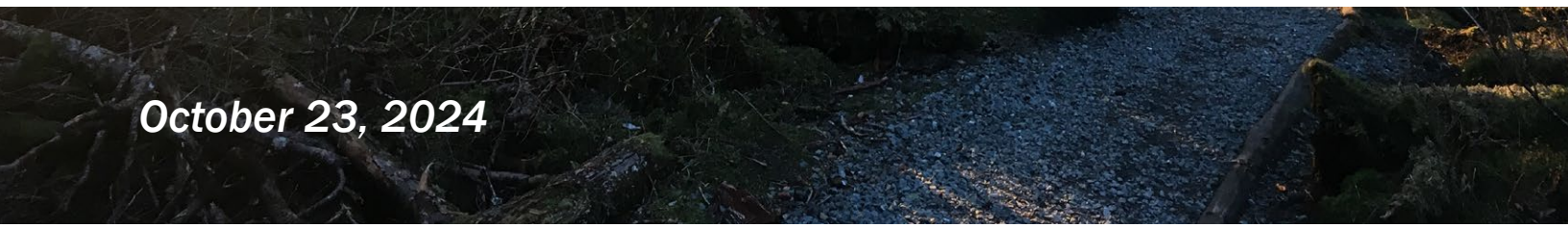


COMMERCIAL RECREATION USE ANALYSIS

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

DRAFT



October 23, 2024

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DOCUMENT PURPOSE

PURPOSE OF 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 issues impacting the management of commercial recreation 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Outdated regulations and recommendations: Last updated in 2004, existing regulations and recommendations governing commercial use have not kept pace with changes in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 inclusion of parks to the 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 defined policies for managing commercial use on newly acquired lands and for addressing emerging recreation trends.

Conflict between commercial and non-commercial users and environmental impacts: The growth of permitted commercial activities on public lands needs to be managed to minimize conflicting uses and negative impacts 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

The permitting 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 recommendations remain effective, efficient, and aligned with current regulations and best practices.

Regular updates will ensure that commercial permit guidelines address changing environmental conditions, evolving technology, increasing demands and newly acquired public facilities, safety concerns, legal and regulatory changes, and input from the community.

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 was completed.
- Analysis of past commercial recreation data from 2013 to 2023, 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 a wide-range of stakeholders, including commercial tour operators, residents, and government agencies.
- Engagement with the Parks and Recreation Advisory Committee (PRAC) to solicit feedback and recommendations.
- Development of permitting guidelines to balance commercial recreation needs with the protection of natural resources and user experience (visitors and residents).

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

STUDY CONTEXT

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

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 for 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.

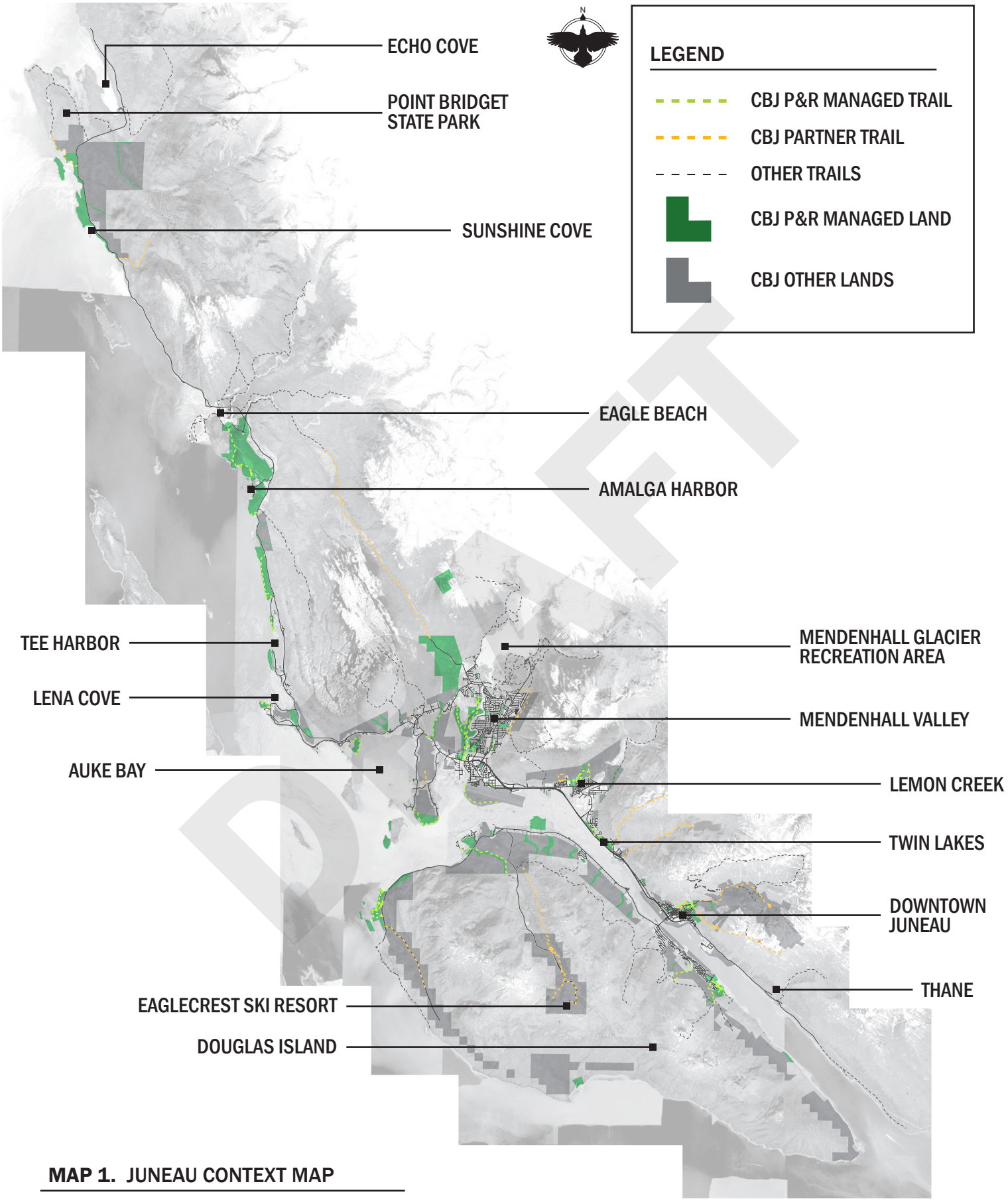
11 CBJAC 01.020 - Lands regulated:

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 01.100 - Definitions:

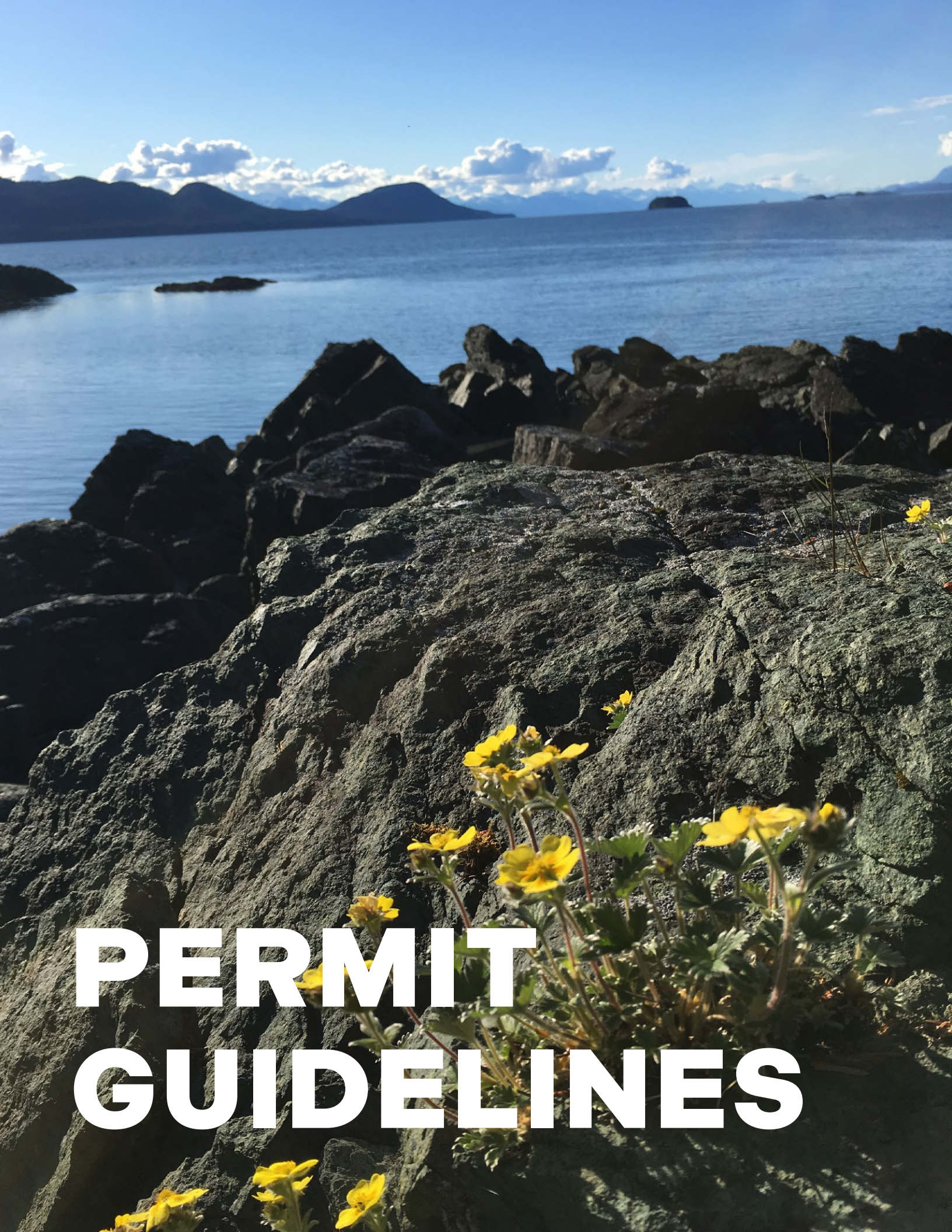
Commercial Use: the sale, delivery, or solicitation to provide, goods or services in exchange for valuable consideration. The term includes a service offered in conjunction with another sale of goods or services whether or not it is incidental to, advertised with, or specifically offered in the other 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.

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MAP 1. JUNEAU CONTEXT MAP

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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. These categories define the expected visitor experience through: group size, group limits, expectations for contact with other groups, the typical time frame tours operate in each area, and what type of recreational experience is offered. Each of the categories describe the anticipated support infrastructure and facilities to which a visitor may expect to have access. A general expectation is that there will be more infrastructure in a high use area and less to no infrastructure in a low use area.

High Commercial Use Area

High commercial use areas are characterized by large numbers of people and multiple groups. These areas are highly developed and easily accessible, with visitors often spending a relatively brief amount of time in the area. As a result, large numbers of vehicles can be expected throughout the day. Parking and drop-off facilities are designed to accommodate a variety of tour vehicles, including motor coaches. Extensive signage is available, including interpretive information, wayfinding, and rules or regulations.

Effective management of a high commercial use area should consider the following to protect the natural environment and manage crowds during peak times:

- ***Infrastructure:*** Provide adequate parking facilities for a variety of vehicles including tour buses, bicycle tour groups, and pedicabs. Trash cans and toilets should be provided and maintained regularly. Provide signage and wayfinding that will guide and manage high volumes of visitors.
- ***Visitor Experience and Education:*** Interpretive signage should be considered where it will enhance the visitor experience and educate visitors about the area's history, ecology, geology, wildlife, or other interesting features. Interpretive signs should be implemented carefully so it doesn't detract from the natural experience of the place. Clear informational signage is recommended to assist visitors with navigation and understanding safety precautions and expected behaviors to help mitigate visitor impacts and enforce regulations.
- ***Environmental Protection:*** Monitor the area for signs of degradation and implement protective measures as needed. Preservation of natural and cultural resources should be prioritized.

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Image above: view of downtown Juneau from Homestead Park

Image left: view of Gastineau Channel from Lena Point

Medium-High Commercial Use Area

Medium-high commercial use areas are characterized by tourism activities that are neither overly crowded or excessively sparse; however these areas can still have larger group sizes (especially in urban settings) and are typically developed or moderately developed areas. Similar to high-use areas, encounters between groups can be more common. These areas offer a variety of activities beyond simple viewpoints, including guided tours and adventures, accessible hiking trails, wildlife viewing areas, popular photo stops, and natural or cultural attractions. Visitors typically spend more time exploring these sites. Parking and drop-off facilities should at a minimum accommodate smaller commercial vehicles such as airporter shuttles.

Effective management of a medium-high commercial use area should consider the following to protect the natural environment and manage crowds during peak times:

- ***Infrastructure:*** Provide adequate parking facilities for a variety of vehicles. Trash cans should be provided and maintained regularly; permanent or temporary toilets should be provided. In more urban settings, signage and wayfinding that will guide and manage high volumes of visitors may be beneficial.
- ***Visitor Experience and Education:*** Interpretive signage should be considered where it will enhance the visitor experience and educate visitors about the area's history, ecology, geology, wildlife, or other interesting features. Interpretive signs should be implemented carefully so it doesn't detract from the natural experience of the place. Where guided tours are not required, clear informational signage is recommended to assist visitors with navigation and understanding safety precautions and expected behaviors to help mitigate visitor impacts and enforce regulations.
- ***Environmental Protection:*** Monitor the area for signs of degradation and implement protective measures as needed. Preservation of natural and cultural resources should be prioritized.

Medium-Low Commercial Use Area

Medium-low commercial use areas experience lower visitor volumes, often with moderate group sizes in moderately or minimally developed environments. Visitors experience a more solitary or small-group environment. These areas offer guided nature tours, cultural heritage sites, wildlife viewing areas, and destinations that provide interpretive tours or photo stops. Parking and drop-off facilities should accommodate, at a minimum, smaller vehicles, such as a van.

Effective management of a medium-low commercial use area should consider the following to protect the natural environment and mitigate conflicts between users:

- ***Infrastructure:*** Provide adequate parking facilities for a variety of vehicles including shuttles or vans and tour groups on bicycles or segways if necessary for the use of the site. Waste management facilities should be provided and maintained regularly and restroom facilities should be considered for areas that operate longer tours. If waste management or restroom facilities aren't provided, it is recommended that tour operators be required to provide these facilities. In more urban settings, signage and wayfinding that will guide and manage visitors may be beneficial.
- ***Visitor Experience and Education:*** Where guided tours are not required, clear informational signage is recommended to assist visitors with navigation and understanding safety precautions and expected behaviors to help mitigate visitor impacts and enforce regulations.
- ***Environmental Protection:*** Monitor the area for signs of degradation and implement protective measures as needed. Preservation of natural and cultural resources should be prioritized.

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Low Commercial Use Area

Low commercial use areas are characterized by relatively few visitors compared to other classifications and are located in minimally developed environments. These areas have smaller groups of people and encounters with other groups are limited. Low commercial use areas are for guided tours only and can include guided nature tours, guided kayaking or paddle boarding tours, guided cycling tours, or guided hiking and walking tours. It is common for visitors to spend several hours in these areas. Parking and drop-off facilities should accommodate, at a minimum, passenger vehicles, such as a van.

Effective management of a low commercial use area should consider the following to protect the natural environment and mitigate conflicts between users:

- ***Infrastructure:*** Provide adequate parking facilities if needed. Waste management facilities should be provided and maintained regularly and restroom facilities should be considered for areas that operate longer tours. If waste management or restroom facilities aren't provided, it is recommended that tour operators be required to provide these facilities.
- ***Visitor Experience and Education:*** Guides are required to navigate tours, enforce regulations, and provide information on safety precautions and expected behaviors to help mitigate visitor impacts. Maps and wayfinding are encouraged to help with navigation.
- ***Environmental Protection:*** Monitor the area for signs of degradation and implement protective measures as needed. Preservation of natural and cultural resources should be prioritized.

PERMIT TYPES

Vehicle-Based Tours and Transportation Permits

Vehicle-Based Tours and Transportation Permits may be issued for tours and transportation services to or through an area subject to this regulation. Use of multiple areas may be authorized under a single permit for vehicle-based tours, with conditions specific for each area. The guidelines in the Commercial Recreation Use Analysis will cover authorization requirements for Vehicle-based Tours and Transportation permits.

Guided Tour Permits

Guided Tour Permits may be issued for the provision of guided tours within park lands or trails managed by the CBJ P&R department. Vehicle-based Tours and Transportation incidental to guided tours may be authorized under a single Guided Tour Permit. The guidelines in the Commercial Recreation Use Analysis will cover authorization requirements for Guided Tour permits.

Vending Permits

Vending Permits may be issued for the sale or rental of any merchandise, food, equipment, or other product, as well as the sale of any services in an area managed by the CBJ P&R department. The guidelines in the Commercial Recreation Use Analysis do not cover authorization requirements for Vending Permits.

Special Use Permits

Special Use Permits may be issued for occasional commercial activities, such as large photo shoots or film productions. The guidelines in the Commercial Recreation Use Analysis do not cover authorization requirements for Special Use Permits.

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GUIDELINE COMPONENTS

GROUP SIZE

Maximum number of people allowed within one permit to visit the location at one time.

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 activities that are powered by a person's body without additional assistance. These are more common commercial recreation activities throughout Juneau and can range in group sizes from large, sight-seeing 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 sight seeing, 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.

RECOMMENDED ACTIVITIES KEY

HUMAN-POWERED ACTIVITY – LOW INTENSITY


Photo spot or sight-seeing


Gold panning


Hiking or walking


Fishing


Interpretive or educational


Snorkeling


Wildlife viewing

HUMAN-POWERED ACTIVITY – HIGH INTENSITY


Cycling


Surfing


Mountain biking

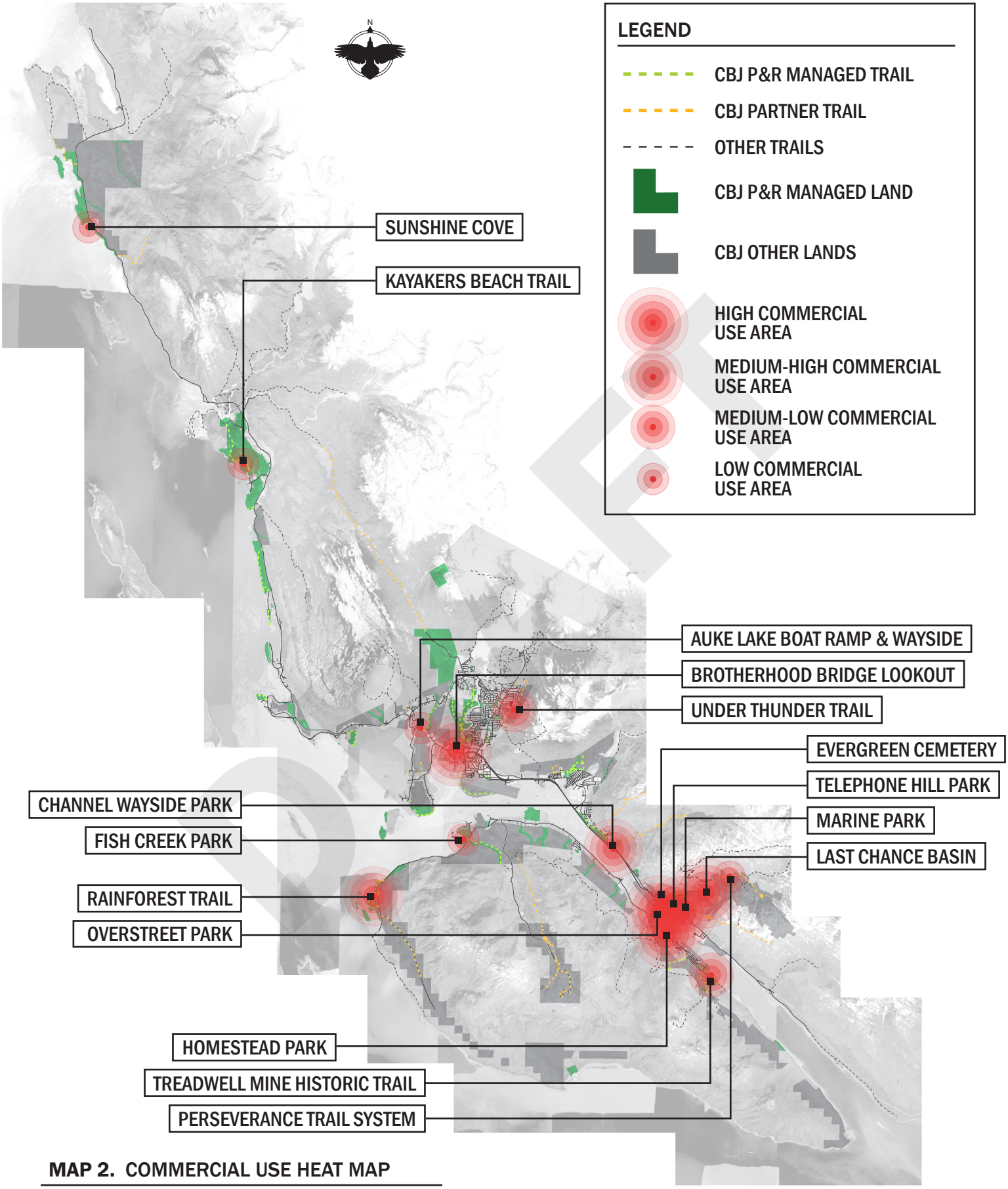

Canoeing


Paddle boarding


Pedicabs


Kayaking

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MAP 2. COMMERCIAL USE HEAT MAP

HIGH COMMERCIAL USE AREA – PERMITTING RECOMMENDATIONS

OVERSTREET PARK

Commercial Use Guidelines:

- Group size: No limit
- Daily group limit: No limit
- Site capacity: Limited by parking and loading/unloading capacity. No limits are applied to walking/biking tours.
- Restricted days: No restrictions
- Hours of operation: 8am - 9pm
- Highest intensity of use: Human-powered activity – high intensity

Restrictions: Bicycle tours are not allowed at Overstreet Park.

BROTHERHOOD BRIDGE WAYSIDE

Commercial Use Guidelines:

- Group size: No limit
- Daily group limit: No limit
- Site capacity: Limited by parking and loading/unloading capacity. No limits are applied to walking/biking tours.
- Restricted days: No restrictions
- Hours of operation: 7am - 9pm
- Highest intensity of use: Human-powered activity – low intensity

Restrictions: Operators should actively discourage visitors from accessing the Kaxdigoowu Heen Dei (Brotherhood Bridge Trail) or entering the meadow. Commercial use of these areas is not permitted.

MARINE PARK

Commercial Use Guidelines:

- Group size: No limit
- Daily group limit: No limit
- Site capacity: No restriction
- Restricted days: No restrictions
- Hours of operation: 7am - 10pm
- 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.

HOMESTEAD PARK

Commercial Use Guidelines:

- Group size: No limit
- Daily group limit: No limit
- Site capacity: Limited by parking and loading/unloading capacity
- Restricted days: No restrictions
- Hours of operation: 8am - 9pm
- Highest intensity of use: Human-powered activity – low intensity

Restrictions: None.

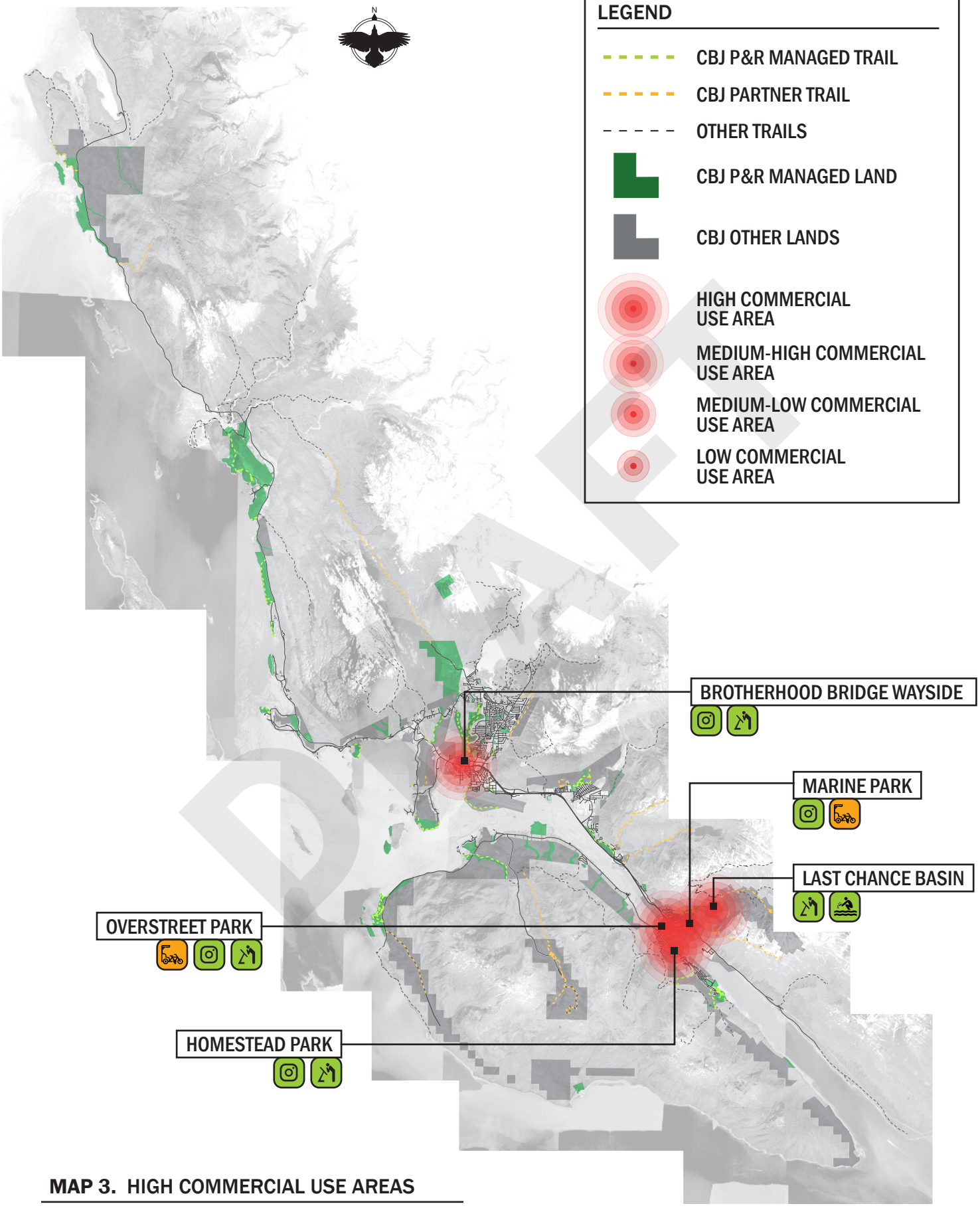
LAST CHANCE BASIN

Commercial Use Guidelines:

- Group size: Maximum of 3-24 person shuttles per group.
- Daily group limit: Maximum of 6 tours daily.
- Site capacity: Maximum annual capacity limited, refer to the Last Chance Basin Land Management Plan; P-13.a.
- Restricted days: No restrictions
- Hours of operation: 7:30am - 5pm
- Highest intensity of use: Human-powered activity – low intensity

Restrictions: Maximum vehicle length is limited to 30 ft, refer to the Last Chance Basin Land Management Plan; P-8.

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MAP 3. HIGH COMMERCIAL USE AREAS

MEDIUM-HIGH COMMERCIAL USE AREA – PERMITTING RECOMMENDATIONS

CHANNEL WAYSIDE PARK

Commercial Use Guidelines:

- Group size: No limit
- Daily group limit: No limit
- Site capacity: Limited by parking and loading/unloading capacity
- Restricted days: No restrictions
- Hours of operation: 7am - 9pm
- Highest intensity of use: Human-powered activity – low intensity

Restrictions: None

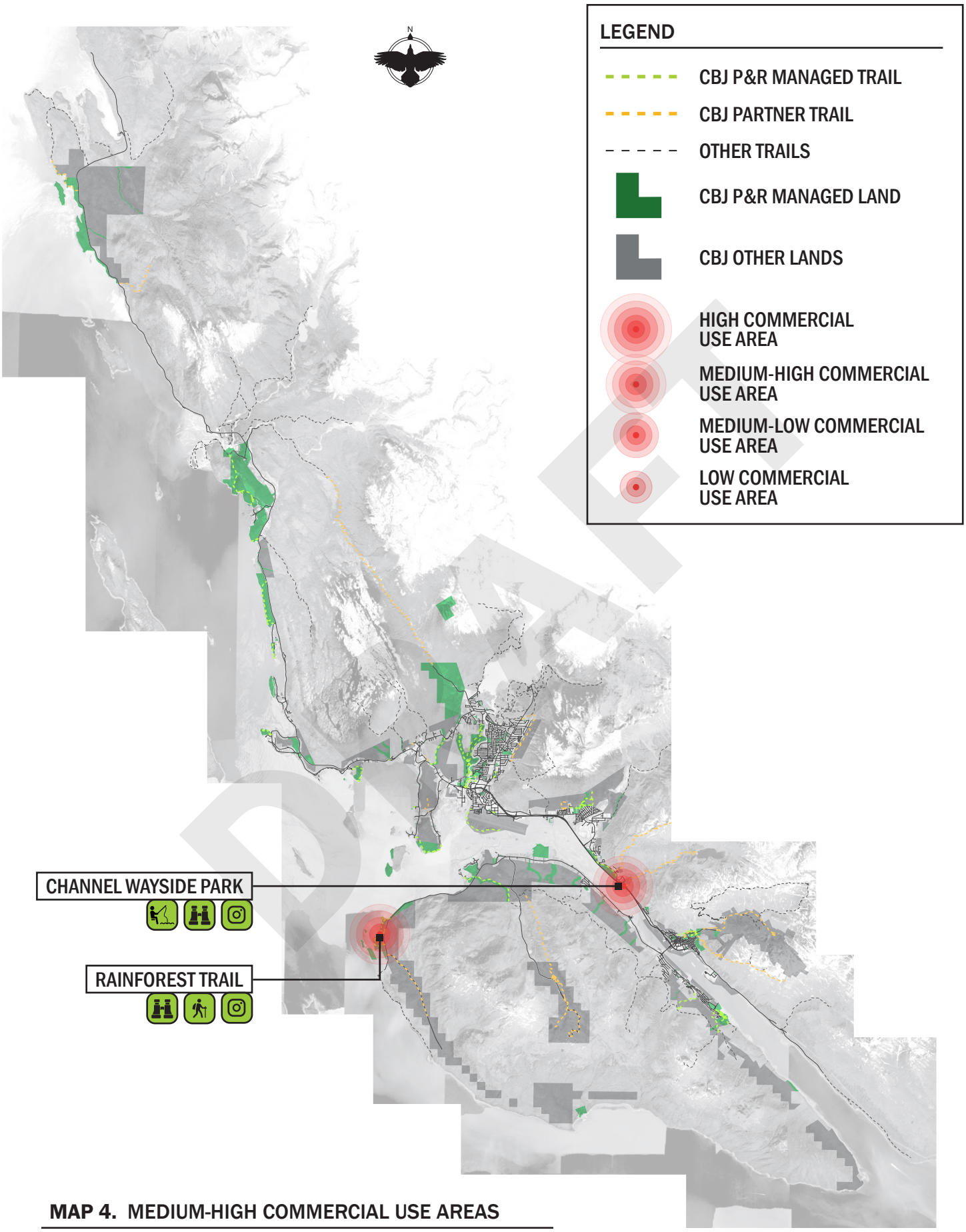
RAINFOREST TRAIL

Commercial Use Guidelines:

- Group size: Maximum 15 people
- Daily group limit: No limit
- Site capacity: Three groups on the trail at one time, 15 minute spacing encouraged
- Restricted days: No restrictions
- Hours of operation: Trail must be cleared by 7 pm
- Highest intensity of use: Human-powered activity – low intensity

Restrictions: None

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MAP 4. MEDIUM-HIGH COMMERCIAL USE AREAS

MEDIUM-LOW COMMERCIAL USE AREA – PERMITTING RECOMMENDATIONS

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: 8am - 9 pm
- Highest intensity of use: Human-powered activity – low intensity

Restrictions: No parking provided for commercial vehicles.

UNDER THUNDER 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: No restrictions
- Hours of operation: Trail must be cleared by 5 pm
- Highest intensity of use: Human-powered activity – high intensity

Restrictions: No parking provided for commercial vehicles.

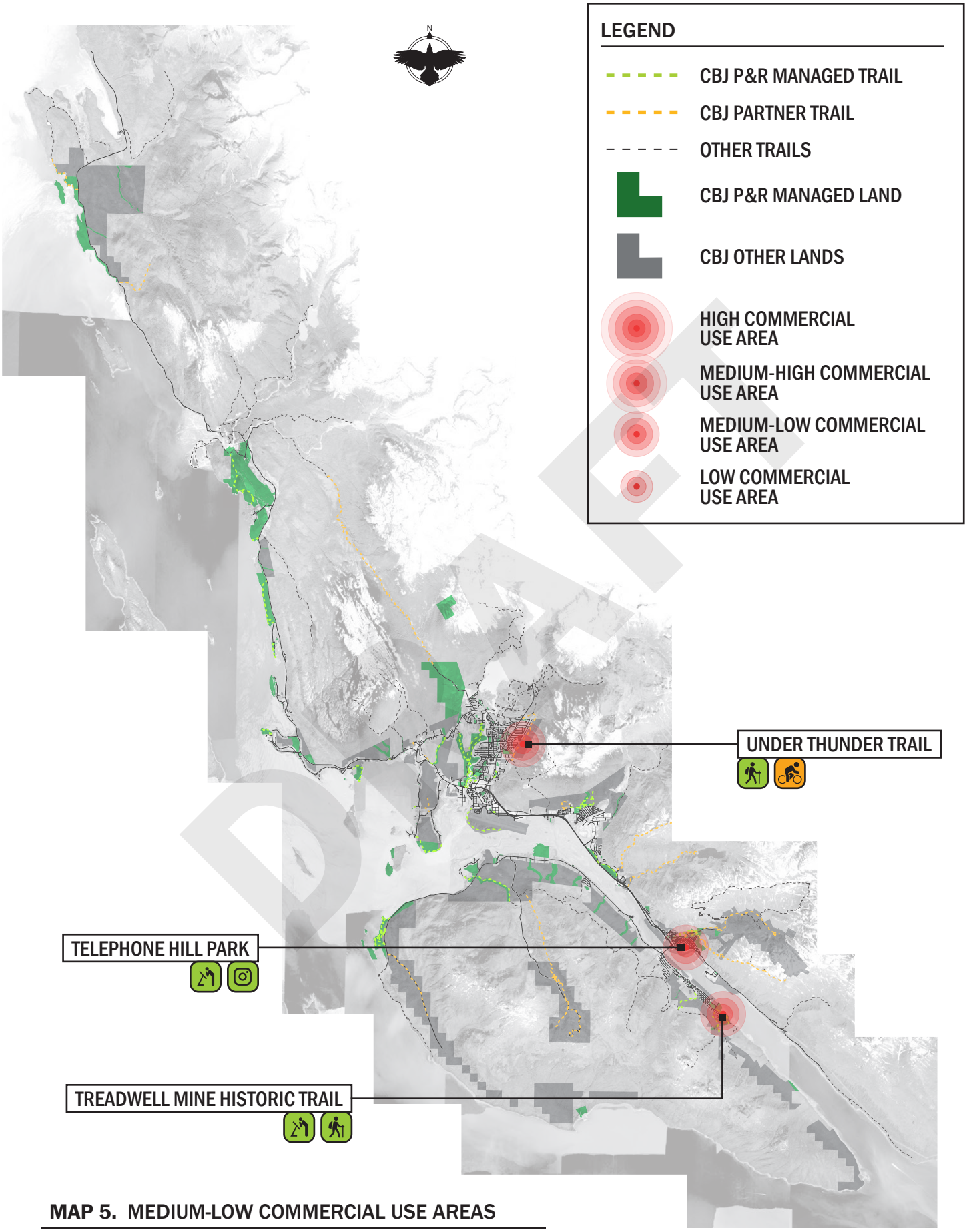
TREADWELL MINE HISTORIC TRAIL

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: Trail must be 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 is not permitted.

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MAP 5. MEDIUM-LOW COMMERCIAL USE AREAS

LOW COMMERCIAL USE AREA – PERMITTING RECOMMENDATIONS

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: None
- Hours of operation: Trail must be cleared by 5 pm
- Highest intensity of use: Human-powered activity - high intensity

Restrictions: No equipment use allowed on the trail.

AUKE LAKE BOAT RAMP & 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: Parking lot must be cleared by 7 pm
- Highest intensity of use: Human-powered activity - high intensity

Restrictions: Commercial use is not permitted on Auke Lake Trail.

FISH CREEK PARK

Commercial Use Guidelines:

- Group size: Maximum 15 people
- Daily group limit: Two groups
- Site capacity: Two groups at the park at one time. One group staging in the parking lot at one time.
- Restricted days: No restrictions
- Hours of operation: Park or parking lot must be cleared by 7 pm
- Highest intensity of use: Human-powered activity - low intensity

Restrictions: Commercial use is prohibited when Fish Creek Pond is open to sport fishing, as determined by the Alaska Department of Fish and Game.

PERSEVERANCE TRAIL SYSTEM

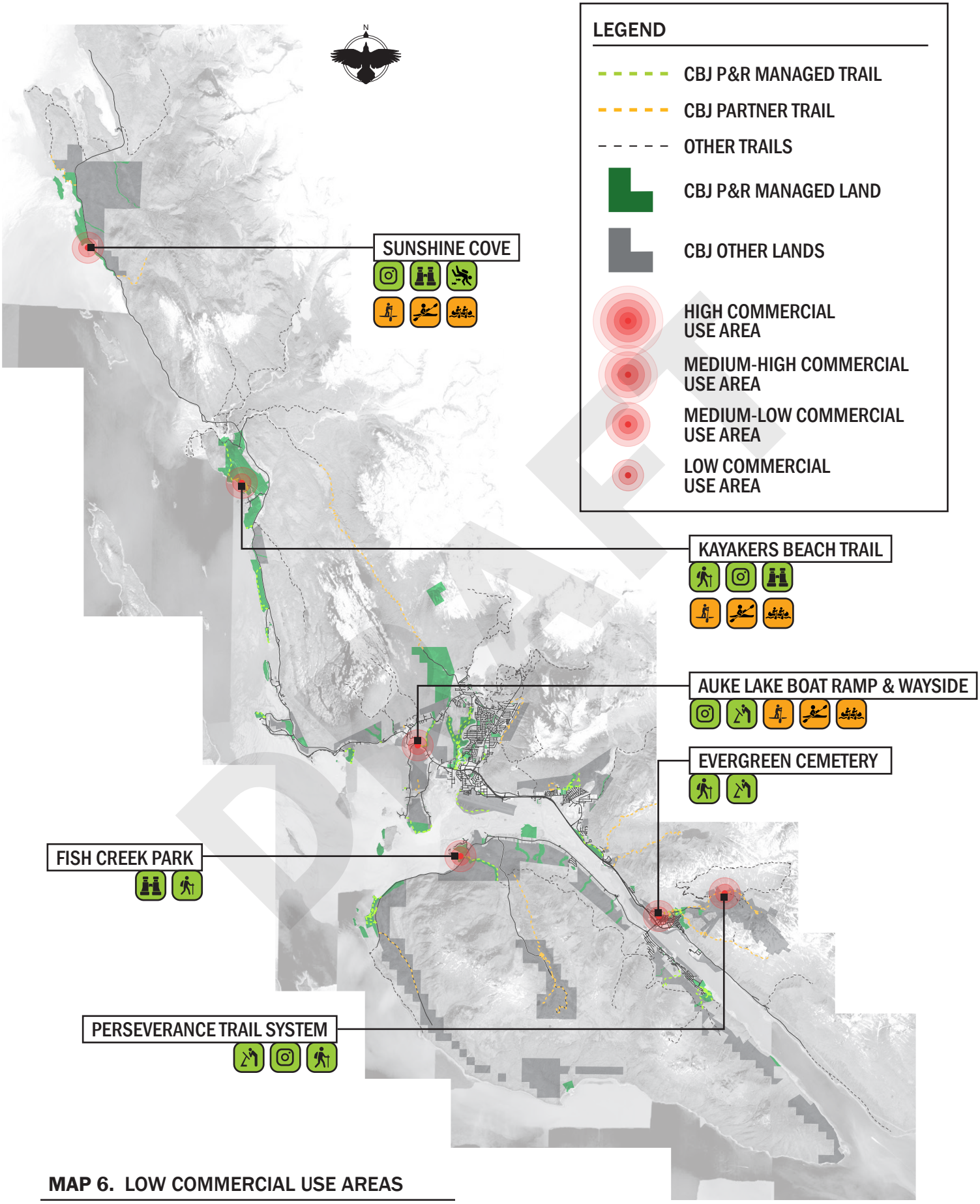
Commercial Use Guidelines:

- Group size: Maximum 15 people
- Daily group limit: Four groups
- Site capacity: Two groups on the trail at one time, half hour spacing encouraged
- Restricted days: One weekend day and holidays
- Hours of operation: Trail must be cleared by 7 pm
- Highest intensity of use: Human-powered activity - low intensity

Restrictions: None

Comments: Includes Perseverance Trail, Red Mill Trail, Glory Hole Overlook Trail, Mine Camp Ruins Trail.

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MAP 6. LOW COMMERCIAL USE AREAS

LOW COMMERCIAL USE AREA – PERMITTING RECOMMENDATIONS

SUNSHINE COVE

Commercial Use Guidelines:

- Group size: Maximum 20 people
- Daily group limit: Two groups
- Site capacity: One group staging at the parking lot at one time is encouraged
- Restricted days: One weekend day and holidays
- Hours of operation: Park must be cleared by 5 pm
- Highest intensity of use: Human-powered activity - high intensity

Restrictions: None.

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.
- Hours of operation: 8am - 7pm
- Highest intensity of use: Human-powered activity - low intensity

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

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.

JENSEN-OLSON ARBORETUM

Commercial use of the Jensen-Olson Arboretum is outlined in the ***Administrative Supplement No. 2 to Deed of Conservation Easement (December 28, 1998) Concerning Commercial Uses***. Commercial recreation use of the Jensen-Olson Arboretum shall be in accordance with this agreement.

HANK HARMON PUBLIC RANGE

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

EAGLE VALLEY CENTER LODGE

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

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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
Dimond Park
Douglas Mini Park
Eagle Landing Trail
Horse Tram Trail
Jackie Renninger Park
Lena Loop Park
Melvin Park
Mendenhaven Park
Nancy Street Wetlands
Riverside Rotary Park
Sigoowu Ye Park
S'it'tuwan Park
Steelhead Street Park
Twin Lakes Park
West Juneau Rotary Park

TRAILS AND BEACH ACCESS POINTS

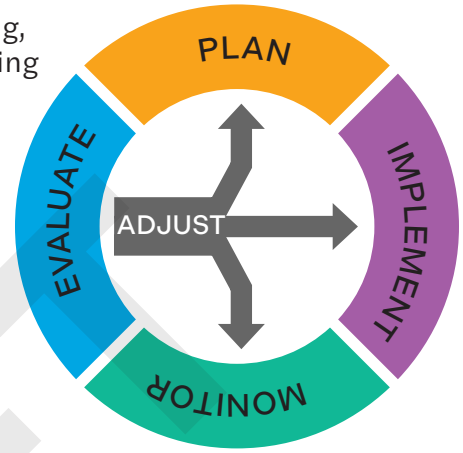
Amalga Cabin Trail
Auke Lake Interpretive Trail
Blueberry Hill
Breadline Bluff Trail
Dzantik'i Loop Trail
False Outer Point Beach Access
Gold Creek Flume Trail
Indian Point Trail
Kaxdigoowu Heen Dei
(Brotherhood Bridge Trail)
Lena Point Trail
Mendenhall Peninsula Trail
North Tee Harbor Trail
Outer Point Bluff Trail
Outer Point Loop Trail
Rotary Park Path
Switzer Creek Greenbelt Trail System
Treadwell Ditch Trail & Connectors
Twin Lakes Trail

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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 recreation.



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.

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

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.

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 to CBJ to identify overcrowding by tracking visitor numbers and patterns to alleviate congestion; manage resources to ensure that parking, accommodations, and amenities are adequate to meet demands; and improve safety by identifying potential safety hazards and taking steps to address.

NEW RECREATION OPPORTUNITIES

Introducing new activities on a trial basis allows for assessing demand and managing impacts. A strategic approach to new activities 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. Gauge public opinion, evaluate potential resource damage, and assess location suitability for new activities.

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Image above: Auke Lake Interpretive Trail



APPENDICES

LIST OF APPENDICES

JUNEAU PERMIT HISTORY

BACKGROUND

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ECONOMICS & VISITOR TRENDS

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COMMUNITY INPUT

CODE ANALYSIS

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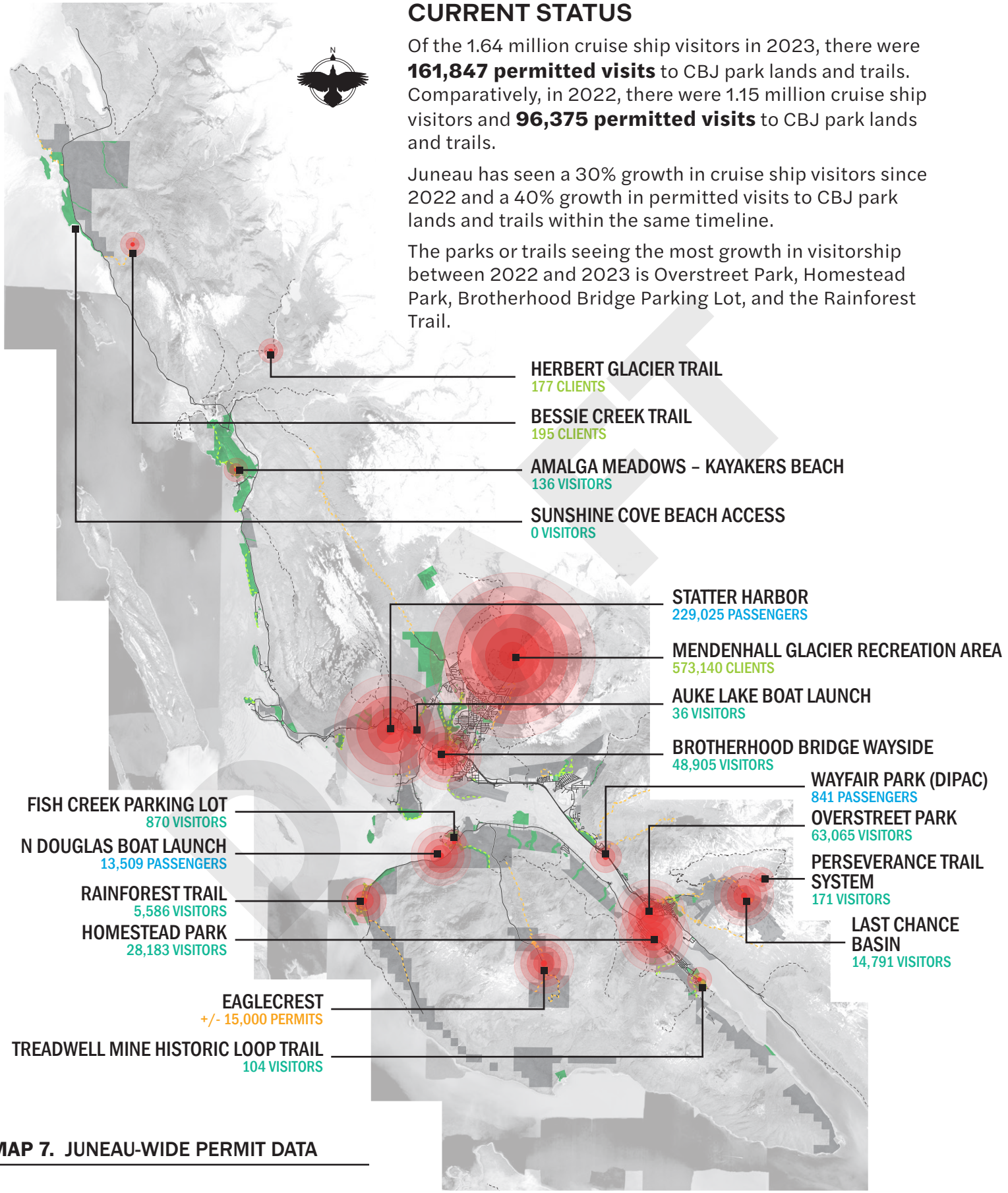
Image left: view of the whale fountain, Tahku, at Overstreet Park

CURRENT STATUS

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

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

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



MAP 7. JUNEAU-WIDE PERMIT DATA

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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 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 to the number of permits issued. The following year, while the number of locations offering commercial tours remained constant, visitor numbers surged by 40%, reaching 161,847 visitors.

Overstreet Park and Brotherhood Bridge Parking Lot were the primary drivers of this growth. 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	
Last Chance Basin	14,128		1,681	16,240	14,791	
Rainforest Trail	3,344	25	151	2,439	5,586	
Amalga Meadows Beach	402		63	145	136	
Auke Lake Boat Launch and Wayside	110		19	45	36	
Treadwell Historic Loop	741			4	104	
Overstreet Park	3,602	14	82	32,124	63,065	
Homestead Park				18,306	28,183	
Brotherhood Bridge Parking Lot				27,054	48,905	
Fish Creek Parking Lot					870	
Channel Wayside Park				6		
	22,403	**39**	**1,996**	**96,375**	**161,847**	

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 that had 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.

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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 recreation to meet community expectations.

GUIDING DOCUMENTS

The CBJ uses the following documents to guide commercial recreation 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. This applies 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 experience for visitors and a sustainable environment for residents. The TBMP is a set of guidelines that are 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 recreation 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.

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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 recreation 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 recommendations 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.

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CURRENT 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.

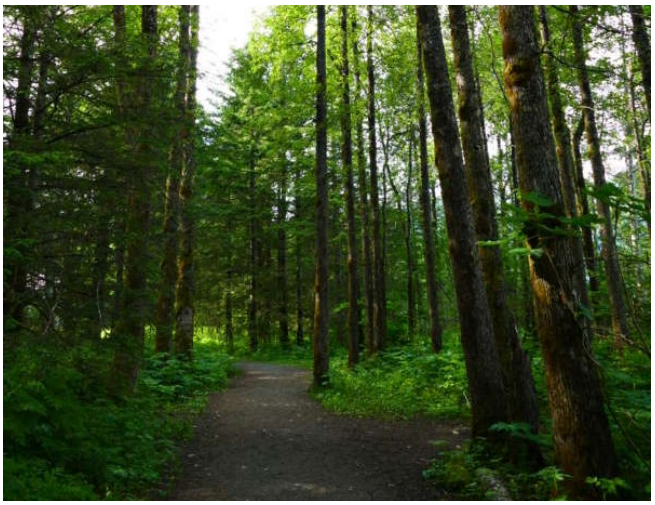
Restrictions: Tour operators are restricted from using the shelters at Savikko Park and Sandy Beach.

Tour Duration: An hour and a half.

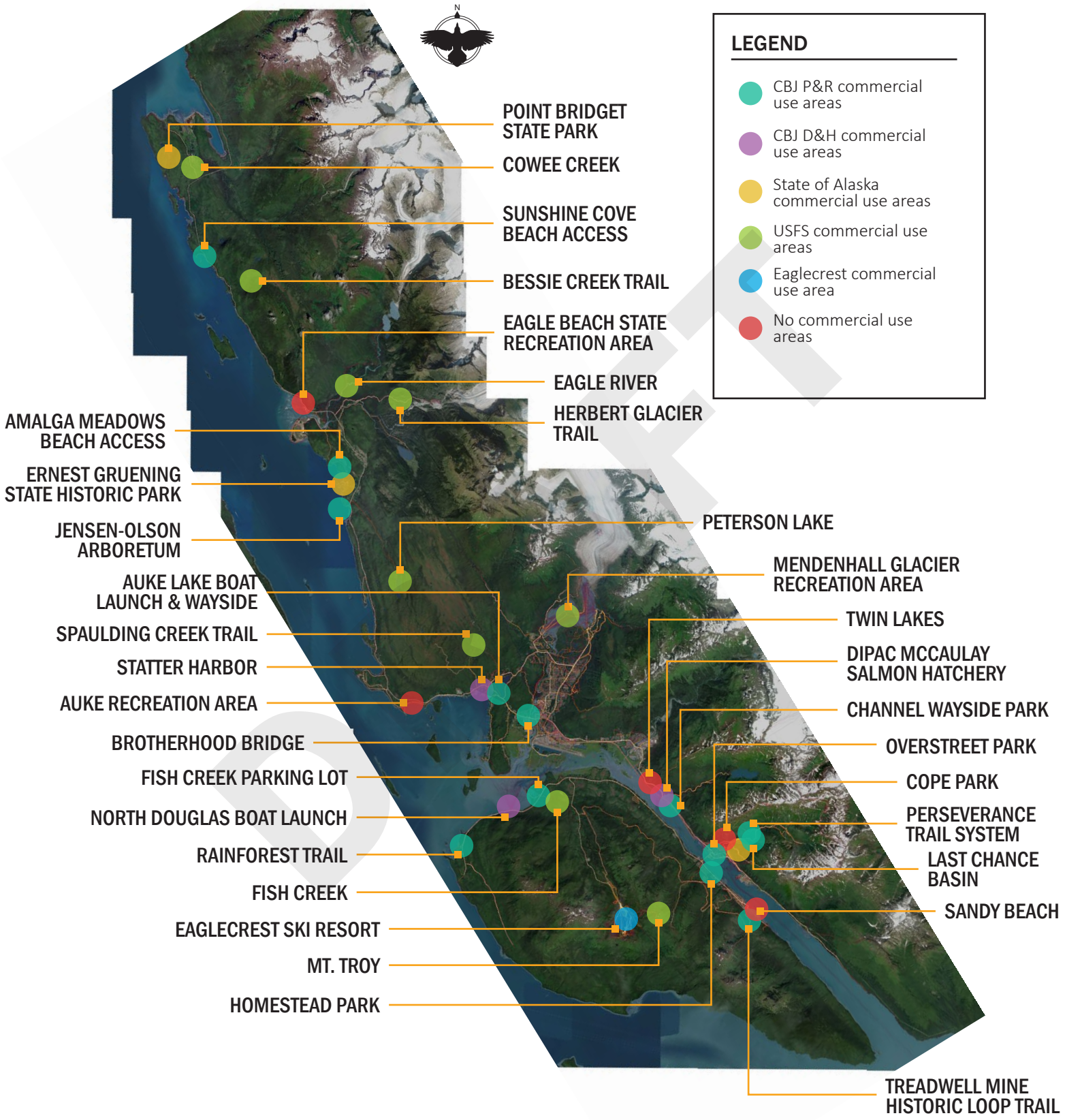
Commercial Use Guidelines:

- 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





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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

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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: No established guidelines or recommendations.

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 motor coach.

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.

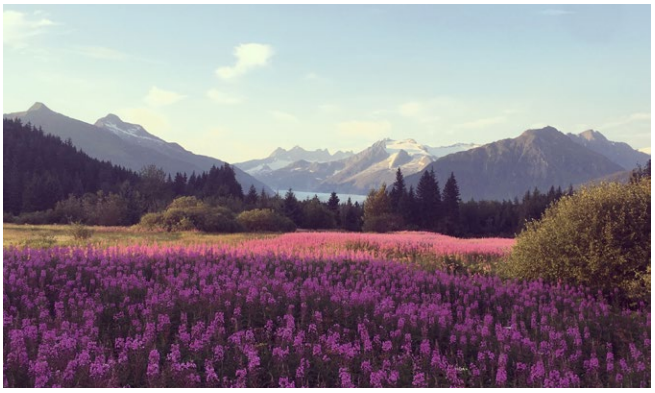
Tour Duration: Ten to fifteen minutes.

Commercial Use Guidelines: No established guidelines or recommendations.

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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 motor coach.

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 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

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.

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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.

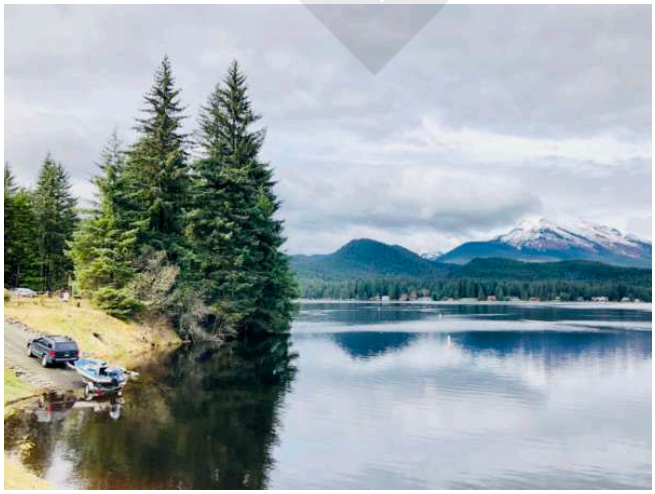
Parking: Roadside gravel pullout. Maximum vehicle size is an airporter shuttle.

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.



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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

The cruise industry injected approximately $375 million into Juneau's economy in 2023, according to a McKinley Research Group study. This direct spending was generated by passengers, cruise lines, and crew members. 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 resulting from cruise industry spending making up 26% of the total sales tax collected by CBJ.

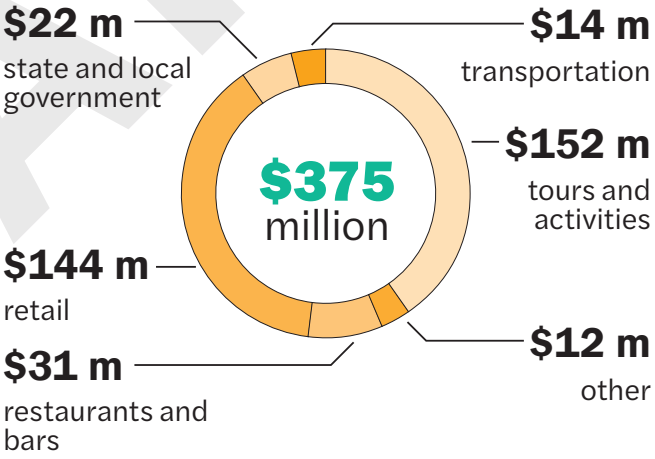
SPENDING BY SECTOR

The cruise industry spending is distributed across a range of 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 which included hotels, cruise line spending on professional services, and utility payments.

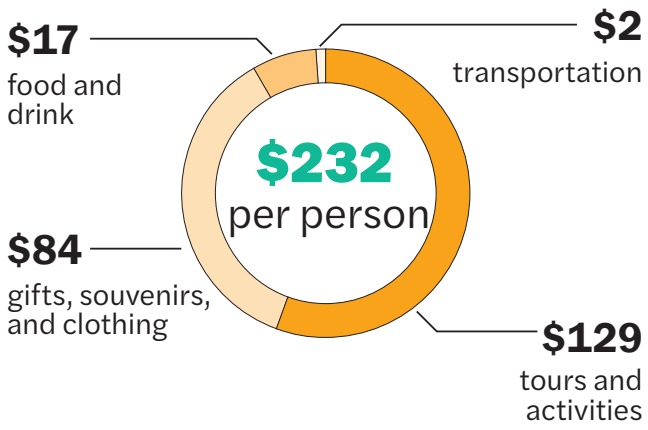
PER PERSON SPENDING

The average person spent $232 which included, 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



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MARINE PASSENGER FEES

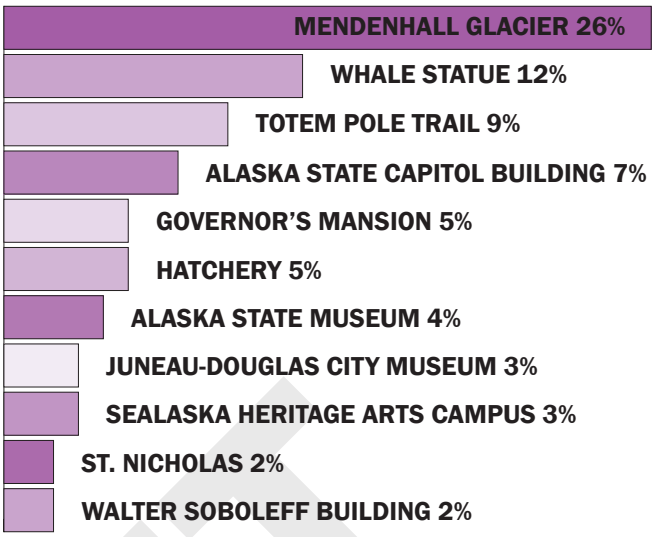
CBJ received over $22 million in revenues associated with cruise ships including just over $8.2 million in marine passenger fees. Past use of passenger fees includes the development of the Rainforest Trail in 2003 and Overstreet Park in 2019. Future plans for the passenger fees include updates to Marine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

JUNEAU VISITOR TRENDS

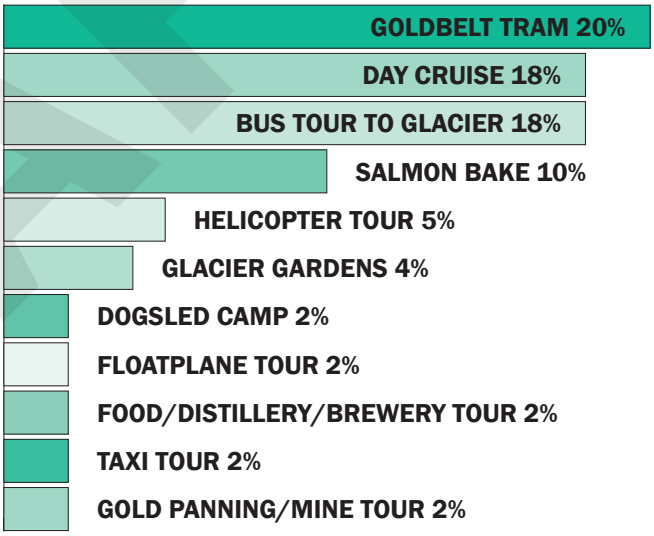
CBJ hired McKinley Group to conduct a Juneau Cruise Passenger Survey in 2023 of people present on the Juneau Seawalk to review visitor satisfaction, spending, and attractions. This survey targeted passengers that were traveling on ships with more than 250 berths and was designed to reflect an appropriate 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, and 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 that are managed by CBJ P&R Department other than the gold panning and mine tour at the Last Chance Basin. Of the locations that 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.

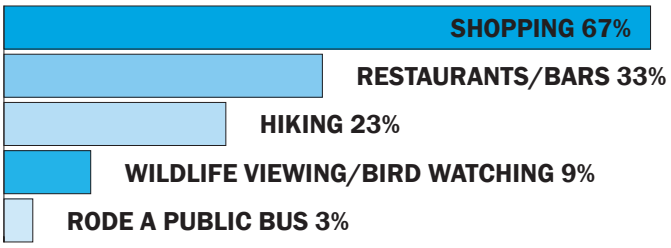
TOP ATTRACTIONS



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*

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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 recreation guidelines for the CBJ P&R Department.

2023 JUNEAU TOURISM STUDY

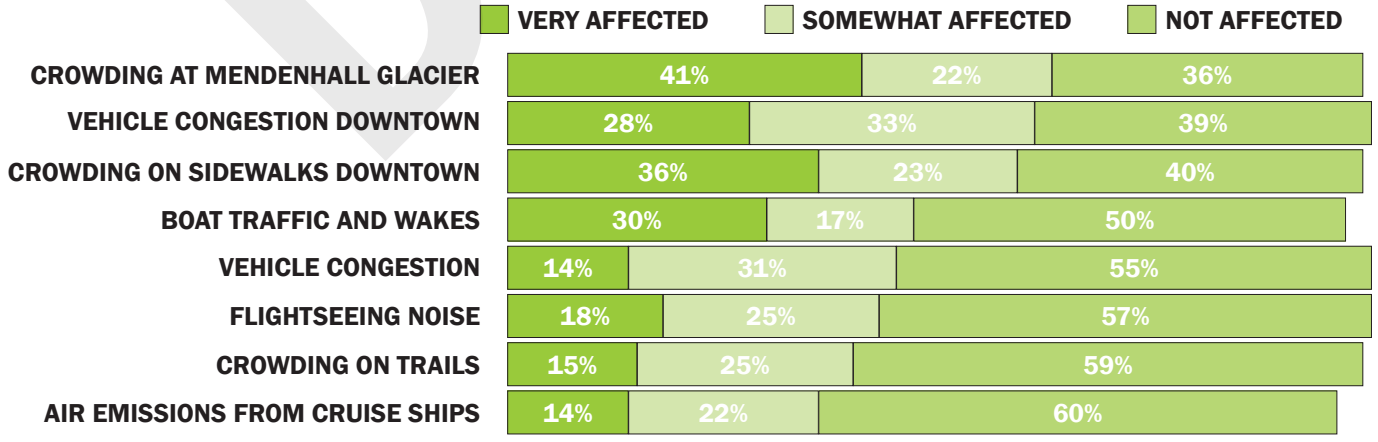
In 2023, CBJ contracted McKinley Research Group to conduct a telephone survey of randomly selected Juneau residents to understand resident sentiment regarding tourism in Juneau.

Most respondents felt that they experienced both positive and negative impacts from tourism (46%), with 31% of respondents 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 has decreased and those reporting negative impacts has increased.

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

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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 group exercises. The attendees were then asked to provide their recommendations for where they felt commercial recreation could feasibly be conducted and where they felt commercial recreation should not be conducted.

SMALL GROUP EXERCISES

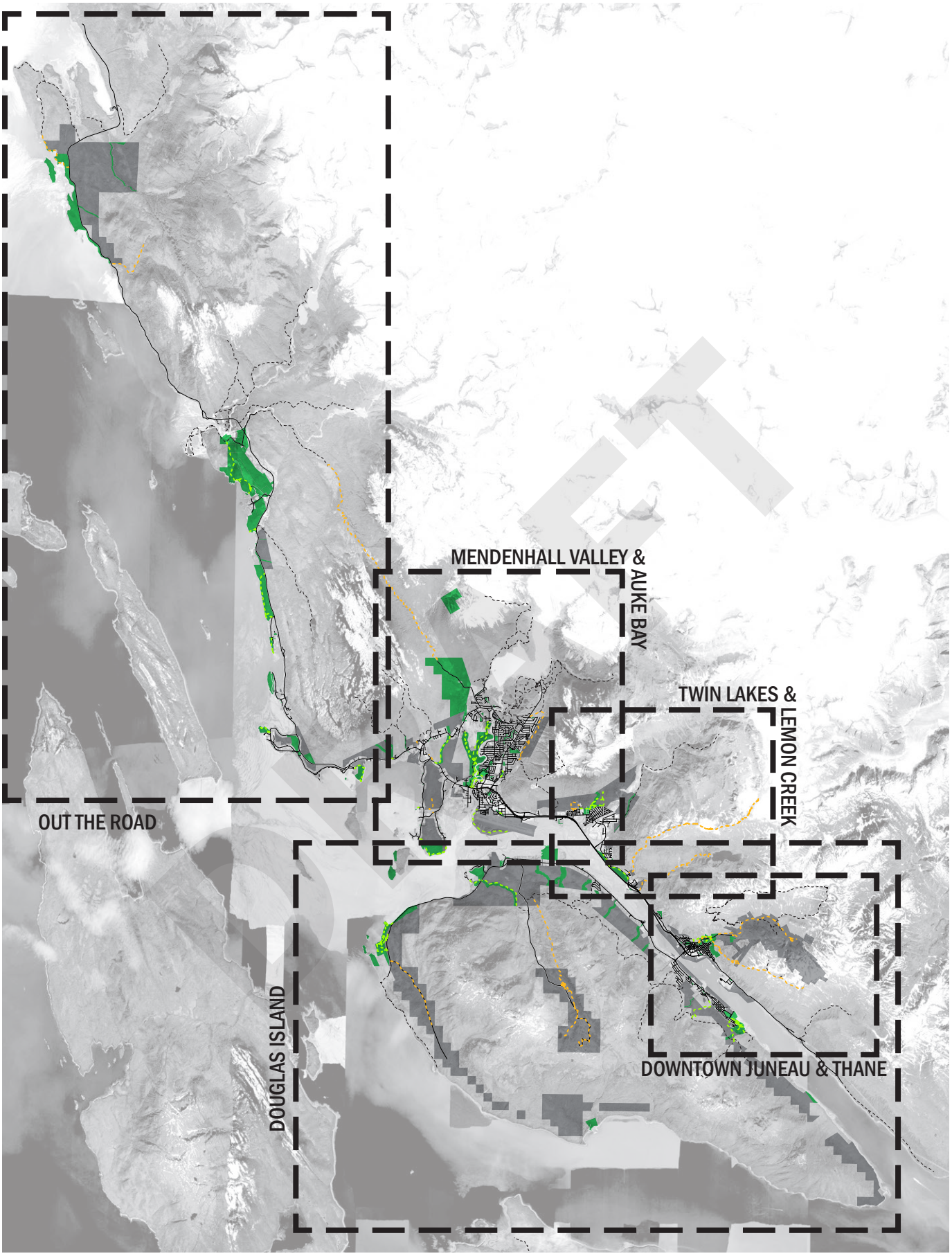
The attendees were broken into small groups to work through a series of exercises. They were asked to write down their experiences on sticky notes related to their direct interactions with commercial recreation on CBJ park lands and trails. From there, the group was asked to select four of these topics to further discuss and develop solutions or ideas that might improve the groups 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, set limits on trails for the time of day they are available for use, set 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 reduces conflicts with residential neighborhood traffic, etc.
- ***Mendenhall Valley and Auke Lake:*** better facilities, manage noise pollution, better data on trail usage that is beyond just commercial use, and review commercial use/tourism at a multi-jurisdictional level.





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MAP 9. NEIGHBORHOOD MEETING BOUNDARIES

VOTING STATIONS

Meeting attendees were provided with grey tickets and red tickets to vote on applicable parks and trails within each neighborhood area. Voting stations were set up for each of the parks or trails identified below, as well as for a vote to build a new park or trail specifically for commercial use. The white tickets signified commercial recreation and the attendees were provided one per park or trail identified. Attendees could place these tickets anywhere they wished, grouping them in certain voting stations, or not place them at all. One red ticket was provided to each attendee and this symbolized a 'protect at all costs'. The intention of the red tickets was to develop an understanding of which parks and trails were the most beloved by the community and where commercial recreation may have the greatest impact on Juneau locals recreational experiences. The following provides a summary of the voting 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



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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

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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



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PUBLIC OPEN HOUSE AND COMMENT COLLECTOR

To be held October 30, 2024.

PRAC FEEDBACK

To be held in December 2024 and January 2025.

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CODE ANALYSIS

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

AREA PLANS

LEMON CREEK AREA PLAN, 2018

The Lemon Creek Area Plan does not identify commercial recreation or opportunities for commercial recreation. 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.

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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

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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.

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 recreation on CBJ parks and trails.

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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.

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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

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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.

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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.

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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.

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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.

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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:

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- 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.

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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%

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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

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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.

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(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.

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