wants to attract smaller luxury cruise lines, it should not build a terminal that can accommodate larger ships. CTUR recommends that ports work together to develop itineraries that avoid peak seasons and congestion.¹⁹⁸

Similarly, Turisme de Barcelona, in the historic port city of Barcelona, Spain, is also good example of a Tourism Management Organization. It was created by the Barcelona City Council and the Barcelona Chamber of Commerce for the purpose of managing the 1992 Olympic Games. The organization's goal is to manage the type and growth of tourism, so that it serves both residents and tourists.¹⁹⁹

International Management Organizations

Management organizations can also function internationally to create standard policies and cooperation between multiple countries; some examples are the International Maritime Organization (IMO), the Cruise Lines International Association (CLIA), and the International

¹⁹⁶ Comune di Napoli, *URBACT II European Programme: CTUR Thematic Network-Cruise Traffic and Urban Regeneration: Final Report and Good Practices Guide*. July 2011

¹⁹⁷ Ibid

¹⁹⁸ Ibid

¹⁹⁹“Presentation,” *Pla Estrategic de Turisme d la Ciutat de Barcelona*.

http://www.turismebcn2015.cat/T2015WEB/Que_es/_Sb46WFTR8WoXPZuwwMDEOVRheSI8ok8pTGnEvydCtU8

Council of Cruise Lines (ICCL). The IMO is a United Nations agency that monitors international maritime safety, security, and pollution. The agency is now responsible for more than 50 international conventions that bind consensual member states to agreed upon policies and procedures. The International Convention for the Prevention of Pollution from Ships (MARPOL) is one such convention that regulates ships' discharges and emissions.²⁰⁰ Unlike the IMO, which deals with governments and has the power to regulate international conventions, CLIA is a cruise industry organization that represents 26 cruise companies. The organization conducts market research and communications. In 2006, CLIA merged with ICCL and continued ICCL's mandate of researching and developing regulations and policies for the cruise industry.²⁰¹ Although these organizations have not yet dealt with cruise tourism's impact on heritage and historic resources, they are examples of organizations that have the capacity to create binding cruise ship management standards for and between international governments and companies. These entities could either adopt historic preservation as part of their mandate or serve as a model for a new agency or organization with that mission.

Quotas and Limits

In order to prevent congestion and overuse, many ports, including Belize, Bermuda, and Dubrovnik, have established quotas and limits for how many cruise ships and/or passengers are allowed to dock at one time. To be effective these numbers must have clear reasoning and enforcement. Options include using values identified by limits of acceptable change or the

²⁰⁰ "About IMO" and "Conventions," International Maritime Organization. <http://www.imo.org/About/Conventions/Pages/Home.aspx>

²⁰¹ "What is CLIA?" Cruise Lines International Association, Inc. <http://www.cruising.org/pressroom-research/cruise-industry-source-book/what-clia>

carrying capacity of the port and cities infrastructure. Several ports have established limits only to quickly exceed them.

In 2000, Bermuda established a 6,000 passenger-per-day limit; however, reports indicate that it regularly exceeds this limit by at least 2,000 passengers.²⁰² In contrast, The Dubrovnik Port Authority and the Dubrovnik County Port Authority allow only one ship at a time to dock in front of the historic city while two are allowed at the new port. They also limit the number of cruise passengers to 8,000 a day and have refused ships that exceed this limit.²⁰³

Buffer Zones

Historic port cities can use designated buffer zones around core protected areas to manage the effects of cruise tourism or have a cruise terminal relocated further away. For example, if a buffer zone requires reduced noise or air pollution, then ships will either have to meet those requirements to dock in the buffer area or the terminal will have to be developed in another area. Besides informing the location of the terminals, buffer zones can also ease jurisdictional conflicts by forcing the entities on either side to co-manage the neutral buffer area.

The idea of a buffer area has been around since 1000 BC in the form of protected hunting reserves for royalty and barriers between wild animal habitats and human settlements.²⁰⁴ The first buffer zones were natural or manmade forest buffers that surrounded the cores of protected

²⁰² Sarkis, Samia, *Report on the Potential Impacts of Cruise Ships on Bermuda's Environment*. The Bermuda National Trust, April 22, 1999. pg. 6

²⁰³ "Dubrovnik Port Authority and Sustainable Cruise Tourism Development."

²⁰³ Pavlic, Ivana; and Raguz, Ivona Vrdoljak, "Organization and Implementation of Integrated Management System Processes - Cruise Port Dubrovnik." pp199-209

²⁰⁴ Shafer, Craig L., "US National Park Buffer Zones: Historical, Scientific, Social, and Legal Aspects." *Environmental Management*, Vol. 23, No.1, 1999. pp. 49-73

natural areas.²⁰⁵ According to the UNESCO's 2012 Operational Guidelines for the

Implementation of the World Heritage Convention buffer zones are defined as:

[Areas] surrounding the nominated property which [have] complementary legal and/or customary restrictions placed on its use and development to give an added layer of protection to the property. This should include the immediate setting of the nominated property, important views and other areas or attributes that are functionally important as a support to the property and its protection. The area constituting the buffer zone should be determined in each case through appropriate mechanisms.²⁰⁶

Buffer zones have also been used in land use planning to separate incompatible uses, such as industrial and residential.²⁰⁷ Buffer zones can work in a number of ways—they can be a designated area around a core protected area where certain uses or activities are restricted; the buffer zone area can be managed and maintained by specific groups that control use; they can also be a political or physical boundary.²⁰⁸

Like the Venice agreement, the International Maritime Organization, in conjunction with the US and Canada, has adopted buffer zones around the two countries where all large ships must reduce the sulfur content of their fuel to 1 percent by 2010 and 0.1 percent by 2015. Although cheaper, less-clean, fuels can be used for ocean crossings, this law will affect cruise ships more as they move along the coasts.²⁰⁹

²⁰⁵ Ebregt, Arthur; Greve, Pol de, *Buffer Zones and their Management: Policy and Best Practices for Terrestrial Ecosystems in Developing Countries*. International Agricultural Centre, October 2000. pp. 1-13

²⁰⁶ UNESCO, "Operational Guidelines for the Implementation of the World Heritage Convention." World Heritage Convention, 2012. Paragraph 103-107

²⁰⁷ Placer County Government, "Land Use Buffer Zone Standards." *Land Use/Circulation Diagrams and Standards*. <http://www.placer.ca.gov/Departments/CommunityDevelopment/Planning/CommPlans/~media/cdr/Planning/CommPlans/PCGP/PCGPPart3.ashx>

²⁰⁸ Ebregt, Arthur; Greve, Pol de, *Buffer Zones and their Management: Policy and Best Practices for Terrestrial Ecosystems in Developing Countries*. pp. 31-36

²⁰⁹ Stueck, Wendy, "Cruise Ships Ask for Break on Fuel Requirement." *The Globe and Mail*, August 23, 2012 <http://m.theglobeandmail.com/news/british-columbia/cruise-ships-ask-for-break-on-fuel-requirement/article1588989/?service=mobile>

Implementing buffer zones for the protection of historic, natural, and cultural resources is complicated in the US because of the difficulty with establishing zones in land that is not under the same private ownership as the designated property. The 1980 Amendments to the National Historic Preservation Act require owner consent for all US property that is nominated to the World Heritage List. In the US, buffer zone proposals have failed and US properties nominated for the World Heritage List do not mention the establishment of buffer zones because of the concern that US sovereignty may be breached by adhering to the management of an external identity i.e. UNESCO.²¹⁰ Some buffer zone alternatives that can have similar results, but which are more favorable in the US, are:

- Easements: “a legal agreement through which a landowner agrees to permanently limit the type and amount of development on his or her property while retaining ownership and certain other rights to use of the land. Landowners who sell an easement...receive cash and property tax relief in return for extinguishing their development rights in perpetuity,”²¹¹

- National Heritage Areas are: an “area where natural, cultural, historic, and recreational resources combine to create a distinctive and cohesive entity that represents important aspects of the nation’s heritage.” When a Heritage Area is designated, by Congress, the National Park Service staff mediates between residents and local governments to create a management plan for the area. The local government then regulates the area.²¹²

²¹⁰ Reap, James K, “Buffer Zones for Protecting Heritage Properties in the United States.” The World Heritage Convention and the Buffer Zone: ICOMOS Symposium, November 28-29, 2006 <http://www.law.kyushu-u.ac.jp/programs/english/hiroshima/reap.pdf> pg. 1

²¹¹ “Conservation Easements,” New York City Environmental Protection. http://www.nyc.gov/html/dep/html/watershed_protection/conservation_easements.shtml

²¹² Reap, James K, “Buffer Zones for Protecting Heritage Properties in the United States.”

- Outstanding Natural Area: a protected scenic, natural, or historic area that is under the management of the Secretary of the Interior for continued public use and protection.²¹³
- Area of Critical Environmental Concern: areas of historic, cultural, or scenic value, including fish and wildlife reserves and other natural systems, which are put under the special management of the Bureau of Land Management.²¹⁴
- Particularly Sensitive Sea Areas: this is an International Maritime Organization management tool for ecological, socioeconomic, or scientific areas that are vulnerable to damage by international shipping.²¹⁵
- Overlay Zones: a zoning district applied over existing zoning in order to establish stricter standards for the protection of special features; they can also promote specific types of zoning.²¹⁶

Technological Advances

It has already been established that air pollution can damage historic building materials, causing decay and discoloration.²¹⁷ When increasing cruise traffic or developing a new terminal,

²¹³ “Yaquina Head Outstanding Natural Area.” 43 USC § 1783. 1979
<http://www.law.cornell.edu/uscode/text/43/1783>

²¹⁴ “Area of Critical Environmental Concern,” *Trans-Alaska Pipeline System Renewal EIS: Glossary*. 2002
http://tapseis.anl.gov/glossacro/dsp_wordpopup.cfm?word_id=435

²¹⁵ “Marine Protected Areas: Particularly Sensitive Sea Areas,” NOAA Office of the General Counsel. September 12, 2012. http://www.gc.noaa.gov/gcil_mpa-pssa.html

²¹⁶ Ariail, Dorothy, “Property Topics and Concepts-Overlay Zones.” 2007
<http://www.planning.org/divisions/planningandlaw/propertytopics.htm>

historic port cities should be aware of the types of pollution-reducing technology that are available. Not only do the options produce different reduced amounts of pollution, but some increase costs to the port, while others increase costs to the ships. Examples that put the impetus on the cruise companies include gas turbines, which create less noise and reduce exhaust emissions by up to 90 percent; exhaust gas cleaning devices; oil water separators; and homogenizers that reduce nitrogen oxide emissions--Royal Caribbean has already been utilizing these options.²¹⁸ Historic ports can choose to only allow ships that have pollution-reducing technology or that only produce a certain amount of pollution.

Another option is cold ironing, better known as shore power, in which ships turn off their own engines while in port and plug into the port city's electrical grid. While this eliminates air pollution and reduced noise, it is very expensive for cruise companies and ports since not all ports and ships have the equipment to do so. In 2001, Princess Cruises became the first cruise company to use shore power. The company invested approximately \$7 million to enable nine of its ship to plug-in at Juneau's port.²¹⁹ In 2009, the Unified Port of San Diego spent \$7.6 million to install the necessary plug-ins.²²⁰ Burning fuel is also cheaper than shore power, so ports have to decide if they will let ships charge for free or provide energy at rates discounted enough that the price doesn't turn ships away.²²¹ As of 2011, shore power was available at Juneau, Alaska; Seattle, Washington; Vancouver, British Columbia; and Los Angeles, San Francisco and San

²¹⁷ Butlin, R.N. "Effects of Air Pollutants on Buildings and Materials." *Proceedings of the Royal Society of Edinburgh. Section B. Biological Sciences*, 1990. pp. 255-275

²¹⁸ Johnson, David, "Environmentally Sustainable Cruise Tourism: A Reality Check." *Marine Policy*, V26, 2002. pp. 261-270

²¹⁹ Princess Cruises News Center, "Princess Ships Clear the Air with Shore Power Connections." Princess Cruises. http://www.princess.com/news/backgrounders_and_fact_sheets/factsheet/Princess-Ships-Clear-the-Air-with-Shore-Power-Connections.html#.UWDX91eReLg

²²⁰ Lee, Mike, "New Ship Rules Strike a Blow for Clean Air." *U-T San Diego*, July 10, 2009 <http://www.utsandiego.com/news/2009/jul/10/1n10air23265-new-programs-strike-blow-clean-air/>

²²¹ McLaughlin, Mike, "Port Authority Seeks Cheap Power for Idling Red Hook Cruise Ships." *The Brooklyn Paper*, January 27, 2009 http://www.brooklynpaper.com/stories/32/4/32_4_mm_cruise_ship.html

Diego, California. Brooklyn, New York; Civitavecchia, Italy; Barcelona, Spain; Stockholm, Sweden; Rotterdam, The Netherlands; and Victoria, Canada were scheduled to develop shore power after 2011.²²²

Utilizing Potential Tools

Individually, none of these tools can solve every negative impact of cruise tourism on historic port cities. Port cities can develop a blend of tools that respond to the unique circumstances of their specific locations, legal frameworks, and stakeholders. Furthermore, assessment tools can be used to decide how and what kind of mitigation is needed. For example, Heritage Impact Statements could be used in conjunction with limits of acceptable change in order to develop a management plan that uses appropriate passenger quotas. The previous lists of management and assessment tools are by no means conclusive, but they are indicative of the types of options available for historic ports, such as Charleston, South Carolina, the case study that will be analyzed in the next chapter.

²²² Princess Cruises News Center, "Princess Ships Clear the Air with Shore Power Connections."

CHAPTER 3. CASE STUDY: CHARLESTON'S HISTORIC PORT



Figure 14. Charleston, South Carolina, 2013 (Lauren Hoogkamer)

Charleston, South Carolina, once one of the most important ports in the country, is now ground zero for developing cruise tourism management best practices in the context of heritage tourism. Charleston is the first and only historic port city in the United States to gain international attention for opposing the cruise industry in order to protect its historic character. This study considers which management practices, from the international examples, could be applied to Charleston. It also proposes a framework for future professionals to evaluate adverse impacts to historic resources, posed by cruise tourism, in order to create a management plan for Charleston as a historic port city. As the city's cruise tourism is still in the development stage, Charleston, once again, has the potential to set the precedent for best practices in terms of creating a comprehensive heritage-based cruise tourism management strategy.

Background

Established in 1670 and incorporated in 1783, Charles Town, now Charleston, is the oldest city in the state—its City Market is one of the oldest in the country. Charleston was also the seat of the congress that created the state of South Carolina and served as its first state capital. The city was one of the United State's most important ports, especially for trade with the Caribbean and the transport of indigo, rice, and cotton. It was the richest and largest city south of

Philadelphia.²²³ After the invention of the cotton gin, Charleston's plantation's community was booming and, by 1820, had a population of 23,000. In the 1860s, Charleston also led the South in secession; the capture of Fort Sumter precluded the Civil War. From 1901 to 1993, Charleston was home to a US naval base on Cooper River, which increased port activity. The city still leads South Carolina as its leader in finance, trade, and commerce.²²⁴ In 2012, Charleston was named Top US City and Top Destination in the World by Condé Nast Traveler 2012 Readers' Choice Awards.²²⁵

Charleston's prosperous history led to the construction of its many historic mansions, civic institutions, and churches, which characterize the historic port city. It has a long history of careful preservation and planning in order to appeal to both residents and tourists.²²⁶ In 1783, Charleston adopted the motto, "she guards her customs buildings, and laws." By the 1900s, the local chapters of the Daughters of the American Revolution had already started purchasing and preserving some of Charleston's oldest institutional buildings, such as the 1761 Old Exchange. In 1920, real estate agent Susan Pringle Frost founded the Society for the Preservation of Old Dwellings, now the Preservation Society of Charleston. The city also created the Committee on Planning and Zoning, now the planning and zoning commission, to regulate building and use in its historic areas. At that time, Standard Oil was growing and had begun building stations that the city found aesthetically incompatible.²²⁷ Problems were also arising as buildings began to be

²²³ "Charleston's Community History," National Park Service
<http://www.nps.gov/nr/travel/charleston/community.htm>

²²⁴ "Charleston," *Encyclopedia Britannica*. 2013 <http://www.britannica.com/EBchecked/topic/107477/Charleston>

²²⁵ "Charleston Named Top City by Conde Nast Traveler" Charleston Area Convention & Visitors Bureau. October 2012 http://www.charlestoncvb.com/visitors/events_news/charleston-news/charleston_named_top_city_by_conde_nast_traveler-1223

²²⁶ Chase, Charles Edwin, "Charleston & Preservation." National Park Service, 1998
<http://www.nps.gov/nr/travel/charleston/preservation.htm>

²²⁷ Hosmer, Charles Bridgham, Preservation Comes of Age: From Williamsburg to the National Trust, 1926-1949. University of Virginia Press, 1981 pp. 232-249

demolished—and sold for parts—to make room for wider streets, parking, and commercial buildings for the expanding city.²²⁸



Figure 15. *Preservation Comes of Age*

Between 1920 and 1931, Charleston created the first US historic district and preservation ordinance; it also established the Board of Architectural Review, which the New York City Landmarks Preservation Commission is modeled after. In 1931, with more than 1,400 historic structures, the city pioneered current historic district practices by becoming the first and most complete historic district in the US. In 1940 the Charleston hired Frederick Law Olmsted Jr. to create a master plan for managing tourism and urban growth, as well as a historic resources inventory and rating system. Since 1959, the city has also been proactive in using easements for the continued maintenance of its structures through the first nonprofit organization, the Historic Charleston Foundation, whose purpose was to fund the rehabilitation of historic

²²⁸ Chase, Charles Edwin, “Charleston & Preservation.”

neighborhoods.²²⁹ While the organization was very successful in accomplishing its preservation goals, it also gentrified Charleston's historic districts and displaced many black residents. By the 1970s, the foundation changed to encourage low-income home ownership and in the 1990s it began to focus on the interpretation and preservation of African-American heritage.²³⁰

Historically, Charleston has maintained its social and architectural character through a mix of regulation and grassroots efforts. Historian Charles Bridgham Hosmer wrote that, "Charleston stands alone among America's historic cities because the sense of continuity has been so clearly reflected in the life of its people. The old buildings are part of the Charlestonians, who infuse a sense of vigor into the structures that they try to save."²³¹ Currently, Charleston has ordinances that regulate the size of walking tours, house carriages, tour vehicles, signs, building alterations and construction, and motorized vendors. The Tourism Ordinance even states:

It is the purpose of such regulation to maintain, protect and promote the tourism industry and economy of the city and, at the same time, to maintain and protect the tax base and land values of the city, to reduce unnecessary traffic and pollution and to maintain and promote aesthetic charm and the quality of life for the residents of the city. The city council finds, further, that the numbers of unregulated tour vehicles and other commercial vehicles entering the city for the purpose of touring the historic districts are having adverse effects upon the health, safety and welfare of the citizens of the city and that traffic accidents, damage to property, traffic congestion and other problems require the enactment by the city of a comprehensive tourism management ordinance. The council also finds that responsibilities for tourism management are of sufficient scope and complexity to justify a separate ordinance and organizational entity from that required for the administration of the arts and history interests of the city.²³²

Despite Charleston's long history of prioritizing preservation in the planning process, the city finds itself unprepared to address the potential pressures and threats cruise ship tourism poses to

²²⁹ Hosmer, Charles Bridgham, pp. 232-249

²³⁰ Weyeneth, Robert R., Historic Preservation for a Living City: Historic Charleston Foundation. Columbia: University of South Carolina Press, 2000 pp.63-68

²³¹ Hosmer, Charles Bridgham pg. 274

²³² Charleston Ord. No. 1983-22, § 1, 5-10-83

its historic fabric. Charleston's historic character is defined by the relationship of the city to its port, yet because of the peculiarities of port regulations, which fall under the jurisdiction of the state, the city claims to have no control over the port. Furthermore, the city does not support residents' efforts to impose review or regulation on the ports activities.



Figure 16. Charleston Communities for Cruise Control Flag, 2013 (Lauren Hoogkamer)

The Conflict over Charleston's Port

Charleston's Union Pier terminal was built in December 1972 when the South Carolina Ports Authority (SPA) anticipated an increase in traffic and economic activity due to cruise tourism. However, this prediction was incorrect and the first ship didn't arrive until April 1973. In 1977, Charleston's newspaper the *News and Courier* wrote that the terminal was a failure.²³³

²³³ *Preservation Progress: Cruise Tourism Special Report*, Preservation Society of Charleston. August 2011. pp. 3-4

From then until the early 2000s, cruise ships were a minor aspect of port activity and the city even considered repurposing the port for non-maritime uses. In 2010, Charleston became home port for Carnival's Fantasy ship; it was the first time the city had year-round cruise dockings. Since then, Charleston's cruise traffic has steadily been increasing from 66 to 88 ships. That equates to about 200,000 cruise passengers a year and the ships being in port for an approximated sum of two months.²³⁴

SPA is also in the process of redeveloping Union Pier's terminal for the increased cruise traffic. The new \$35 million cruise terminal facility, which will be moved to the northern end of the port's property, will sit on the footprint of an existing warehouse and include nine acres of surface parking. The rest of the 63-acres of waterfront property will be opened up for redevelopment, although there are no specific plans for this yet. The plan would also restore the historic granite wharf and open up the waterfront to the public as green space. Since this terminal is being repurposed for cruise ship passengers, existing cargo activity is being moved to SPA's northern locations in North Charleston and Columbus Street. SPA says the terminal is for one ship at a time, but could hold two if need be. It also claims that the new design will improve current traffic flow and reduce pollution as cargo ships will be relocated.²³⁵

²³⁴ Ibid

²³⁵ "Frequently Asked Questions," Union Pier. <http://www.scspace.com/UnionPierPlan/faq.html>



Figure 17. Building 322 (Allison Skipper)



Figure 18. Union Pier Plan: Rendering of Proposed Terminal with Parking Lot, 2010 (SPA)

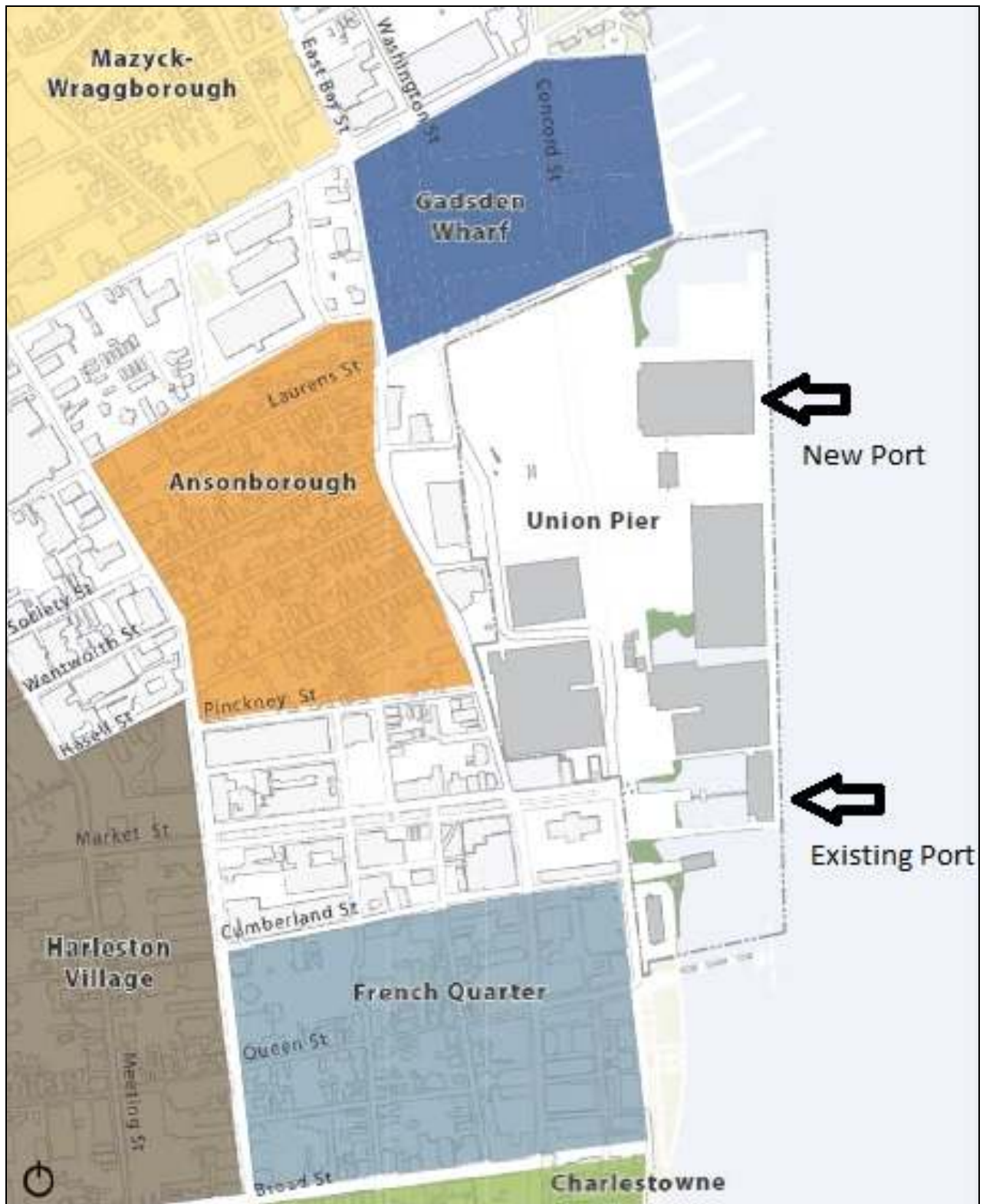


Figure 19. Adjacent Neighborhoods Map, 2010 (Copper, Robertson & Partners). Colors indicate historic districts.

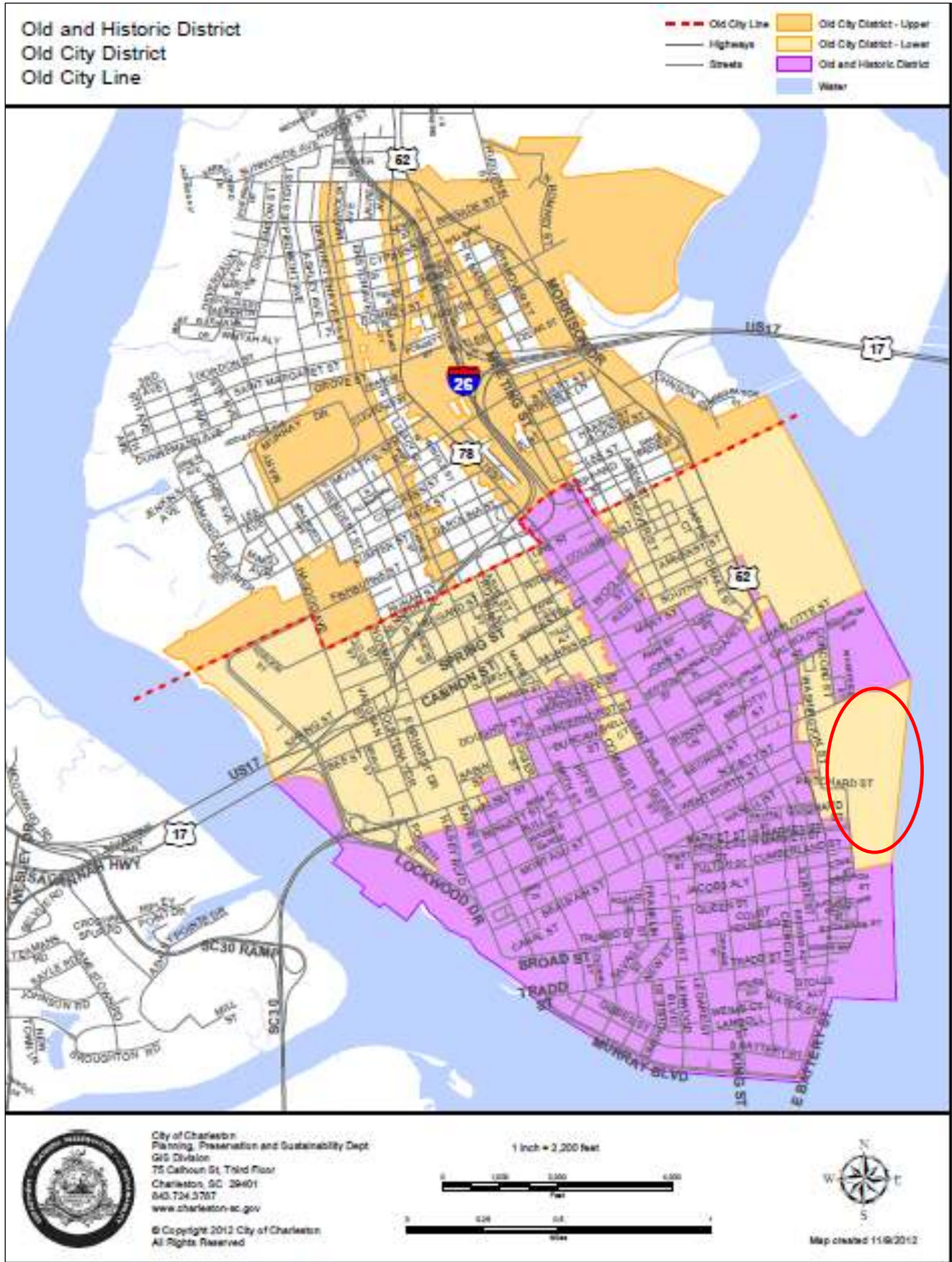


Figure 20. Old and Historic District Map, 2012 (City of Charleston)

Because the port is adjacent to the city's historic districts, but on state land, the terminal's location has created a jurisdictional conflict over how, and by whom, the port area can be managed. Even though the port is subject to local zoning and the City Council and Charleston's Board of Architectural Review (BAR) approved the port's proposal for the new terminal, the city claims to not have the authority to regulate the port's activities.²³⁶ SPA was not required to go before the BAR, but volunteered to do so. Charleston's city planners have not been involved with planning Union Pier's redevelopment, but the Mayor supports the Port Authority and Carnival.²³⁷ SPA says the goal of the Union Pier planning process was to "better serve passenger vessels and appropriately and efficiently handle people, vehicles, luggage, supplies and security processes"—SPA did not mention if this took into account how the project would affect the surrounding neighborhood. Union Pier has been receiving passenger vessels since 1913; the port considers this project the maintenance of non-historic property since the only current structure is noncontributing to the historic district.²³⁸

Both the city and SPA have refused to release documents regarding the port's cruise ship business and redevelopment. When the Coastal Conservation League submitted a Freedom of Information Act request, they were told these documents were either unavailable or "privileged."²³⁹ Furthermore, both the South Carolina Department of Health and Environmental Control (DHEC) and the U.S. Army Corps of Engineers approved permits, allowing SPA to construct five pilings in the northern end of Union Pier that are necessary for the new construction, without any environmental assessment or impact statement or Section 106

²³⁶ Schneider, Keith, "Historic City at Odds With Its Popularity as Cruise Port." *The New York Times*, April 19, 2011

²³⁷ Ibid

²³⁸ Skipper, Allison, Public Relations Manager for SCSPA. Email, December 5, 2012

²³⁹ Zimmerman, Katie, "State Ports Authority Thwarts Efforts to Pry Info Loose." *The Post and Courier*, May 4, 2012 <http://www.postandcourier.com/article/20120504/PC1002/120509580&slid=1>

review.²⁴⁰ The Army Corp of Engineers issued a NWP 3, which is Nationwide “Maintenance” permit. The permit description states, “That the structure or fill is not to be put to uses differing from those uses specified or contemplated for it in the original permit or the most recently authorized modification.”²⁴¹ Even though the original 1979 permit states that the structure in question, Building 322, is a “cargo transfer shed,” and not a cruise passenger terminal.²⁴²

Similarly, DHEC also claims to not have the authority to regulate the port’s cruise ship activity. DHEC staff wrote, “Additionally, the long-range cumulative effect of this project will not have any substantive impact to the general character of the area because the general character of this area has been for more than a century an existing commercial pier, S.C. State Ports Authority’s Union Pier, with grandfathered activities that include cargo and cruise ship operations.”²⁴³ No impact studies have been conducted; if they have been produced they have not been released. Previously, DHEC had written SPA stating that the port would need to notify DHEC if any changes to its *Voluntary Cruise Management Plan* changed. DHEC also told SPA that it needed to file environmental traffic plans and studies, as well as a more detailed description of the activity which would occur at the new terminal.²⁴⁴ Although this additional information was not provided, DHEC approved the permit.²⁴⁵

The *Voluntary Cruise Management Plan between the South Carolina State Ports Authority and the City of Charleston* states that:

²⁴⁰ Tomsic, Matt, “DHEC Staff Asks Board to Deny Cruise Permit Review.” *Charleston Regional Business Journal*, January 9, 2013 <http://www.charlestonbusiness.com/news/46377-dhec-staff-asks-board-to-deny-cruise-permit-review>

²⁴¹ “Nationwide Permit Program,” US Army Corps of Engineers. February 21, 2012 <http://www.spn.usace.army.mil/regulatory/nwp.html>

²⁴² *Preservation Society of Charleston and South Carolina Coastal Conservation League v. United States Army Corps of Engineers and The South Carolina State Ports Authority* (2012)

²⁴³ Tomsic, Matt, “DHEC Staff Asks Board to Deny Cruise Permit Review.”

²⁴⁴ Brooks, Steven, “Letter to Derrick Bellamy, SPA, RE: P/N # OCRM-12-054-B.” DHEC, June 29, 2012

²⁴⁵ Robinson, Katharine, “Foundation Joins Lawsuit on Cruises After Efforts Stall.” *The Post and Courier*, February 9, 2013 <http://www.postandcourier.com/article/20130209/PC1002/130209292/1023/foundation-joins-lawsuit-on-cruises-after-other-efforts-stall>

1. The number of cruise ships will be no more than 104 calls per calendar year.
2. The port will host no more than one ship at a time at the cruise terminal.
3. The terminal will be designed at the northern end of Union Pier to accommodate ships consistent with the size and profile that have called on Charleston in the past (1,900 to 3,500 passenger design capacity).
4. A Traffic Management Plan which removes maritime cruise traffic from City streets as soon as possible as well as continued coordination and communication with the Charleston City Policy Department and the City Special Events Committee.
5. A continued commitment by the SCSPA to contribute an allocation to the DASH Downtown Shuttle program, as described in the City Agreement with the SCSPA, providing free shuttle rides to those traveling in the downtown areas of the City.²⁴⁶

However, the above agreement is not binding and changes only require written and public notice.

Additionally, the permit calls for the use of low-emission vehicles, excluding cruise ships, at the site.²⁴⁷

DHEC was not able to speak with me due to legal concerns; however, it did allow me to submit a Freedom of Information Request to view the folder on Charleston's Union Pier. Besides letters from the public reiterating the same concerns already discussed, the file did not contain any information that was not already released to the public. The documents state that air quality will improve as passengers will no longer have to be shuttled to the terminal and because cargo activity will be relocated. No baseline studies were included in the folder.²⁴⁸

The Historic Charleston Foundation (HCF) drafted a proposed ordinance that would create a Cruise Overlay Zone. The ordinance would bind SPA to the commitments it made in the *Voluntary Cruise Management Plan*. The ordinance would also ensure that cruise arrivals and departures don't add to downtown congestion by arraigning the schedule to avoid large city events and rush hour; mitigating traffic impacts and processing vehicles and passengers onsite;

²⁴⁶ *Critical Area Permit & Coastal Zone Consistency Certification: Permit OCRM-12-054-B*. South Carolina Department of Health and Environmental Control, December 18, 2012

²⁴⁷ Ibid

²⁴⁸ Union Pier Folder, South Carolina Department of Health and Environmental Control

and using parking structures instead of surface parking.²⁴⁹ Although the ordinance reaffirms SPA's voluntary limits, both the Port Authority and the City of Charleston refused to ratify it. Charleston's Mayor, Joseph Riley, said the ordinance was unnecessary and SPA President and Chief Executive, James Newsome, told the *New York Times*, "The port is a business and businesses don't typically accept regulation on the amount of business they do."²⁵⁰

In fact, SPA is in a grey zone between government and business. Its Board of Directors is appointed by the Governor and confirmed by the Senate; however, it "operates like a private business" and funds its operations and investments from the revenue it generates.²⁵¹ The SPA is a public agency; as such it has a responsibility to be accountable to the public.

Planning Director Tim Keane and Design, Development, and Preservation Division Director Yvonne Fortenberry, confirmed the city's pro-cruise ship stance. Fortenberry acknowledged that residents have concerns about the planned cruise ship infrastructure, the lack of design guidelines, and the lack of environmental impact reports. However, she said these were not an issue because the port is in an industrial area that has always been used by ships. Fortenberry said future plans that are tied to the Union Pier redevelopment will remove the trains that come through that area creating noise and traffic, of which residents also complain. When discussing whether studies were conducted regarding environmental, noise, pollution, and traffic impacts, Fortenberry said that traffic and noise studies were done before the city approved Union Pier's plan. She said she had never seen the final reports, which she believed the State Port Authority (SPA) had. Fortenberry said SPA did not want to spend additional money finalizing

²⁴⁹ Robinson, Kitty, "Solid City Ordinance Needed to Meet Cruise Ship Challenge," Historic Charleston Foundation. August 14, 2011 <http://www.historiccharleston.org/Preservation/Community-Issues/Impacts-of-Cruise-Industry/Solid-city-ordinance-needed-to-meet-cruise-ship-ch.aspx>

²⁵⁰ Schneider, Keith, "Historic City at Odds With Its Popularity as Cruise Port." *The New York Times*, April 19, 2011

²⁵¹ "Board of Directors," South Carolina Ports. <http://www.port-of-charleston.com/About/boardofdirectors.asp>

the project plans until the conflicts were resolved; despite the fact that the conflicts are about the lack of information and transparency. In response to the potential polluting impact of cruise ships, Fortenberry stated, “That’s not really a city issue.” “Clearly the city has authority over zoning,” Fortenberry said, but the state has the power to issue permits.²⁵²

When asked about the nonbinding cruise ship agreement between the port and the city, Fortenberry said, “The city has always just thought that it wasn’t really necessary.” “If [cruise ship traffic] were to be more than what we agreed to, there would be more concern about it,” she said. Referring to the design of the new terminal area, Fortenberry said, “I think we would all prefer if there were a parking deck, rather than surface parking, but I think as an interim it’s fine because without the other development...we would not want to see a freestanding parking deck out there in the middle.”²⁵³

Tim Keane also described the terminal as being in an industrialized area, while contradictorily stating that “it is in walking distance, which is good... we like the idea of people being able to walk from the cruise terminal to the historic district.” He said that the port is not adjacent to residential structures and already has a reasonable buffer zone. As for the possibility of relocating the port, Keane said, “Requiring people to now get in buses and be shuttled into the historic district is ridiculous.”²⁵⁴ Despite the fact that many historic ports do so, including Civitavecchia, Italy, the gateway port to Rome, which is an hour and 20 minutes away by train.²⁵⁵ He believes that tour buses would be worse for traffic and would make the port less successful.

²⁵² Fortenberry, Yvonne, Interview. January 10, 2013

²⁵³ Ibid

²⁵⁴ Keane, Tim, Interview. January 9, 2013

²⁵⁵ Bakerjian, Martha, “Civitavecchia to Rome Transportation.” *About.Com*
<http://goitaly.about.com/od/romeitaly/a/civitavecchia.htm>

Moreover, Keane confirmed that the city does not have any intentions of imposing binding regulations or limitations upon the cruise ship industry, even if the city had the legal authority. “The idea that the city is going to somehow get into environmental regulations on the cruise ships is laughable. These things are negotiated around nations around the world. That the city of Charleston is going to supersede these international agreements...is just not going to happen,” he said.²⁵⁶

Keane said he believes that those who want cruise ship regulations have a hidden agenda against cargo ships—“this is a camel’s nose under the tent, big time,” he said. “It’s a legal issue. If the city is able to limit the number of cruise ships then why would we not be able to limit the number of cargo ships.” He said that the city does not want to conflict with the port and believes its business is important to Charleston. However, Keane said, “if the port came in and said that [it] wanted multiple ship berths or [it wanted] to have substantially more than 104 cruise ships per year, [the city] would aggressively oppose that and go to any means that we have to stop that from happening. [Although], that has not been the case—the port has cooperated 100 percent, done everything [the city] asked.”²⁵⁷

Keane also said he did not feel there was a need to conduct further impact studies since no impacts have been observed. He cited the public proposal process and the fact that “there is plenty public discussion about it.” Keane said, “in my estimation, people just don’t want cruise ships in Charleston.” Keane believes that residents who are against the cruise ships would rather have more expensive, luxury cruise lines than Carnival. He said the city investigated the noise complaints and found that the noise in question was really coming from a nearby bar. “Neighbors of the people that were complaining [about cruise ship noise] said ‘we don’t hear it.’ [People] are

²⁵⁶ Keane, Tim, Interview. January 9, 2013

²⁵⁷ Ibid

looking for reasons to complain,” he said. He also said that “people” say there is no air pollution problem.²⁵⁸

Keane welcomes preservationists to come see the impacts, he said of the National Trust for Historic Preservation putting Charleston on its watch list. “There isn’t one negative impact. ‘What is the impact on historic resources’, what is the impact?” Keane asked. “We’re living here, we’re monitoring,” he said. Keane also said that view corridors exist to see the ships. He addressed concerns that residents have been moving out of the historic districts because of the proximity to the cruise ships by explaining that people have been moving out of all the historic districts because they are no longer affordable.²⁵⁹

I was instructed by both Fortenberry and Keane to contact Daniel Ricciio, Director of Livability, to obtain copies of the traffic and noise reports. Ricciio said he would email the reports, which were not readily available. Within 24 hours, Ricciio sent me an email stating he was advised by the “legal department not to provide any information regarding the cruise ships until the case has been settled.”²⁶⁰

The Coastal Conservation League, the Historic Ansonborough Neighborhood Association, the Charlestowne Neighborhood Association, the Historic Charleston Foundation (HCF), the Preservation Society of Charleston (PSC), Charleston Communities for Cruise Control, and several neighborhood groups are concerned about the ships altering of the historic skyline and views; incompatible new infrastructure for parking lots, retail, and hotels juxtaposing the historic district; and the congestion, environmental, economic, and social impact of turning Charleston into a mass tourism market. There are also claims that soot from the ships’ engines is

²⁵⁸ Ibid

²⁵⁹ Ibid

²⁶⁰ Ricciio, Daniel, Email to Lauren Perez Hoogkamer. January 9, 2013

covering historic buildings and requiring special cleaning methods.²⁶¹ Since 2010, the coalition for cruise control has been seeking regulations and environmental and economic review for the new cruise activity and redevelopment, as unregulated cruise tourism may damage the character of the historic city, driving away residents and stay-over tourists.²⁶²



Figure 21. Carrie Agnew Holds Napkin with Cruise Ship Soot, 2011

(Leslie Burden, *Charleston Regional Business Journal*)

Carrie Agnew, Executive Director of Charleston Communities for Cruise Control (C4), explained her view as a resident. She expressed concern about cruise ships diminishing the experience for other tourists who are trying to enjoy the city. Furthermore, she said there are issues specific to those who live in historic buildings. The historic buildings, she said, have

²⁶¹ Smith, Bruce, “Historic Charleston Fights Over Docking of Cruise Ships” *USA Today*, April 22, 2012 <http://travel.usatoday.com/cruises/story/2012-04-22/Historic-Charleston-fights-over-docking-of-cruise-ships/54474184/1>

²⁶² Behre, Robert, “Impact of Cruise Ships on Charleston Historic District Focus of New Lawsuit.” *The Post and Courier*, July 3, 2012

single-paned windows that let in the noise from the ships, which bounces off the brick walls, despite the fact that the cruise companies did agree to stop morning announcements. The soot from the ships engines also leaves greasy black streaks on the buildings, which have to be removed with ammonia, she said. She also acknowledged that Carnival does purchase local flowers and ice cream, which explains the cruise ship support from those sectors. Agnew said she tried to start a conversation with Carnival by sending seven letters, to which the company never responded—the media campaigns and lawsuits where the only way to get the company’s attention.²⁶³

Robert Gurley, Director of Advocacy for the Preservation Society of Charleston, listed a variety of factors that he believed should be considered with this project, including visual, environmental, infrastructure, quality of life, and community impact. Gurley stated that there is no real economic benefit to the city, as “spending is miniscule” and cruise ship passengers’ spending does not greatly bolster the local community. Moreover, he stated that the voluntary cruise management agreement was “useless,” only requiring notice of possible impact to the community but no way for the community to speak up. Gurley would prefer “reasonable enforceable regulations through ordinance.” Gurley acknowledged that there would be necessary development in the area, but he believes that the development should be appropriate and compatible with the current city. “We are the impacted community – we should have some say,” Gurley said.²⁶⁴

Katie Zimmerman, Project Manager at the Coastal Conservation League, also stated she was uneasy regarding the lack of data available regarding the impact of increased cruise traffic and the new terminal. “Cruise ships are amazing at ensuring that the data doesn’t get out,” she

²⁶³ Agnew, Carrier, Interview. January 21, 2013

²⁶⁴ Gurley, Robert, Interview. January 8, 2013

said. Additionally, there are health concerns for residents located near polluting ships, Zimmerman said. She said the overall issue was that the impacts were not effectively studied. She stated that part of the problem is the difficulty in quantifying the diminished quality of life. Zimmerman said that the city has not made an effort to actually conduct studies. She said that “cruise ships are inherently more polluting than cargo ships” and many studies have shown that there are harmful localized impacts; Zimmerman stresses that it is important to prevent the potential adverse impacts before they arise.²⁶⁵

Winslow Hastie, Chief Preservation Officer for the Historic Charleston Foundation agreed with this sentiment, stating that his organization is not against cruise ships or the new development, but advocates for thorough environmental analysis and “more codified, stronger restrictions.” In particular, his organization would like to have regulations in place for the number of visitations for each ship, the number of visits per year, the size of the ships, and the number of passengers, limiting the port to one cruise ship at a time. While HCF has not particularly focused on shore power, Hastie is personally an advocate of it, stating that it is “retrograde” to not utilize newer technology. Hastie is in favor of an improvement in the design of the terminal, but he is “more concerned with terminal itself and the uses.” Hastie said that the use of the cruise ships is very different from cargo ships, which are not a problem, but the increase in cruise ships and new tourism has potential impacts that have not been studied. Especially, he said, when Carnival’s Fantasy ship has the lowest environmental grading.²⁶⁶

Without any regulations or environmental review, there is no guarantee that the new development and increase in tourism will be compatible with the historic district or that the

²⁶⁵ Zimmerman, Katie, Interview. January 8, 2013

²⁶⁶ Hastie, Winslow, Interview. January 9, 2013; The Carnival Fantasy received an “F” on the Friends of the Earth 2012 Cruise Ship Report Card, which grades ships’ environmental and human health impacts. <http://www.foe.org/cruise-report-card>

terminal won't attract an unregulated amount of ships and traffic that congest the historic core and make it unappealing for residents. Although the BAR approved Union Pier's concept plans, it only considered design and did not analyze traffic impacts, environmental or social effects, limits of acceptable change or any additional effects the cruise industry or its infrastructure could have on the surrounding historic districts or its community. Furthermore, the BAR approval has been disputed because preservationists feel that the concept does not represent high design—it allows 9 acres of surface parking, which is not in keeping with the subtle parking structures located throughout the rest of the city.²⁶⁷ This is open for debate because of the underlying issue that the BAR does not use specific design guidelines when interpreting the "Charleston Standards" for alterations or new construction.²⁶⁸

Even though SPA and the preservationists groups have participated in more than 100 public meetings and forums about this issue, there has been very little conciliation or information sharing.²⁶⁹ SPA and the city continue to resist any form of enforceable regulation and both parties have not produced any comprehensive evidence on Charleston's impacts. Cruise companies, the city, SPA, and the State Historic Preservation Office all boycotted Harboring Tourism: An International Symposium on Cruise Ships in Historic Port Communities intended to highlight preservation concerns about cruise ships in historic cities (see Appendix II). While informative, it became a "cruise-line roast," according to journalist Jonathan Tourtellot.²⁷⁰

²⁶⁷ Slade, David, "Cruise Ship Terminal Plan Catches Fair Winds with Initial Board of Architectural Review Approval." *The Post and Courier*. August 11, 2011

²⁶⁸ "Board of Architectural Review," City of Charleston <http://www.charlestoncity.info/dept/content.aspx?nid=491>

²⁶⁹ Smith, Bruce, "APNews Break: State Issues Permit for SC Terminal." *Associated Press*, December 18, 2012 <http://bigstory.ap.org/article/apnewsbreak-state-issues-permit-sc-terminal>

²⁷⁰ Tourtellot, Jonathan, "The Places We Love IV: Heritage Advocates Want Cruise Ships Tamed." *NewsWatch National Geographic*, February 14, 2013 <http://newswatch.nationalgeographic.com/2013/02/14/the-places-we-love-iv-heritage-advocates-want-cruise-ships-tamed/>

The symposium was also criticized for its lack of diversity and \$300-\$350 admission cost, which reportedly prevented many residents from attending.²⁷¹ Even symposium rapporteur, Tony Hiss, commented on how the conference lacked representation from racial minorities and the spectrum of Charleston residents and stakeholders.²⁷² Articles reporting on the conference accused it of “preaching to the choir” and wanting to relocate the nuisance of cruise ships to poorer neighborhoods.²⁷³ While supporters of cruise control do want the ships relocated to a more industrial area, they do not want other residential neighborhoods to be negatively impacted.²⁷⁴

In the wake of all these conflicts and the lack of conclusive information and open dialog about the impacts of cruise tourism, the port’s development plan, and SPA’s relationship with the cruise companies and the city, both sides have engaged in mudslinging campaigns. Cruise supporters have adopted the motto “Snobs vs. Jobs” and use intimidation tactics such as printing and distributing an anonymous list of “Port Opponents,” now referred to as “Port Enemies.”²⁷⁵ Mayor Riley has even accused those who are pro-regulation of promoting “misinformation and fear-mongering.”²⁷⁶ Those in favor of regulation have also proliferated divisiveness by referring to the “the port, mayor, and their cronies,” hanging anti-cruise flags and billboards, and mocking

²⁷¹ Ibid

²⁷² Hiss, Tony, “Conclusions and Recommendations.” *Harboring Tourism: An International Symposium on Cruise Ships in Historic Port Communities*, February 6-8, 2013

²⁷³ Hicks, Brian, “Hicks Column: Cruise-Ship Confab was Preaching to the Choir.” *The Post and Courier*, February 10, 2013 <http://www.postandcourier.com/article/20130210/PC16/130219919/hicks-column-cruise-ship-confab-was-preaching-to-the-choir>

²⁷⁴ Don’t Leave Charleston in Your Wake. Facebook comment, February 20, 2013

<https://www.facebook.com/DontLeaveCharlestonInYourWake?ref=ts&fref=ts> “Same old, same old. Mr. Cameron apparently feels that an overall reduction in ships means completely ignoring the Eastside, a neighborhood now bearing the weight of increased cargo at Columbus. The ships didn’t disappear, they were moved to other neighborhoods to deal with. That’s not solving the problem.”

²⁷⁵ Ward, Eric K., “‘Port Opponents’ List a ‘Port Enemies’ List?” *The Nerve*, November 7, 2011 <http://thenerve.org/news/2011/11/07/port-opponents-list-a-port-enemies-list/>

²⁷⁶ Sloan, Gene, “Charleston Mayor: Cruise Ships are Nothing to Fear.” *USA Today*, July 11, 2011 <http://travel.usatoday.com/cruises/post/2011/07/carnival-cruise-lines-charleston-ship-fantasy-mayor-joe-riley/176427/1>

opponents on their anti-cruise Facebook page, *Don't Leave Charleston in Your Wake*—all actions which distract from the real issues.²⁷⁷ Although, pro-regulation representatives said they only used these tactics as a last resort after attempts at communication with the city, Carnival, and SPA failed.²⁷⁸ Understandably, both sides are frustrated by the failure to reach conciliation and the issues will now have to be dealt with in court—three courts to be exact.

²⁷⁷ Don't Leave Charleston in Your Wake. Facebook comment, March 7, 2013
<https://www.facebook.com/DontLeaveCharlestonInYourWake?ref=ts&fref=ts>

²⁷⁸ Agnew, Carrie; Beach, Dana; Holman, Blan; and Pelzer, Randy, "Forum: Cruise Tourism in Charleston." *Harboring Tourism: An International Symposium on Cruise Ships in Historic Port Communities*, February 6-8, 2013

Stakeholder	Position	Involved in Lawsuit	Power/Level
State Port Authority	Pro Cruise	Y	Developer, Port Owner/State
City	Pro Cruise	Y	Zoning, Other Powers Under Review/City
US Army Corps. of Engineers	NA	Y	Permitting Power/Federal
South Carolina Department of Health & Environmental Control	NA	Y	Permitting Power/State
Carnival Cruise Lines	Pro Cruise	Y	Controls Cruise Ships/International
State Historic Preservation Officer	NA	N	Section 106 Trigger/State
Historic Charleston Foundation	Pro Regulation and Review	Y	Protesting, Lawsuits/Local
Preservation Society of Charleston	Pro Regulation and Review	Y	Protesting, Lawsuits/Local
Coastal Conservation League	Pro Regulation and Review	Y	Protesting, Lawsuits/State
Historic Ansonborough Neighborhood Assn.	Pro Regulation and Review	Y	Protesting, Lawsuits/Local
Charlestowne Neighborhood Assn.	Pro Regulation and Review	Y	Protesting, Lawsuits/Local
Charleston Chapter of the Surfrider Foundation	Pro Regulation and Review	Y	Protesting, Lawsuits/Local
Charleston Communities for Cruise Control	Pro Regulation and Review	Y	Protesting, Lawsuits/Local
General Public	Divided	N	NA

Figure 22. Charleston Stakeholder Analysis, 2013(Lauren Hoogkamer)

The above stakeholder analysis indicates the involvement and level of power for each relevant actor in Charleston. Clearly, those who are pro cruise wield all the decision making power, while those who want regulation and review of the city’s cruise tourism are, for all intents and purposes, part of the general public. With no other recourse, Charleston’s preservationists and neighborhood groups—including the Historic Charleston Foundation, the Preservation Society of Charleston, Charleston Communities for Cruise Control, the Southern Environmental

Law Center, the Charlestowne Neighborhood Cruise Ship Task Force, the Coastal Conservation League, and the Historic Ansonborough Association—launched three ongoing lawsuits:

- *Historic Ansonborough Neighborhood Association, Charlestowne Neighborhood Association, Coastal Conservation League, and Preservation Society of Charleston v. Carnival Corporation, D/B/A Carnival Cruise Lines, The South Carolina State Ports Authority and The City of Charleston*—The plaintiffs allege that Carnival is a public nuisance that is violating preservation and environmental laws, by discharging air and water pollution; violating height, noise, and accommodations ordinances.²⁷⁹ A judge has since ruled that only the nuisance claims have standing.²⁸⁰ This study concludes that, along with the nuisance claims, the National Historic Preservation Act and Charleston’s Tourism Ordinance might have been violated when environmental and Section 106 reviews were not filed. Furthermore, the previous examples indicate that cruise tourism does create pollution and can be subject to accommodations taxes.

- *Preservation Society of Charleston and South Carolina Coastal Conservation League v. United States Army Corps of Engineers and The South Carolina State Ports Authority*—The plaintiffs argue that the US Army Corp of Engineers issued a maintenance permit for pilings that will allow the building to be redeveloped into a cruise passenger terminal, which violates the permit and allows the project to circumvent environmental and Section 106

²⁷⁹*Historic Ansonborough Neighborhood Association, Charlestowne Neighborhood Association, Coastal Conservation League, and Preservation Society of Charleston v. Carnival Corporation, D/B/A Carnival Cruise Lines, The South Carolina State Ports Authority and The City of Charleston (2011)*

²⁸⁰ Tomsic, Matt, “Judge Issues Report on Carnival Lawsuit.” *Charleston Regional Business Journal*, January 7, 2013 <http://www.charlestonbusiness.com/news/46334-judge-issues-report-on-carnival-lawsuit?rss=0>

review, as well as a study of alternatives.²⁸¹ Based on the *National Parks & Conservation Association v. Babbitt* case—in which the court decided that an EIS should have been produced before the National Park Service allowed increased cruise traffic in the Glacier Bay National Park and Preserve—this thesis concludes that an EIS and Section 106 review should have been conducted before the permits were issued.²⁸² Moreover, the examples have shown that cruise tourism does impact historic port cities by creating incompatible physical and commercial development, pollution that damages historic structures, and an influx of tourists that can congest a port city and create extreme wear and tear on historic infrastructure.

➤ *Preservation Society of Charleston, Historic Charleston Foundation, Historic Ansonborough Neighborhood Association, South Carolina Coastal Conservation League, Charlestowne Neighborhood Association, Charleston Chapter of the Surfrider Foundation, and Charleston Communities for Cruise Control v. South Carolina State Ports Authority and South Carolina Department of Health & Environmental Control*—The plaintiffs believe that the law was violated when DHEC issued the permit without requiring an analysis of impacts.²⁸³

The Historic Charleston Foundation also commissioned a *Jurisdictional Survey and Legal Authority Assessment* in order to understand the City's role and authority in managing the Union Pier project, which is owned by SPA. Union Pier is zoned for light industrial use, which does not

²⁸¹ *Preservation Society of Charleston and South Carolina Coastal Conservation League v. United States Army Corps of Engineers and The South Carolina State Ports Authority* (2012)

²⁸² *National Parks & Conservation Association v. Babbitt*, 241 F.3d 722 (9th Cir. 2001)

http://www.elawreview.org/summaries/environmental_quality/nepa/national_parks_conservation_as.html

²⁸³ Robinson, Katharine, "Foundation Joins Lawsuit on Cruises After Efforts Stall." *The Post and Courier*, February 9, 2013 <http://www.postandcourier.com/article/20130209/PC1002/130209292/1023/foundation-joins-lawsuit-on-cruises-after-other-efforts-stall>

reference cruise ships. South Carolina's statutes say that public projects, such as Union Pier, are subject to the Planning Commission's review, which can take into account location, character, and extent. The Planning Commission, however, does not usually utilize this power. Other ports manage "off-site impacts" by applying "compatibility criteria" through review and zoning processes. No other port, that this report included, explicitly limited the number of cruise ship visits. Charleston also has a broad home rule, police power, and zoning power. This study found that the city has 10 areas through which it could regulate cruise ships and the port development. The city's options include: establishing a "City Cruise Monitoring and Advisory Committee;" imposing impact fees; establishing architectural standards; requiring impact studies and public workshops; "adopting compatibility criteria and limits" similar to those for other high-impact uses; regulating noise; regulating the frequency and types of calls; regulating ship capacity; and creating a binding agreement between the city and the Ports Authority.²⁸⁴

Charleston Analysis & Key Issues for Further Investigation

Both the city and state's arguments for not conducting review and implementing cruise ship regulations are based on false assumptions. Examples from other locations, as well as HCF's jurisdictional study, indicate that the city and state could create binding regulations and policies that manage the port's cruise ship activity. Additionally, the experiences from several port cities around the world prove that unmanaged cruise ship tourism does in fact create adverse impacts for historic port cities and their historic and cultural resources. The idea that Charleston's past port activity is the same as the current cruise industry is also erroneous—as this thesis proves. Cruise ships and cruise lines are much larger and powerful than ever before;

²⁸⁴ White & Smith, LLC, *Jurisdictional Survey and Legal Authority Assessment*. Historic Charleston Foundation, May 25, 2011

they burn polluting fuels, require larger cruise terminals and tourist facilities, and are incompatible with historic port cities in both size and scale. This thesis argues that Charleston can and should learn from the experiences of other historic port cities and act proactively to assess and prevent the very real threats that increased and unmanaged cruise traffic presents.

However, the current jurisdictional conflicts and the unwillingness of state and city actors to act transparently and assume the leadership and responsibility, of assessing and avoiding the potential threats that increased cruise traffic might have on historic resources, make it impossible to guarantee that the new development will be compatible with the historic district or that the terminal won't create an unregulated amount of ships, pollution, and traffic that congest the historic core.

Preservation organizations in the US are very concerned about the future of Charleston. The National Trust for Historic Preservation acted proactively, when it put Charleston on its 2011 watch list. The World Monuments Fund followed suit in 2012.²⁸⁵ In February of 2013, the Preservation Society of Charleston, the World Monuments Fund, and the National Trust for Historic Preservation even hosted *Harboring Tourism: An International Symposium on Cruise Ships in Historic Port Communities*. The following discussion specifies the impacts that should be the focus of future professional studies.

Intensity of Use

After observing Charleston's port area and historic downtown while a Carnival ship was docked, I noted that there was little visual impact. As residents said, the ship's fin could be seen above the city's skyline while driving into the city, but as a nonresident, I was not offended by

²⁸⁵ Bly, Laura, "Charleston Placed on Preservation "Watch" Status for Cruise Ship Impact." *USA Today-Travel*, June 15, 2011 <http://travel.usatoday.com/destinations/dispatches/post/2011/06/charleston-cruise-ships-lawsuit-national-trust-historic-preservation/174453/1>

this sight. I also was not able to observe any smog or smoke coming from the ship's engines. Unlike cities, such as Venice, where the ships are right up against historic structures, Charleston's port is not immediately adjacent to residential buildings. Therefore, in comparison, the ship's physical presence did not seem to overwhelm the historic downtown. Furthermore, there did not seem to be an increase in traffic, congestion, or noise.

It is extremely important to note that these observations were made during one January day in Charleston's off-peak season. Traffic, congestion, and noise could be drastically different during the city's peak season when Charleston has warmer weather and a variety of tourists. These observations also do not account for traffic flow and noise throughout the day; a different impact might be observed during rush hours or when passengers embark and disembark the ship. Similarly, noise vibrations and air and water pollution patterns cannot be observed with the naked eye during one day. It may be that there are no visual, pollution, traffic, or noise impacts, but this cannot be concluded without comprehensive scientific studies that measure these potential impacts during several cycles in order to control for tourism fluctuations and peak traffic. Additionally, residents' perceptions should be reasonably taken into account. Even if these impacts are not above previously established levels, they could still create an unpleasant environment for residents.

Venice, Dubrovnik, and Valletta are prime examples of how too many cruise passengers can overwhelm an historic port city's infrastructure, creating traffic, trash, and deterioration on fragile historic resources, such as bridges, stone, and other old, narrow structures that were not built to hold extreme amounts of tourists. Already, some of Charleston's historic buildings, such as the 265-year-old Drayton Hall, have to regularly switch the order in which house tours are

given so that wear and tear is balanced.²⁸⁶ Charleston, at 343 years-old, should study which attractions or areas receive more cruise passengers and investigate ways to balance congestion, reroute traffic, and allocate funds for restoration and maintenance.

Pollution

Residents of the historic Ansonborough neighborhood claim that soot from the ships' engines is covering historic buildings and requiring special cleaning methods.²⁸⁷ Katie Zimmerman of the Coastal Conservation League said that cruise ships are significantly different as they are more like floating cities than ships; their thousands of passengers create 10 times the pollution of cargo ships.²⁸⁸ The Ocean Conservancy's 2002 report, *Cruise Control*, verifies that a cruise ship's overall polluting emissions (including water pollution and waste) increase for every additional passenger onboard and that a cruise ship's additional services (restaurants, spa's, pools) also increase pollution.²⁸⁹ It has already been established that cruise ships produce the same pollutants that have been proven to damage historic building materials—an issue which Venice has been dealing with.²⁹⁰ Further studies should be conducted on the effect of pollution on Charleston's historic structures and whether the cruise ships are contributing to a decline in air and water quality. In April 2013, SPA reaffirmed its commitment to reduce air pollution; however, the latest data referenced a 2005 study, conducted before the increase in cruise tourism,

²⁸⁶ "Preserving a National Treasure." Drayton Hall. http://www.draytonhall.org/preservation/main_house/. This practice, in this particular site, is due to the age of the building and is not necessarily related to cruise tourism.

²⁸⁷ Tomsic, Matt, "Groups Sue Carnival Over Charleston Operations." *Charleston Regional Business Journal*, June 13, 2011

²⁸⁸ Hicks, Brian, "Hicks Column: Real Cruise Issue Lost in the Smoke." *The Post and Courier*, July 4, 2012

²⁸⁹ Herz, Michael and Davis, Joseph, *Cruise Control*. The Ocean Conservancy, May 2002

²⁹⁰ Freemantle, Michael. pp. 23-31; Schillaci, William, "Cruise Lines Improve Enviro Record."

where it was determined that port activity accounted for less than five percent of total pollution.²⁹¹

Economic Implications

Both the SPA and the HCF have commissioned reports on the cruise ships' economic impacts. Unlike this thesis, neither report is comprehensive or widely comparative. Both studies are also based on estimates from data gathered before Charleston increased its cruise market and they do not address social impacts or impacts to historic resources. The first was SPA's *An Estimate of the Economic Contributions of the SC State Ports Authority's 2010 Cruise Ship Activity to the Region's Economy*, estimated that Carnival will create \$37 million in yearly revenue (\$16, 193, 200 in labor income; \$39,786 in wage earnings; and \$3,483,113 in state sales and income taxes) for Charleston.²⁹² HCF's report, *The Cruise Industry in Charleston: A Clear Perspective* was largely a rebuttal to SPA's report. The HCF report, published in April 2012, claimed that the port authority will collect \$9 million a year in fees from the cruise industry, none of which will go to the City.²⁹³ Both reports estimated that cruise passengers spend between \$45-70 in Charleston, per person, while stay-over tourists spend over \$700. Cruise tourists only represent a little more than three percent of all tourists to Charleston, yet the cruise infrastructure will cost \$35 million in revenue bonds, not to mention the physical, environmental, and aesthetic impact or the costs to the City. This report also found that only 35% of the economic income

²⁹¹ Richardson, Tyrone, "SPA Reaffirms Commitment to Lessening Air Pollution." *The Post and Courier*, April 3, 2013. <http://www.postandcourier.com/article/20130403/PC05/130409834/1268/spa-reaffirms-commitment-to-lessening-air-polution&source=RSS>

²⁹² Crotts, John and Hefner, Frank, *An Estimate of the Economic Contributions of the SC State Ports Authority's 2010 Cruise Ship Activity to the Region's Economy*. South Carolina State Ports Authority, February 1, 2010

²⁹³ Miley & Associates, *The Cruise Industry in Charleston: A Clear Perspective-Executive Summary*. Historic Charleston Foundation, April 2012

from jobs and wages, that SPA's report calculated, would actually impact Charleston as cruise companies often use their own employees and suppliers.

The financial impacts of cruise tourism are extremely important because development and pressure from the cruise industry can change the commercial mix of Charleston's downtown so that it only serves tourists and not residents. Like the example of Juneau, Alaska, this could result in a downtown that is only active during peak tourism seasons, which could cause year-round business to decline or close, leaving historic buildings empty and, possibly, without maintenance.²⁹⁴ As retail businesses seek to increase sales to cruise passengers, who may not be interested in making large purchases, they could rely on cheaper merchandise and replicas that eventually supplant traditional artisanal crafts, resulting in a loss of Charleston's intangible culture. In 2006, the South Carolina Legislature made Charleston's traditional sweetgrass baskets an official state handcraft. Charleston already has a persistent problem with manufacturers making knockoff baskets that sell for \$25 as compared to the \$200 price of authentic handcrafted baskets. Basket weavers are worried that mass marketers are taking away their livelihood.²⁹⁵ In Venice, the city is also trying to protect its artisans by having their products designated intangible culture.²⁹⁶

I conducted 21 man-on-the-street interviews in Charleston with a mix of residents, employees, and tourists to get a sample of the general public's opinion (see Appendix II). Although this sampling is not statistically significant, I was surprised that the majority of responses were in favor of cruise ships in Charleston. One employee at an art gallery said that

²⁹⁴ "Historic Preservation in Juneau," City/Borough of Juneau.

²⁹⁵ Kropf, Schuyler, "Lowcountry's Sweetgrass Basket Makers Fear Knockoffs." *The Post and Courier*, May 22, 2012 <http://www.postandcourier.com/article/20120522/PC16/120529790>

²⁹⁶ Squires, Nick, "Venice to Apply for World Heritage Status for Gondolas." *The Telegraph*, October 12, 2010 <http://www.telegraph.co.uk/news/worldnews/europe/italy/8059717/Venice-to-apply-for-World-Heritage-status-for-gondolas.html>

even though cruise passengers don't spend much in his gallery, they do help the other small businesses. The survey responses indicated a dichotomy, which has been present in the larger discussion, between lay residents and those that have been heavily involved with the fight for cruise ship management. While advocates for regulations are, in general, concerned with long-term macro issues such as community impacts, pollution, wear-and-tear, and cost of infrastructure, residents and the business community are judging based on the amount of incremental sales and revenue, which benefit their lives. An art gallery can depend on a few high end sales, but small shops depend on volume. The pro-regulation cohort has not been able to appeal to the average resident or address the concerns of many small business owners. This issue was particularly evident during the *Harboring Tourism: An International Symposium on Cruise Ships in Historic Port Communities*, which did not draw many attendees from the general public.

Incompatible Development

Furthermore, investing in incompatible cruise infrastructure takes the emphasis off the historic resources and character that make Charleston unique.²⁹⁷ Especially, when the port collects cruise ship fees that could be, at least partially, set aside for the restoration of historic resources that are heavily used by cruise tourists or damaged by the ships' pollution. New infrastructure that is not carefully designed with heritage in mind could also disrupt Charleston's historical relationship with the waterfront as well as historic viewsheds. In fact, the Charleston Historic District's nomination to the National Register of Historic Places includes "the unique visual appeal of old Charleston, a picturesqueness created by the close proximity of buildings, in a wide variety of architectural styles, general harmony in terms of height, scale and proportion,

²⁹⁷ McCarthy, John. pp. 341-350

materials, textures, colors, and characteristic forms and a flavor of an earlier America.”²⁹⁸

Finally, investing in cruise tourism over historic preservation is, potentially, a short-term investment as cruise companies are known to change markets abruptly. In fact, Historic Charleston’s report found that Charleston isn’t Carnival’s strongest port, in terms of low cost to the cruise line, therefore, Charleston will need to keep competing with other ports, namely New Orleans, in order to keep Carnival’s business.²⁹⁹

The HCF report also found evidence to suggest that the terminal does not need to be in historic Charleston since there is a developable port in North Charleston, closer to the airport and many of the hotels where most of the cruise passengers are believed to stay. On the other hand, supporters of the cruise industry argue that these tourists could be spending more time in Charleston; there is not enough location-specific research to justify either claim at this point. This dichotomy is also created by the difference in port-of-call visitors versus embarkation tourists—a distinction that has been lost in the arguments. Embarkation tourists are in Charleston to get on the ship and go elsewhere, while port-of-call visitors are there to spend the day in Charleston. This too is controversial because it is not clear whether port-of-call-tourists tourists are spending their money in Charleston and its local businesses or experiencing the city through excursions and deals purchased through the cruise line, in which case most of the money would be funneled back to the ship. Charleston currently does not allow walk-ons onto the ships, so passengers must drive to the terminal. Since embarkation is often early in the morning, it follows

²⁹⁸ *Preservation Society of Charleston, Historic Charleston Foundation, Historic Ansonborough Neighborhood Association, South Carolina Coastal Conservation League, Charlestowne Neighborhood Association, Charleston Chapter of the Surfrider Foundation, and Charleston Communities for Cruise Control v. South Carolina State Ports Authority and South Carolina Department of Health & Environmental Control* (2013)

²⁹⁹ Miley & Associates, *The Cruise Industry in Charleston: A Clear Perspective-Executive Summary*. Historic Charleston Foundation, April 2012

that these passengers are not spending time in Charleston before embarkation; however, this does not mean that passengers don't come a day or two earlier.³⁰⁰

In order to understand who is benefitting from cruise passengers a study, such as the one done in Victoria, British Columbia (BC), should be conducted. In *Costs and Benefits of Cruise Ship Tourism in Victoria*, Brian Scarfe determined that embarkation ports receive more economic impact from cruise ships than ports-of-call. Scarfe found that Vancouver, BC, an embarkation port with 259 cruise calls, received 90 percent of the total cruise tourism economic impact in British Columbia, even though Victoria, a port-of-call with 201 cruise calls, only received 8 percent of the economic impact. Compared to Victoria, Vancouver received six times the “expenditures per cruise ship” due to the time passengers and crew members spend in the city before and after cruises.³⁰¹ Based on this report, Charleston could reap more economic benefit from being an embarkation port than a port-of-call.

The Need for Additional Research in Charleston

There are significant obstacles to researching this topic. Firstly, there has not been much research on the subject of cruise ship impacts to historic resources, so there is a very limited amount of secondary literature from which to draw background information. Secondly, since Charleston has not completed any comprehensive impact, economic, or environmental studies, nor any tourist or resident surveys, there is no baseline data from which to measure impacts caused by cruise ship tourism. Thirdly, the political climate, in the wake of the recent conflicts and lawsuits, does not promote sharing information that is related to the ongoing litigation. City, state, and Port Authority officials are reluctant to discuss the issue or provide supporting

³⁰⁰ Ibid

³⁰¹ Scarfe, Brian, *Costs and Benefits of Cruise Ship Tourism in Victoria*.

documentation. Entities from both sides of the conflict over cruise ship regulations are quick to discredit the other side.

However, until an impartial and comprehensive study is done, it will be difficult to draw conclusions about the ships' exact impacts. While cruise tourism's effect in Charleston isn't clear, what is clear is that with approximately 4 million tourists a year, tourists already outnumber residents 35 to one on a yearly basis.³⁰² This thesis argues that the experience of other historic ports indicates that unregulated cruise ship traffic can become detrimental to the local environment, culture, and infrastructure—eventually, creating an unpleasant environment for residents. HCF's report observed a 2 percent increase in absentee ownership and a 464 decline in residency between 2000 and 2010; however, this change is not necessarily related to the cruise industry.³⁰³ Much can be learned from studying trends; however, applying research from other locations cannot substitute for location-specific studies and passenger and resident surveys, which must be conducted in order to implement the correct management practices.

It can be concluded that the current unmanaged increase in cruise tourism and the redevelopment of Union Pier is not in keeping with the holistic management of the city. This lack of regulation makes Charleston vulnerable to the adverse impacts described in this chapter. The next chapter will present my policy recommendations for Charleston.

³⁰² Wise, Warren, "Conde Nast Declares Charleston Top Tourist City in the World." *The Post and Courier*, October 17, 2012 <http://www.postandcourier.com/article/20121017/PC05/121019368>

³⁰³ Ibid

CHAPTER 4. RECOMMENDATIONS & CONCLUSION

Recommendations for Charleston

The relationship between Charleston and its historic port is not simply a question of urban design; it is also a jurisdictional and scientific problem. The situation is complicated and it will not be solved by the court proceedings alone, although they may force city and state officials to conduct environmental reviews and act with more transparency and collaboration. What is needed is a comprehensive study and analysis that looks objectively at the key issues identified in this thesis, as well as city and port leaders that are willing to enforce the stewardship of Charleston's historic resources and create a thorough management plan.

Charleston, with around 200,000 cruise passengers, is not under the same pressure from cruise tourism as Venice or Caribbean ports, such as Puerto Rico, that receive more than a million cruise passengers a year.³⁰⁴ With its terminal not yet built and its cruise market not yet established, Charleston is still able to act preemptively and implement sustainable assessment and management practices that will help the city preserve its unique character. Towards these goals, I make the following phased recommendations for Charleston.

1. Charleston's preservation community should contact the SHPO and investigate the possibility of triggering a Section 106 review. Section 106 requires the review of a proposed project if it uses federal funding and affects historic resources on or eligible for the National Register of Historic Places. Charleston's historic districts are within walking distance of the proposed project and there are many possible adverse impacts to historic resources in the

³⁰⁴ Deane, Zaine, "Cruising Into Puerto Rico." *About.com*
<http://gopuertorico.about.com/od/gettingthere/p/CruisePR.htm>

area, which this thesis has identified. A Section 106 review would investigate ways to prevent the new development from harming the historic district.

2. Whether court-ordered or not, SPA and Charleston should pause the Union Pier project and conduct and invest in, baseline studies and assessments of the potential impacts on the overall environment, economy, and community, including historic and cultural resources. As public agencies with the decision-making power, they should have a clear understanding of the costs and benefits to all major stakeholders. Towards these goals, SPA and Charleston can work with the community and preservation professionals to establish limits of acceptable change (LAC), develop a clear definition of neighborhood character, and an inventory of potentially impacted tangible and intangible heritage resources. Environmental and heritage impact studies can help with this process. Cruise ships have a potential benefit to port cities, and establishing limits of acceptable change will allow Charleston to benefit from the cruise industry while minimizing and mitigating the detrimental aspects of cruise ship tourism. In order to establish limits of acceptable change, Charleston should follow the four-part process described in Chapter 2.

3. Once costs, benefits, impacts, and desired outcomes are established, a heritage tourism management plan/local action plan should be created between the city, state, preservation professionals, and the tourism/cruise industry. The city and port should forge relationships between stakeholders to ensure that the resulting management plan is symbiotically beneficial to both the community and the cruise industry. For example, the Cruise Traffic and Urban Regeneration network in Europe has promoted sustainable development and port regeneration in historic ports such as Naples, Italy. Their local action plan has, so far,

successfully protected the historic landscape while enabling residents and cruise tourists to enjoy the historic areas. A management plan would also ensure that new development is compatible with its historic surroundings and that the appropriate type of cruise market is targeted—this would include selecting the right location, design, and size for the cruise terminal.

4. In pursuit of the goals and constraints established in the management plan, Charleston and SPA should implement appropriate taxes, fees, and funds that will offset management and maintenance costs. A percentage of these fees should be set aside to be applied directly to historic preservation and environmental conservation. These fees can also go towards investing in pollution-reducing technology, such as shore power. Additionally, congestion fees and dynamic pricing can balance tourist traffic by incentivizing tourists to visit during off-peak seasons. Charleston and SPA should also facilitate partnerships with cruise companies and local business to ensure that there is a direct benefit to the local economy, as well as the preservation of authenticity in souvenirs and cultural/historic demonstrations.
5. When Charleston and SPA understand the constraints of the local community and infrastructure, they should implement strict and binding passenger and ship quotas and limitations, such as the ones recommended in the voluntary agreement. The Dubrovnik example, in Chapter 1, demonstrates the successful use of quotas. Limiting the amount of ships allowed would also limit the amount of new infrastructure needed and have the added benefit of preventing Charleston from being overrun by tourists.

6. A buffer zone concept should only be pursued, by the port and city, if problems with noise, pollution, or other emissions or physical threats are identified. The barrier could be set up as a no discharge zone, or a specified distance ships must remain from identified resources. Buffers put the responsibility of meeting the port city's requirements on the cruise lines and allow them to meet those standards using their own methods. Imposing a clear standard will eliminate the need for arguments regarding the onboard noise, fuel types, or shore power. If the ships cannot meet the standards, they will be denied access.

7. Finally, Charleston and SPA should collaborate with other ports in the region or country to strengthen cruise ship regulations, increase bargaining power, eliminate the intra-port competition that allows cruise companies to demand cheaper accommodation, and develop itineraries that reduce cruise traffic congestion.

This thesis does not pretend to be the answer to all of Charleston's problems nor does it claim to understand the city better than those who live and work in it. However, these recommendations are based on objective studies of the cruise industry's effects on international historic port cities as well as international best practices. My hope is that Charleston will use these recommendations to develop a comprehensive management strategy that protects the city's unique historic resources and character, as well as a better understanding of its own heritage tourism market and the impacts that will result from increasing cruise ship traffic and developing a new terminal. This framework can also be used as a model for other historic port cities facing similar challenges.

Recommendations for Future Research on Cruise Ships & Historic Port Cities

With cruises costs starting at a range from \$38 to \$149 per person for an international trip, cruise ships are quickly becoming a preferred method of travel.³⁰⁵ The *2013 Cruise Industry News Annual Report* projects that the global cruise fleet will grow at an average rate of 2.2 percent between 2013 and 2021 and that passenger capacity will grow from 20.4 million, in 2012, to 23.6 million in 2021.³⁰⁶ Furthermore, cruise companies are now developing new markets in Australia and Asia.³⁰⁷ As new cruise ports are developed in old worlds, extensive research will need to be conducted on impacts to historic port cities. Besides the impacts, issues, and tools that this thesis has identified, there are two broad categories that need additional research and development.

1. The feasibility of developing national and international standards and policies for regulating cruise ship activity in historic port cities. As it stands, there are no such collective initiatives outside the realm of health, safety, and environmental concerns. Although the International Maritime Organization has been relatively successful in creating international standards for issues such as pollution, as discussed in Chapter 2, UNESCO has been less successful in employing binding heritage management guidelines. Future efforts, should consider how the mandates of these two entities can either be combined or developed by a separate organization with the goal of researching and developing strategies for managing cruise ship impacts in historic port cities.

³⁰⁵ Tuttle, Brad, "Caribbean Cruises for Less than \$50 a Day? Fire Sales (Quite Literally) from Carnival." *Time*, April 15, 2013 <http://business.time.com/2013/04/15/caribbean-cruises-for-less-than-50-a-day-fire-sales-quite-literally-from-carnival/>

³⁰⁶ "Global Fleet Growth at 2% Per Year to 2021." *Cruise Industry News*, April 10, 2013 <http://www.cruiseindustrynews.com/cruise-news/8996-global-fleet-growth-at-2-per-year-to-2021.html>

³⁰⁷ "Spring 2013: Itinerary Planning: What's Trending?" *Cruise Industry News*, Spring 2013 <http://www.cruiseindustrynews.com/cruise-news-articles/67-articles/8799-spring-2013-itinerary-planning-whats-trending.html>

2. The ability to understand and assess historic port cities as holistic cultural landscapes. In this thesis it was very difficult to inventory the specific historic resources that are being negatively impacted by cruise ship tourism because the impacts (economic challenges, incompatible development, carrying capacity, pollution...) are not simply threatening individual monuments, but the entire cultural landscape including natural resources, historic resources, and way of life. UNESCO defines cultural landscapes as the “combined works of nature and humankind [that] express a long and intimate relationship between peoples and their natural environment.”³⁰⁸ Historic port cities are defined by their relationship with the surrounding bodies of water and the types of people, activity, and industries that these waterways supported. However, the field of preservation planning has not yet developed a succinct strategy for identify and dealing with cultural landscapes because of the difficulty with identifying, assessing, quantifying, and managing the many components involved, which range from the environment and natural resources, to historic resources, to human activity.³⁰⁹ Additional research should consider historic port cities as cultural landscapes and seek to understand how cruise ships impact the relationships between history and culture, the natural and built environment, and the lives of the residents.

Conclusion

The purpose of this study was to highlight the trend of impacts caused by cruise ships, as well as present tools for evaluation, regulation, and mitigation. I have used the Charleston case study to show how these tools could be applied to any historic port city. However, each port city

³⁰⁸ “Cultural Landscape.” UNESCO. <http://whc.unesco.org/en/culturallandscape/#1>

³⁰⁹ UNESCO, *World Heritage Papers 7: Cultural Landscapes: The Challenges of Conservation*. Shared Legacy, Common Responsibility, Ferrara, Italy. November 11-12, 2002.

has different needs and circumstances. Consequently, each port should assess the specific impacts to its particular historic and cultural resources and community in order to create a targeted management approach that will preserve its character and quality.

The issue of cruise ships in historic port cities is a relatively new preservation planning challenge that has just begun to develop. During the last few decades, the cruise industry has significantly expanded and evolved and it is projected to continue doing so for the next decade. This growth will create a greater, international need for research management guidelines regarding cruise ships in historic port cities, which are not equipped for mass tourism. An influx of uncontrolled cruise ship activity drastically impacts a historic port city's historic resources, character, community, and environment—international examples reflect this trend. There are also many obstacles to assessing and managing these impacts; therefore, historic port cities should integrate proactive assessment and management strategies into all levels of tourism, port, and city administration in order to create a strong preservation and heritage tourism policy that balances the costs and benefits of cruise ship tourism.

APPENDIX I—RESEARCH DESIGN

In order to better understand the situation in Charleston, through a cultural/heritage tourism management lens, I conducted primary research in Charleston to observe the effects of cruise tourism and gather resident and expert opinions about cruise tourism and terminal development in Charleston and the circumstances of its assessment, management, and jurisdictional conflict. I returned to Charleston, in February 2013, to attend Harboring Tourism: An International Symposium on Cruise Ships in Historic Port Communities, where I also prepared a brief recap for the Coastal Conservation League. I was able to observe the visual impact of a cruise ship in port and I viewed DHEC's file on Union Pier. Additionally, I was able to conduct 22 brief, anonymous (although some respondents will be referred to by occupation) surveys with tourists, residents, and employees in Charleston, as well as have numerous informal conversations with stakeholders and experts. The questions used to guide my interviews and surveys can be found in Appendix III & IV. This data is not statistically significant but provided a snapshot of residents and tourists' opinions. I also interviewed:

- Carrie Agnew, Executive Director of Charleston Communities for Cruise Control (C4)
- Yvonne Fortenberry, Division Director of Design, Development and Preservation for the City of Charleston
- Robert Gurley, Director of Advocacy for the Preservation Society of Charleston
- Winslow Hastie, Chief Preservation Officer for the Historic Charleston Foundation
- Tim Keane, Director of Planning, Preservation, and Sustainability for the City of Charleston
- Katie Zimmerman, Project Manager at the Coastal Conservation League

It is unfortunate that Tim Keane cut our interview short after 15 minutes and both SPA representatives, Allison Skipper and Patrick Moore, canceled our meetings for last minute engagements.

APPENDIX II—RESEARCH RESULTS

Visual Observation



Figure 23. Carnival Ship's Fin Next to Church Steeple, 2013 (Lauren Hoogkamer)



Figure 24. Carnival Ship in Port, 2013 (Lauren Hoogkamer)



Figure 25. Same as Above



Figure 26. View of Carnival Ship from a Rooftop, 2013 (Lauren Hoogkamer)



Figure 27. Aerial of Union Pier with Site Plan Rendering, 2011 (SPA)



Figure 28. View from the corner of Market St. and E. Bay, 2013 (Lauren Hoogkamer)



Figure 29. View from Market St., 2013 (Lauren Hoogkamer)



Figure 30. Entrance of the Charleston City Market while Ship was Docked, 2013

(Lauren Hoogkamer)

Lay Interviews

I conducted 21 man-on-the-street interviews in Charleston with a mix of residents, employees, and tourists. Respondents ranged in gender and age.

Summary of Responses

Good for Business/Economy	Bad for Business/Economy		Needs Balance	Residents/Employees	Tourists
7	1		1	14	7
	Pro Cruise Ships	Against	Ambiguous	Mentioned Traffic	Mentioned Crowding
	16	2	3	1	4

Key Points

- 6 tourists said they came early to spend time in Charleston and spent “a lot of money.”
- 1 waitress said her restaurant gets a lot of business from cruise passengers and she thinks hotels do too. “This Christmas Eve, every table was going to the Bahamas,” she said.
- 1 flower shop owner reported servicing Carnival ships and said that business would be harmed if the terminal was moved.
- 2 residents said that luxury cruise lines would be better and the terminal should be relocated.
- 2 residents said even though they see the pros and cons of cruise tourism, they don’t usually come out during port days when it’s crowded.
- 1 hotel doorman said that “small businesses need it” and that those opposing the cruise terminal were acting out of “selfishness.”
- 1 respondent said only “old Charleston has a problem” with the ships.
- 3 thought it would be more harmful to bus tourists in from a remote terminal location.
- 2 tourists responded that the port made cruising easier for people from the area.

- 1 resident noted soot on historic buildings and that cruise ships bring a “different type of tourist” that doesn’t spend too much money in port.

Participant Observation

I attended *Harboring Tourism: An International Symposium on Cruise Ships in Historic Port Communities* as a media intern for the Coastal Conservation League. The conference allowed me to have informal conversations with stakeholders and included panels, hosted by local and international experts, on volume, economic impacts, policy tools, environmental issues, management, and heritage. Many of the issues discussed have already been addressed in this thesis. It is important to note that the same international trends of effects and economic impacts, resulting from unmanaged cruise ship tourism, were identified in each panel, as well as some of the assessment and management tools.³¹⁰ Some key observations, specifically pertaining to the Charleston case, were:

- The lack of diversity and resident representation present.
- The constant denigration of cruise passengers, who were considered cheap and uncultured, despite the call to focus on the real issues of assessment and management.
- The simultaneous denigration of the cruise industry and port and city staff while calling for collaboration.
- Allusions to perceived political corruption at city and state levels; the lack of early communication with the State Historic Preservation Officer (SHPO). The South Carolina SHPO reported not being asked to weigh in on the overall situation, although Charleston preservationists reported issuing an invitation to the conference.³¹¹
- The lack of transparency and willingness to negotiate at both city and state levels.

³¹⁰ *Harboring Tourism: An International Symposium on Cruise Ships in Historic Port Communities*, February 6-8, 2013

³¹¹ Emerson, Eric. W, South Carolina State Historic Preservation Officer. Email, January 25, 2013

- The lack of hard data.³¹²

These observations are highlighted because they hinder the overall goal of sustainable cruise ship management, assessment, and coalition building.

³¹² *Harboring Tourism: An International Symposium on Cruise Ships in Historic Port Communities*, February 6-8, 2013

APPENDIX III—QUESTIONS FOR EXPERTS IN CHARLESTON

1. Name and age
2. How long have you lived/worked/stayed in Charleston?
3. What regulations govern the development of ports and cruise terminals?
4. Is the proximity to residential neighborhoods or historic districts taken into concern, should it be?
5. Are there regulations that establish buffer zones or restrict where cruise ships can go?
6. What entity regulates ports and cruise terminals, city or state?
7. What entity funds ports and cruise terminals, city or state?
8. How does the proximity affect the surrounding area?
9. What would you think if the cruise terminal was located elsewhere, such as in North Charleston near the airport?
10. Do you notice the presence of the docked cruise ships? Does the ships' presence affect Charleston's character?
11. Do you think that cruise ships are good for Charleston/are there negative effects?
12. Do you feel that Charleston is dirty, crowded or noisy?
13. Do you think Charleston needs more hotels or amenities?
14. Should the cruise terminal be right next to the historic districts and residential areas?

APPENDIX IV—QUESTIONS FOR TOURISTS/RESIDENTS/EMPLOYEES IN
CHARLESTON

1. Name and age
2. Do you live/work in Charleston?
3. Do you notice the presence of the docked cruise ships? Does the ships' presence affect Charleston's character?
4. What would you think if the cruise terminal was located elsewhere, such as in North Charleston near the airport?
5. Do you think that cruise ships are good for Charleston?
6. Do you feel that Charleston is dirty, crowded or noisy?
7. How long have you lived/worked/stayed in Charleston?
8. Have you been to Charleston before and will you visit again?
9. How did you travel to Charleston?
10. What location did you lodge in, by the airport or in downtown Charleston?
11. Where did you shop and how much did you spend?
12. Did you spend money in the historic downtown, how much?
13. Do you think Charleston needs more hotels or amenities?
14. Should the cruise terminal be right next to the historic districts and residential areas?

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