

COMMERCIAL RECREATION USE ANALYSIS

CITY AND BOROUGH OF JUNEAU
ALASKA'S CAPITAL CITY
PARKS & RECREATION



December 17, 2024

TABLE OF CONTENTS

EXECUTIVE SUMMARY IV

PROJECT BACKGROUND 1

- Purpose of the Analysis 2
- Overview 2
- Study Context 3
- CBJ Policies and Regulations 4

PERMIT GUIDELINES 9

- Commercial Use Categories 10
- Permit Types 12
- Guideline Components 13
- Intensity of Use 13
- High Commercial Use – Permitting Guidelines 15
- Medium-High Commercial Use – Permitting Guidelines 17
- Medium-Low Commercial Use – Permitting Guidelines 19
- Low Commercial Use – Permitting Guidelines 21
- Tourism-Related Commercial Use Prohibited 23
- Special Use Areas 24
- Adaptive Management Tools 25

APPENDICES 27

- Juneau Permit Inventory 30
- Background 31
- Existing Recommendations 33
- Economics & Visitor Trends 39
- Community Input 41
- Code Analysis 52

LIST OF MAPS

- Map 1. Context Map 3
- Map 2. Commercial Use Heat Map 14
- Map 3. High Commercial Use Areas 16
- Map 4. Medium-High Commercial Use Areas 18
- Map 5. Medium-Low Commercial Use Areas 20
- Map 6. Low Commercial Use Areas 22
- Map 7. Juneau-Wide Permit Data 29
- Map 8. Juneau-Wide Permit Locations 34
- Map 9. Neighborhood Meeting Boundaries 43



EXECUTIVE SUMMARY

The Commercial Recreation Use Analysis effectively updates permit guidelines for commercial use on City and Borough of Juneau (CBJ) lands managed by the Parks and Recreation (P&R) Department for the first time in over 20 years. While tourism broadly affects the community and commercial tours use lands and facilities managed by various federal, state, and municipal agencies, the scope of this analysis is limited to lands managed by the P&R Department. The CBJ has adopted a community-wide Tourism Management Plan, and this process does not replace that plan.

The project consisted of an inventory of CBJ-managed parks and trails, analysis of historical data and local surveys, outreach to the local community, and engagement with the Parks and Recreation Advisory Committee (PRAC). Based on feedback received during this process, the P&R Department recommends that tourism-related commercial use be prohibited in 63 parks and trails managed by the CBJ. Commercial use is recommended for 13 locations, three of which are areas that have no history of commercial use. The CBJ is removing commercial use from the Perseverance Trail System and Sunshine Cove Natural Park Area.

This analysis proposed four categories to manage the commercial use of parks and trails:

High Commercial Use: Highly developed area appropriate for large groups where frequent contact with other visitors is expected.

- Overstreet Park: existing commercial use area, developed for commercial use with marine passenger fees in 2019.
- Brotherhood Bridge Wayside: existing commercial use area, transferred under P&R Department management in 2019.
- Marine Park: existing commercial use area.
- Homestead Park: existing commercial use area.

Medium-High Commercial Use: Highly developed or moderately developed area appropriate for medium groups where frequent contact with other visitors is expected.

- Channel Wayside Park: existing commercial use area.
- Rainforest Trail: existing commercial use area, developed for commercial use with marine passenger fees in 2003 to mitigate conflicts on the Outer Point Trail.

Medium-Low Commercial Use: Moderately or minimally developed area appropriate for medium to small groups where infrequent contact with other visitors is expected.

- Telephone Hill Park: no history of commercial use.
- Under Thunder Trail: no history of commercial use.
- Fish Creek Park - Parking Lot: existing commercial use staging area.
- Treadwell Mine Historic Trail: existing commercial use area.

Low Commercial Use: Minimally developed area appropriate for small groups where infrequent contact with other groups is expected.

- Amalga Meadows – Kayakers Beach Trail: existing commercial use area.
- Auke Lake Wayside: existing commercial use area.
- Evergreen Cemetery: no history of commercial use.

Tourism-Related Commercial Use Prohibited: Tourism-related commercial is prohibited at 24 parks and 38 trails, including all trails accessing the Treadwell Ditch and all beach access points. Including the Rainforest Trail (which accounts for over 90% of all commercial use of trails), less than seven miles of trails are available for commercial use – representing about 15% of all trails managed by CBJ.

The CBJ is committed to implementing adaptive management tools to monitor visitor data, resource impacts, and user experiences. These tools will collect data and assist the CBJ in making informed management changes to protect natural resources and mitigate conflicts between visitors and locals. It is recommended that the guidelines are reviewed and updated every three years to ensure that they reflect the needs of the community and commercial operators.

Image left: View of the Mendenhall Glacier and wildflower field from the Brotherhood Bridge Parking Lot



PROJECT BACKGROUND

PURPOSE OF THE ANALYSIS

The Commercial Recreation Use Analysis outlines permit guidelines for commercial activities on City and Borough of Juneau (CBJ) lands managed by the Parks and Recreation (P&R) Department. Key challenges impacting the current management of commercial use in Juneau include:

Outdated regulations and recommendations: Last updated in 2004, existing regulations and recommendations governing commercial use have not kept pace with changes in tourism and recreation.

Increased commercial pressure: The significant ongoing increase in cruise ship visitation and the inclusion of parks to permitting requirements has increased demand for commercial tour permits on P&R-managed lands.

Lack of guidelines for new lands and activities: The CBJ needs updated policies to manage commercial use on newly acquired or permitted lands that address emerging recreation trends.

Conflict between commercial and non-commercial users and environmental impacts: The growth of permitted commercial activities on public lands must be managed to minimize conflicting uses and the adverse effects on other users and natural resources.

OVERVIEW

The Commercial Recreation Use Analysis addresses these key challenges by evaluating City lands and trails regulated by the P&R Department for their suitability for commercial use; developing guidelines for issuing commercial tour permits, including the identification of appropriate areas and establishment of permit conditions; creating guidelines for managing different types of commercial activities for visitor groups; and identifying potential infrastructure improvements.

Updating the Commercial Use Recommendations

Permit guidelines serve as a guiding framework for commercial use on CBJ lands managed by the P&R Department for the next ten years. It is recommended that the City P&R Department review and update the Commercial Recreation Use Analysis every three years to ensure that the guidelines remain effective, efficient, and aligned with current regulations and best practices.

Regular updates will ensure that these permit guidelines continue to analyze community feedback and address changing environmental conditions, evolving technology, increasing demands, newly acquired public facilities, safety concerns, and legal and regulatory changes.

Methodology

The Commercial Recreation Use Analysis was undertaken with the following steps:

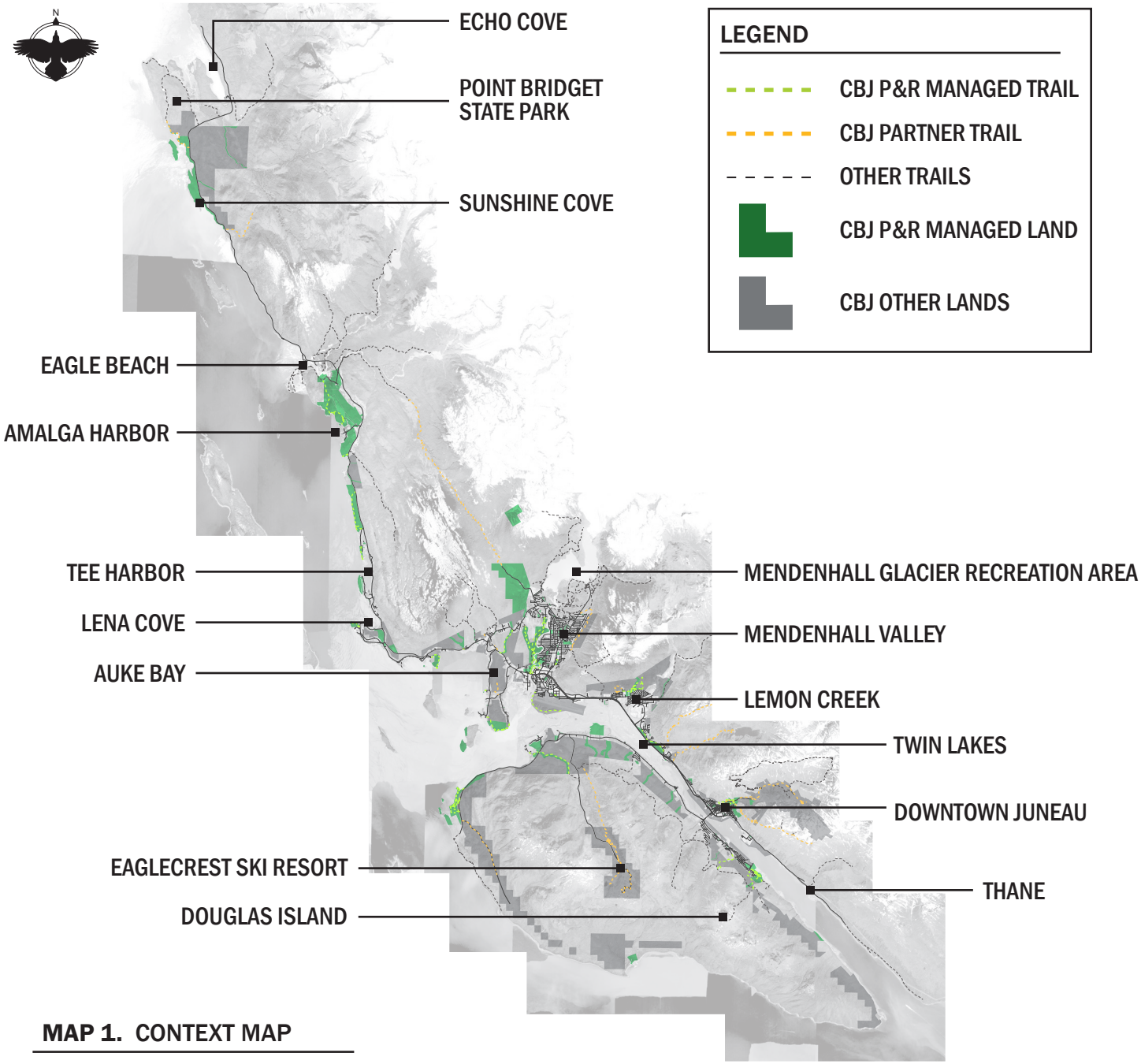
- A comprehensive inventory of all CBJ-managed parks and trails, including their use patterns.
- Analysis of past commercial use data, visitor surveys, and existing planning documents to understand trends, opinions, and industry evolution.
- Five public neighborhood meetings and a public open house to gather input from various stakeholders, including commercial tour operators, residents, and government agencies.
- Engagement with the Parks and Recreation Advisory Committee (PRAC) to solicit feedback.
- Development of permitting guidelines to balance commercial use needs with the protection of natural resources and user experience (visitors and residents).

Image left: Rainforest Trail

STUDY CONTEXT

The scope of the Commercial Recreation Use Analysis is focused exclusively on tours and other tourism-related commercial uses of lands and trails managed by the CBJ P&R Department. While this analysis considers commercial use in the context of other tourism-related activities in Juneau, it is not a landscape-scale plan or study. These guidelines apply only to lands managed by the CBJ P&R Department.

The P&R Department does not manage the Pioneer Road and is not included in this analysis; however, requests for commercial use of the Pioneer Road highlighted the need to update guidelines surrounding commercial use of P&R-managed trails and facilities. Additionally, numerous comments were received during the public engagement process about this new corridor. If necessary, a similar analysis could be conducted to apply commercial use guidelines developed in this document to the Pioneer Road or other lands managed by the City, at the discretion of the Assembly.



MAP 1. CONTEXT MAP

CBJ POLICIES AND REGULATIONS

Commercial Use of Parks and Recreation Facilities and Trails

11 CBJAC 01.010 – Policy:

As established in Resolution 1755am, the policy of the City and Borough of Juneau concerning the commercial use of city land regulated by the parks and recreation department is to:

(a) Maintain and improve parks, recreation areas and trails for their primary use by the public, to include visitors and residents alike, for parks, recreation areas and trails and preserve them from activities inconsistent with that primary use.

(b) Preserve and maintain these public assets for all users, preserve the recreational experience unique to each area, consider impacts upon other users and neighboring property, and ensure public safety on city lands.

(c) Establish rules to minimize environmental damage and mitigate impacts from the commercial use of parks and open spaces, and trails.

(d) Charge for commercial use of parks, trails, open spaces and recreational facilities at a fair rate which reflects the cost of providing any improvements, maintenance, services, and administration necessary for the use.

(e) Establish and enforce uniform rules for commercial use of City and Borough parks and open spaces, trails and recreational facilities.

11 CBJAC 01.020 – Lands regulated:

These regulations apply to all City and Borough land designated by the manager pursuant to Ordinance 85-76am as open space and park system and to all areas owned by the City and Borough dedicated to park or recreation purposes.

11 CBJAC 01.030 Permit required.

(a) No person may conduct commercial activities on City and Borough of Juneau lands subject to these regulations except as authorized by a permit issued by the director. A permit under this chapter is not required for activities conducted under a permit issued pursuant to other chapters in this title.

(b) The director may issue a permit for commercial activities within a parks and recreation area as subject to such conditions as the director may impose and only upon a determination that the use as proposed:

(1) Will not pollute or degrade the environment, resources, facilities, or atmosphere of the park;

(2) Will not endanger the public health, safety, and welfare; and

(3) Is consistent with the comprehensive plan.

(4) Is consistent within the existing commercial use of trail criteria.

(c) A permit may contain conditions reasonably required for the protection and use of the park area for which the permit is granted, including limitations as to time, area, equipment, user loading, traffic, parking, discharges, noise, and other factors.

(d) The director may deny a proposed use upon a written determination that the use, alone or in combination with other uses, would exceed the carrying capacity of the area. The director shall determine the carrying capacity of an area taking into account the nature and extent of the use, the number of users, and the impacts likely to result from the use, including, traffic, noise, public access, loading, the availability of parking and other factors. The director shall find that the carrying capacity of an area would be exceeded if it is more likely than not that the proposed use would unreasonably degrade the environment, resources, facilities, or atmosphere of the park. If the cumulative impact of proposed uses would exceed the carrying capacity of the area, the director shall not award any permits for that area until the following procedure is followed:

(1) The director shall notify all members of any group of applicants whose applications, taken together, propose uses in excess of the carrying capacity of an area. The notice shall identify the nature and extent of the impacts exceeding the carrying capacity, and shall invite the applicants to confer among themselves for the purpose of negotiating a resolution to the excess impacts issues.

(2) The applicants may re-submit their applications which shall be granted if the director finds that the excess impact issues have been resolved and the applications otherwise meet the requirements of this section. If excess use issues remain unresolved, the director shall grant permits by lottery to the extent that such uses do not exceed the carrying capacity of the area.

(e) A permit is transferable only with the permittee's entire business interest in activities conducted under the permit and only to a person who has successfully completed the permit application process. No credit will be given for any permit payments made by the previous holder of the permit.

11 CBJAC 01.080 General operating requirements:

(a) Permittees shall have a copy of the permit immediately available for inspection at all times while engaged in activities pursuant to the permit. A copy of the permit shall be prominently displayed on any vehicles used in the recreation area.

(b) Permit holders shall be responsible to the city for their actions and those of their agents, employees or customers while engaged in permit activities. The following operating requirements apply to activities conducted under the permit unless otherwise specified in a permit.

(1) No one may obstruct traffic, litter, use glass containers, nor disturb, damage, deface or remove natural objects including trees, plants, moss, rock, gravel, or minerals, nor disturb or remove cultural, archaeological, or historical material.

(2) Activities conducted under the permit shall be confined to the improved trail surfaces except as required for safety reasons.

(3) No alterations or improvements to the permitted area are allowed, nor may anything be posted or signs of any kind be displayed in the area.

(4) No one may camp, light fires, fish, hunt or harass wildlife.

(5) The permit holder shall promptly notify the director of any accident, injury or claim relating to the permitted activity.

(6) The permit holder shall promptly notify the director of any repair or maintenance needed to the improvements located in the permitted area, or any natural condition which constitutes a hazard. The permit holder shall not make any repair or alteration to the area unless required by an emergency, and shall promptly report such repair or alteration to the director.

(7) Permit holders shall comply with all state, federal, and local laws applicable to their activities.

(8) Permit holders shall police the area used and shall properly dispose of all litter found thereon.

(9) The permit holder shall reimburse the City and Borough of Juneau for any damage to municipal property caused by the permittee while engaged in permit activities, including the cost of litter abatement.

(10) No pets shall accompany any person engaged in permit activities unless the pet is restrained on a leash and all fecal material is promptly removed and properly disposed of.

(11) No equipment or supplies may be stored at any City and Borough facility or permit area unless approval of the director is secured in advance.

(12) All vehicles under the ownership or control of the permittee shall be lawfully operated or legally parked while the permit holder is engaged in permit activities. The permittee shall be responsible for following all parking restrictions and requirements imposed by permit conditions.

(13) Operations under the permit shall be limited to the number, scheduling, and size of participant groups stated in the application submitted pursuant to 11 CBJAC 01.070.040(b)(2)(D).

11 CBJAC 01.090 Enforcement and penalties:

(a) A permit may be suspended by the director without advance notice for a period not to exceed ten days if any activities conducted under the permit present an immediate danger to the public health, welfare, or safety.

(b) A permit may be suspended or revoked by the director upon written findings that the permittee has violated these regulations. The permittee shall be provided at least ten days notice and an opportunity to be heard at an informal hearing on the suspension or revocation. The director's decision may be appealed to the city manager by filing a notice of appeal setting forth the reasons the decision is appealed with the office of the city manager within ten days of the director's decision.

All active permits are displayed on the P&R Department website (https://juneau.org/parks-recreation/commercial-use). The CBJ charges a $300 fine for violations of their permit requirements and violations can be reported to the P&R Department main office.

11 CBJAC 01.100 - Definitions:

"Commercial use" [and] "commercial purpose" mean the sale, delivery, or solicitation to provide, goods or services in exchange for valuable consideration. The term includes a service offered in conjunction with another sale of goods or services whether or not it is incidental to, advertised with, or specifically offered in the other sale. All guide, outfitter, and transportation services are commercial activities if any payment or valuable consideration through barter, trade, cash, or other commercial means is required, expected, or received beyond the normal and customary equally shared cost of food and fuel for any portion of activities conducted within the parks and recreation area.

"Department" means the City and Borough of Juneau Parks and Recreation Department.

"Director" means the supervisor of the City and Borough of Juneau Parks and Recreation Department or such person as may be designated by the manager to administer these regulations.

"Parks and recreation lands" and "parks and recreation areas" mean all land owned by the city and designated by these regulations as subject to parks and recreation regulation.

"Permittee" or "permit holder" mean the business entity or its authorized representative conducting commercial activities in a recreation area according to a permit issued under these regulations.

"Person" means a natural person, firm, partnership, corporation, association, or other entity organized for a common purpose.

"Vehicle" means a device in, upon or by which a person or property may be transported or drawn including devices moved by human, animal, mechanical or other power source.

Electric Bicycle (E-bike) Regulations

Motor-driven vehicles are prohibited in all CBJ recreation areas, except on designated roadways and parking areas. However, the term "motor-driven vehicle" is not specifically defined in CBJ code, which has not been updated since the introduction of modern e-bikes. Currently, the CBJ has not set specific regulations for electric bicycles, as the State of Alaska is considering new legislation to classify e-bikes. This proposed legislation is based on a model from the People for Bikes Foundation, already adopted by more than 30 states, and divides e-bikes into three categories:

Class 1 e-bike: Bicycle equipped with a motor that provides assistance only when the rider is pedaling, and that ceases to provide assistance when the electric bicycle reaches 20 mph.

Class 2 e-bike: Bicycle equipped with a throttle-actuated motor, that ceases to provide assistance when the electric bicycle reaches 20 mph.

Class 3 e-bike: Bicycle equipped with a motor that provides assistance when the rider is pedaling, and that ceases to provide assistance when the electric bicycle reaches 28 mph.

The P&R Department recognizes that the Class 1 e-bike has comparable performance and is used in a similar manner as traditional bicycles. As such, Class 1 e-bikes are generally allowed on lands managed by the P&R Department wherever bicycles are permitted. In contrast, Class 2 and Class 3 e-bikes are categorized as motor-driven vehicles under CBJ 67.01.090(e).

Recommended Policy Updates

The general operating requirements provided by 11 CBJAC 01.080 should be amended to include, at a minimum:

- The use of amplified sound on trails or in parking lots is prohibited, except in the event of an emergency.
- An official decal, provided by the CBJ, shall be displayed on all vehicles engaged in authorized commercial activities on CBJ lands.
- Any marketing materials advertising an activity on CBJ land authorized by a commercial use permit shall include the following: "<Name of Company> operates under a commercial use permit issued by the City & Borough of Juneau."

Recommended Sustainability Requirements

The P&R Department should consider permit conditions that support adopted sustainability goals, such as actions to reduce greenhouse gas emissions or solid waste.

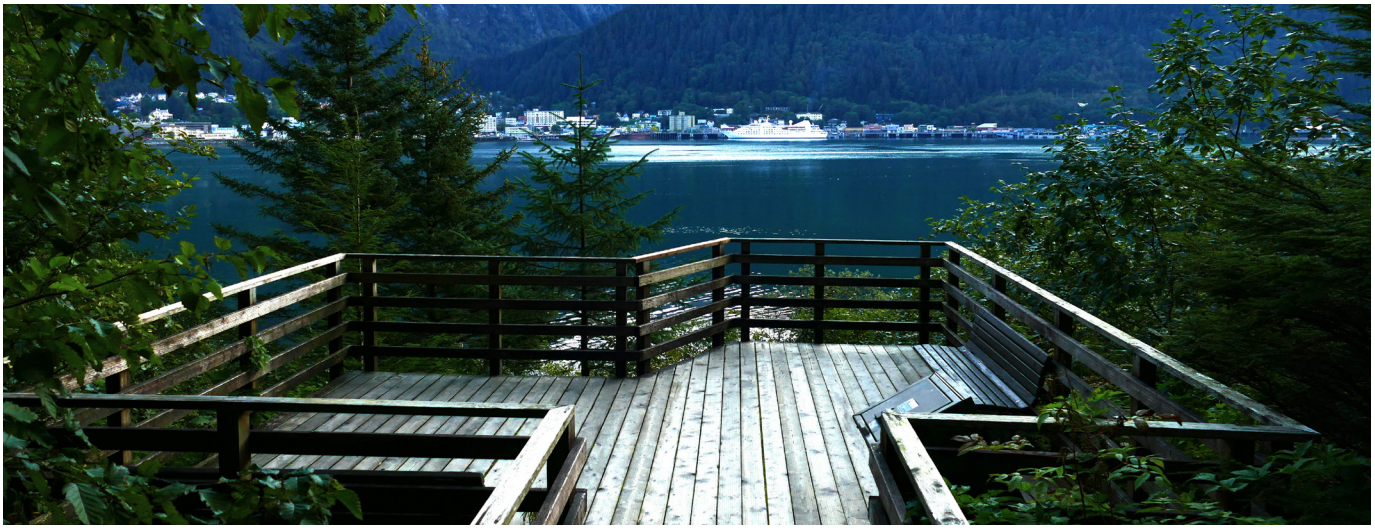
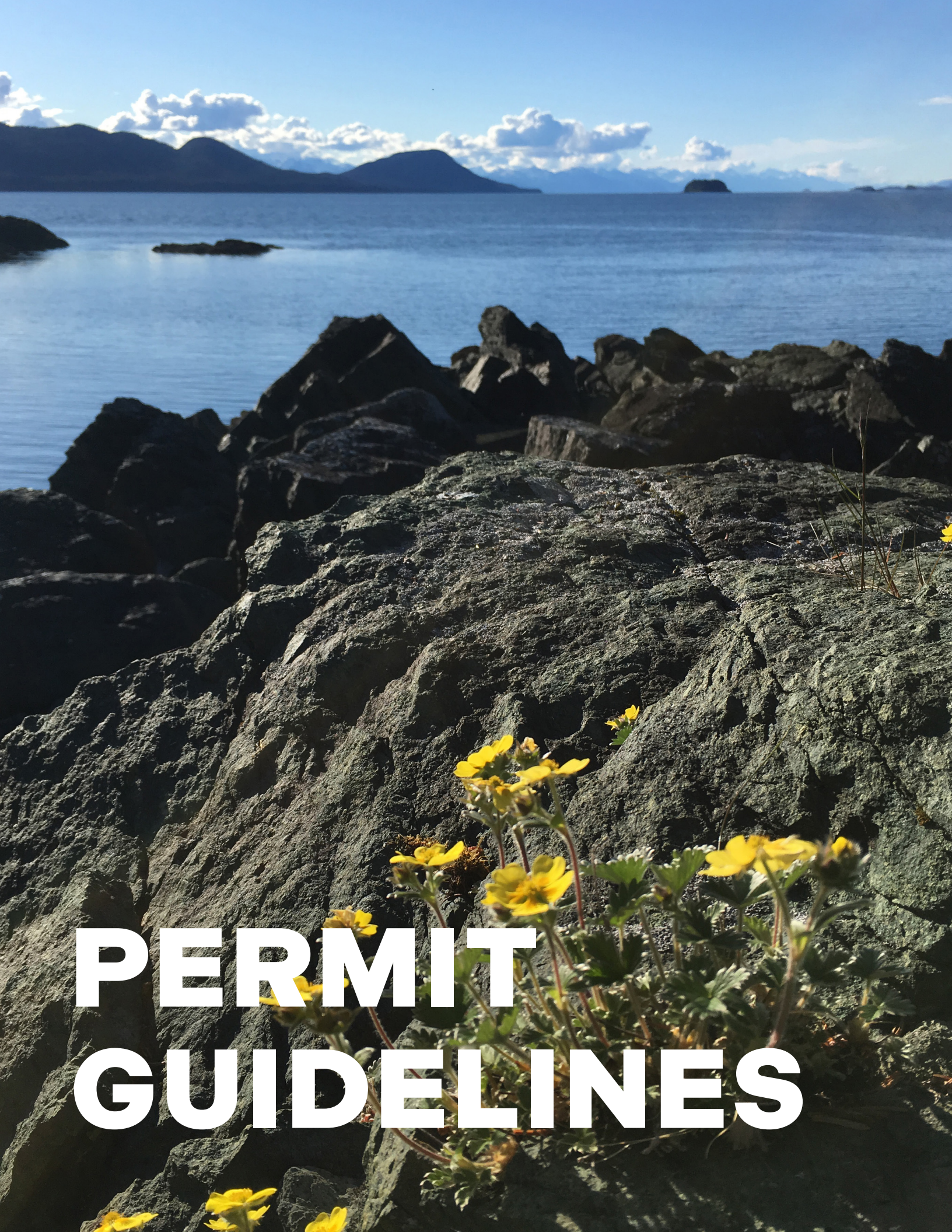


Image above: View of downtown Juneau from Homestead Park

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PERMIT GUIDELINES

COMMERCIAL USE CATEGORIES

This analysis uses four categories to classify commercial use: high use, medium-high use, medium-low use, and low use. The commercial use categories are defined by access to the site, social encounters that a visitor will encounter when recreating in an area, the level of visitor management at a site, and the facilities or level of site management a visitor can expect at a recreation area.

- ***Access:*** defines the maximum size of vehicle accommodated within a recreation area that commercial operators may use at a recreation area.
  - Motorcoach: maximum 45-ft length, 50-person capacity for a single-level coach, and 90-person capacity for a double-decker coach.
  - Minibus or shuttle bus: maximum 25-ft length and 25-person capacity
  - Van or passenger vehicle: maximum 15-ft length and 15-person capacity.
- ***Social encounters:*** identify how many contacts with groups and the size of groups a visitor may expect when visiting a recreation area.
- ***Visitor management:*** degree to which visitors are regulated and managed and the level of information provided in a recreation area.
- ***Visitor experience and education:*** level of interpretive or educational materials that may be present.
- ***Facilities and site management:*** outlines the level of site development or infrastructure a visitor can expect at a recreation area.

Each category outlines the anticipated support infrastructure and facilities that a visitor may expect within the recreation areas open to commercial use and will help to define the visitor experience one may expect when recreating in these areas. A general expectation is that there will be more infrastructure, social encounters, and visitor management in a high commercial use area and less in a low commercial use area.

High Commercial Use

Large group sizes and frequent contact with other groups characterize high commercial use areas. These areas are highly developed and easily accessible, with visitors often spending a brief amount of time in these areas.

- ***Access:*** Motorcoach, minibus or shuttle bus, van or passenger vehicle, and bicycles or pedicabs may be accommodated.
- ***Social encounters:*** Visitors may encounter large group sizes and frequently encounter other groups.
- ***Visitor management:*** All areas should consider providing wayfinding signage to guide and direct high volumes of visitors, regulatory signage to regulate behavior and outline rules and regulations, and information signage to convey expected behaviors, ethical considerations, and safety precautions.
- ***Visitor experience and education:*** Interpretive signage where it will enhance the visitor experience and educate visitors about the area's history, ecology, geology, wildlife, or other interesting features. Interpretive signage shall be implemented carefully so as not to detract from the natural experience of a place.
- ***Facilities and site management:*** Adequate parking or drop-off for a motorcoach, minibus or shuttle bus, or van or passenger vehicle if vehicle parking facilities are required. Bicycle racks if needed. Trash cans and permanent or temporary toilets should be provided and maintained regularly.

Image left: View of Gastineau Channel from Lena Point

Medium-High Commercial Use

Medium group sizes and frequent contact with other groups characterize medium-high commercial use areas. These areas are highly developed or moderately developed, with a mix of visitors spending a brief amount of time for activities such as a photo stop or a longer duration for activities such as a guided hike.

- ***Access:*** Minibus or shuttle bus, van or passenger vehicle, and bicycles or pedicabs may be accommodated.
- ***Social encounters:*** Visitors may encounter large to medium group sizes and frequently encounter other groups.
- ***Visitor management:*** Where guided tours are not provided, the implementation of wayfinding signage to guide and direct high volumes of visitors, regulatory signage to regulate behavior and outline rules, and regulations, and information signage to convey expected behaviors, ethical considerations, and safety precautions is recommended.
- ***Visitor experience and education:*** Interpretive signage where it will enhance the visitor experience and educate visitors about the area's history, ecology, geology, wildlife, or other interesting features. Interpretive signage shall be implemented carefully so as not to detract from the natural experience of a place.
- ***Facilities and site management:*** Adequate parking or drop-off facilities for a minibus or shuttle bus or van or passenger vehicle if vehicle parking facilities are required. Bicycle racks if needed. Trash cans and permanent or temporary toilets should be provided and maintained regularly.

Medium-Low Commercial Use

Medium to small group sizes and infrequent contact with other groups characterize medium-low commercial use areas. These are moderate to minimally developed areas, with visitors spending more extended periods, and tours are often guided group hiking or interpretive tours.

- ***Access:*** Minibus or shuttle bus, van or passenger vehicle, and bicycles or pedicabs may be accommodated.
- ***Social encounters:*** Visitors may encounter large to medium to small group sizes with infrequent encounters with other groups.
- ***Visitor management:*** Where guided tours are not provided, the implementation of wayfinding signage to guide and direct high volumes of visitors, regulatory signage to regulate behavior and outline rules and regulations, and information signage to convey expected behaviors, ethical considerations, and safety precautions are recommended.
- ***Visitor experience and education:*** Interpretive signage where it will enhance the visitor experience and educate visitors about the area's history, ecology, geology, wildlife, or other interesting features. Interpretive signage shall be implemented carefully so as not to detract from the natural experience of a place.
- ***Facilities and site management:*** Adequate parking or drop-off facilities for a minibus or shuttle bus or van or passenger vehicle if vehicle parking facilities are required. Bicycle racks if needed. Trash cans and permanent or temporary toilets should be provided and maintained regularly. If trash cans or toilets are not provided, it is recommended that tour operators provide these facilities.

Low Commercial Use

Small group sizes and infrequent contact with other groups characterize low commercial use areas. These are minimally developed areas, with visitors spending more extended periods in these areas, and tours are often guided group hiking, paddling, or interpretive tours.

- ***Access:*** Van or passenger vehicle and bicycles or pedicabs may be accommodated.
- ***Social encounters:*** Visitors may encounter small group sizes and have infrequent encounters with other groups.
- ***Visitor management:*** Guides are expected to navigate tours, manage visitors, enforce regulations, and inform guests on expected behaviors, ethical considerations, and safety precautions. Maps and wayfinding signage are encouraged to assist with navigation.
- ***Visitor experience and education:*** Interpretive signage where it will enhance the visitor experience and educate visitors about the area's history, ecology, geology, wildlife, or other interesting features. Interpretive signage shall be implemented carefully so as not to detract from the natural experience of a place.
- ***Facilities and site management:*** Adequate parking or drop-off facilities for a van or passenger vehicle if vehicle parking facilities are required. Bicycle racks if needed. Trash cans and permanent or temporary toilets should be provided and maintained regularly. If trash cans or toilets are not provided, it is recommended that tour operators provide these facilities.

PERMIT TYPES

Commercial Use Permits: Authorize businesses to operate within CBJ parklands or facilities for more than 30 days, typically during the May – September season. These permits are valid only for the calendar year in which they are issued. Applications are accepted during designated periods and require submission of specific documentation, proof of insurance, and evidence of good standing with the CBJ Tax Department. Permits are subject to review and approval by the Director. A per-person fee is required for each paying guest brought onto CBJ parklands.

- Vehicle-Based Tours: These tours involve commercial operators bringing paying guests for brief stops (10–15 minutes) at one or more parkland locations. Guests typically explore independently and take photos.
- Guided Tours: These tours involve commercial operators leading paying guests on guided hikes, walks, or tours. Operators remain with the group at all times, providing educational information about the surroundings.

The Commercial Recreation Use Analysis guidelines will cover authorization requirements for Commercial Use Permits.

Special Use Permits: Authorize companies or individuals to use CBJ parklands or facilities for profit. Examples include filming, photo shoots, recreational events, or ongoing operations such as self-serve rentals. These permits require an application fee and may include additional fees based on the type, scope, and duration of use.

Applicants may also be required to cover the cost of a P&R staff member to monitor the activity, depending on the location and nature of the event. Additional conditions or restrictions may apply to protect park resources and ensure alignment with public use priorities.

The Commercial Recreation Use Analysis guidelines do not cover authorization requirements for Special Use Permits.

Vending Permits: Required for all commercial or non-profit food and/or general merchandise sales conducted on CBJ parklands.

The Commercial Recreation Use Analysis guidelines do not cover authorization requirements for Vending Permits.

GUIDELINE COMPONENTS

GROUP SIZE

Maximum number of people allowed within one permit to visit the location at one time. Group sizes include tour guides and operators.

SITE CAPACITY

Maximum number of groups on-site at one time with recommended spacing guidelines where more than one group is allowed.

RESTRICTED DAYS

Days during the week when commercial operations are restricted from taking place.

DAILY GROUP LIMIT

Maximum number of permitted groups allowed per day.

HOURS OF OPERATION

Time of day that permitted groups may operate.

INTENSITY OF USE

Activity levels allowed by a permit.

INTENSITY OF USE

HUMAN-POWERED ACTIVITY – LOW INTENSITY

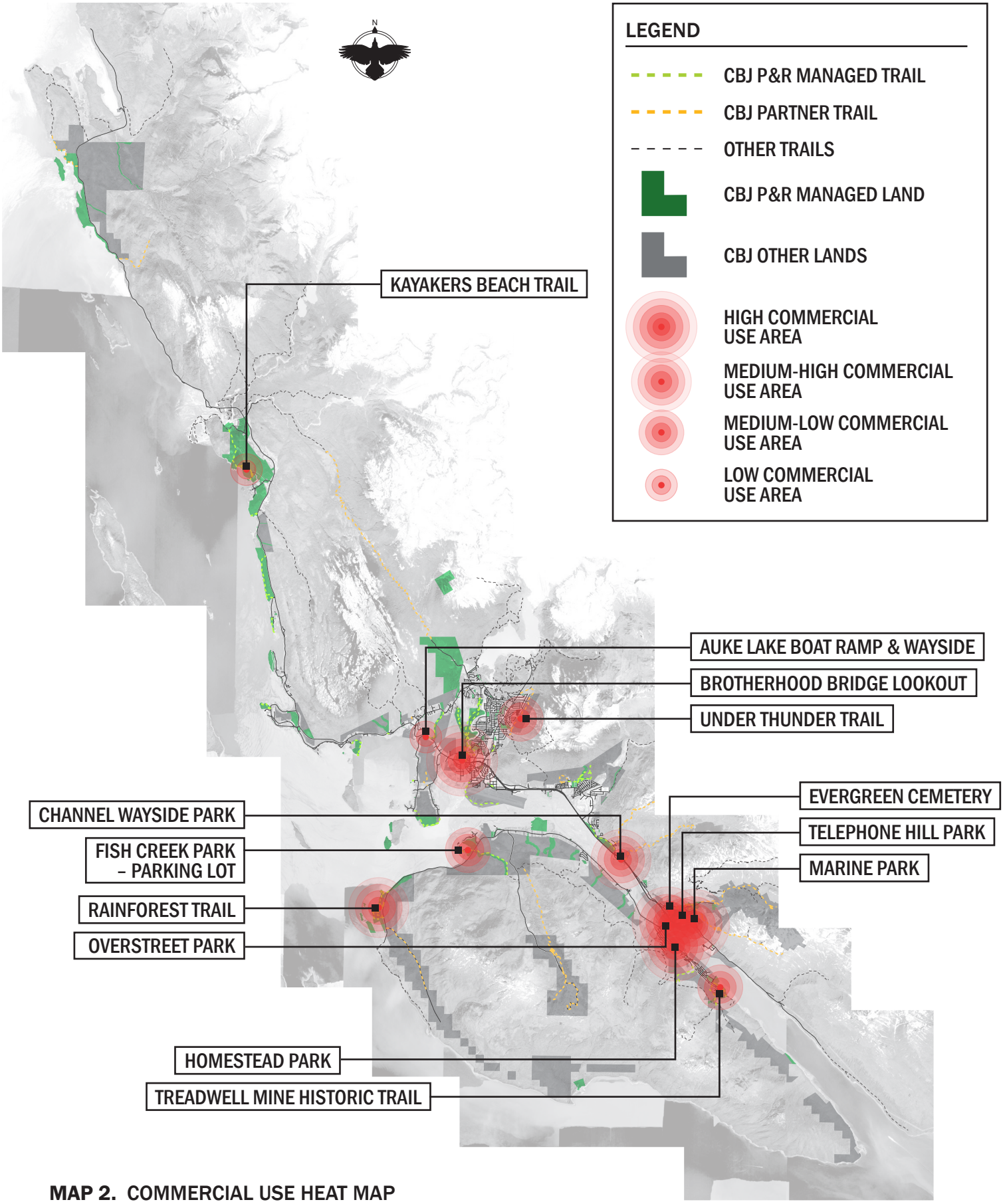
Human-powered activities at a low intensity are powered by a person's body without additional assistance. These are more common commercial use activities throughout Juneau and can range in group sizes from large sightseeing groups in higher-use areas to small, intimate groups or self-guided tours in low-use areas. Examples of these activities include hiking or walking, photo opportunities or sightseeing, interpretive tours, guided group tours, or wildlife viewing.

HUMAN-POWERED ACTIVITY – HIGH INTENSITY

Human-powered activities at a higher intensity are activities that require a piece of equipment such as a bike, kayak, or paddle board, but are not assisted by a motor. These activities will be allowed in areas that cater to these types of experiences and have a low impact on other recreational experiences. Examples of these activities include road cycling or fat tire biking, class I pedal-assist electric bikes, mountain biking, or water activities such as kayaking or paddle boarding.

MOTORIZED ACTIVITIES

Motorized vehicles are prohibited in all CBJ parks and recreation areas, including trails, except on the roadways and parking areas designated for their use (CBJ 67.01.090(e)). This prohibition applies to commercial activities.



MAP 2. COMMERCIAL USE HEAT MAP

HIGH COMMERCIAL USE – PERMITTING GUIDELINES

OVERSTREET PARK

Commercial Use Guidelines:

- Group size: Managed by vehicle capacity
- Daily group limit: Managed by site capacity
- Site capacity: Limited by parking and loading/unloading capacity in designated spaces.
- Restricted days: No restrictions
- Hours of operation: No tours before 8 am/ park cleared by 9 pm
- Highest intensity of use: Human-powered activity – high intensity

Restrictions: Bicycle tours are not allowed within the plaza area at Overstreet Park, excluding individual use of pedicabs. Parking for commercial vehicles shall be restricted to designated spaces.

BROTHERHOOD BRIDGE WAYSIDE

Commercial Use Guidelines:

- Group size: Managed by vehicle capacity
- Daily group limit: Managed by site capacity
- Site capacity: Limited by parking and loading/unloading capacity in designated spaces. No limits apply to walking/biking tours.
- Restricted days: No restrictions
- Hours of operation: No tours before 7 am/ wayside cleared by 9 pm
- Highest intensity of use: Human-powered activity – low intensity

Restrictions: Commercial use of the Kaxdigoowu Heen Dei (Brotherhood Bridge Trail) or entering the meadow is not permitted. Parking for commercial vehicles shall be restricted to designated spaces.

MARINE PARK

Commercial Use Guidelines:

- Group size: Managed by site capacity
- Daily group limit: Managed by site capacity
- Site capacity: No restriction
- Restricted days: No restrictions
- Hours of operation: No tours before 7 am/ park cleared by 10 pm
- Highest intensity of use: Human-powered activity – high intensity

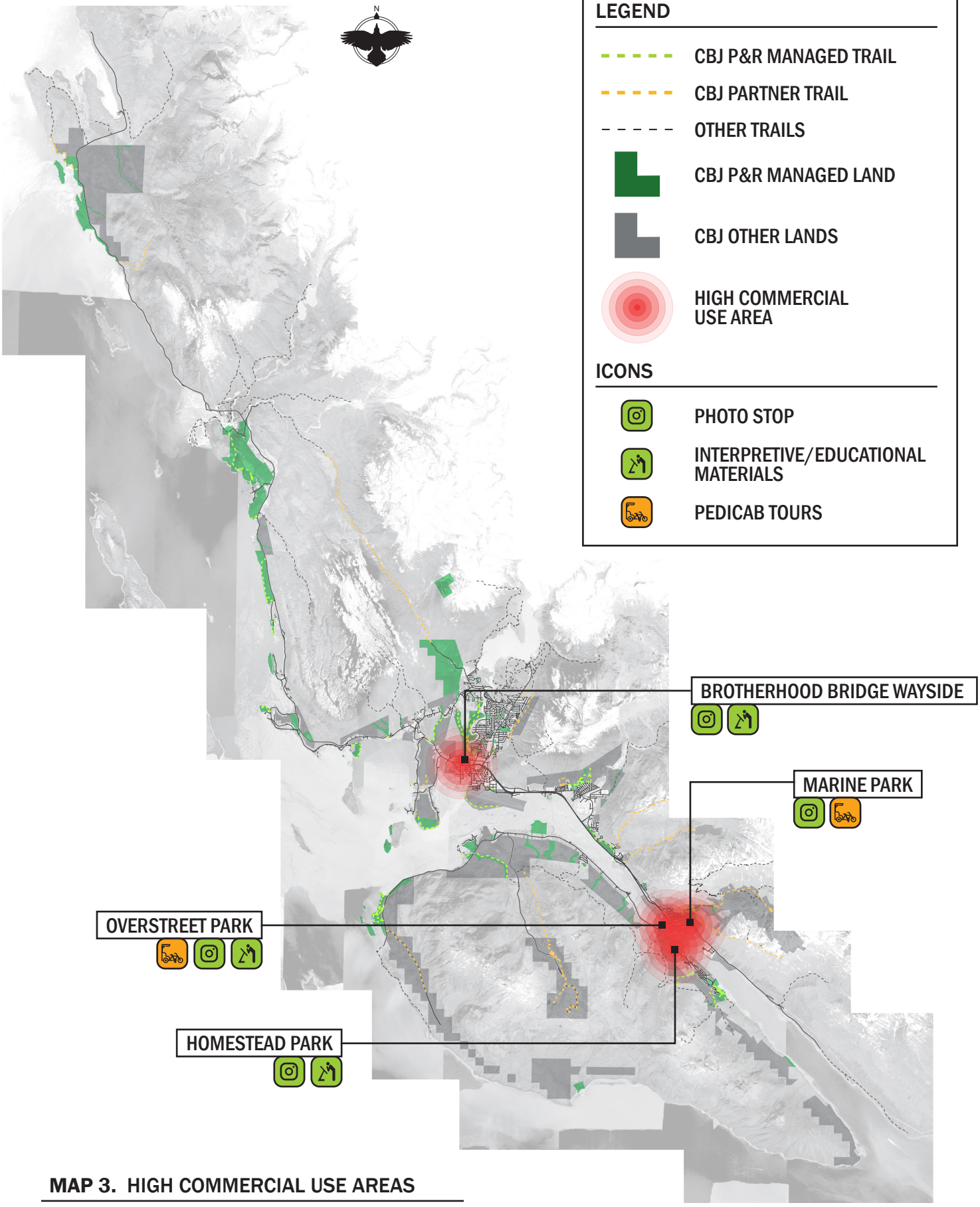
Restrictions: Skateboards and similar devices are prohibited in Marine Park (CBJ 72.10.140). Bicycle tours are not allowed at Marine Park, excluding individual use of pedicabs.

HOMESTEAD PARK

Commercial Use Guidelines:

- Group size: Managed by vehicle capacity
- Daily group limit: Managed by site capacity
- Site capacity: Limited by parking and loading/unloading capacity in designated spaces.
- Restricted days: No restrictions
- Hours of operation: No tours before 8 am/ park cleared by 8 pm
- Highest intensity of use: Human-powered activity – low intensity

Restrictions: Parking for commercial vehicles shall be restricted to designated spaces.



MAP 3. HIGH COMMERCIAL USE AREAS

MEDIUM-HIGH COMMERCIAL USE – PERMITTING GUIDELINES

CHANNEL WAYSIDE PARK

Commercial Use Guidelines:

- Group size: Maximum 25 people
- Daily group limit: Managed by site capacity
- Site capacity: Limited by parking and loading/unloading capacity
- Restricted days: No restrictions
- Hours of operation: No tours before 7 am/ park cleared by 9 pm
- Highest intensity of use: Human-powered activity – low intensity

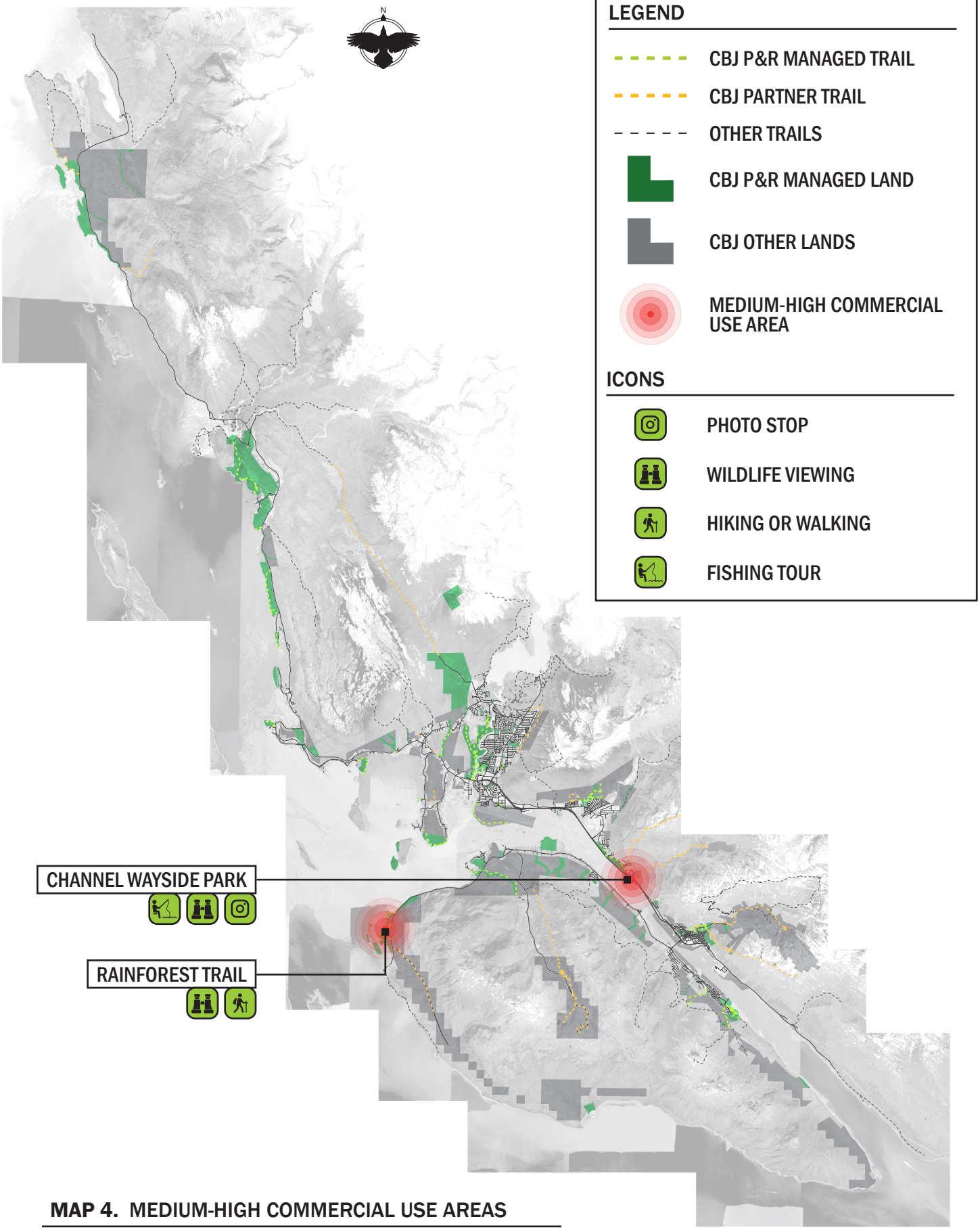
Restrictions: None

RAINFOREST TRAIL

Commercial Use Guidelines:

- Group size: Maximum 15 people
- Daily group limit: Managed by site capacity
- Site capacity: Limited by parking and loading/unloading capacity in designated spaces. Fifteen-minute spacing is encouraged.
- Restricted days: No restrictions
- Hours of operation: No tours before 7 am/ trail cleared by 9 pm
- Highest intensity of use: Human-powered activity – low intensity

Restrictions: Parking for commercial vehicles shall be restricted to designated spaces.



MAP 4. MEDIUM-HIGH COMMERCIAL USE AREAS

MEDIUM-LOW COMMERCIAL USE – PERMITTING GUIDELINES

TELEPHONE HILL PARK

Commercial Use Guidelines:

- Group size: Maximum 8 people
- Daily group limit: No limit
- Site capacity: One group at the park at one time
- Restricted days: No restrictions
- Hours of operation: No tours before 8 am/ park cleared by 9 pm
- Highest intensity of use: Human-powered activity – low intensity

Restrictions: No parking is provided for commercial vehicles.

UNDER THUNDER TRAIL

Commercial Use Guidelines:

- Group size:
- Bicycle tours: Maximum 8 people
  - Walking tours: Maximum 15 people
- Daily group limit: Four groups
- Site capacity: One group on the trail at one time.
- Restricted days: Weekends and holidays
- Hours of operation: No tours before 9 am/ trail cleared by 5 pm
- Highest intensity of use: Human-powered activity – high intensity

Restrictions: Parking for commercial vehicles shall be restricted to designated spaces in the parking area at the Sit̓ Eeti Shaanáx̱ Baseball Field. Access to the Thunder Mountain Bike Park is not permitted.

FISH CREEK PARK – PARKING LOT

Commercial Use Guidelines:

- Group size: Maximum 15 people
- Daily group limit: Six groups
- Site capacity: One group staging in the parking lot at one time.
- Restricted days: No restrictions
- Hours of operation: No tours before 7 am/ parking lot cleared by 8 pm
- Highest intensity of use: Motorized activities

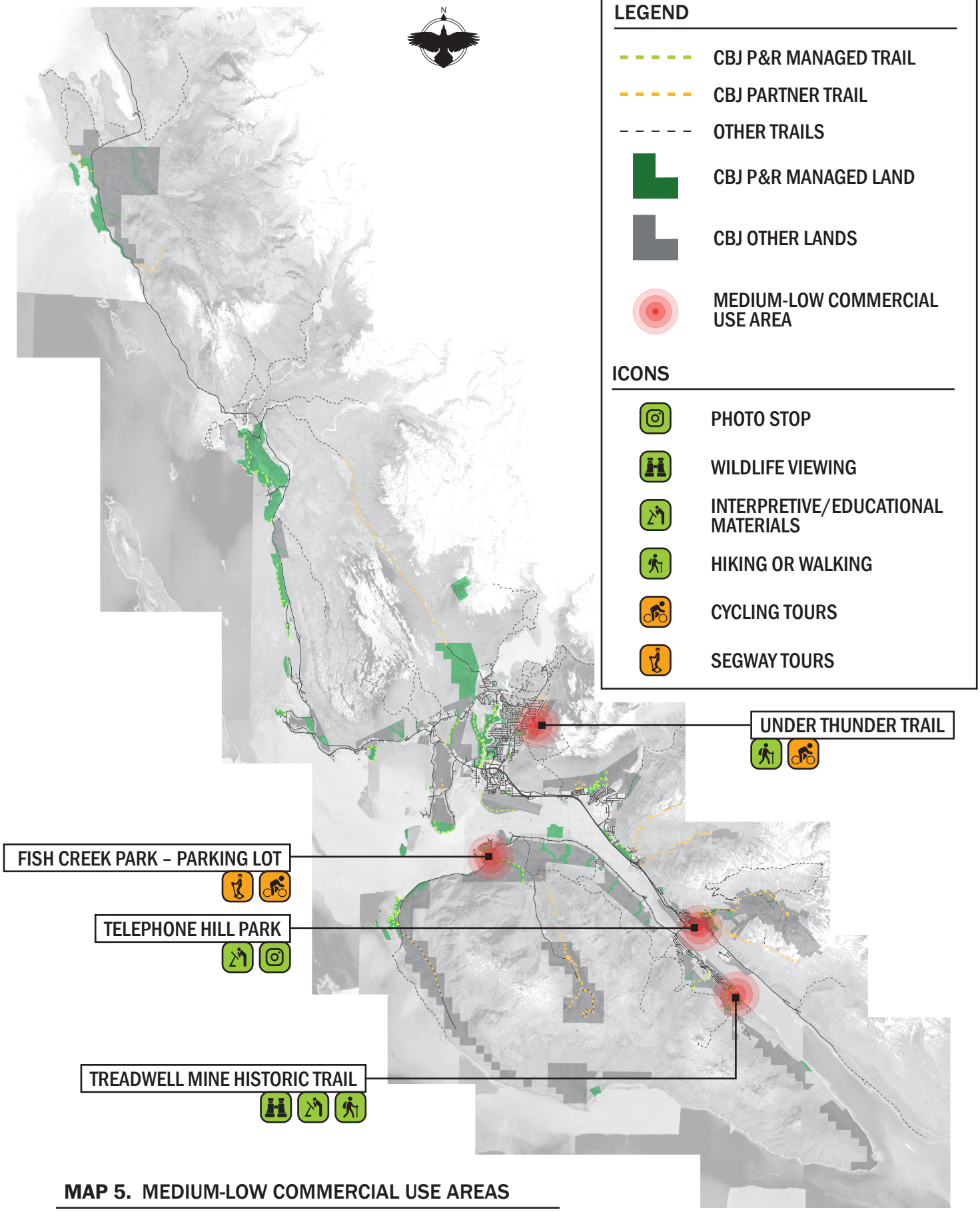
Restrictions: Parking for commercial vehicles shall be restricted to designated spaces. Access to Fish Creek Park is not permitted.

TREADWELL MINE HISTORIC TRAIL

Commercial Use Guidelines:

- Group size: Maximum 15 people
- Daily group limit: Four groups
- Site capacity: Two groups on the trail at one time; 15-minute spacing encouraged.
- Restricted days: Fourth of July
- Hours of operation: No tours before 7 am/ trail cleared by 7 pm
- Highest intensity of use: Human-powered activity – low intensity

Restrictions: Parking for commercial vehicles shall be restricted to designated spaces in the Savikko Park parking lot. Access to Sandy Beach and the shelters at Savikko Park are not permitted.



MAP 5. MEDIUM-LOW COMMERCIAL USE AREAS

LOW COMMERCIAL USE – PERMITTING GUIDELINES

AMALGA MEADOWS – KAYAKERS BEACH TRAIL

Commercial Use Guidelines:

- Group size: Maximum 8 people
- Daily group limit: Two groups
- Site capacity: One group on the trail at one time
- Restricted days: Weekends and holidays
- Hours of operation: No tours before 8 am/ trail cleared by 5 pm
- Highest intensity of use: Human-powered activity - high intensity

Restrictions: No equipment use allowed on the trail.

AUKE LAKE WAYSIDE

Commercial Use Guidelines:

- Group size: Maximum 8 people
- Daily group limit: Four groups
- Site capacity: One group staging in the parking lot at one time.
- Restricted days: Weekends and holidays
- Hours of operation: No tours before 7 am/ wayside cleared by 7 pm
- Highest intensity of use: Human-powered activity - low intensity

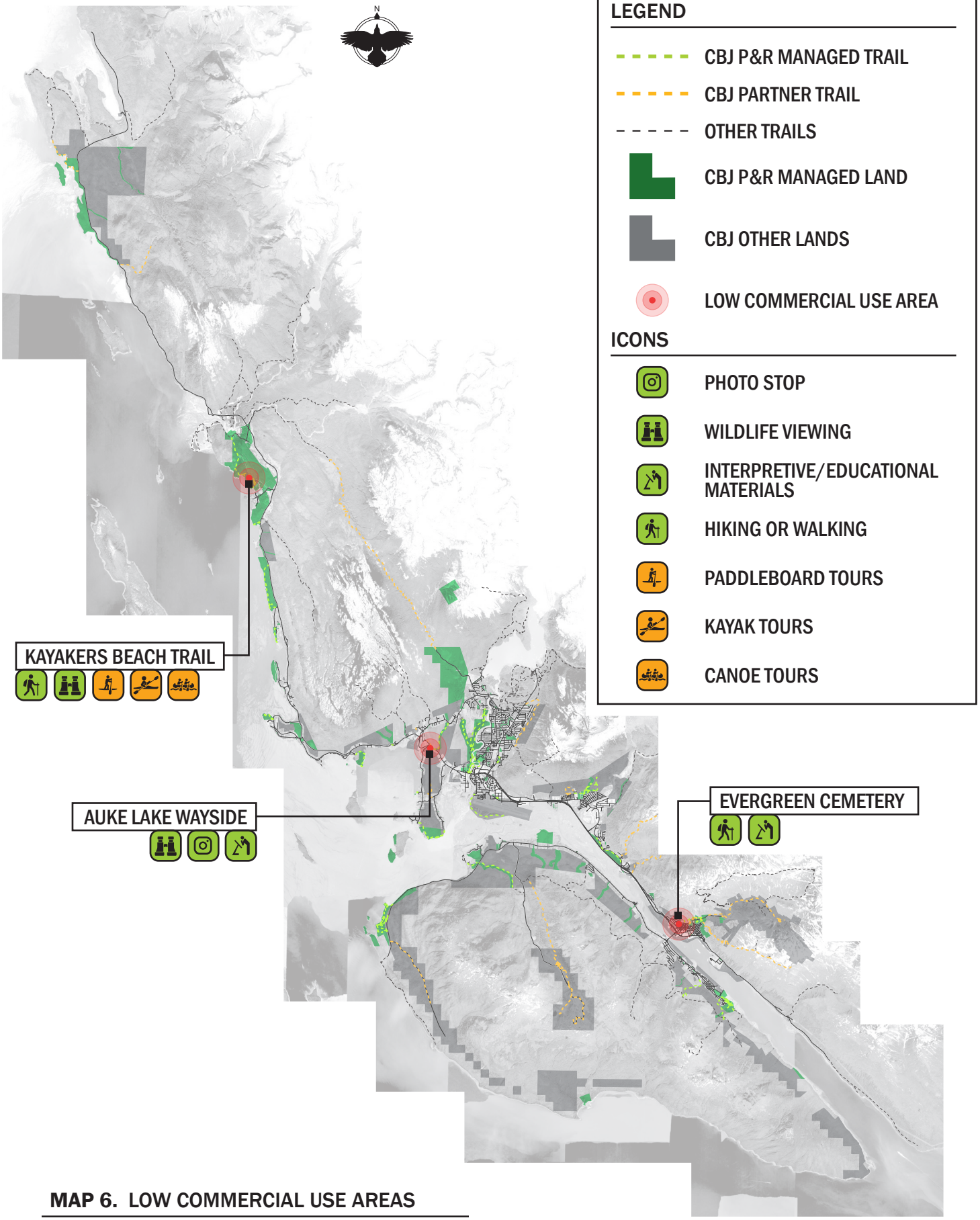
Restrictions: Access to the Auke Lake Trail is not permitted.

EVERGREEN CEMETERY

Commercial Use Guidelines:

- Group size: Maximum 8 people
- Daily group limit: Four groups
- Site capacity: Two groups in the park at one time.
- Restricted days: No restrictions
- Hours of operation: No tours before 8 am/ park cleared by 7 pm
- Highest intensity of use: Human-powered activity - low intensity

Restrictions: No parking is provided for commercial vehicles. Applicant must provide tour content for review by P&R and City Museum staff at the time of application.



MAP 6. LOW COMMERCIAL USE AREAS

TOURISM-RELATED COMMERCIAL USE PROHIBITED

The following properties managed by the CBJ Parks & Recreation Department are not available for tourism-related commercial use. Vending, special use, and large event permits may be considered on a case-by-case basis.

PARKS AND NATURAL AREAS

Adair-Kennedy Memorial Park
Aant'iyeik Park
Bishop Kenny Memorial Peace Park
Bonnie Brae Rotary Park
Bridget Cove Natural Area Park
Capital School Park
Cathedral Park
Chicken Yard Park
Cope Park
Eagles Edge Park
Dimond Park
Douglas Mini Park
Fish Creek Park
Jackie Renninger Park
Lena Loop Park
Melvin Park
Mendenhaven Park
Nancy Street Wetlands
Riverside Rotary Park
Savikko Park
Sigoowu Ye Park
Si't Tuwan Park
Steelhead Street Park
Twin Lakes Park
West Juneau Rotary Park

TRAILS AND BEACH ACCESS POINTS

Amalga Cabin Trail
Auke Lake Interpretive Trail
Blueberry Hill
Breadline Bluff Trail
CBJ-managed Beach Access Points
Christopher Trail
Dzantik'i Loop Trail
Eagle Landing Trail
False Outer Point Beach Access
Fish Creek Trail
Horse Tram Trail
Indian Point Trail
Kaxdigoowu Heen Dei (Brotherhood Bridge Trail)
Lena Point Trail
Mendenhall Peninsula Trail
North Tee Harbor Trail
Outer Point Bluff Trail
Outer Point Loop Trail
Perseverance Trail System
Rotary Park Path
Sunshine Cove Beach Access
Switzer Creek Greenbelt Trail System
Treadwell Ditch Trail & Connectors
Twin Lakes Trail

SPECIAL USE AREAS

Special Use Areas are unique properties listed in the Parks & Recreation Master Plan that are managed for specific uses. While commercial use is allowed at the following Special Use Areas, it is subject to existing agreements and/or consultation with stakeholder groups.

LAST CHANCE BASIN

The ***1994 Last Chance Basin Land Management Plan*** manages the commercial use of the Last Chance Basin. Commercial use of the Last Chance Basin shall be in accordance with Ordinance 94-44, Section 49.05.200.

JENSEN-OLSON ARBORETUM

Administrative Supplement No. 2 to Deed of Conservation Easement (December 28, 1998) Concerning Commercial Uses outlines appropriate commercial use of the Jensen-Olson Arboretum.

HANK HARMON PUBLIC RANGE

The Hank Harmon Public Range is owned by the CBJ P&R Department and managed by the Hank Harmon Public Range Board (HHPRB). Commercial use shall be in accordance with guidelines identified by the HHPRB.

EAGLE VALLEY CENTER LODGE AND P&R MANAGED CABINS

Eagle Valley Center Lodge and P&R-managed cabins are available for reservation through the CBJ P&R website. Use of the Eagle Valley Center Lodge shall be in accordance with existing policy requirements.

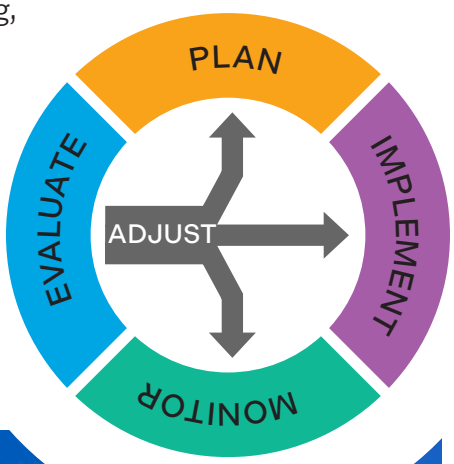


Image above: Flowers blooming at the Jensen-Olson Arboretum

ADAPTIVE MANAGEMENT TOOLS

Adaptive management is a dynamic approach to resource management that emphasizes learning, monitoring, and adjusting management strategies accordingly. The United States Forest Service (USFS) characterizes adaptive management as the "structured, cyclical process for resource management decision-making." It is particularly valuable in environments with changing conditions and uncertainties, helping to mitigate environmental impacts and user conflicts.

Core principles of adaptive management include continuous learning, acknowledging uncertainty, taking action, and transparently managing commercial use.



Monitoring is crucial for effective adaptive management. It enables tracking conditions over time, measuring management effectiveness, and gathering data on resources, impacts, and user trends.

The CBJ can make informed decisions, protect resources, and enhance the visitor experience by incorporating adaptive management tools.



Image above: Yaadachóon, a sculpture on the seawalk at Overstreet Park by Lingít artist Robert Mills.

REGULAR ASSESSMENTS

Regular assessments of resource impacts and user experiences provide invaluable data for decision-making, impact mitigation, and resource sustainability.

Resource assessments evaluate the condition of natural and cultural resources to track changes or impacts. Deterioration in environmental or user quality may necessitate stricter permitting. Monitor soil erosion, wildlife impacts, vegetation health, historical sites, and cultural landscapes to inform management actions and future permitting guidelines.

User assessments gather data on visitor demographics, activities, satisfaction, and impacts to understand visitor needs and behavior. Conduct surveys, interviews, and observations to guide permitted activities, identify infrastructure needs, develop educational programs, and address user conflicts.

The CBJ is developing a formal monitoring program with their park rangers during the summer tourism season. Park rangers will complete spot checks at locations where commercial use is permitted to count visitors, monitor trail conditions, and conduct visitor satisfaction reviews. Park rangers will keep regular audit reports and ensure that allocated permits match what is on the ground and that site capacities and conditions are recorded.

MONITORING VISITOR DATA

Visitor data should be collected for parks and trails that host large numbers of visitors who may not be part of a commercial tour but whose presence impacts the overall visitor experience. Examples of this include the Perseverance Trail System.

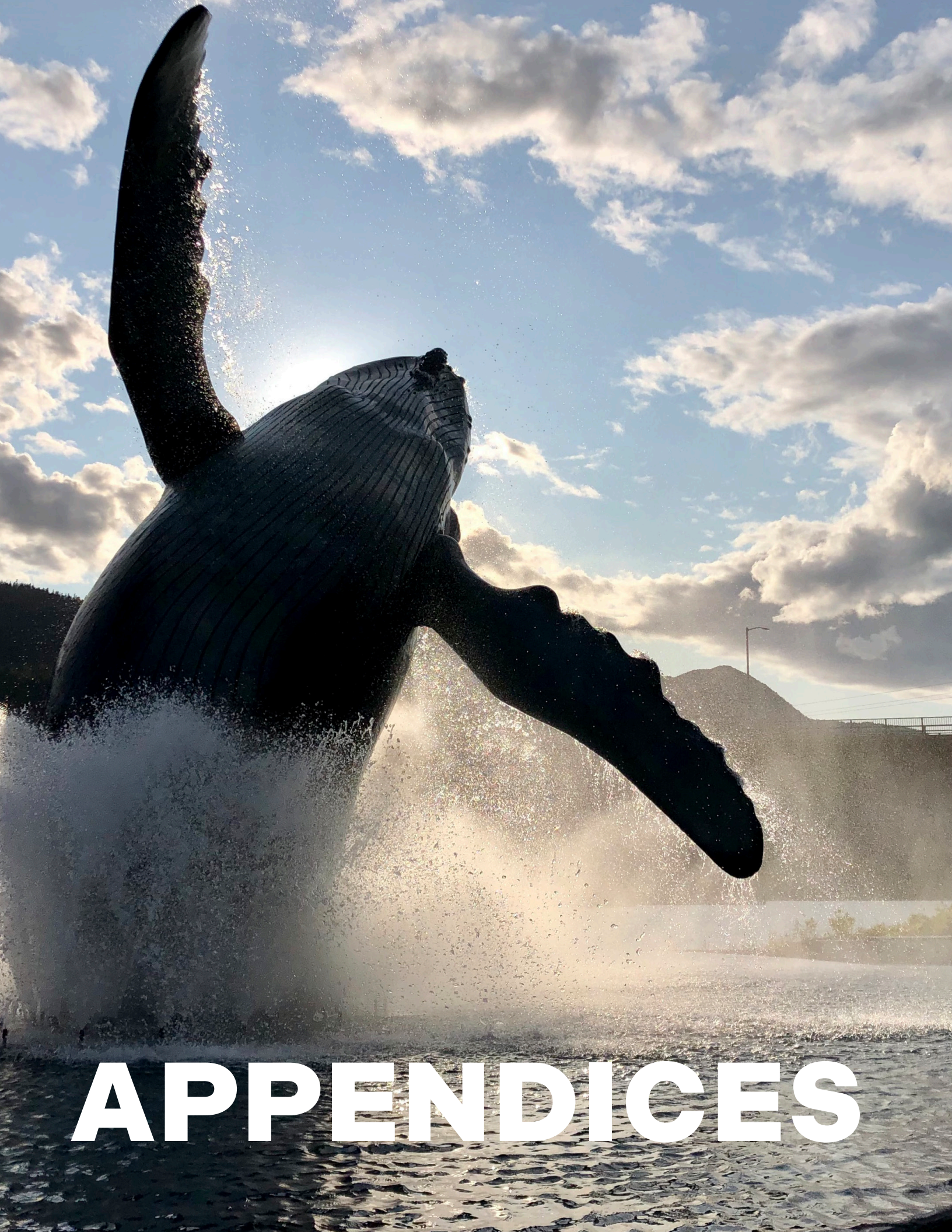
Monitoring visitor data is crucial for mitigating impacts on the overall visitor experience. It will enable CBJ to identify overcrowding by tracking visitor numbers and patterns to alleviate congestion, managing resources to ensure that parking, accommodations, and amenities are adequate to meet demands, and improving safety by identifying potential safety hazards and adressing them.

The CBJ intends to leverage location information gathered from mobile devices to track visitor movement, count visitor numbers, and analyze visitation patterns within commercial use areas. This data infers the aggregated presence of people within urban-adjacent parks, open spaces, and hiking trails to understand changes in footfall visit patterns using crowdsourced mobility data and privacy-compliant methodologies. It does not allow monitoring of individual people or their movements. These aggregated, anonymized data sets will enable the CBJ to better manage crowds by identifying areas with high visitor density and implementing crowd control measures. Understanding visitor volume will also inform decisions about whether current or proposed commercial use would exceed the overall carrying capacity of an area, taking into account not only commercially guided guests but also independent travelers and residents.

NEW RECREATION OPPORTUNITIES

Introducing new activities and locations on a trial basis allows for assessing demand and managing impacts. A strategic approach to including new activities or commercial use areas provides opportunities to understand environmental and user impacts, develop mitigation strategies, and ensure compliance with permitting requirements.

Feasibility assessments help determine suitability and market potential. Over a period of time when a new location or new activity is proposed for commercial use, feasibility assessments will be completed and recorded to gauge public opinion, evaluate potential resource damage, and assess location suitability for commercial use or new activities. These feasibility assessments will act as a mechanism to implement new activities or facilities for commercial use on a trial basis.



APPENDICES

LIST OF APPENDICES

JUNEAU PERMIT HISTORY

BACKGROUND

EXISTING RECOMMENDATIONS

ECONOMICS & VISITOR TRENDS

TRENDS IN RECREATION

COMMUNITY INPUT

CODE ANALYSIS

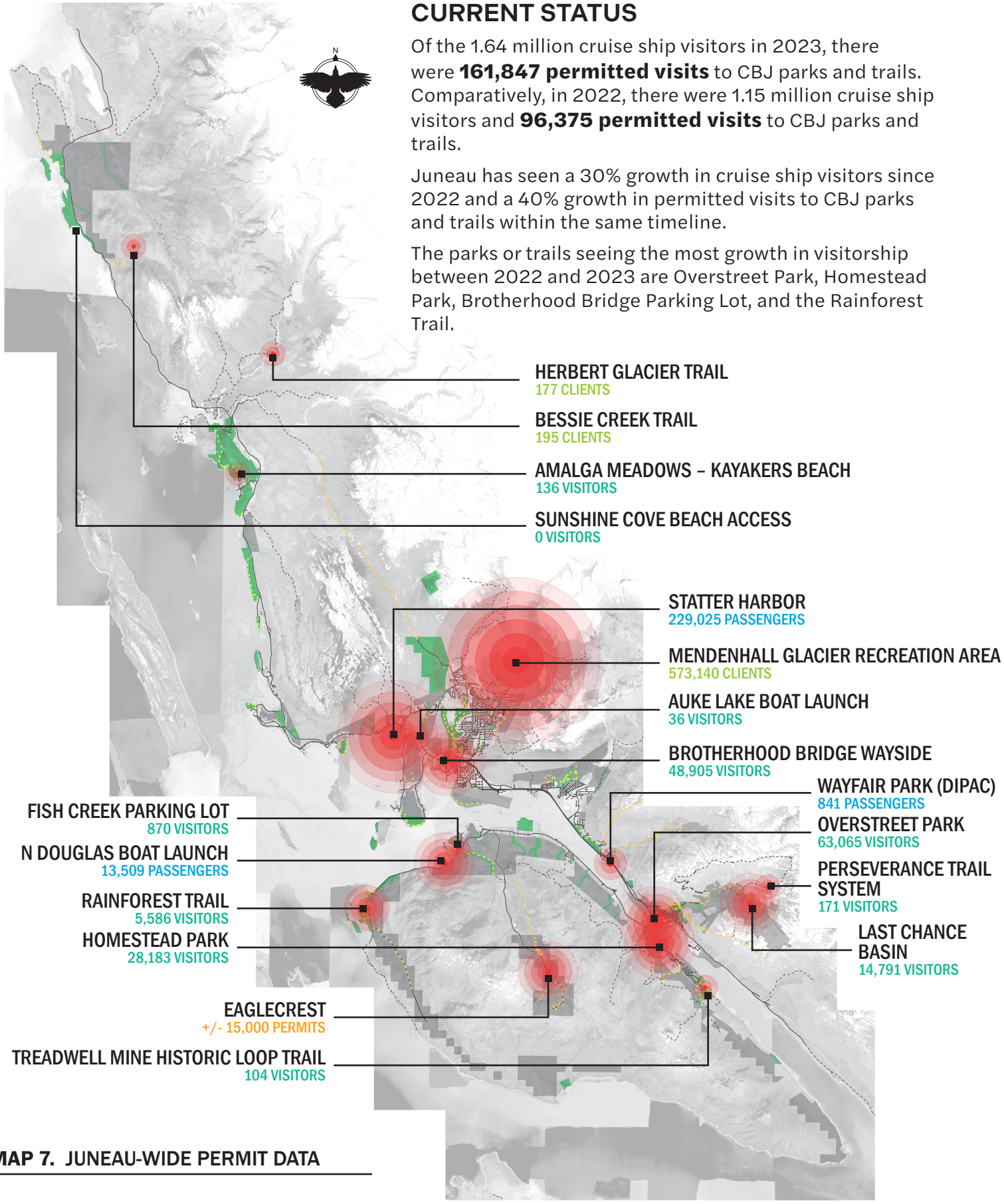
Image left: view of the whale fountain, Tahku, at Overstreet Park

CURRENT STATUS

Of the 1.64 million cruise ship visitors in 2023, there were **161,847 permitted visits** to CBJ parks and trails. Comparatively, in 2022, there were 1.15 million cruise ship visitors and **96,375 permitted visits** to CBJ parks and trails.

Juneau has seen a 30% growth in cruise ship visitors since 2022 and a 40% growth in permitted visits to CBJ parks and trails within the same timeline.

The parks or trails seeing the most growth in visitorship between 2022 and 2023 are Overstreet Park, Homestead Park, Brotherhood Bridge Parking Lot, and the Rainforest Trail.



MAP 7. JUNEAU-WIDE PERMIT DATA

JUNEAU PERMIT INVENTORY

INVENTORY OF CBJ COMMERCIAL USE NUMBERS FROM 2019 – 2024

Beginning in 2022, the department expanded its permit system to include parks such as Homestead Park and took over the management of the Brotherhood Bridge Parking Lot. Additionally, Overstreet Park launched its first full season of commercial tours. These changes resulted in a significant increase in the number of permits issued. Commercial tours surged in 2023 due to permit conflicts at the MGRA; however, these decreased again in 2024 to better reflect expected commercial use patterns.

Overstreet Park and Brotherhood Bridge Wayside are the most in-demand stops. Both locations offer accessible amenities and desirable views, making them popular choices for commercial tours. Overstreet Park, in particular, has become a top tourist destination due to its facilities, including restrooms, interpretive signage, a connection to the seawalk, and the iconic Tahku statue.

	2019	2020	2021	2022	2023	2024
Perseverance Trail System	76			12	171	12
Last Chance Basin	14,128		1,681	16,240	14,791	19,973
Rainforest Trail	3,344	25	151	2,439	5,586	6,838
Amalga Meadows – Kayakers Beach	402		63	145	136	140
Auke Lake Wayside	110		19	45	36	252
Treadwell Historic Loop Trail	741			4	104	398
Overstreet Park	3,602	14	82	32,124	63,065	35,040
Homestead Park				18,306	28,183	15,130
Brotherhood Bridge Parking Lot				27,054	48,905	59,624
Fish Creek Parking Lot					870	1,785
Channel Wayside Park				6		
Sunshine Cove Beach Access						17
	22,403	**39**	**1,996**	**96,375**	**161,847**	**139,209**

OTHER COMMERCIAL VISITOR NUMBERS

United States Forest Service

The United States Forest Service (USFS) provided the number of clients per year over a five-year average (excluding the Mendenhall Glacier Recreation Area (MGRA)) from 2017-2019 and 2022-2023, with 2020 and 2021 being excluded due to the COVID-19 pandemic. The MGRA client numbers are from 2023 specifically. Map 8 outlines the data from these numbers for all areas with over 100 client visits within the CBJ boundary. These areas include the MGRA, Bessie Creek Trail, and Herbert Glacier.

Eaglecrest Ski Area

A detailed summary of tours and permit numbers at Eaglecrest was not provided. Permit numbers range around +/- 15,000 people.

CBJ Docks and Harbors

The CBJ Docks and Harbors (D&H) provided passenger numbers for commercial permits at three locations within the CBJ boundary, including Statter Harbor, North Douglas Boat Launch, and Wayfair Park (DIPAC). These passenger numbers are for the 2023 season.

State of Alaska

Within the CBJ boundary, the State of Alaska permits commercial use at Point Bridget State Park, Eagle Beach State Recreation Site, Ernest Gruening State Historic Park, and the Mount Roberts Trail System. Visitor numbers were not provided for these areas.

BACKGROUND

The following section provides an overview of actions taken by CBJ to manage recreation use on CBJ lands and trails that are regulated by the Parks and Recreation (P&R) Department.

In 2023, Juneau received 1.64 million cruise ship visitors, up from 1.33 million in 2019. Several commercial tour operators sold out of their allocated permits to the Mendenhall Glacier Recreation Area midway through the season, causing unexpected pressure on City and Borough of Juneau (CBJ) managed lands. The current CBJ commercial regulations are outdated, and there is no guidance for commercial uses on newly-managed CBJ lands or new and emerging recreation trends. CBJ is developing a Commercial Recreation Use Analysis to identify current commercial activities on CBJ lands and make a rational assessment for managing commercial use to meet community expectations.

GUIDING DOCUMENTS

The CBJ uses the following documents to guide commercial use on City lands and trails regulated by the CBJ P&R Department.

The ***Commercial Use of Park and Recreation Facilities and Trail Regulations*** were developed in 1995 to establish regulations concerning the commercial use of City land regulated by the P&R Department. These regulations apply to all CBJ land designated as "open space and park system and to all areas owned by the [CBJ] dedicated to park or recreation purposes." The regulations were amended in 2004 and were being updated in 2019, prior to the COVID-19 pandemic.

The ***Trails Working Group*** was formed in 2000 to "evaluate all trails in Juneau to develop a common vision for agency management to guide commercial use of trails, reduce conflicts between commercial and non-commercial users, and minimize natural resource degradation to provide and preserve quality experiences for all trail users." The ***Trails Working Group Recommendations*** were established in 2001 and reviewed and updated in 2004.

Juneau's Tourism Best Management Practices (TBMP) was started in 1997 to manage the effects of tourism. It is a collaborative effort between local tour operators, cruise lines, transportation providers, and CBJ to ensure a positive visitor experience and a sustainable environment for residents. The TBMP are guidelines updated annually and a hotline communication for residents to voice concerns, complaints, or praise to tour operators.

Since the Commercial Use of Park and Recreation Facilities and Trail Regulations and the Trails Working Group Recommendations were updated, commercial use trends have evolved, new lands and trails have come under CBJ P&R management, and CBJ now requires commercial operators to apply for permits to operate tours at parks where commercial operators did not previously require permits.

1995
380,600 visitors

CBJ develops the ***Commercial Use of Parks and Recreation Facilities and Trails Regulations*** to manage commercial use of city land regulated by the P&R Department.

1997
CBJ works with the visitor industry and local residents to develop ***Juneau's Tourism Best Management Practices*** to create a balance between tourism needs and the rhythm of local life.

1998
568,500 visitors

2001
CBJ assembles the ***Trails Working Group*** to evaluate trails in Juneau to guide commercial use, reduce conflicts, minimize natural resource degradation, and preserve the quality experience for all trail users.

Construction begins on the Rainforest Trail to provide commercial use opportunities and mitigate conflicts with the Outer Point Trail.

2002
741,500 visitors

2003
Rainforest Trail is complete and CBJ begins permitting for commercial use.

2004
CBJ updates the ***Commercial Use of Parks and Recreation Facilities and Trails Regulations*** and the recommendations made by the ***Trails Working Group***.

2006
951,400 visitors

2010
860,878 visitors

Due to a national recession, the State of Alaska sees a decline in passengers with the lowest visitation numbers since 2003.

2015
982,500 visitors

2017
1,072,300 visitors

2019
1,305,700 visitors

CBJ expands their permitting beyond the locations identified in the ***Trails Working Group*** recommendations to include Overstreet Park. Brotherhood Bridge parking lot is transferred from DOT to the City P&R Department.

CBJ initiates an update to the ***Commercial Use of Parks and Recreation Facilities and Trail Regulations***; however, this is put on hold due to the global pandemic in 2020.

2020
48 visitors

The COVID-19 pandemic shuts down the cruise ship season with an estimated loss of $1.7 billion dollars to the Alaskan economy.

2022
1,150,000 visitors

2023
1,640,000 visitors

Juneau breaks it's previous record with a 23% increase over the busiest visitor season recorded in 2019.

2024
CBJ is updating their commercial use guidelines for city lands and trails that are regulated by the P&R Department.

CBJ caps ship limits at 5 per day with a daily capacity limit scheduled to be implemented in 2026.

EXISTING RECOMMENDATIONS

The following section provides an overview of current recommendations gathered from the Trails Working Group Recommendations and Juneau's Tourism Best Management Practices.

METHOD

For each area that is available for permitting, the following items are reviewed:

Description: A general description of the area and its amenities.

Commercial Use: Low, Medium, or High-use as determined by visitor numbers on a commercial tour recorded in 2023.

Parking: Where parking is allowed, and any limitations that affect parking

Restrictions: Any restrictions on permit-holders specific to this site.

Tour Duration: The typical duration of time for permit-holders to have guests on-site.

Commercial Use Guidelines:

- Group size: Maximum number of guests
- Spacing: Minimum distance between groups.
- Operating days: Days of the week
- Daily group limit: Maximum number of groups allowed
- Hours of operation: Allowable hours of use

AREAS AVAILABLE FOR PERMIT

TREADWELL MINE HISTORIC LOOP TRAIL

Description: Accessible trail built through the original townsite of Treadwell and the Treadwell mine that boasts interpretive displays, historic building and mining ruins, picnic areas and shelter, and restrooms.

Commercial Use: Low-use area.

Parking: Savikko Park parking area with a maximum vehicle size of an airporter shuttle.

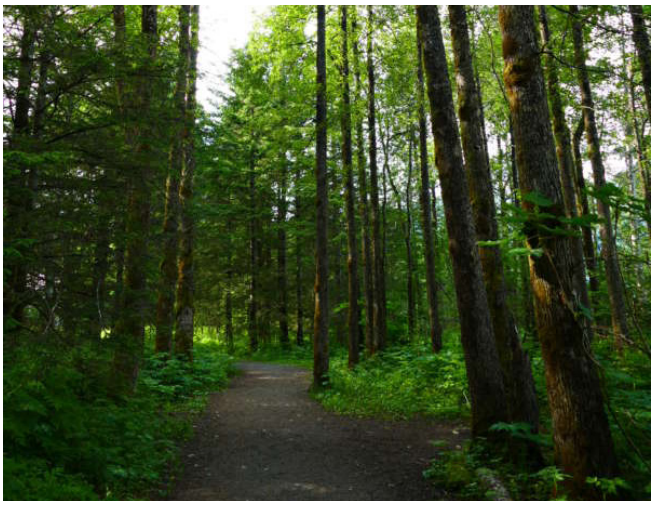
Restrictions: Tour operators are restricted from using the shelters at Savikko Park and Sandy Beach.

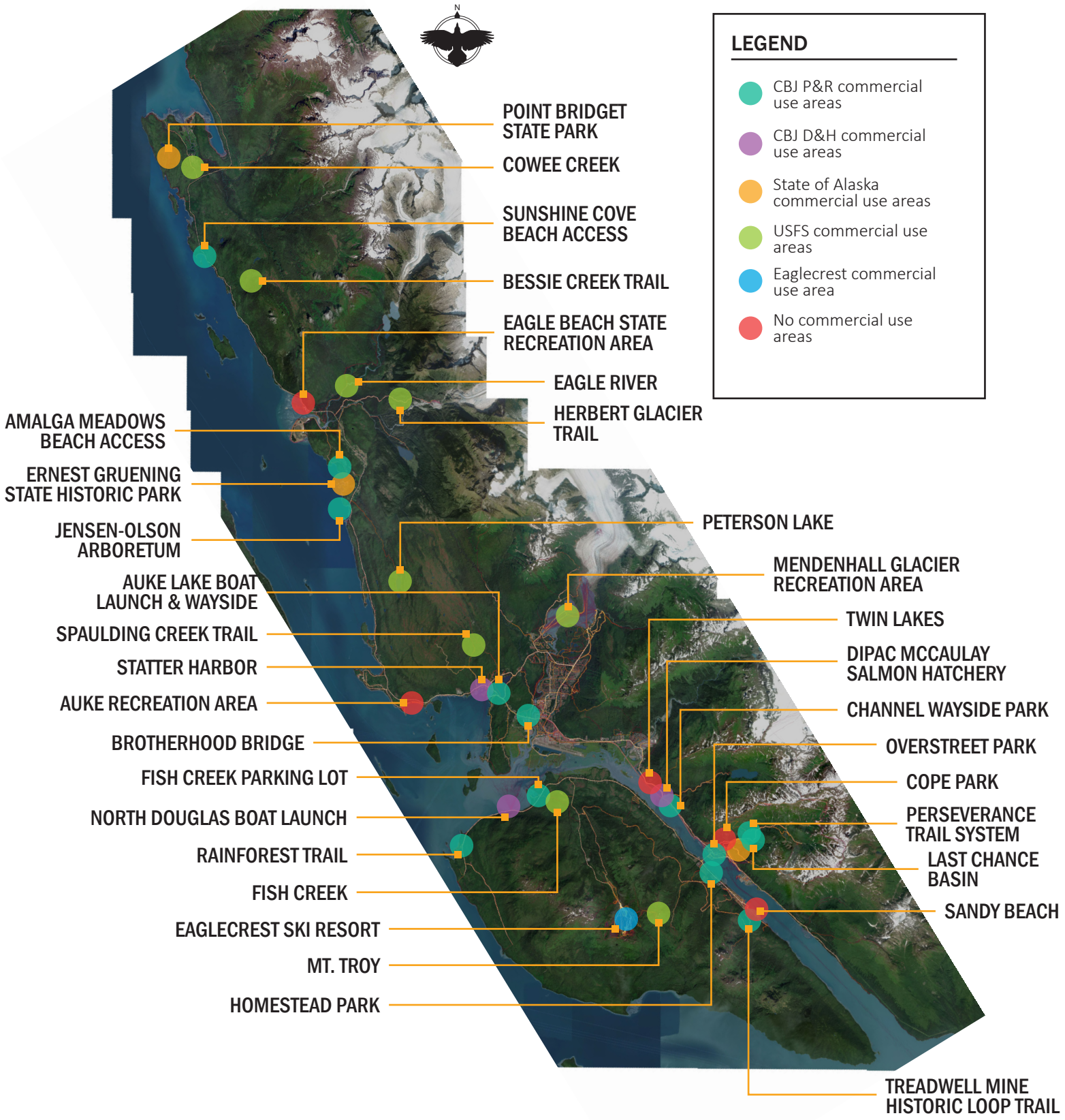
Tour Duration: An hour and a half.

Commercial Use Guidelines:

- Group size: Maximum 15 people
- Spacing: No restrictions
- Operating days: Monday to Friday, plus one weekend day
- Daily group limit: Four groups
- Hours of operation: Trail must be cleared by 5 PM







MAP 8. JUNEAU-WIDE PERMIT LOCATIONS





PERSEVERANCE TRAIL SYSTEM

Description: Popular hiking, biking, and running trail system with historic mining ruins and natural vistas. Includes the Perseverance Trail, Red Mill Trail, Glory Hole Trail, and Mine Camp Ruins Trail.

Commercial Use: Low-use area.

Parking: Gravel parking area with limited capacity. The maximum vehicle size is an airporter.

Restrictions: None

Tour Duration: Six hours.

Commercial Use Guidelines:

- Group Size: Maximum 15 people
- Spacing: Maximum two groups at one time, half hour spacing encouraged
- Operating days: Monday to Friday, plus one weekend day
- Daily group limit: Four groups
- Hours of operation: Trail must be cleared by 7 pm
- Glory Hole Trail: one group with a maximum of 8 people per day

RAINFOREST TRAIL

Description: A popular trail that was built for commercial use in 2003. Its features include beach access, viewpoints, and interpretive displays.

Commercial Use: Medium-use area.

Parking: Small, non-delineated gravel parking area with parallel parking. Maximum vehicle size is an airporter shuttle.

Restrictions: None.

Tour Duration: 30 minutes to an hour and a half.

Commercial Use Guidelines:

- Group Size: Maximum 15 people
- Spacing: 15 minute spacing encouraged
- Days: No restriction
- Daily group limit: Four groups
- Hours of Operation: Trail must be cleared by 5 pm

LAST CHANCE BASIN

Description: A tour of the Last Chance Basin Mining Museum and the remnants of the Alaska-Juneau Mining Company with gold-panning in Juneau's Gold Creek.

Commercial Use: High-use area.

Parking: Gated lot a quarter-mile walk from the museum. Maximum vehicle size is an airporter shuttle.

Restrictions: None

Tour Duration: approximately an hour and a half.

Commercial Use Guidelines: Commercial activities are guided by the 1994 Last Chance Basin Land Management Plan.

OVERSTREET PARK

Description: Built in 2019, Overstreet Park is a highly popular photo stop with a life-sized humpback whale statue (Tahku), interpretive displays, and access to the Juneau seawalk and an intertidal zone. Park facilities include a covered shelter, restrooms, drinking fountains, and a courtyard.

Commercial Use: High-use area

Parking: Paved parking with limited parking stalls and a unloading/loading zone. Maximum vehicle size is a motorcoach.

Restrictions: None.

Tour Duration: Ten to fifteen minutes.

Commercial Use Guidelines: No established guidelines or recommendations.



HOMESTEAD PARK

Description: Highly popular stop for commercial tours, primarily serving as a photo opportunity. It offers scenic views of downtown Juneau, the cruise ships, and Gastineau Channel, enhanced by viewing platforms and interpretive signage. A seasonal port-a-potty is provided.

Commercial operators have been hosting tours at Homestead Park for many years; however, CBJ didn't start regulating commercial use here until 2022.

Commercial Use: High-use area

Parking: Paved loading/unloading zone with limited parallel parking stalls. Maximum vehicle size is an airporter shuttle.

Restrictions: None.

Tour Duration: Ten to fifteen minutes.

Commercial Use Guidelines: No established guidelines or recommendations.







BROTHERHOOD BRIDGE PARKING LOT

Description: Highly popular location for commercial operators, offering stunning views of the Mendenhall Glacier, Mendenhall River, and surrounding wildflower fields. Some interpretive signage is provided.

The Brotherhood Bridge Parking Lot was transferred to CBJ management in 2019. CBJ didn't start regulating tours at the Brotherhood Bridge Parking Lot until 2022.

Commercial Use: High-use area.

Parking: Paved parking with designated parking and unloading/loading zones. Maximum vehicle size is a motorcoach.

Restrictions: Commercial tours are discouraged from using the Kaxdigoowu Heeni Dei (Brotherhood Bridge Trail).

Tour Duration: Ten to fifteen minutes.

Commercial Use Guidelines: No established guidelines or recommendations.





FISH CREEK PARK PARKING LOT

Description: Staging area for bike tours that venture out the North Douglas Highway with photo stops and hiking opportunities. Fish Creek Park offers picnic tables, a grill, and a pond that offers wildlife viewing opportunities.

Commercial Use: Low-use area for bike transfers.

Parking: Gravel parking lot. Maximum vehicle size is an airporter shuttle. Trailers can be accommodated.

Restrictions: None.

Tour Duration: Three hours.

Commercial Use Guidelines: No established guidelines or recommendations.

AMALGA MEADOWS – KAYAKERS BEACH TRAIL

Description: Located near the Eagle Valley Center, a short one-mile hike offers forest views and access to a beach.

Commercial Use: Low-use area.

Parking: small dirt parking area with parking for approximately four vehicles. Maximum vehicle size is a passenger vehicle.

Restrictions: There is no access allowed to the Amalga Cabin or outhouse.

Tour Duration: Two to three hours.

Commercial Use Guidelines: No established guidelines or recommendations as the trails were constructed after the recommendations were developed.

AUKE LAKE BOAT LAUNCH AND WAYSIDE

Description: Boat launch and small wayside area with a covered shelter and interpretive displays. The wayside connects to a one mile forested trail and floating boardwalk.

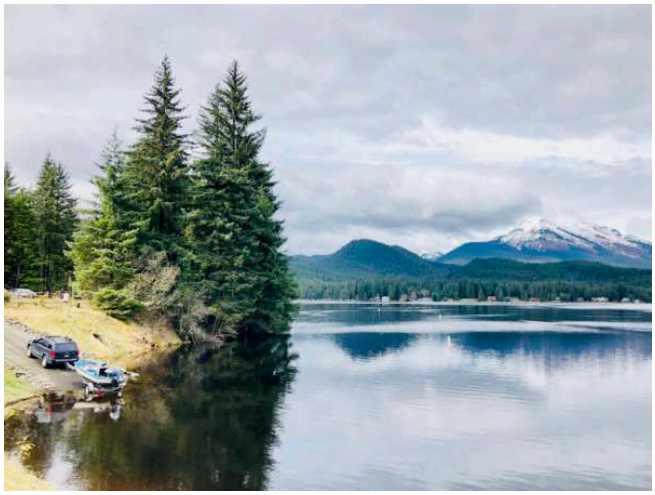
Commercial Use: Low-use area

Parking: Paved parking lot. Maximum vehicle size is a passenger vehicle.

Restrictions: Commercial access to the forested trail and floating boardwalk is not permitted.

Tour Duration: Ten to fifteen minutes.

Commercial Use Guidelines: No established guidelines or recommendations.



SUNSHINE COVE BEACH ACCESS

Description: Non-accessible beach access point approximately one hour drive from downtown Juneau. A seasonal port-a-potty is provided. To date, there have been no tours operated at this location.

Commercial Use: Low-use area.

Parking: Roadside gravel pullout. Maximum vehicle size is an airporter shuttle.

Restrictions: None.

Tour Duration: n/a

Commercial Use Guidelines:

- Group size: Maximum 20 people
- Spacing: No restrictions
- Operating days: No restrictions
- Daily group limit: Two groups
- Hours of operation: No restrictions



CHANNEL WAYSIDE PARK

Description: Popular fishing spot for locals to cast from shore. The park offers views of Gastineau Channel, a covered shelter with grills, picnic tables, and a restroom.

Commercial Use: Low-use area.

Parking: Paved parking lot and unloading/loading zone. Maximum vehicle size is an airporter shuttle.

Restrictions: None.

Tour Duration: No current tours.

Commercial Use Guidelines: No established guidelines or recommendations.

LANDS CLOSED TO COMMERCIAL USE

The Trails Working Group Recommendations and TBMP were reviewed to identify park lands and trails managed by CBJ P&R department that are closed to commercial uses. These include Sandy Beach, Cope Park, Twin Lakes, Kaxdigoowu Heen Dei and Dimond Park Bridge, Granite Creek Trail, and Outer Point Trail.



ECONOMICS & VISITOR TRENDS

The following section provides an overview of data collected by CBJ to review the economic impact of Juneau's cruise industry in 2023. The data was collected through passenger and crew surveys, local purchasing data, cruise-related revenues, and the U.S. Bureau of Economic Analysis.

SPENDING BY SOURCE

According to a McKinley Research Group study, the cruise industry injected approximately $375 million into Juneau's economy in 2023. Passengers, cruise lines, and crew members generated this direct spending. Passengers contributed the most, spending roughly $320 million (85%) on local businesses such as retailers, restaurants, tour operators, attractions, transportation services, and accommodations. Cruise lines invested about $39 million (10%) in the community through payments to port facilities, service providers, and local entertainers and suppliers of food and beverages. Crew members added $16 million (4%) to the local economy, primarily through spending at restaurants, bars, and retail stores.

CBJ collected approximately $18 million in sales tax revenue from cruise industry spending, which comprised 26% of the total sales tax collected by CBJ.

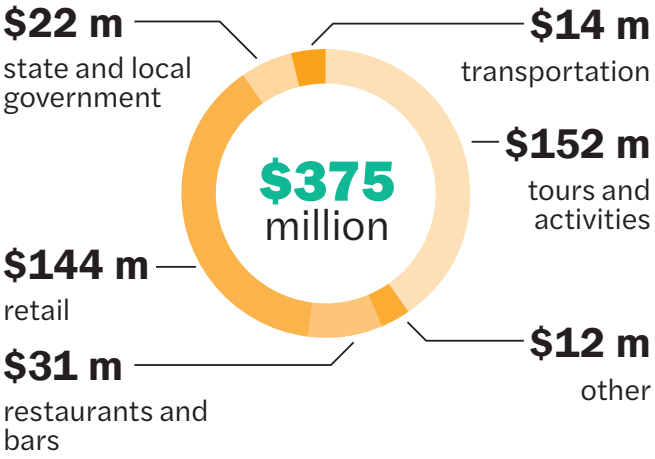
SPENDING BY SECTOR

The cruise industry spending is distributed across various sectors, with tours and activities and retail representing the two largest sectors. Of the $375 million, $152 million (41%) was spent on tours and activities, $144 million (38%) was spent on retail, $31 million (8%) in restaurants and bars, $22 million (6%) on state and local government, and $14 million (4%) on local transportation. Another $12 million (3%) was spent on other sources, including hotels, cruise line spending on professional services, and utility payments.

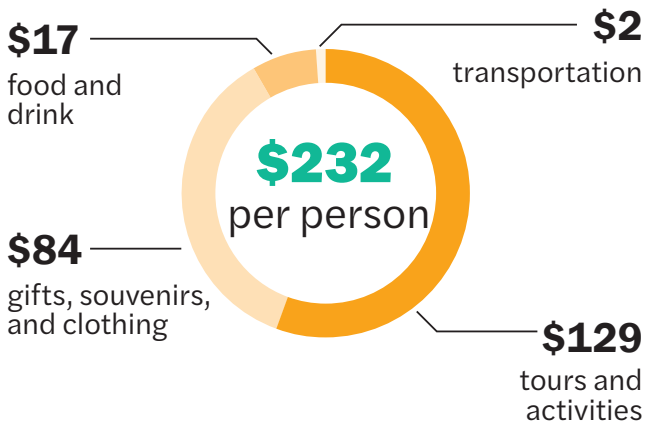
PER PERSON SPENDING

The average person spent $232, including, on average, $129 on tours and activities, $84 on gifts, souvenirs, and clothing, $17 on food and beverages, and $2 on transportation.

TOTAL ECONOMIC IMPACT BY INDUSTRY



ON AVERAGE PER PERSON SPENDING



MARINE PASSENGER FEES

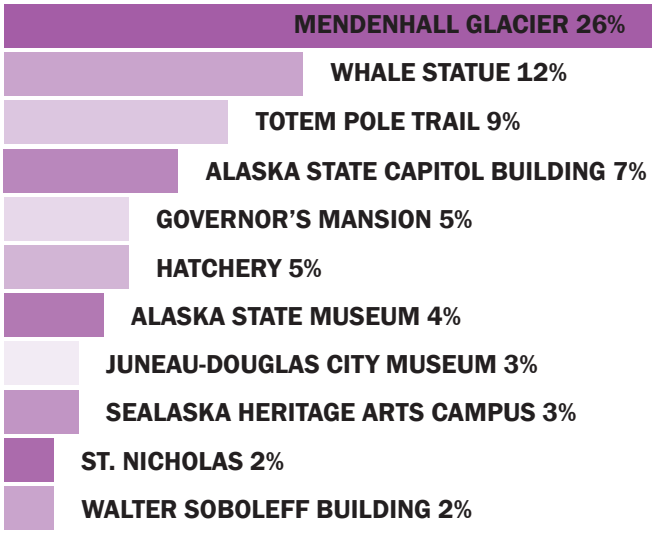
CBJ received over $22 million in revenues associated with cruise ships, including just over $8.2 million in marine passenger fees. Past use of passenger fees includes the development of the Rainforest Trail in 2003 and Overstreet Park in 2019. Plans for passenger fees include updates to Marine Park and Homestead Park and extending the Juneau Seawalk.

JUNEAU VISITOR TRENDS

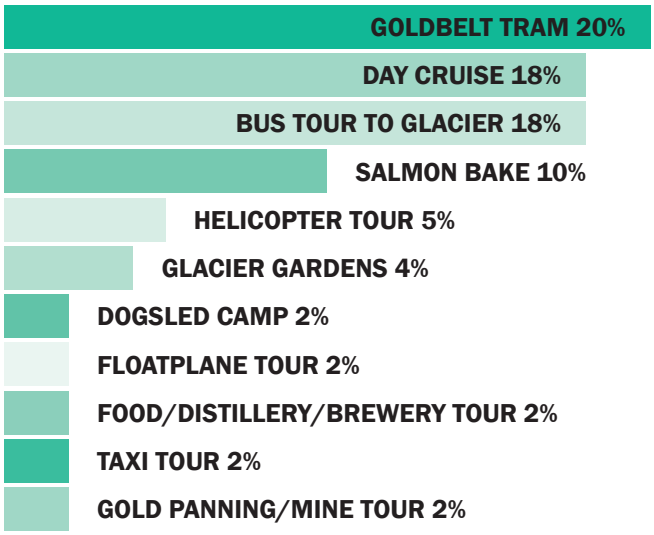
CBJ hired McKinley Research Group to conduct a Juneau Cruise Passenger Survey in 2023 of people on the Juneau Seawalk to review visitor satisfaction, spending, and attractions. This survey targeted passengers traveling on ships with more than 250 berths and was designed to reflect an appropriate mix of ships by line, vessel size, and dock location. The questions that were asked reflected what the top tours and attractions were, where they spent additional time, how long, on average, they spent off the cruise ship, and how satisfied they were with their experience.

The top tours and attractions were primarily not within locations or facilities managed by the CBJ P&R Department other than the gold panning and mine tour at the Last Chance Basin. Of the places visitors can hike on a commercial tour, the Rainforest Trail is the only trail managed by the CBJ P&R Department that sees any substantial interest in commercial tours. Future trends point towards the need to offer more opportunities for sightseeing with options that include wildlife viewing and/or bird watching.

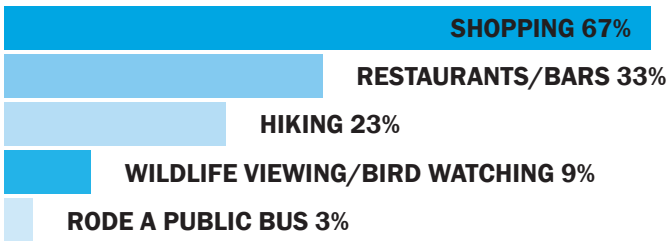
TOP ATTRACTIONS



DAY TOURS AND ACTIVITIES



OTHER ACTIVITIES



**Data collected from the 2023 Juneau Cruise Passenger Survey and 2023 Economic Impact of Juneau's Cruise Industry prepared by McKinley Research Group*

COMMUNITY INPUT

Corvus Design reviewed the 2023 Juneau Tourism Study, held five neighborhood meetings, one public open house, and presented the Draft Commercial Recreation Analysis to the Parks and Recreation Advisory Committee (PRAC) to solicit feedback on the development of the commercial use guidelines for the CBJ P&R Department.

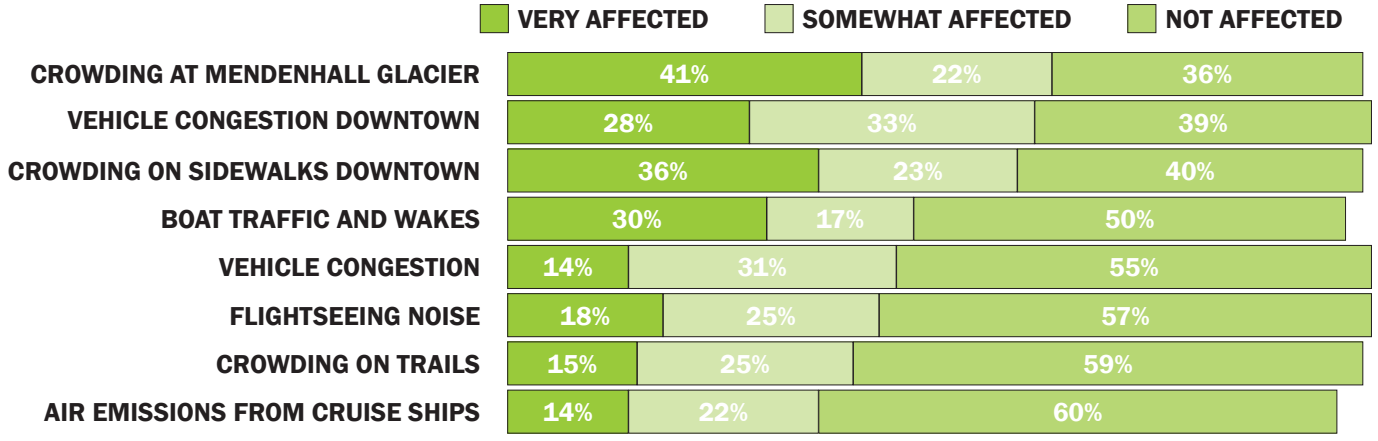
2023 JUNEAU TOURISM STUDY

In 2023, CBJ contracted McKinley Research Group to conduct a telephone survey of randomly selected Juneau residents to understand resident sentiment regarding tourism in Juneau.

Most respondents felt that they experienced both positive and negative impacts from tourism (46%), with 31% saying they had an overall positive impact from tourism, and 11% of respondents felt they had a negative impact from tourism. Over the last five editions of the survey since 2002, those reporting positive impacts have decreased, and those reporting negative impacts have increased.

56% of the respondents felt that CBJ was not doing enough to manage the impacts of the tourism industry. Respondents felt that the top priorities for managing tourism should be reducing traffic congestion and providing shore power. They thought the most significant impacts of tourism were crowding at the Mendenhall Glacier, crowding on sidewalks downtown, boat traffic and wakes, and vehicle congestion downtown. There was a relatively even split regarding visitor distribution, with 40% of respondents feeling that the CBJ should keep visitors concentrated in areas developed for tourism and 34% feeling the CBJ should work to spread visitors throughout the Borough.

WHERE DO LOCALS FEEL THE GREATEST AFFECTS OF CRUISE SHIP TOURISM?



**Data gathered from the 2023 Juneau Tourism Survey prepared for the CBJ by McKinley Research Group.*

NEIGHBORHOOD MEETINGS

Five neighborhood areas were distinguished within the CBJ boundary. The five neighborhood areas included Douglas Island, Downtown Juneau and Thane, Out the Road, Twin Lakes and Lemon Creek, and Mendenhall Valley and Auke Bay. Five meetings were held to review the trails and parks within these areas with the greater Juneau community. Each meeting included an introduction presentation and small group exercises. The attendees were asked to provide recommendations for where they felt commercial use could feasibly be conducted and where they thought it should not be conducted.

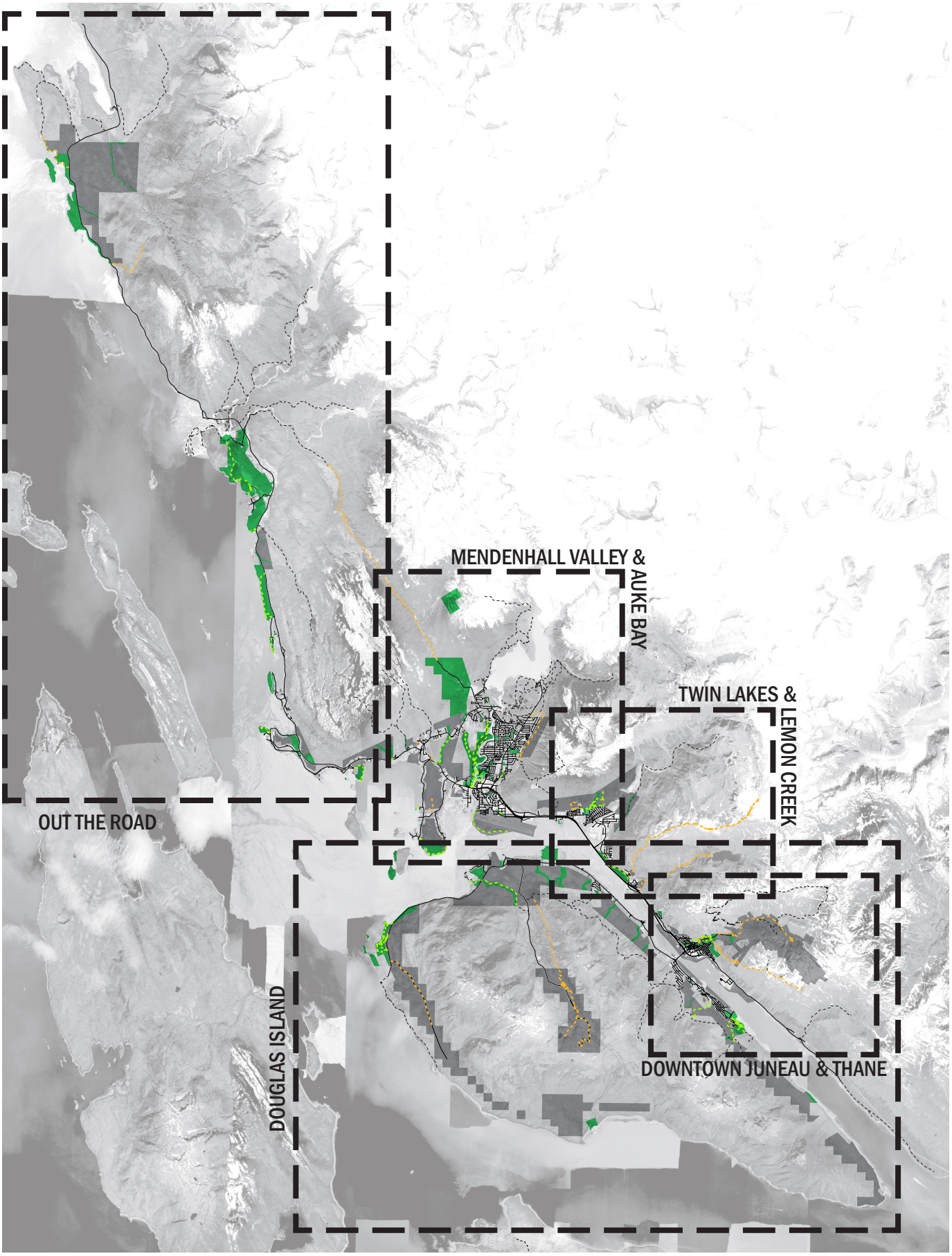
SMALL GROUP EXERCISES

The attendees were broken into small groups to work through exercises. They related their experiences on sticky notes referencing direct interactions with commercial use on CBJ parks and trails. From there, each group was asked to select four topics to discuss further and develop solutions or ideas to improve recreational experiences. The final part of the exercise was to review these solutions or ideas and develop three key insights that were obtained throughout the group exercise. Some of the key insights found during the small group exercises include:

- ***Douglas Island:*** better infrastructure at heavily used trails, concentrating commercial use, obtaining better data on trail use, developing a comprehensive tourism plan for North Douglas, setting limits on trails for the time of day they are available for use, setting caps on commercial use, create no commercial use trails and parks, and review commercial use/tourism at a multi-jurisdictional level.
- ***Downtown Juneau and Thane:*** better manage vehicular congestion and parking issues on Basin Road, further develop Telephone Hill Park as a historic asset and offer tours, concentrate commercial use, finish the Juneau Seawalk, and review commercial use/tourism at a multi-jurisdictional level.
- ***Out the Road:*** maintain Out the Road as a commercial-free area or keep it as it is with no increases, mitigate traffic impacts, and review commercial use/tourism at a multi-jurisdictional level.
- ***Twin Lakes and Lemon Creek:*** be aware of wildlife conflict areas and create criteria that reduce conflicts with residential neighborhood traffic, etc.
- ***Mendenhall Valley and Auke Lake:*** better facilities, better management of noise pollution, better data on trail usage beyond just commercial use, and a review of commercial use/tourism at a multi-jurisdictional level.







MAP 9. NEIGHBORHOOD MEETING BOUNDARIES

OPINION EXERCISES

Meeting attendees were provided with grey tickets and red tickets to offer their opinions on applicable parks and trails within each neighborhood area. Each meeting had a station with parks and trails within that neighborhood where people could place their tickets, as outlined in the tables below. The grey tickets signified areas with development potential for commercial use and the attendees were provided one per park or trail identified. Attendees could place these tickets anywhere they wished, grouping them, placing them individually, or not placing them anywhere. One red ticket was provided to each attendee, symbolizing a 'protect at all costs' or a park or trail of significant interest to the community. The red tickets were intended to develop an understanding of which parks and trails were the most beloved by the community and where commercial use may have the most significant impact on a Juneau local recreational experience. The following provides a summary of the results for each meeting:

Douglas Island Neighborhood Meeting

TRAIL OR PARK	GREY TICKETS	RED TICKETS
Treadwell Ditch Trail (North)	6	13
Rainforest Trail	151	1
Treadwell Ditch Access Trail (Mt. Jumbo)	3	7
False Outer Point Beach Access	14	1
Fish Creek Trail	6	4
Fish Creek Park	4	4
Pioneer Road	42	4
Treadwell Historic Loop Trail	24	1
Savikko Park	10	0
Homestead Park	74	0
Gastineau Meadows Trail	7	6
New Park or Trail	64	0
Total	405	41



Downtown Juneau and Thane Neighborhood Meeting

TRAIL OR PARK	GREY TICKETS	RED TICKETS
Overstreet Park	46	1
Marine Park	48	0
Evergreen Cemetery	16	5
Telephone Hill Park	22	6
Perseverance Trail System	36	18
Last Chance Basin	20	1
New Park or Trail	35	1
Total	223	32

Out the Road Neighborhood Meeting

TRAIL OR PARK	GREY TICKETS	RED TICKETS
Lena Loop Park	2	1
Lena Point Trail	0	5
Tee Harbor	1	6
Breadline Bluff Trail	12	6
Point Caroline	1	4
Jensen-Olson Arboretum	19	0
Kayak Beach Trail	6	0
Horse Tram Trail	1	9
Eagle Landing Beach Trail	1	9
35-Mile ORV Park	20	0
Sunshine Cove Natural Park Area	2	2
Bridget Cove Natural Park Area	0	15
New Park or Trail	100	0
Total	165	57

Twin Lakes and Lemon Creek Neighborhood Meeting

TRAIL OR PARK	GREY TICKETS	RED TICKETS
Channel Wayside Park	2	0
Kingfisher Pond	8	0
Dzantik'i Loop Trail	0	0
Switzer Creek Greenbelt	0	1
Twin Lakes	0	1
New Park or Trail	5	0
Total	15	2

Mendenhall Valley and Auke Bay Neighborhood Meeting

TRAIL OR PARK	GREY TICKETS	RED TICKETS
Auke Lake Wayside	0	1
Auke Lake Interpretive Trail	0	12
Brotherhood Bridge Parking Lot	38	0
Jackie Renninger Park	3	1
Kaxdigoowu Keen Dei Trail	7	4
Thunder Mountain Bike Park	0	0
Under Thunder Trail	12	0
New Park or Trail	83	0
Total	143	18

CBJ COMMERCIAL RECREATION COMMENT COLLECTION

A SurveyMonkey comment collector was developed to offer an opportunity for community members to submit comments, concerns, and questions about commercial use in Juneau. The comment collector was open from May 10 to June 14 and received 82 responses. The P&R Department received an additional 14 emails. The CBJ responded to the comments and posted them on the project website.



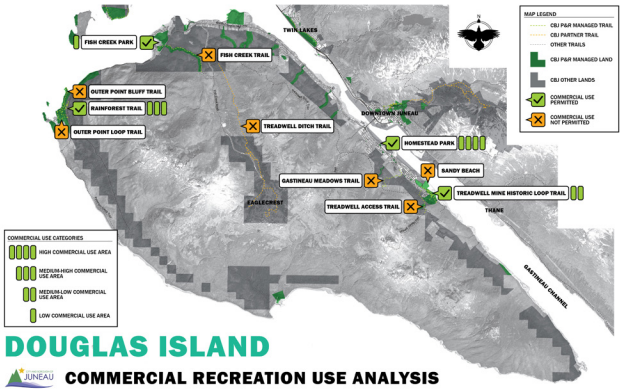
PUBLIC OPEN HOUSE AND COMMENT COLLECTOR

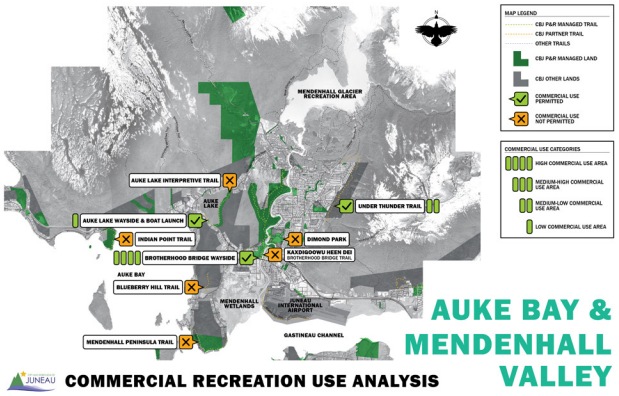
To review the Draft Commercial Recreation Use Analysis, CBJ and Corvus Design held a Public Open House at the Dimond Park Field House on October 30, 2024, and online Comment Collector open from October 23 to November 8, 2024.

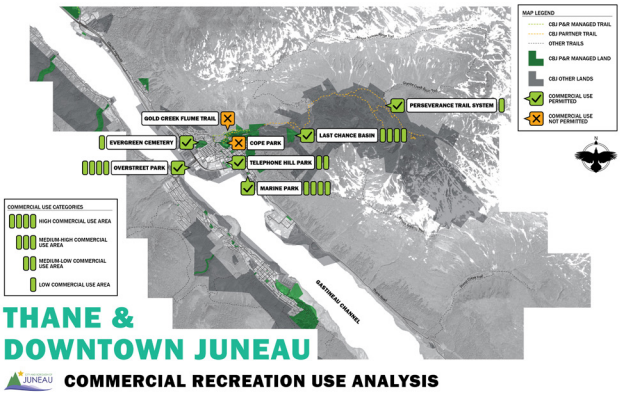
PUBLIC OPEN HOUSE

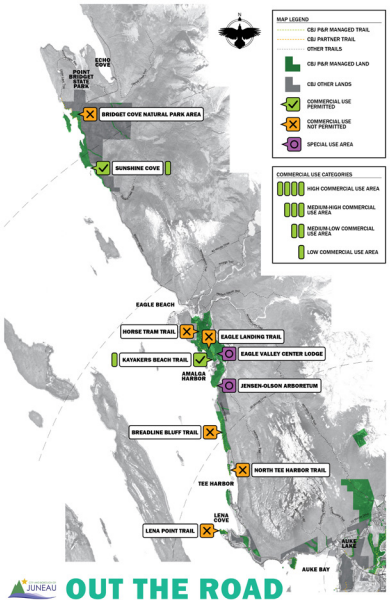
The Public Open House was held at the Dimond Park Field House on October 30, 2024, from 5 pm to 7 pm to discuss draft updates of the Draft Commercial Recreation Use Analysis with the public and provide an opportunity to answer questions or address concerns. Several display stations were set up to allow attendees to read over the overall document and review proposed guidelines in each neighborhood area. 38 people attended the Public Open House to review the Draft Commercial Recreation Use Analysis; 16 written comments were submitted.

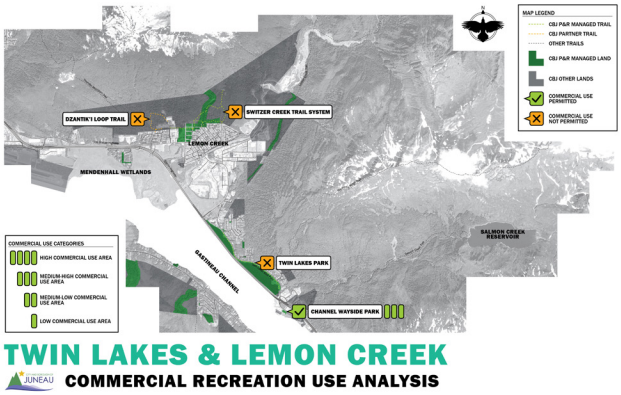
Public Open House Display Boards







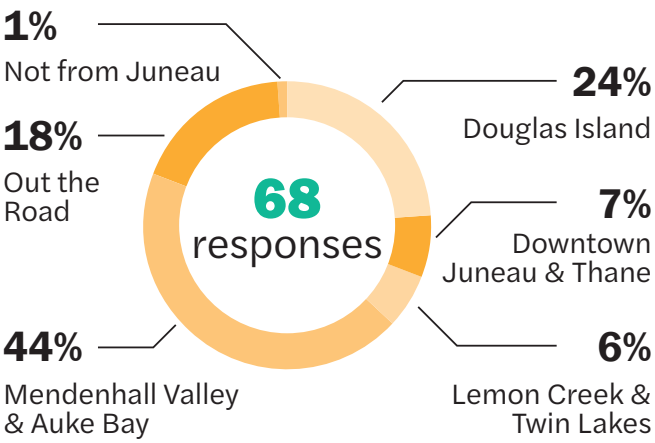




COMMENT COLLECTOR

A comment collector was open from October 23 to November 8, 2024, to provide an opportunity for community members to submit comments or recommendations for document refinement. Additional options for collecting comments were provided at the open house via comment cards and by submitting comments to the CBJ P&R Department via email or mail. 68 comments were submitted via the collector, and eight emails were sent to the P&R Department, four of which were duplicate comments submitted via the comment collector.

TOTAL RESPONSES BY NEIGHBORHOOD



Summary of Collector Responses

Concerns About Overuse: Frustrations are expressed over increasing commercial activity throughout Juneau, especially within the trail network. There is worry that increased commercial use on CBJ-managed trails will lead to overuse and damage to the natural environment.

Impact on Local Residents: Several comments highlight how tourism and commercial activities impact the quality of life for residents, emphasizing the need to balance commercial use with preserving community access and enjoyment.

Safety Considerations: Safety concerns are raised, particularly about overcrowded trails due to commercial tours. Some worry that increased use could result in accidents or conflicts between different types of trail users.

Opposition to Specific Activities: Some individuals oppose allowing certain commercial activities on particular trails, such as electric bike rentals. This opposition is rooted in concerns about the potential impact on trail conditions and safety.

Support for Regulation: There is support for stricter management and regulation of commercial use, including limiting the number of tours, implementing seasonal restrictions, and designating specific areas for commercial activities to reduce conflicts.

Environmental Protection: Protecting natural resources and maintaining the ecological health of parks and trails is a common theme. Respondents stressed the importance of ensuring commercial use does not degrade sensitive environments.

DRAFT REVIEW UPDATES

The following updates were made to the Commercial Recreation Use Analysis based on the feedback received on the DRAFT document through the Public Open House and Comment Collector.

Electric Bicycles

In response to comments regarding e-bikes, additional information was added to outline the CBJ status on e-bikes and provide a definition for the three e-bike classifications.

Permit Guidelines

Commercial Use Categories: The commercial use categories were further developed to define the types of vehicles, vehicle sizes, and capacities. Each category was further developed to inform on the type of vehicle that may access a parking space in each category, how many social encounters can be expected and the general size of groups, what level of visitor management will be in place to regulate and inform visitors, and what level of site development or infrastructure may be in place for each category.

High Commercial Use

Group size and daily group limits: Comments expressed concerns regarding the 'no limits' placed on group sizes and daily group limits at Overstreet Park, Brotherhood Bridge Wayside, Marine Park, and Homestead Park. These areas are intended for high volumes of commercial use. Limits will be managed by parking and loading/unloading availability and the type of access allowed at high commercial use areas. Visitors are expected to experience large group sizes with frequent encounters with other groups in all high commercial use areas.

Last Chance Basin and Basin Road: The 1994 Last Chance Basin Land Management Plan manages commercial use at the Last Chance Basin and is considered a Special Use Area. The plan has been updated to reflect this. This process has highlighted the many concerns that Juneau residents have regarding traffic on Basin Road. Although Basin Road is not under the jurisdiction of the P&R Department, comments regarding Basin Road will be shared with the CBJ Engineering & Public Works Department.

Medium-High Commercial Use

Channel Wayside Park: Comments regarding Channel Wayside Park expressed concerns about not limiting group sizes for commercial use. Updated recommendations apply a maximum of 25 people per group, accommodating the maximum capacity for a minibus or shuttle bus.

Rainforest Trail: Comments regarding the Rainforest Trail requested extended hours of operation, removal of site capacity restrictions, and increased group sizes. There were also requests to place a daily group limit on the trail. The Rainforest Trail was built using Marine Passenger Fees specifically for commercial tours, acting as the only Medium-High Commercial Use Area that supports hiking tours. Updated recommendations accommodate evolving commercial use since the 2004 Trails Working Group Recommendations were developed. This includes removing the maximum number of groups on the trail and managing site capacity with parking capacity. Hours of operation are extended to accommodate later cruise ship docking times. Group size limits will be maintained at maximum 15 people per group to maintain a high-level visitor experience and minimize the degradation of the natural environment. Alternative hiking options are available in this area that do not allow commercial use, including the Outer Point Trail, Outer Point Bluff Trail, and Pioneer Road.

Medium-Low Commercial Use

Under Thunder Trail: Comments regarding the Under Thunder Trail were a mix. Some comments expressed interest in commercial use of this trail, with requests to increase the number of groups per day and extend the hours during which commercial use could occur. Other comments expressed concern regarding the commercial use of this trail with requests to decrease the frequency of groups, group sizes, and days of operation or remove this as a commercial use area altogether. There were concerns about the lack of parking and the impacts of commercial tours loading/unloading on neighborhood streets. The recommendations are updated to decrease the group size for bicycle tours, limit the site capacity to one group on the trail at one time, restrict commercial use to weekdays only and no holidays, and designate parking stalls at the Sit' Eeti Shaanáx Baseball Field for commercial operators. The recommendations will not extend the hours of operation and will not increase the daily group limit.

Fish Creek Park – Parking Lot: Comments regarding Fish Creek Park requested an increase to the daily group limits and an extension to the hours of operation to accommodate existing commercial tours using the parking lot as a staging area. Updated recommendations will increase the daily group limit and extend the hours of operation to accommodate existing tour operations. As this is a parking lot, motorized use will not be restricted. Commercial use of Fish Creek Park will not be permitted at this time.

Low Commercial Use

Amalga Meadows – Kayakers Beach Trail: Comments regarding Amalga Meadows express concerns about the commercial use of this area. Current commercial use at Amalga Meadows happens only on the Kayakers Beach Trail and is minimal. The proposed guidelines are only for the Kayakers Beach Trail, which is just over a half-mile trail spur to Kayakers Beach. Accommodating commercial use on the Kayakers Beach Trail will provide various recreational experiences for tour operators on CBJ lands, including beachcombing, kayaking, and paddleboarding. The Eagle Landing Trail and Horse Tram Trail will be closed to any commercial use, with 3 miles of the 3.5-mile Amalga Meadows trail network maintained as no commercial use. Recommended group sizes are small, a maximum of one tour will be permitted on the trail at one time, and the maximum access vehicle is a van or passenger vehicle. Commercial tours will be restricted to weekdays, with weekends and holidays closed to commercial use. The hours of operation will limit any commercial tours to the least busy times of the day and require that all tours be cleared off the trail by 5 pm.

Auke Lake Wayside: Comments regarding Auke Lake Wayside expressed concerns about congestion in the parking lot and boat ramp and congestion on the lake. As the CBJ does not have authority over the surface of the lake, the guidelines will change the highest intensity of use and reduce this to human-powered activities at a low intensity. Auke Lake Wayside will be a photo stop that offers some interpretive signage, views of the lake, and wildlife viewing experiences. Only one vehicle-based tour will be permitted to stop in the parking lot at one time. No commercial use will be permitted on the weekends and holidays to minimize use conflicts and congestion with non-commercial users. Access to the Auke Lake Trail is not permitted.

Perseverance Trail System: Comments regarding the Perseverance Trail System expressed concerns about the growing number of independent cruise ship visitors that use the Perseverance Trail System. This has increased visitor numbers on an already popular trail. Typical trail users include runners, mountain bikers, dog walkers, and hikers, and respondents were concerned about user conflicts and diminishing visitor experiences. Updated recommendations remove the Perseverance Trail System as a commercial use area.

Sunshine Cove: Comments regarding Sunshine Cove expressed concerns about any commercial use in this area as it is a popular spot for locals and there is a lack of needed facilities to accommodate commercial tours. Commercial use was recommended for Sunshine Cove in the 2004 Trails Working Group Recommendations, and proposed commercial use guidelines were maintained in the DRAFT Commercial Recreation Use Analysis. However, there has been little interest in operating commercial tours here since this time. Due to the many comments received to maintain this as a non-commercial use area for locals, the updated recommendations remove Sunshine Cove from commercial use.

General

Some comments desired all trails to be closed to commercial use on weekends. Closing all trails from commercial use on the weekends does not provide for a mixed visitor experience. Of the 13 parks and trails in the recommended commercial use areas, 4 of these are trails (Rainforest Trail, Treadwell Mine Historic Trail, Under Thunder Trail, Kayakers Beach Trail), and only two of these allow commercial use on the weekends (Rainforest Trail and Treadwell Mine Historic Trail).

PARKS AND RECREATION ADVISORY COMMITTEE (PRAC) MEETING

PRAC is appointed by the CBJ Assembly and advises the Assembly and the P&R Department on all aspects of recreation in Juneau, including parks, trails, aquatics, Treadwell Arena, the Jensen-Olson Arboretum, Youth Services, recreational sports, and more. The final draft of the Commercial Recreation Use Analysis was presented to PRAC at its December 3, 2024, meeting as an agenda item. PRAC reviewed the final draft of the Commercial Recreation Use Analysis to provide feedback. PRAC asked several questions about the process and asked for clarification on the recommended guidelines. The CBJ P&R Department responded to these inquiries.

Community members were invited to take two minutes to provide public testimony on the Commercial Recreation Use Analysis. Three community members attended the meeting to provide public testimony. They expressed concerns regarding the CBJ leveraging location information gathered from mobile devices, the physical vulnerability of the trails, and the need to fund better maintenance of the trail network. PRAC voted unanimously to approve the final draft of the Commercial Recreation Use Analysis and sent it to the Assembly for review and potential adoption.



Image above: Under Thunder Trail in June.

CODE ANALYSIS

The following section reviews CBJ planning documents to identify where commercial use is allowed and prohibited, determine future planning implications of commercial use, and understand explicit or implicit guidance that will affect decisions regarding CBJ parks and trails.

AREA PLANS

LEMON CREEK AREA PLAN, 2018

The Lemon Creek Area Plan does not identify commercial use or opportunities for commercial use. References to CBJ managed parks are as follows:

Chapter 6: Natural Resources and Recreation; pg. 52:

Kingfisher Park

- Maintained by: CBJ
- Type: natural area park
- Location: behind the Juneau Police Station
- Approx. size: 2.7 acres
- Features: features a trail, pond, a small viewing deck; used as a nature trail and for wildlife viewing; low use by the public.
- Current conditions: trail and deck are in need of repair.

Switzer Creek Greenbelt

- Maintained by: CBJ / USFS
- Type: natural area
- Location: there are 3 different trailheads in the Lemon Creek area: on the corner of Sunset and Alaska Avenue, at the end of Lund Street, and at the end of Mountain Avenue.
- Approx. size: 2 miles, 150 ft. elevation gain
- Features: wetlands, old road bed, Switzer Creek, joins the Dzantik'i Heeni School Loop Trail
- Current conditions: in need of boardwalk replacement or tread resurfacing.

Lemon Creek Trail Corridor

- Maintained by: CBJ / USFS / Private
- Type: natural area
- Location: two trailheads one at the end of Commercial Boulevard next to the Home Depot, and one across from Grant's Plaza on Glacier Highway, and is 6 miles long, ending at the Lemon Glacier
- Approx. size: 6 miles long, 700 ft. elevation gain
- Features: trail runs along Lemon and Canyon Creeks and crosses Sawmill Creek
- Current conditions: the trail surface is muddy where it comes near to the creeks and there may be dense vegetation at certain times during the year.

AUKE BAY AREA PLAN, 2015

Chapter 4: Recreation; Vision;

Point 2. Trail connections between Auke Lake and the Mendenhall Greenbelt;

Point 3. Partner with UAS to connect the trail around Auke Lake to the campus;

Point 6. Establish new community parks... that accommodates local events and activities; provides a safe, enjoyable place for children to play; and are places that are comfortable during all seasons of the year.

NO.	DOCUMENT
1.0	**Area Plans**
1.1	Lemon Creek Area Plan, 2018
1.2	Auke Bay Area Plan, 2015
1.3	Draft Blueprint Downtown Area Plan, 2022
2.0	**Subarea Plans**
2.1	Willoughby District Land Use Plan, 2011
2.2	Waterfront Design Guidelines, 2008
2.3	West Douglas Conceptual Plan, 1997
2.4	Subport Vicinity Revitalization Plan, 2003
2.5	Long Range Waterfront Plan, 2004 (2022)
3.0	**Comprehensive Plan**
3.1	City and Borough of Juneau Comprehensive Plan, 2013
4.0	**Land Management**
4.1	CBJ Land Management Plan, 2016 Update
4.2	Last Chance Basin Land Management Plan, 1994
5.0	**Economic Plans**
5.1	Juneau Economic Development Plan, 2015
6.0	**Tourism Plans**
6.1	Downtown Juneau Tourism Transportation Impact Study, 2003
6.2	Tourism Best Practices Management, 2024 Guidelines
6.3	Eaglecrest Ski Area Summer Development Plan, 2019
6.4	2004 Review of the Commercial Use of Trails Recommendations
6.5	Visitor Industry Task Force Report, 2020
6.6	Juneau Tourism Management Plan, 2002
7.0	**Recreation, Parks, and Trails Plans**
7.1	Juneau Trails Master Plan, Ongoing
7.2	Juneau Parks and Recreation Master Plan, 2019
7.3	Parks and Recreation Commercial Use Update, Ongoing
8.0	**CBJ Code of Ordinances**
8.1	Part IV: Title 11 - Parks and Recreation, Chapter 01 - Commercial Use of Parks and Recreation Facilities and Trails
8.2	Title 20 - Business Regulations, Commercial Passenger Vehicles
8.3	Title 49 - Land Use
8.4	Title 62 - Public Ways and Property
8.5	Title 67 - Recreation, Parks, and Community Centers
8.6	Title 72 - Traffic
8.7	Title 75 - Utilities

Chapter 4; Goals and Policies; Goal 1; 1.4: Develop a seawalk that connects Statter Harbor's Seawalk system to Auke Creek

Chapter 5: Transportation; Vision; pg 38; bullet point 8: A seawalk providing for pedestrian movement through the Auke Bay Center and waterfront area, with convenient and safe connections to and across Glacier Highway has been envisioned by many users of the area for some time... a public access easement across the only privately-owned Alaska Tidelands Survey between the harbor and Auke Creek ensures that the seawalk route could... be a key feature of an Auke Bay redevelopment.

Chapter 5: Transportation; Goals and Policies; Goal 2: Create an appropriately scaled seawalk along the waterfront, linking residential, commercial, and recreational uses to the Statter Harbor Facility.

Chapter 5: Transportation; Goals and Policies; Goal 4; 4.2: Promote additional bicycle and pedestrian connections throughout the Auke Bay area and that provide connections between commercial and residential areas, scenic vistas and recreational pursuits.

BLUEPRINT DOWNTOWN: DOWNTOWN JUNEAU'S AREA PLAN, 2022

Actions: centralize management and permitting of vendors and commercial tours at CBJ controlled facilities, using Parks & Recreation's commercial use regulation for parks. Vendors should be managed to minimize their footprint.

Chapter 6. Parks, Open Space and Recreation; Downtown Parks Table:

Marine Park

- Amenities: public rental pavilion, benches, electrical outlets, benches, picnic tables
- Description: located at the downtown waterfront... part of a larger complex that extends along the cruise ship docks and would connect to a future Seawalk extension; used by for passive recreation and picnicking; food vendors operate in the park seasonally.
- Opportunities: ... purpose of the park should be to serve as a waterfront "town square"; appropriate uses promote the park's function as a gathering space for local residents, as well as visitors; commercial use should be evaluated for applicability and rates... improve connection to Seward Street... evaluate commercial uses, and manage to minimize footprint and impacts...

Evergreen Cemetery

- Amenities: benches, cemetery
- Description: Evergreen cemetery includes historic gravesites in a large grassy space; the site is an all-season recreation area for neighbors and classes from nearby schools.
- Opportunities: walking tours featuring the gravesites and historical figures.

SUBAREA PLANS

The listed subarea plans did not have relevant content to commercial use on CBJ parks and trails.

COMPREHENSIVE PLANS

CITY AND BOROUGH OF JUNEAU COMPREHENSIVE PLAN, 2013

Chapter 5. Economic Development; Policy 5.6; Development Guidelines; 5.6-DG1: Develop a long-range plan to ensure that areas that are unique or locally important, such as Treadwell, Last Chance Basin and Perseverance Trail... are not adversely impacted by commercial use.

Chapter 5. Economic Development; Policy 5.6; Development Guidelines; 5.6-DG1: When considering capital improvements and when reviewing permit applications for tourism-related developments, assess the costs and benefits of the proposed projects against the policies of this *Comprehensive Plan* and any CBJ-adopted Tourism Management Plan or [Best Management Practices] BMPs.

Chapter 9. Parks, Recreation, Trails and Natural Area Resources; Parks and Recreation Facilities; Policy 9.1; Standard Operating Procedures; 9.1 - SOP8: Utilize a permit system for commercial use of public lands that includes commercial user fees as part of the funding source for dispersed recreation development and maintenance costs. Consider the cost of operation and maintenance of the resource, when establishing or revising a commercial user fee.

Chapter 9. Parks, Recreation, Trails and Natural Area Resources; Parks and Recreation Facilities; Policy 9.1; Development Guideline; 9.1 - DG1: Ensure that proposed commercial use of public trails and their environs is consistent with the P&RD *Commercial Use of Trails* report.

Chapter 9. Parks, Recreation, Trails and Natural Area Resources; Parks and Recreation Facilities; Policy 9.1; Implementation Actions; 9.1 - IA13: Re-establish the Trails Working Group, or an equivalent group, to address commercial activities on CBJ park land.

Chapter 10. Land Use; Regional Trade, Medical Services and Visitor-Destination Uses; Policy 10.9; Development Guideline; 10.9-DG1: When reviewing permits for visitor destinations and related tourism industry activities, identify and seek to mitigate off-site impacts.

Chapter 11. Land Use Maps; Subarea 1. Eagle River to Berners Bay; Guidelines and Considerations for Subarea 1:

Point 8. The Parks and Recreation Comprehensive Plan, Chapter 8, recommends a number of parks, trail, community garden and stream corridor improvements. Those recommendations include... plan for recreation in the Echo Cove area and beyond the proposed New Growth Area; (f) connect trails or create loop hiking experiences... (j) evaluate development of an integrated hiking trail between Point Bridget and Point Bishop and provide historical trail and site information to the public; (k) develop a management plan for CBJ lands at Bridget Cove to complement recreational opportunities on the state holdings at Bridget State Park; (l) develop and widely distribute "leave no trace" Best Management Practices (BMPs) brochures or pamphlets to independent users as well as commercial eco-tourism and recreational tourism users of public lands to ensure that users adhere to the BMPs and respect fish and wildlife habitat and, particularly, to ensure water quality of anadromous fish streams and their riparian habitat.

Chapter 11. Land Use Maps; Subarea 7. Thane; Guidelines and Considerations for Subarea 7:

Point 2. Recognizing the growth potential of Thane and areas south of Thane, it is important to also recognize the limitations of Thane Road...Any substantial increase in traffic to the area... associated with... commercial recreational/tourism use of the area, should be accompanied by the provision of a separated pedestrian and bicycle pathway or widened shoulder.

Point 3. Thane Road has become an important transportation corridor with development of the Rock Dump area and tourist destinations around Sheep Creek. Therefore, the CBJ government should encourage ADOT&PF to make reconstruction of Thane Road a high priority and, at the least, the development of separated pedestrian and bicycle paths along Thane Road from Mt. Roberts Street to Sheep Creek beach is essential. However, such a separated pathway may need to take the form of a shoreline trail, boardwalk or pathway, due to limitations in rights-of-way easements along the road and steep terrain thereon.

Chapter 11. Land Use Maps; Subarea 8. North Douglas & West Douglas Island; pg. 190: North Douglas Highway is a two-lane, paved minor arterial roadway with no sidewalk, separated pedestrian pathway or bicycle lane, operated and maintained by the State Department of Transportation and Public Facilities (ADOT&PF)... Any substantial increase in traffic to the area, either associated with new residential development or increased commercial recreational/tourism use of the area, should be accompanied by the provision of separated pedestrian and bicycle pathways on each side of the road.

Chapter 11. Land Use Maps; Subarea 8. North Douglas & West Douglas Island; Guidelines and Considerations for Subarea 8:

Point 2. In its current condition, the northwest, west and southern areas of Douglas Island are in a natural, undeveloped state. Portions of the northwest island provide a recreational resource for the whole community... A unique feature is a mile-long stretch of waterfront roadway from the North Douglas boat launch facility to False Outer Point. This corridor offers a world class vista of the Mendenhall Glacier, Mendenhall Peninsula and small islands. This area should be designated a scenic corridor both locally and with the state ADOT&PF. No obtrusive structures should be built on the water-side of the road and any development within this view corridor should assure the preservation of these views and should enhance the open space/natural areas, public access and non-motorized pathways along the corridor. With the exception of boat launch facilities at the boat harbor, no permanent structures associated with commercial activities should be permitted along the shore side of the road from Cove Creek to False Outer Point.

Point 5. The Parks and Recreation Comprehensive Plan, Chapter 8, recommends a number of parks, trail, community garden and stream corridor improvements. Those recommendations include... (b) develop a master plan for recreation lands from Fish Creek to Point Hilda in North and West Douglas; (c) support construction of separated bicycle and pedestrian pathways along North Douglas Highway... (e) develop a community park on West Douglas... (h) retain a trail corridor on CBJ lands beyond North Douglas; (i) consider acquisition of private land at Outer Point for public recreation use[.]

Point 8. Prevent development within the Fish Creek Road scenic corridor, which is represented by a one quarter mile distance from the Fish Creek Road right-of-way on each side of the road. No structures, other than utilities, shall be permitted therein. Minimize to the greatest extent practicable, intersecting driveways and other vehicular access points on Fish Creek Road from North Douglas Highway to Eaglecrest Lodge.

Point 9. Retain Fish Creek Park as designated recreational open space/natural areas and restrict any development adjacent to the park, other than non-motorized access trails or bridges, which would adversely impact the valuable estuarine habitat and recreational use of the area.

Chapter 11. Land Use Maps; Subarea 9. Douglas & West Juneau; Guidelines and Considerations for Subarea 9:

Point 10. The Treadwell historic area and trail, although a significant local resource for heritage tourism, should be protected from overuse.

Chapter 11. Land Use Maps; Watersheds; Guidelines and Considerations for Watersheds:

Point 6. There is increasing pressure to operate tourist related services in Last Chance Basin and the Gold Creek watershed. The CBJ must work toward controlling tourist-related services in the Last Chance Basin to protect the watershed, transportation facilities and the quiet and privacy of the abutting residential neighborhoods. Therefore, the CBJ should:

A. Monitor the impacts of tourism to the area. The impacts to water quality and of the increased traffic on Basin Road should be analyzed in determining the carrying capacity of the area;
B. Use a permit and fee system for tourist use of CBJ property that would support required maintenance of road, trails and historic resources and enforcement activities;
C. Allow small-scale commercial activity on a case-by-case basis under a permit and fee structure, provided that no permanent structures or physical facilities are provided.

Point 7. The historic buildings in Last Chance Basin are a valuable resource and offer a glimpse into the past development of the community. Therefore the CBJ should (a) maintain an awareness that significant historic buildings and artifacts in the Basin will further deteriorate unless they are maintained; (b) devise an acceptable form of access so that a historic interpretive center may be developed; motor vehicle access should avoid the use of Basin Road; (c) encourage and assist, if possible, interim efforts of the Gastineau Channel Historical Society to maintain and stabilize historic structures and artifacts; and (d) restore vehicular access for emergency access to the site of the historic mining buildings at the Compressor Building level for the purpose of maintaining and preserving these historic facilities while ensuring the protection of the watershed from vehicular-related pollutants to the soil or groundwater.

Chapter 16. Historic and Cultural Resources; Policy 16.5; Implementing Actions; 16.5 - IA3: Assess impacts of commercial tourism on cultural resources and historic sites; impose restrictions on access as needed to protect those resources.

Chapter 17. Community Development; Policy 17.2; Standard Operating Procedures; 17.2 - SOP6: Enact a general application ordinance that specifies that any use of CBJ-owned lands for commercial gain, other than the passage of commercial vehicles over public streets, must occur under a permit from the CBJ government and after payment of fee.

LAND MANAGEMENT

CBJ LAND MANAGEMENT PLAN, 2016 UPDATE

Reviewed with no substantial findings.

LAST CHANCE BASIN LAND MANAGEMENT PLAN, 1994

The Last Chance Basin Land Management Plan provides an understanding of commercial tour operations in the early 1990s.

Policies; Traffic on Basin Road; P-8: Limit commercial passenger vehicular access on Basin Road above Eighth Street to commercial vehicles which are no more than 30 feet in length.

Policies; Commercial Activities; P-12: Under a general permit and fee system established for CBJ lands, resources, and trails, restrict commercial activities, except as provided in (2) and (3) below, to minor and incidental uses consistent with other policies herein.

Policies; Commercial Activities; P-13: Under an exclusive permit and fee arrangement with Alaska Travel Adventures (ATA), allow the continuation of the ATA Gold Panning Tour with the following stipulations:

a. An annual fee for use of CBJ land for commercial activities which would include the exclusive commercial right of use of the actual land area necessary for parking at the former Salmon Bake site and the area along the creek necessary for the gold panning demonstration.
b. A requirement that the permittee cove the costs of maintenance of restrooms, refuse containers, and other activities necessary to assure the area is kept clean, sanitary and that all wastes are removed from the Basin.
c. A provision that the commercial activity be limited to 25,000 patrons per season.
d. A prohibition to install or construct any additional structures or facilities in the area.
e. A requirement that the gate across the driveway to the former Salmon Bake parking lot be kept locked at all times.
f. A provision that in the event it is demonstrated that the gold panning activity is creating excessive turbidity or erosion in Gold Creek the permit will be terminated.
g. A provision that the permit would not be transferable and would not be issued to any other operator if ATA should leave the Basin site.
h. A provision that at such time EPA/DEC were to require stricture measures for protection of the municipal water supply, by eliminating commercial activities, the CBJ could cancel the permit without liability to the operator for loss of business.
i. A provision that if ATA suspends operation of the Gold Panning Tour for one entire season the right to the exclusive permit will lapse and the operation must be removed from Basin Road.

ECONOMIC PLANS

JUNEAU ECONOMIC DEVELOPMENT PLAN, 2015

Reviewed with no substantial findings.

TOURISM RELATED PLANS

DOWNTOWN JUNEAU TOURISM TRANSPORTATION IMPACT STUDY, 2003

Reviewed with no substantial findings.

TOURISM BEST MANAGEMENT PRACTICES, 2024 GUIDELINES

Agreements Regarding Transportation and Vehicles

Point 23. SANDY BEACH, TWIN LAKES, AUKE REC, COPE PARK, EAGLE BEACH: Drivers agree not to impede traffic and to maintain a safe traveling speed. Drivers agree not to use Sandy Beach, Twin Lakes, Cope Park, Eagle Beach, or Auke Bay Recreation Area (including the Auke Bay Recreation access road) as tour destinations..

Point 36. USE OF BROTHERHOOD BRIDGE PARKING LOT: Use of the Brotherhood Bridge Parking Lot by tour companies requires a commercial use permit from the City & Borough of Juneau Department of Parks & Recreation. Tour companies agree to comply with all permit conditions, including not leaving their vehicles unattended while in the lot. Companies will not unload guests at the viewpoint; coaches/vehicles must park in their designated spaces to unload guests..

Tour companies who operate coaches longer than 30 feet must use the designated pullouts [Zone A] along the Brotherhood Bridge access drive for unloading and loading guests who are either visiting the viewpoint or transiting from Mendenhall River. Drivers who are using the lot for staging should yield to those transporting guests when at all possible.

- Tour companies who operate smaller cutaway or airporter vehicles should park in spaces near the entrance [Zone B] to the main parking lot. Those drivers using the lot for staging should yield to operators transporting guests.

Point 37. ALL TOUR OPERATORS: stopping at Mayor Bill Overstreet Park and whose driver and/or guide are getting out of the vehicle with tour passengers (providing narrative or guide services on the site) will require a permit to do so.

Agreements Regarding Walking, Hiking, Bicycling, Segway, and Zipline Tours

Commercial use of public trails is permitted by the CBJ Department of Parks & Recreation (11 CBJ AC 01 010-01 100 -- Commercial Use of Parks and Recreation Facilities and Trails), by the US Forest Service, and by Alaska State Parks. Operators may apply for commercial permits for these trails:

CBJ Parkland Trails: Perseverance Trail System (Red Mill Trail, Glory Hole Trail, Mine Camp Ruins Trail), Rainforest Trail, Amalga Meadows Beach Access (Kayak Beach), Auke Lake Launch Ramp/ Parking Access, Sunshine Cove Beach Access, Treadwell Historic Loop Trail.

- US Forest Service: Steep Creek Trail, East Glacier, West Glacier, Moraine Ecology, Nugget Falls, Powerline Trail (near Gladstone St), Tolch Rock, and Trail of Time.
- Alaska State Parks: Perseverance Trail System, Upper Mount Roberts Trail (above tram), Ernest Gruening State Park. Operators will conduct pre-season training in a manner which focuses on and emphasizes these guidelines.
- All commercial use of CBJ parks and trails requires a commercial use permit issued by the CBJ Parks & Recreation Department. Commercial use is not allowed in some areas. Contact the Parks & Recreation Department for additional information.

Point 45. USE OF BIKE PATHS: Operators agree to use bike paths along Glacier Highway, Fritz Cove Road, Back Loop and Loop Roads, Montana Creek Road, Glacier Spur Road, Fish Creek Road and other destinations within CBJ, and to instruct clients to ride single file. Operators agree not to use the walking path immediately along the Twin Lakes shoreline for tours.

Point 48. TRAILHEAD PARKING: Operators agree to use trailhead parking in a courteous and responsible manner and to pay special attention to community users. If utilizing the Brotherhood Bridge parking lot for the viewpoint, operators will discourage visitors from using the Kaxdigoowu Heen Dei (Brotherhood Bridge Trail).

EAGLECREST SKI AREA SUMMER DEVELOPMENT PLAN, 2019

Eaglecrest Ski Area is currently expanding their summertime commercial operations. Currently they offer guided walking tours in the summer to accommodate +/- 15,000 permitted visitors. Further recreation opportunities will be analyzed for the sake of this plan, but recommendations will not be considered within the Eaglecrest Ski Area boundary within the scope of the Commercial Recreation Use Analysis.

2004 REVIEW OF THE COMMERCIAL USE OF TRAILS RECOMMENDATIONS

Why was the Trails Working Group created?

1. Increasing commercial use on trails was diminishing the experience of non-commercial users, with no area wide review of cumulative impacts.

2. Commercial operators had no area wide guidance for commercial activities on trails.

Who created the Trails Working Group?

The [CBJ] Assembly... to facilitate a process that would evaluate commercial activity on the Juneau Trail System and make recommendations for commercial and non-commercial trail designations.

What is the mission of the Trails Working Group?

The Trails Working Group will... evaluate all trails in Juneau... to guide commercial use of trails, reduce conflicts between commercial and non-commercial users, and minimize natural resource degradation to provide and preserve quality experiences for all trail users.

Commercial Use of Trails Recommendations

Sunshine Cove
Existing Recommendations:

- Group Size - up to 20
- Spacing - no restriction
- Days - no restriction
- Number of Groups per Day - 1
- Hours of Operation - no restriction

New Recommendations: increase number of groups to 2 per day and confine commercial use to the new beach access trail (southernmost trail).

Comments: change will better accommodate scuba and kayak classes and will keep them further from the camping area. In three years a review of the hours for this area should be considered.

Proposed Amalga Meadow Trails
Existing Recommendations: none

New Recommendations: scheduled for future discussion

Comments: criteria for commercial use to be determined after appropriate infrastructure is constructed.

Fritz Cove Road Parking Area
Existing Recommendations: none

New Recommendations: no commercial use

Comments: based on an inquiry for commercial use this trail was discussed. The Trails Working Group made a decision in 2001 that this congested neighborhood was not a good place for commercial use. When the land for the parking lot was transferred to the city it was for the purpose of creating more parking for recreational beach access and not for expanded commercial opportunities. Therefore it does not make sense to add commercial use back to this neighborhood and the parking area should remain closed to commercial use including staging for bike tours.

Kaxdigoowu Heen Dei and Dimond Park Bridge
Existing Recommendations: none

New Recommendations: no commercial use

Comments: based on an inquiry for commercial use this trail was discussed. It was determined that this trail already has a lot of use and congestion and it does not seem reasonable to add commercial use to the mix. In addition, the trail north of Montana Creek Bridge was previously closed to commercial use by Assemble and Planning Commission action.

Perseverance Trail System
A. Perseverance Trail
Existing Recommendations:

Group Size - up to 15
Spacing - two groups on trail max
Days - M-F, 1 weekend day
Number of Groups per Day - up to 4
Hours of Operation - off trail by 7 pm

New Recommendations: no change
Comments: encourage 1/2 hour spacing.

B. Granite Creek Trail
Existing Recommendations: no commercial use after Perseverance Trail is repaired into Silverbow Basin
New Recommendations: closed to commercial use.

Comments: as recommended in the previous plan this trail has been closed since the Perseverance Trail was reopened through Silverbow Basin.

C. Red Mill Trail
Existing Recommendations: none
New Recommendations: open this trail to commercial use with the same restrictions as Perseverance Trail.

Comments: allowing commercial use on this trail will help disperse existing use from the Perseverance Trail.

D. Glory Hole Trail
Existing Recommendations: none
New Recommendations: open this trail to commercial use with the same restrictions as Perseverance Trail.

Comments: allowing commercial use on this trail will help disperse existing use from the Perseverance Trail.

E. Mine Camp Ruins Trail
Existing Recommendations: none
New Recommendations: open this trail to commercial use for 1 group of 8 per day.

Comments: this steep narrow trail can only accommodate minimal commercial use.

Treadwell Mine Historic Loop Trail

Existing Recommendations:

Group Size - up to 15
Spacing - no restriction
Days - M-Saturday, no Sunday
Number of Groups per Day - up to 4
Hours of Operation - off trail by 5 pm

New Recommendations: change the weekend recommendation to open one weekend day to be determined during permitting, and posted each season.

Comments: this change is consistent with recommendations for other trails and better meets changing customer demands.

False Outer Point to Outer Point Trail System

A. Outer Point Trail

Existing Recommendations: closed to commercial use

New Recommendations: none

Comments: based on an inquiry for commercial use, this trail was discussed. The inquiry suggested that better interpretation opportunities exist on the Outer Point Trail. Due to public comment and concerns over consistency the working group decided that this trail should remain closed to commercial use.

B. Rainforest Trail

Existing Recommendations:

Group Size - up to 15
Spacing - 15 minutes between groups
Days - no restriction
Number of Groups per Day - no restriction
Hours of Operation - off trail by 7 pm

New Recommendations: complete a trail plan for the area

Comments: groups should travel in a counter clockwise direction. During the winter of 2004/2005 a comprehensive trail planning effort should be undertaken by the [CBJ] for all city trails between False Outer Point and Outer Point. This effort should address creating a more interconnected system of trails, potential new trails, better trail surfacing on some trails, accessible trails, commercial use, dog use and other issues. This summer, trail use numbers should be counted on various different ways and possible, user surveys should be taken.

General Commercial Use Recommendations

Signs

Signs should be placed at every trail that is designated for commercial use so that the public knows what to expect and operators know a permit is required. The three agencies should agree on sign standards.

Outer Point Area Planning

A planning process for the trails between the North Douglas Boat Launch Ramp and Outer Point should be undertaken by the city as soon as possible. An interconnected system of trails with expanded opportunities for commercial and non-commercial use should be designed. Possible ADA trails should be included in this plan.

Wildlife Viewing Areas or Trails

Based on an inquiry for wildlife viewing areas or trails and in recognition of the growing demand for these types of opportunities the group spent time considering the concept. The group agreed that the development of wildlife viewing areas or trails should be considered. It was also suggested that some areas should be set up for commercial use while others should be left for non-commercial use. The following areas were recommended for further study:

- The Airport Dike Trail - create a trail and/or viewing blinds/areas on the inside of the Airport Dike Trail along some of the sloughs.
- Fish Creek - has several diverse habitats that could provide opportunities for wildlife viewing trails and/or blinds.
- Salmon Creek Delta - it was suggested that a blind or viewing area could be set up behind the GCI building.
- Sheep Creek Delta - this area may provide opportunities for viewing of upland wildlife species.
- Ernest Gruening State Historical Park - opportunities exist for trails and blinds to view a variety of wildlife species.
- Mt. Roberts - many wildlife species that enjoy the alpine can be seen in this area.
- Other areas - there are many other areas that should be considered for wildlife viewing opportunities.

VISITOR INDUSTRY TASK FORCE REPORT, 2020

1. Mayor's charge: Regarding Management of the Visitor Industry; 1a.; Recommendations: Point 4. CBJ should adopt ordinances and regulations to establish consistent management of commercial tour use on all lands, including parks, docks and harbors, right-of-ways, and other lands owned by the CBJ. Management considerations should include:

a. Continue to charge fees to fund required services and mitigate impacts. Review and revise fee schedule to ensure fees are appropriate.

b. Consider whether there should be commercial tour permitting on city streets and sidewalks for commercial tours such as guided hikes or guided micromobility tours; and if so, regulations should be developed in the same way that CBJ regulates parks and trails, to determine impacts, including days, times and capacity.

c. Limit Parks & Recreation commercial use permits to determine facility capacity and impacts (including hours and days). This may include some areas with higher visitation and some areas with lower or no visitation.

JUNEAU TOURISM MANAGEMENT PLAN

6. Programs: Managing Impacts; 6.5 Recreational Resources:
The commercial use of trails and access points for backcountry and offshore outings can conflict with residential use. The health of natural and cultural resources is affected by all human activities, including commercial tourism. Maintaining that health is critical, both in terms of environmental and heritage issues and in terms of sustainability of tourism activities.

Fortunately, Juneau developed a system for managing location, volume, and profile of commercial activities that use trails and access points. The recent Trails Working Group report reflects past efforts to balance community needs with commercial opportunities, and the cooperation of various resource managers. That process will be kept intact, with the working group reporting to the Juneau Tourism Partnership and the community during the fall community tourism forum. The trails and access discussion in that forum will provide additional community and commercial input for the working group to consider. The working group will integrate that input into an annual revision of the report, due before January 1 of each year. The [Juneau Tourism Partnership] JTP will distribute that report to media and through the website.

While resource management agencies are responsible for protecting the integrity of natural and cultural resources, a proactive tourism community can play a strong role in protecting the vitality of the resources. The Executive Director of the Juneau Tourism Partnership will meet several times each year with representatives from each key resource (Forest Service, CBJ Parks and Recreation Department, Alaska Fish and Game Department, etc.) to discuss issues regarding resource vitality. The JTP will encourage (help find funding when necessary) management-driven monitoring projects and then help distribute reports concerning resource health.

When resource health issues are detected, the Juneau Tourism Partnership will convene a discussion between the key resource agency and the commercial operators/enterprises involved. The JTP will act to support reasonable solutions and work to leverage businesses compliance with agency management decisions.

The Juneau Tourism Partnership will seek ways that Juneau's tourism industry can contribute to improved resource health and management. It will work with resource management agencies to identify projects that can be supported with industry funding and/or energy that will enable better resource access, improved resource health, or lower management costs. The JTP will sponsor beach and river clean-up events and leverage industry participation in those events.

The Juneau Tourism Partnership will, in the fall community tourism forum, dedicate sessions to resource health issues. It will report on monitoring results and elicit community input. It will showcase cooperative activities by the industry on behalf of resources. It will, in those sessions, seek to find ways to improve resource vitality through changes in industry practices. The JTP will, after the fall forum, work with industry to identify changes in the Best Management Practices program for the benefit of resource vitality. It will also make recommendations to resource management agencies for procedural or program changes that leverage increased resource health. Finally, the JTP may, if needed, suggest changes to the Assembly regarding permit regulations and resource health.

RECREATION PARKS, AND TRAILS PLANS

JUNEAU TRAILS MASTER PLAN, ONGOING

Juneau Trails - User Survey

Question 1: How often do you use the trails in Juneau?

5 to 7 days per week: 36.33%
2 to 4 days per week: 41.81%
One day per week: 10.96%
2 to 3 days per month: 7.71%
1 day or less per month: 3.18%

Question 3: Which 3 trails do you use the most?

Perseverance Trail: 35.11%
Airport Dike Trail: 25.79%
Treadwell Ditch Trail: 23.36%

Question6: Which trails have you used in the past 12 months?

Airport Dike Trail: 78.32%
Perseverance Trail: 70.93%
Brotherhood Bridge Trail: 67.41%

Question 10: ... what is keeping you from using these trails?

Trail condition: 51.35%
Wildlife: 8.17%
Other user groups: 21.98%
Location of the trail: 25.80%
The trail is difficult to access: 17.55%
Lack of parking: 9.64%
Other (please specify): 31.45%

Question 11: What challenges do you face when using Juneau's trails?

Physical challenges: 68.63%
Social challenges: 31.37%

Question 12: How could Juneau's trail system by improved?

More loop trails: 45.02%
More frequent maintenance: 44.53%
More trail connections: 40.07%
More purpose built trails: 31.01%
Less commercial use: 26.90%
Other (please specify): 23.97%
More amenities, like garbage cans and bathrooms, at trailheads: 20.77%

PARKS AND RECREATION MASTER PLAN, 2019 - 2029

7. Needs Assessment; 7.2 Parks Service Standards and Community Need; 7.2.1 Parks Service Standards; Special Use Areas; Recommendations:
Evaluate commercial use fees for special use areas that are part of commercial tours

8. Financial Resources; 8.1 Benefit and Cost Balance; 8.1.1 Commercial Use:
Tourism is a significant economic driver in Juneau and commercial tour operators are key users of Juneau's park and trail system. Many local parks and trails are popular with visitors and create access to natural spaces where visitors can experience the area's natural beauty. Commercial use impacts the public by increasing traffic in public recreation areas. Commercial tour operators are restricted to certain trails and are charged a fee for trail use. Currently, trail maintenance is funded through commercial use fees, however the amount collected from commercial users cannot alone drive CBJ's investment in trail maintenance. As part of a fees and charges policy, Parks & Rec should evaluate commercial use fee structures, including considering fees for certain parks. Heavily visited parks benefit cruise passengers and tour operators, and an appropriate fee structure should support that use. This would free up funds for other assets to benefit residents and to grow opportunities for independent travelers. Growing the independent traveler market is a stated goal in the Juneau Economic Development Plan, and the local park and trail system is a major attraction for this demographic.

8. Financial Resources; 8.4 Trends and Implications; 8.4.3 Parks fund/foundation; Guiding Principle: Ensuring financial sustainability:

- Ensure commercial use aligns with community needs and interests
- Ensure commercial use adheres to a consistent and fair fee structure

8. Financial Resources; 8.4 Trends and Implications; 8.4.3 Parks fund/foundation; Guiding Principle: Ensuring financial sustainability; Commercial Use:
Recommended Action:

- Work with community partners to identify areas for accessible tour opportunities. Medium timeline
- Regularly review commercial trail use and rate structure. Short timeline
- Evaluate commercial use fees for special use areas that are part of commercial tours. Short timeline

Recommended Action

- Grow arboretum revenue opportunities with the goal of becoming self-sustaining. Medium timeline

9. Consolidated Recommendations; Goals and Recommendations; Guiding Principle: Managing our assets effectively; Commercial Use:
Critical Action

- As part of a broader fees and charges strategy, adjust commercial use fees for parks and trails to ensure charges are commensurate with cost of use. Short timeline

CBJ CODE OF ORDINANCES

Part IV - Administrative Code of Regulations; Title 11 - Parks and Recreation; Chapter 01 - Commercial Use of Parks and Recreation Facilities and Trails; 11 CBJAC 01.020 - Lands regulated:

As established in Resolution 1755am, the policy of the City and Borough of Juneau concerning the commercial use of city land regulated by the parks and recreation department is to:

(a) Maintain and improve parks, recreation areas and trails for their primary use by the public, to include visitors and residents alike, for parks, recreation areas and trails and preserve them from activities inconsistent with that primary use.

(b) Preserve and maintain these public assets for all users, preserve the recreational experience unique to each area, consider impacts upon other users and neighboring property, and ensure public safety on city lands.

(c) Establish rules to minimize environmental damage and mitigate impacts from the commercial use of parks and open spaces, and trails.

(d) Charge for commercial use of parks, trails, open spaces and recreational facilities at a fair rate which reflects the cost of providing any improvements, maintenance, services, and administration necessary for the use.

(e) Establish and enforce uniform rules for commercial use of City and Borough park and open spaces, trails and recreational facilities.

Part IV - Administrative Code of Regulations; Title 11 - Parks and Recreation; Chapter 01 - Commercial Use of Parks and Recreation Facilities and Trails; 11 CBJAC 01.030 - Permit required:

(a) No person may conduct commercial activities on City and Borough of Juneau lands subject to these regulations except as authorized by a permit issued by the director. A permit under this chapter is not required for activities conducted under a permit issued pursuant to other chapters in this title.

(b) The director may issue a permit for commercial activities within a parks and recreation area as subject to such conditions as the director may impose and only upon a determination that the use as proposed:

(1) Will not pollute or degrade the environment, resources, facilities, or atmosphere of the park;
(2) Will not endanger the public health, safety, and welfare; and
(3) Is consistent with the comprehensive plan.
(4) Is consistent within the existing commercial use of trail criteria.

(c) A permit may contain conditions reasonably required for the protection and use of the park area for which the permit is granted, including limitations as to time, area, equipment, user loading, traffic, parking, discharges, noise, and other factors.

(d) The director may deny a proposed use upon a written determination that the use, alone or in combination with other uses, would exceed the carrying capacity of the area. The director shall determine the carrying capacity of an area taking into account the nature and extent of the use, the number of users, and the impacts likely to result from the use, including, traffic, noise, public access, loading, the availability of parking and other factors. The director shall find that the carrying capacity of an area would be exceeded if it is more likely than not that the proposed use would unreasonably degrade the environment, resources, facilities, or atmosphere of the park. If the cumulative impact of proposed uses would exceed the carrying capacity of the area, the director shall not award any permits for that area until the following procedure is followed:

(1) The director shall notify all members of any group of applicants whose applications, taken together, propose uses in excess of the carrying capacity of an area. The notice shall identify the nature and extent of the impacts exceeding the carrying capacity, and shall invite the applicants to confer among themselves for the purpose of negotiating a resolution to the excess impacts issues.

(2) The applicants may re-submit their applications which shall be granted if the director finds that the excess impact issues have been resolved and the applications otherwise meet the requirements of this section. If excess use issues remain unresolved, the director shall grant permits by lottery to the extent that such uses do not exceed the carrying capacity of the area.
(e) A permit is transferable only with the permittee's entire business interest in activities conducted under the permit and only to a person who has successfully completed the permit application process. No credit will be given for any permit payments made by the previous holder of the permit.