

**THE**  
**INTERNATIONAL KLONDIKE**  
**GOLD RUSH TRAIL**

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Final Report

September 1, 2008

(Final Edit, Nov. 10, 2008)



# The International Yukon Gold Rush Trail

## Final Report

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September 1, 2008

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# Table of Contents

<b>1</b>	<b>1. Summary of Effort</b>
1	<i>1.1 Origin of the Concept</i>
3	<i>1.2 Planning Assistance</i>
3	<i>1.3 Developing Initial Trail Alternatives &amp; Refining the Project Scope</i>
5	<i>1.4 Assessing Initial Interest Among the Communities</i>
6	<i>1.5 Refining the Concept &amp; Planning Broader Community Outreach</i>
6	<i>1.6 Outreach</i>
7	<i>1.7 Next Steps</i>
<b>9</b>	<b>2. The Klondike Gold Rush: The Last Great Adventure</b>
<b>13</b>	<b>3. Existing Resources</b>
14	<i>3.1 Seattle</i>
15	<i>3.2 Wrangell</i>
16	<i>3.3 Juneau</i>
17	<i>3.4 Tenakee Springs</i>
18	<i>3.5 Haines</i>
20	<i>3.6 Skagway</i>
21	<i>3.7 Whitehorse</i>
24	<i>3.8 Dawson City</i>
29	<i>3.9 Eagle</i>
<b>31</b>	<b>4. Value of the Trail</b>
31	<i>4.1 Introduction</i>
31	<i>4.2 Current Tourism Conditions</i>
32	<i>4.3 Heritage Tourism</i>
34	<i>4.4 Benefits</i>
37	<i>4.5 Specific Economic Benefits of Certain Designation Models</i>
40	<i>4.6 Summary</i>
<b>41</b>	<b>5. Designation Options</b>
41	<i>5.1 Definitions</i>
46	<i>5.2 Time Needed for Establishment</i>
49	<i>5.3 Community Effort &amp; Management Role</i>

52	<i>5.4 Funding Opportunities</i>
56	<i>5.5 Costs to the Community &amp; to the Government (State/Federal)</i>
58	<i>5.6 Associated Land Use Restrictions</i>
59	<i>5.7 Model-Specific Resources &amp; Partnerships</i>
61	<i>5.8 Other Benefits &amp; Drawbacks</i>
63	<i>5.9 Combined and/or New Designation Models - Hybrids</i>

## **65 6. Summary of 2007 & 2008 Community Meetings**

65	<i>6.1 Introduction</i>
66	<i>6.2 Defining the Project Scope &amp; Name</i>
66	<i>6.3 Interest &amp; Support for the Project</i>
68	<i>6.4 Promotion &amp; Marketing</i>
69	<i>6.5 Designation</i>
70	<i>6.6 Implementation &amp; Organizational Concerns</i>

## **71 7. Moving Forward... the Next Steps**

71	<i>7.1 Organization</i>
72	<i>7.2 Gathering Support</i>
72	<i>7.3 Marketing</i>
76	<i>7.4 Lessons from the International Selkirk Loop</i>
77	<i>7.5 Summary</i>

## **79 Notes**

### **Appendices (separate volume)**





International Klondike Gold Rush Trail Corridor, with participating communities & associated resources.

# 1. Summary of Effort

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## 1.1 Origin of the Concept

From 1996 to 1998, communities throughout Alaska and the Yukon, and as far afield as Seattle and Edmonton, marked the centennial of the Klondike Gold Rush. This celebration helped bring public attention to the 100-year-old tales of the discovery on Bonanza Creek, and the epic rush of humanity that ensued. The story of the journey itself piqued the imaginations of many ... the hardships that were endured at sea, hauling supplies over steep mountain passes, and boating or rafting down the mighty Yukon River.

The idea of marketing this epic trek by weaving together historic landmarks with the rugged scenic beauty and recreational resources along the route occurred to Noel DeChambeau, Director of Marketing and Sales for Holland America Cruise Lines.

The ports of Southeast Alaska were already a staple in the cruise industry, but it occurred to DeChambeau that these tourists were missing the big picture. How many of their clientele were really aware that the journey they embarked upon in Seattle up the Inland Passage followed a route of great historic significance? For example, he offered, most of their guests “were not aware of our Klondike National Historical Park – Seattle Unit, even though they would be boarding a ship literally only blocks away from this jewel of a Park.”<sup>1</sup>

His epiphany was that one of history’s greatest trails was being traveled by thousands of cruise guests, neither with their knowledge nor any formal recognition of the route. Discussion with administrators of National Park Service and Parks Canada historical sites along the route had also revealed that many of these parks were under-

## Unique Stories and Sites

The route of the Klondike Gold Rush is a passageway filled with stories. Stories of fortunes made and lost, stories of triumph and tragedy, stories of bravery and of deceit. Every sand spit and gravel bar from Seattle to Eagle has tales to tell as they lay witness to the masses of humanity that plied river and sea in quest of the glittering sheen. Books have been written detailing the exploits of Skookim Jim, Soapy Smith, and Joe Juneau. But there are other stories, waiting to be told ... tales of the men and women adventurers who wagered their lives against the northern wilderness.

And what of the other side ... of the aboriginal inhabitants of the land -- the Chilkoot and Chilkat, Southern Tutchone and Tagish, and Han and Kutchin --, who struggled to maintain their traditional way of life against the endless onslaught coming from the south? And what of the tales the land could tell, in some areas scarred for eternity by dredge spoils and poisoned by mercurial tailings and in other areas no signs left at all? These are the untold tales that unify a region, creating common threads over a 2,000 mile-long swath of landscape. These are the stories of natural and human drama that travelers will cling to as they explore the reaches of the International Klondike Gold Rush Trail.

appreciated. He noted, as an example, that “the Superintendent of the Klondike National Historical Park in Skagway, estimated that over a million guests literally walked by his visitor’s center a year without stepping inside.”<sup>2</sup>

Out of this grew DeChambeau’s idea of “bundling” the Klondike Gold Rush story and “branding it”. His vision was to “tie a string of national parks and historical sites together in a comprehensive trail that would encourage visitors to experience as much of the Klondike story as possible and thus increase visitation both to those Parks and their attached communities”. Holland

## Seattle

John W. Nordstrom, a Swedish immigrant, arrived in the Klondike gold fields in 1897. He struggled there for two years, supporting himself by taking odd jobs. When Nordstrom finally hit pay dirt, another miner challenged his claim, and he sold it. In 1899, he arrived in Seattle with \$13,000, which “looked like a lot of money” to him. Two years later Nordstrom invested \$4,000 of his newfound wealth in a shoe store, which he opened with his partner, Carl F. Wallin. Located at Fourth Avenue and Pike Street, the business prospered for nearly 30 years -- and Nordstrom and Wallin bought another store on Second Avenue. By the late 1920s, the partnership had soured, and Nordstrom bought Wallin’s shares. Nordstrom’s sons bought the shoe store during the 1930s, expanding it into a retail business with multiple locations. Today, Nordstrom’s has become one of America’s top retail department stores.

America, teamed with the Alaska Natural History Association (now Alaska Geographic), approached the NPS with an interest in developing a historic route guide book of the Klondike Gold Rush, highlighting pertinent tourist sites for cruise ship passengers.

This initial interest expanded to the notion of an international partnership to recognize historic gold rush routes, an idea supported by Klondike Gold Rush National Historical Park staff in Seattle and Skagway. Coincidentally, several Southeast and Interior Alaskan communities had contacted the NPS Rivers, Trails and Conservation Assistance (RTCA) staff to inquire about national historic trail designation for trails. It was noted that the Klondike Gold Rush National Historical Park staff already worked closely with their Parks Canada counterparts, and together, they were interested in some type of international route designation. Additionally, the Alaska State Historic Preservation Office and State of Alaska Department of Commerce and Economic Development were supportive of the concept.

This information was summarized in an NPS briefing paper dated May 10, 2005, which suggested that further study be undertaken to explore designation mechanisms for developing a trail system, which would increase tourism and economic growth in affected communities. The trail, as envisioned, would provide a seamless international outdoor recreation experience, creating a thematic network of parks, historic sites, and waterways within the extraordinary context of the northern outdoors.

A partnership to further work on this concept was created and included Klondike Gold Rush National Historical Park, the Parks Canada Yukon Field Unit, the Alaska State Historic Preservation Officer, the Alaska Department of Community and Economic Development, and Alaska Trails.



## 1.2 Planning Assistance

In July, 2005, a formal request for assistance in trail planning was submitted to the National Park Service Rivers, Trails and Conservation Assistance Program by James Corless, Superintendent of the Klondike Gold Rush National Historic Park, on behalf of project partners Parks Canada Yukon Field Unit, Alaska Trails, Alaska Office of Community and Economic Development and the Alaska State Historic Preservation Officer. In addition to these groups, the request noted support from Holland America Lines, the City of Skagway, the National Park Service's Alaska Regional Office, a private tour business owner in Skagway, Alaska State Parks trail office, Sitka Trail Works, Inc., and the City of Juneau.

The collaborators sought and received assistance from RTCA in developing initial trail alternatives, refining the scope of the trail project and assessing interest among communities. As noted in the request for assistance, these organizations had already begun discussions of a unified land- and water-based historical trail linking gold rush locations and routes in Alaska and, potentially, northwest British Columbia and the Yukon Territory.

## 1.3 Developing Initial Trail Alternatives & Refining the Project Scope

In summer 2006, the partners developed two alternatives for the proposed trail system. The first alternative, which focused on the Klondike Gold Rush, would be based on a defined route and a discrete time period. A key advantage of this approach would be ease of implementation as many of the key sites within the corridor had already been identified and protected. Designation of this single route could become a pilot for implementing other routes or sites associated with other places and times in the region's over-

### Dawson City

The Dawson City Museum houses the Klondike History Library, where visitors can read through actual diaries written by the stampeders and search through digitized information on Klondike Gold Rush family history via the "Pan for Gold" and the "Yukon Archives Genealogy" databases ([www.yukongeneology.com](http://www.yukongeneology.com)).

all gold rush history.

The second option would be less specific to a single phase of the various gold rushes in the Yukon and Alaska, and would not necessarily require that all sites and routes be associated with actual gold rush events. This alternative could encompass many, if not all, of the major Alaskan and Canadian routes followed by gold seekers from the 1870s through 1915 and would, for those pursuing historical touring or outdoor recreation, thematically link the diverse resources associated with these rushes. This alternative would have the advantage of being very inclusive, but risk diluting the significance of the "Gold Rush Trail" designation, and of confusing the public about gold rush history. Concern was voiced that this option would result in a scattered array of sites spanning, at a minimum, over two generations' of human history, making the "trail" difficult to interpret or market.

In addition to identifying the two alternatives, the partnership developed criteria to help determine which sites and routes might be included as part of an International Gold Rush Trail. The criteria were based on the 1977 study entitled in The Iditarod Trail (Seward-Nome Route) and other Alaskan Gold Rush Trails, and on the principles in the initial vision the partners developed (i.e.

that sites and routes be suitable for interpretation, recreation, and marketing). Project criteria, as later summarized by Jim Corless, were:<sup>3</sup>

- Having a portion of a defined historic gold rush trail in existence and still accessible
- related to a defined historical event, e.g., a gold rush
- related to one single event or closely related events
- related to a defined time period
- trail destinations and attractions can be coherently linked via interpretive materials
- extent of recreational and interpretive opportunities along the route
- present infrastructure exists to support tourism opportunity
- most exemplary trails that offer unique diversity of opportunity to users (e.g., close to towns, length of trails, backpacking opportunities....)
- sustainable administration
- support by managing agencies/partners
- marketability -- trail resources are linked and attractions are significant enough to draw an audience

The partners determined that the more specific Klondike Trail concept had these characteristics and was well-suited to prototypical study and early implementation:

- specific period of 1896-1898
- has specific route, including access to the Chilkoot Trail and White Pass Trail
- tangible historic resources related to the event still accessible
- interpretive opportunities at existing historic sites
- recreational opportunities related to the trail -- e.g., Chilkoot Trail, Yukon River
- Alaska Marine Highway follows/parallels historic route

- easy to implement due to infrastructure already in place
- trail can be established through memoranda of understanding between existing organizations and thus is sustainable

Based on the analysis of the criteria that had been developed as applied to the Klondike Trail, organizers made the decision to proceed with the Klondike Trail and then pursue adding other trails at a later time. It was determined that as a first step toward the establishment of an international historic trail commemorating the Klondike Gold Rush and the development of a world-class visitor experience, the International Klondike Gold Rush Trail (Klondike Trail) would link for marketing purposes existing public interpretive and educational sites relating to the 1897-1898 stampede to the Yukon goldfields. The Trail would serve as a conduit for visitors to experience the journey of these adventurers and this life-changing event.<sup>4</sup>

It was also intended that the message of the trail transcend the story of the gold rush, to portray the diverse cultural resources of the area. For example, it was suggested that the lesser-told story of the effect of the gold rushes on First Nations and Native people, organized by concepts varying from today's political boundaries, could be told. The trail would also market and provide information on extraordinary outdoor recreation opportunities, particularly hiking, skiing, sledding, or boating sections of the routes of the rush participants (such as the Chilkoot Trail, Yukon River, etc.) Promoting the visitation of lesser-known national park sites and resources of other communities state- and region-wide was yet another goal of the establishment of an (inter)national historic trail.

## 1.4 Assessing Initial Interest Among the Communities

Early on in the process, the partners acknowledged the necessity (and likelihood) of community and other entity involvement. As noted above, an element in their request for RTCA's assistance was coordinating that involvement, asking RTCA to facilitate discussion about and assess support for the trail in several communities along the proposed route. Though the partners had a vision in-mind for the International Klondike Gold Rush Trail, they realized it would literally go nowhere without community support.

To help with this community conversation, in September 2006, the NPS entered into a cooperative agreement with the Rocky Mountains Cooperative Ecosystems Study Unit to obtain planning assistance from the Utah State University Department of Landscape Architecture and Environmental Planning. USU tasks included working with RTCA in assessing interest among communities, developing a public involvement plan to facilitate discussion about and assess

support for the project, and developing and evaluating initial trail system implementation models (e.g., formal national designation or grassroots marketing). Specific products included the mapping of resources at the regional and local scale, creating maps and public presentation materials for the public outreach meetings, and the production of reports on the potential economic benefits of corridor designation, an analysis of designation options, and this final summary report.

Also, in 2007, an NPS Challenge Cost Share grant was awarded to Alaska Trails, a statewide non-profit trails advocacy and education group, to assist in conducting public outreach for the trail.

To begin the conversation with communities, meetings were coordinated in summer 2007 with political leaders, local tourism business representatives, and historians in eight towns in SE Alaska and the Yukon -- Ketchikan, Sitka, Wrangell, Juneau, Haines, Skagway, Whitehorse, and Dawson City.

From July 30 to August 7, 2007, a team comprised of RTCA and USU cooperators visited

### Whitehorse

Sam McGee's name gained international recognition early in the 20th century when Robert Service had his poem published in the collection "Songs of a Sourdough." The real Sam McGee came to the Yukon from Peterborough, Ontario, by way of San Francisco in 1898, and worked as a bank teller in Whitehorse. McGee's original cabin in Whitehorse, became legendary because of Service's poem, and is now managed by the Yukon Historical Society.



Canyon City (Yukon Historical & Museum Association)

these communities to gauge local interest, identify key players, identify issues related to the project, and establish contacts for future ongoing work. The visits also allowed the team to gain a first-hand overview of resources related to a potential Gold Rush International Historic Trail and to collect resource material related to local history and site resources. At these meetings, support for the concept appeared strong. Liaisons stepped forward in each community to help spread the word about the idea to others in their town. A summary report of the meetings was prepared and circulated to IKGRT liaisons (see Section 7 and Appendix E).

## 1.5 Refining the Concept & Planning Broader Community Outreach

In Fall 2007, regularly scheduled teleconferences were commenced with the community liaisons to discuss trail related issues as the concept continued to evolve and to plan and schedule larger community outreach meetings in Spring 2008.

Following discussions regarding the primary focus of the trail, the teleconference of November 28, 2007, resulted in a reconfirmation of the Klondike emphasis of the effort. Community liaisons embraced the guiding principle that “The trail traces the steps the stamperders took to the Klondike Gold Fields in 1897-98. Any community is welcome to be a part of this project as long as said community felt the impact and contributed to the Yukon’s Klondike Gold Rush.”<sup>5</sup> Minutes from the meeting recorded the group’s consensus that “Links to the Klondike Gold Rush may be obvious (as in the case of Skagway) or less so, but if the connection is there, the community can be a partner on this project. Similarly, a community may have existing infrastructure that tangibly reflects its Klondike history or a community may just have the stories and historic

facts that tie it to the Klondike (i.e., no remaining infrastructure); either way the community can be a partner on this project. To make this common theme clear to all, all agreed to rename the project the ‘International Klondike Gold Rush Trail.’” It was also noted that while the historic link to the Klondike Gold Rush formed the critical common thread among participants, it should not preclude any community from marketing other tourism opportunities (“now that we brought visitors here based on our Klondike history, here’s all the rest this community has to offer”.)<sup>6</sup>

As the project continued to evolve, so did the constituency of the core membership of communities. Ketchikan and Sitka withdrew from participation (at least in the charter stage of the project) due to a perceived lack of community interest, while Eagle and Tenakee Springs came on board. It is anticipated the dynamic ebb and flow of participation will continue, at least during the initial formative years of designation, and that once established, additional communities with Klondike links will choose to join in.

## 1.6 Outreach

A two-week series of community outreach meetings took place in April and May, 2008. Meetings were arranged by community liaisons throughout the IKGRT corridor for the purpose of presenting information about the International Klondike Gold Rush Trail proposal to a wider audience and gauging community interest in moving the proposal forward. The meetings were attended by representatives from NPS RTCA, USU, and Alaska Trails, as well as citizens, community leaders, and government officials in eight participating communities (Eagle, Dawson City, Whitehorse, Skagway, Haines, Juneau, Wrangell, and Seattle.) A common agenda was followed in each meeting, which included an overview of the background of the project and overall vision for the trail, presentation of mapped information

## Skagway and Dyea

Located at the head of the Chilkoot Trail, the community of Dyea erupted from a small trading post to a major port in 1897 after word of the Klondike gold discovery reached the “lower 48”. Unfortunately, its prosperity proved to be short-lived. The town’s poor harbor, a disastrous snow slide on April 3, 1898, and the construction of the White Pass and Yukon Railroad out of Skagway all served to doom the town. All that now remains of the town are remnants, and even those are slowly being reclaimed by natural processes.



(National Park Service)

gathered for the corridor and specific communities, summary of potential designation and marketing options, and an open discussion with community participants (see Section 7 for summary comments).

### 1.7 Next Steps

Based on the outcome of the community outreach meetings, volunteer community liaisons will carry the project forward on a number of fronts. Maps and reports produced by the USU effort will be made available for general distribution. A mini-conference of community liaisons is expected to meet in fall 2008 to engage in face-to-face discussions, charting a course for implementation. Specific opportunities for advancing the IKGRT are outlined in Section 8.



## Dawson City, Yukon Territory

### International Klondike Gold Rush Trail

#### Linking History, Communities, Places and People

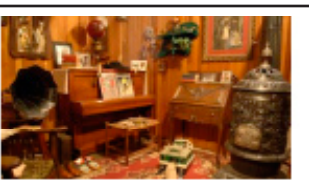
Dawson City, Yukon is found within the traditional lands of the T'nanin, Elowit'in and today represents the character and adventure of the world-famous Klondike Gold Rush. In August of 1896, three Yukon "youngbloods", George Cassard, Dawson Chalk, and Blackman, first found gold in Rabbit Creek, now called Bonanza Creek, and changed the history of the Yukon forever. Their discovery triggered what was arguably the world's greatest gold rush stampede as nearly 300,000 souls journeyed to settle in what is the Klondike gold fields. By 1898, Dawson City was a modern city of nearly 40,000, situated upon a sturdy stone jawan.

**MAPS/MSA**  
 Dawson City: Discoverable Yukon, Klondike Gold Rush Trail, Dawson City, Yukon Territory  
 Klondike Gold Rush Trail: Dawson City, Yukon Territory  
 Dawson City: Dawson City, Yukon Territory

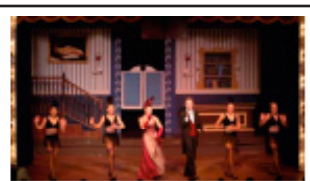


**DISCOVERY CLINIC**  
 Photo: Jack L. McIlroy, 2018

**DISCOVERY CLINIC**  
 A historic building that has been restored and repurposed as a modern medical facility. The building is a prime example of historic preservation and modern healthcare.



**DAWSON CITY MUSEUM**  
 Home to the Klondike Gold Rush Museum, the Dawson City Museum is a premier destination for visitors to learn about the city's rich history and the Klondike Gold Rush.



**DIAMOND YOUTH CENTRE**  
 A modern facility that provides a safe and supportive environment for youth in Dawson City. The centre offers a variety of programs and services to help young people thrive.



**PATS CANADA WALKING TOUR**  
 A guided walking tour that explores the city's rich history and the Klondike Gold Rush. The tour is led by a knowledgeable guide and provides a unique perspective on the city's past.



**DAILY ZOO CULTURAL CENTRE**  
 A modern facility that provides a safe and supportive environment for youth in Dawson City. The centre offers a variety of programs and services to help young people thrive.



**PALE & GRAND THEATRE**  
 A historic building that has been restored and repurposed as a modern medical facility. The building is a prime example of historic preservation and modern healthcare.



**JACK LONDON YOUTH CENTRE**  
 A modern facility that provides a safe and supportive environment for youth in Dawson City. The centre offers a variety of programs and services to help young people thrive.



**ROBERT SEVEL STORE**  
 A historic building that has been restored and repurposed as a modern medical facility. The building is a prime example of historic preservation and modern healthcare.



**DREYDEN**  
 A historic building that has been restored and repurposed as a modern medical facility. The building is a prime example of historic preservation and modern healthcare.



**DAWSON CITY**  
 A historic building that has been restored and repurposed as a modern medical facility. The building is a prime example of historic preservation and modern healthcare.

## Dawson City, Yukon Territory

### International Klondike Gold Rush Trail

#### Linking History, Communities, Places and People

All historical photos and information are from the Klondike Gold Rush Trail, Dawson City, Yukon Territory.

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Examples of Community Maps and Top Ten Resources prepared for each community.

## 2. The Klondike Gold Rush - The Last Great Adventure

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Gold seekers began trickling into the new American territory of Alaska only a few years after it was purchased from Russia. A few major discoveries were made in Juneau in the 1870s, and by the 1880s, prospectors were pouring into Juneau and from there up to the next big strike at Fortymile. In 1896, Skookum Jim and Tagish Charlie, members of the Tagish First Nations, along with American adventurer George

actual discovery that August day, but some accounts say that it was Kate Carmack (George's wife, Jim's sister), while others credit Skookum Jim. George Carmack was officially credited for the gold discovery because the actual claim was staked in his name. The group agreed to this because they felt that other miners would be reluctant to recognize a claim made by an Indian, given the strong racist attitudes of the time.

It was not until the summer of 1897 that news of the gold strike in the isolated and desolate Klondike region of Canada's Yukon Territory reached the United States. The ensuing Klondike Gold Rush marked the last of the great gold rushes that had played a part in the development of the West since the great California Gold Rush half a century earlier. Gold and silver had been discovered in many places throughout the West following the days of the '49ers, including Nevada, Colorado, Montana, Idaho, and the panhandle of Alaska. Each discovery triggered waves of migration to the respective gold fields, as did the Klondike in 1897-98.

The following text excerpted from an NPS online publication gives a colorful description of the Klondike Gold Rush and its legacy.<sup>7</sup>



“Seattle, Washington, buzzed with excitement on July 17, 1897. Word had come over the telegraph wires two days earlier that the S.S. Portland was heading into Puget Sound from St. Michael, Alaska, with more than a ton of gold in her hold. On board the Portland were 68 miners and their stores of gold. The local newspaper, the Seattle Post-Intelligencer, sent reporters on a tugboat to interview the miners before they



Skookum Jim (Wikipedia, public domain image)

Carmack, who had moved to Alaska in the late 1880s, headed for the Tron-duick. Having heard that a Canadian prospector had taken more than \$700 in gold from a tributary of what they mispronounced as “Klondike”, the trio was anxious to give it a try. And on August 16, 1896, they met with success when they, too, struck gold on the Tron-duick. It is not clear who made the



“Over Chilcoot Pass during the Gold Rush in Alaska,”  
color postcard (National Archives)

docked along the Seattle waterfront. Excited by the promise of catching a glimpse of gold, 5,000 people came down to the docks to see the miners and their treasure. The crowd was not disappointed. As the miners made their way down the gangplank, they hired spectators to help unload their gold. In a matter of hours, Seattle was swept with a case of gold fever. The great Klondike Gold Rush in Yukon Territory was on, as people dropped everything to head for the gold fields.

“Seattle’s Pioneer Square, the area of the town’s first settlement, welcomed thousands of prospective miners, known as “stampeder.” Merchants and ticket agents were beset with stampeders anxious to find transportation to the gold fields and to purchase supplies called “outfits.” Storeowners quickly stocked up with goods the prospectors would need and urged them to take advantage of their competitive prices. On average, an outfit for two people cost \$250 to \$500 and included such items as heavy clothing and boots; nonperishable foods like smoked bacon, beans, rice, and dried fruit; personal items like soap and razor blades; and mining tools. Stampeder had to buy enough supplies to last for several months because there were few, if any, opportunities to replenish supplies on the way

to the gold fields. By early September, 9,000 people and 3,600 tons of freight had left Seattle for the Klondike.

“Seattle became a temporary home to thousands of people as they feverishly planned their trip north. Steamers taking passengers to Alaska were over booked and often dangerously overcrowded. Even so, many people who came to Seattle were forced to wait weeks before space became available at all. Merchants welcomed the flood tide of customers to the city, but hotel rooms and boardinghouses became scarce. Whether arriving by boat or train, newcomers flocked to Pioneer Square to find a “flop” (a bed). Spare rooms, basements, and attics were converted to living quarters for stampeders awaiting transportation to Skagway, Alaska and other points north.

“One of the immediate concerns of the stampeders was the route they would take to the gold fields. Few had any idea of how far they would have to travel after they left Seattle. Many were astonished to find that the Klondike strike was not in Alaska but across the Canadian border into the Yukon Territory. The options for reaching the Klondike included the “rich man’s route”, which involved taking a ship to the mouth of the Yukon River in western Alaska and navigating a boat more than 2,000 miles up the river to the gold fields, and the “poor man’s route”, which required taking a ship to Skagway or Dyea in southern Alaska, climbing over mountains on foot, and building a boat to navigate 500 miles down the Yukon River. The 33-mile-long “Chilkoot Trail,” leading over the White Pass, became known as the “dead horse trail,” as over 30,000 animals perished there.

“Most stampeders who set out in the fall would not even reach the gold fields until the following spring because the Yukon River had frozen and the mountain trails from Skagway and Dyea, Alaska, were almost impassable.



“The Klondike gold fever caught people from all walks of life: doctors, teachers, lawyers, bankers, farmers, policemen, preachers, thieves and prostitutes. Most had no idea what kind of hardships would await them and countless perished. History books speak of 100,000 who left, but only 30,000 completing the trip. Of these, fewer than 4,000 found gold. Most would return to Seattle in a year or two--some with riches, but most poorer than when they started. Others died before ever seeing the gold fields.

“The Klondike gold strike in the Yukon Territory marked the end of an era when prospectors could hope to dig out a fortune from the earth. Perhaps because it came so late in time compared to other major gold strikes, or perhaps because some miners did take home millions in spite of the frozen environment, this gold rush left a lasting mark on the American imagination. Today, readers still enjoy “The Spell of the Yu-

kon,” by Robert Service and the many works of Jack London such as *Call of the Wild* and *White Fang*, that tell of the immense hardships under which the miners worked. Yet these stories also tell of the pull that the far north had on many and, even today, they spark readers’ fascination.

“The Klondike Gold Rush was significant not only because it was the last great gold rush but also because it increased awareness of the northern frontiers of Alaska and Canada. Unimpressed, the press had labeled the purchase of Alaska as “Seward’s folly” or “Seward’s ice box.” Alaska and the Canadian Northwest, including the Yukon Territory, remained sparsely populated until the end of the century. When the U.S. Census Bureau declared the western frontier closed in 1890, interest in Alaska grew. While there still were millions of acres of empty space in the lower states and territories, more people began to venture north, toward the lands they recognized as the last frontier. The discovery of gold raised the public’s interest in what the far north had to offer.”



Typical placer mining operation on Bonanza Creek  
(Wikipedia, public domain image)



### 3. Existing Resources

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The story of the Klondike gold rush is told through cultural resources scattered throughout the great north. The International Klondike Gold Rush Trail takes advantage of a network of existing parks, preserves, and landmarks already in place, connecting established points like a 2,000 mile-long string of pearls. The diversity and extent of this array of existing sites along the corridor greatly facilitates the designation of a larger entity, regardless of whatever trail model or group of models might be implemented. From Seattle, Wrangell, Tenakee Springs, and Juneau, through Skagway and on to Whitehorse, Forty Mile, Dawson City, and Eagle, remnants of significant gold rush era communities and districts are preserved, including several national historic landmarks and landmark districts.

Forming the nucleus of the IKGRT is the Klondike Gold Rush International Historical Park, an idea launched at a joint U.S./Canadian press conference on December 31, 1969.<sup>8</sup> The park was finally dedicated in 1998, the centennial of the epic Klondike Gold Rush. The American portion of the complex is comprised of the Klondike Gold Rush National Historical Park ... a multi-unit park geographically split between Seattle, Washington, and Skagway, Alaska. The Chilkoot Trail National Historic Site, in British Columbia, forms the Canadian counterpart. The previous legal names of the two units were retained, while the new name reflected co-operative management between the two park services, and the formalization of relations which had in fact been going on for years.

The opportunity afforded for travelers to retrace the northward movement of the gold rush from Seattle, experiencing all or portions of the cor-

ridor, is enriched by the sheer magnitude of sites both historic and natural in nature, along the way. Traveling segments of this historic route presents an outstanding outdoor recreational experience, particularly when the route could also link major natural features and recreational opportunities such as the several national parks and preserves (e.g., Wrangell-Saint Elias National Park and Preserve, Kluane National Park, Kenai Fjords National Park, Yukon-Charley Rivers National Preserve), world heritage sites (Tatshenshini-Alsek, jointly administered by the U.S. and Canada, is adjacent to the IKGRT corridor), and state and territory parks (e.g., Chilkat Bald Eagle Preserve, and Tombstone Territorial Park) found along the potential routes, including many of these that directly relate to the gold rush story.

Within the IKGRT corridor, over 75 properties are listed on the National Register of Historic Places, including entire historic districts in Juneau, Skagway, and Eagle. A large percentage of these listings have a period of significance dating to the Klondike Gold Rush period. Countless local trails, often on lands administered by the U.S. Forest Service and many of which have their origin in trails or roads originally carved into the landscape by prospectors, offer recreational opportunities related to heritage tourism. Several designated Alaska State Trails also are found along the corridor, including the Photo Point Trail and the Trail of Time at the Mendenhall Glacier Visitor Center in Juneau, the Chilkat Bald Eagle Preserve Trail outside Haines, and the Yukon River Water Trail in Yukon-Charley Rivers National Park. These examples are merely indicative of the great diversity of recreational opportunities that can be enjoyed along



the IKGRT, allowing travelers to combine active recreation with the heritage tourism emphasis of their trip.

Resources contributing to the overall experience of the IKGRT have been inventoried, and are listed below from south to north, following the approximate movement of the stampeders. Sites are grouped geographically by IKGRT participating communities which they most closely align with. There are many sites within the corridor that do not fall within the boundaries of participating communities, but are noted in geographical order nonetheless, because of the important role they play in interpreting the overall continuum of the Klondike Gold Rush. The list is not comprehensive, but forms a base upon which communities can build as local momentum grows and additional research is undertaken. Among the sites listed by community are highlights identified by community liaisons during the public outreach component of this study as “top ten” gold rush related attractions in their own localities.

### 3.1 Seattle

On July 17, 1897, the S.S. Portland arrived in Seattle from Alaska with over a ton of Yukon gold on board. Although rumors had circulated for some time before, the sight of the precious cargo being unloaded unleashed a flurry of excitement and activity. The stampede to the Great North was on, and no place was to benefit as much from the rush as Seattle. Ideally situated as the furthest northwest seaport in the U.S., and with a well-established commercial center, it became the logical supply center and jumping off point for the Klondike. The population of Seattle was 42,837 in 1890. By the turn of the century, those numbers had nearly doubled, and by 1910, had swollen to 237,194 ... a whopping 550% growth rate in a mere 20 years! Once established, the economic base

of the city expanded and diversified. Thanks to the discovery of Klondike Gold over 2,000 miles away, Seattle had become the premier city of the Northwest.

#### *Klondike Gold Rush National Historic Park – Seattle Unit*

Klondike Gold Rush National Historical Park preserves the story of the 1897-98 stampede to the Yukon gold fields and Seattle’s role in this event. The park offers a glimpse at the stories of adventure and hardship of the gold rush. The Seattle unit, located in the Pioneer Square Historic District, commemorates the beginning for the teeming hopeful destined for the Klondike. The park Visitor’s Center, which serves as an interpretive center and museum, is located in the 1889 Cadillac Hotel. Walking tours of Pioneer Square interpret many structures that existed at the time of the Klondike Gold Rush.

#### *Schwabacher’s Wharf*

In July of 1897, the steamship Portland arrived at Schwabacher’s Wharf, carrying the legendary “ton of gold” from the Klondike. The former wharf, comprising the area between Pier 57 to Pier 59, was “revitalized” in the 1960s and is now Waterfront Park.



Schwabacher’s Wharf, Seattle, in 1910 (Public domain image)

### *Arthur Foss (Tug), Seattle*

Launched at Portland in 1889 as the steam tug Wallowa, she was built to tow sailing ships over the Columbia River bar. She was caught up in the gold rush fever of 1898, and made several voyages up the Inside Passage towing barges packed with would-be gold miners and supplies. (The Arthur Foss is the last Alaskan Gold Rush vessel still operating.) The tug now is located in Seattle at the south end of Lake Union, Northwest Seaport.

### *Pioneer Building, Seattle*

The newly constructed (1893) building quickly became an important business location for downtown Seattle. During the Klondike Gold Rush, in 1897, there were 48 different mining companies that had offices there.

## 3.2 Wrangell

Wrangell became the base of operations for prospectors traveling up the Stikine River to strike it rich in the famous 1897-1898 Klondike Gold Rush. The Stikine River Route was one of the three most popular routes to the Klondike and was advertised as the easiest and the only all-Canadian route. It drew thousands of miners to Wrangell in the late 1800s.

### *The Wrangell Museum*

The Wrangell Museum is a reflection of the rich history the community possesses, from its Native roots to the impacts of the Klondike Gold Rush.

### *Stikine River / Telegraph Creek*

Forming a critical link between Wrangell and the Klondike, many gold-seekers used the Stikine as access to Dawson City. Telegraph Creek is located 165 miles north of Wrangell in British Columbia, Canada, and is a virtually intact turn

of century village. It is described as a “19th Century time capsule”, which includes a Hudson Bay Trading Company post.



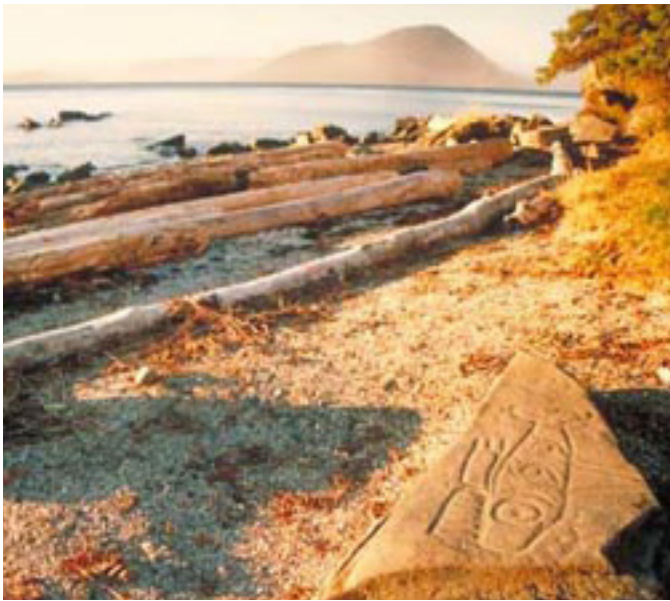
Stikine River (Wrangell City)

### *Front Street*

Front Street's character includes some of the original buildings present during the Klondike Gold Rush. During the winter, cows were brought to Wrangell from Farm Island to wander the streets, giving Front Street the temporary nickname of Cow Alley. The bovines added new sights and smells to the flow of humanity, dogs, horses, whiskey, saloons, gambling and prostitutes already present. Given these conditions, it's no surprise that Josie Earp, wife of the famous lawman and gambler, Wyatt Earp (both residents of Wrangell for a short time), referred to the town as “worse than Tombstone.”

### *Churches*

Construction of their churches was a part of both the Catholic and Presbyterian religions within Wrangell in the 19th Century. Wrangell houses the first Presbyterian church constructed in Alaska.



Petroglyph Beach State Park (City of Wrangell)

#### *Petroglyph Beach State Park*

Established in 2000, Petroglyph Beach State Park contains some of the best-preserved petroglyphs in Southeast Alaska. Assuming the stamperders had time for sightseeing, they would have visited Petroglyph Beach where various designs on rocks indicate a far earlier civilization.

#### *House with a History*

Brothels were common in Wrangell during the Klondike. The House with a History was intended for this purpose and is now in use by the Salvation Army.

#### *Shake's Island*

The local Tlingit served as guides and carriers during the Klondike. Established in 1840, Shakes Island and Tribal House is now a location for viewing Tlingit artwork and totem poles. The Tribal House is on the National Register of Of Historic Places

#### *Jackson's Landing*

Located 135 miles north of Wrangell on the Stikine River, Jackson's Landing was an impor-

tant fuel station during the Klondike Gold Rush. Gold seekers would cut firewood from the landing, operated by "Groundhog Jackson" and his wife.

#### *Cottonwood Island*

Cottonwood Island was used as a stopping point up the Stikine River to shelter in tents, waiting for the river to freeze over before heading up river to the gold fields.

### 3.3 Juneau

Alaska's capital city was founded as the result of a gold strike in 1880 by prospectors Joe Juneau and Richard Harris. Tlingit Chief Kowee led the two to their discovery on what is today called Gold Creek. The town which followed was named Harrisburg, but was later changed to Juneau when Harris fell out of favor with the community. Juneau himself followed the lure of gold north to the Yukon in the 1890s, and ironically the town bearing his name became a supply center and staging area for the Klondike gold fields during the peak period of that rush. Ju-



House with a History, Wrangell (Michael Timmons)



Last Chance Mine (Michael Timmons)

neau later opened a small restaurant in Dawson City, where he died in 1899.

Despite the fame and glory of the Klondike, the gold fields originally discovered by Juneau and Harris ultimately produced far greater wealth. The famed Treadwell mine produced \$66 million in gold during its 35 years of operation from 1891 to 1922 before a cave-in and flood closed it. The Alaska-Juneau gold mine, begun in 1916, became the largest operation of its kind in the world, producing more than \$80 million in gold before it was closed in 1944.

*The Perseverance Trail*, one of sixteen National Recreation Trails designated to date in Alaska, is a 3-mile backcountry trail on the edge of Juneau, designated in 2005. Originally an access road to mines and mills in the Silverbow Basin, it is today considered one of Alaska's most historic and recreationally significant trails. The route combines scenic mountain vistas with artifacts of the gold mining era, and serves as a link to other recreational opportunities in the Juneau area. Whereas National Scenic Trails and National Historic Trails are designed to provide recreational opportunities on a national level, the recreation trails are intended to provide such opportunities to the local residents of an area by recognizing exemplary trails of lo-

cal and regional significance. NRT designation means that the trail is part of the National Trail System, and as such it attains a level of prestige and notoriety that other trails do not have, albeit admittedly less than that afforded by designation as an NHT or NST.

#### *Wilds – Richardson Trail*

This 40 mile long gold rush trail was the public access linking Mendenhall Valley to Yankee Basin, Eagle Pass, Windfall Lake, Echo Cove. Many parts of the original trail are abandoned, but there is a great opportunity for reestablishing the linkage if funding can be obtained.

### 3.4 Tenakee Springs

Founded in the late 1880s on the site of a natural hot spring, the town became a mecca for frozen prospectors needing a winter “thaw.” Miners, loggers, and fishermen would come to town accompanied by their “sporting women,” waiting for the high season to begin again. The “underground element”, including the notorious Soapy Smith’s Skagway gang used the remote location as a hideout. Later, it was a center for fish processing with several salmon canneries and crab plants. Boasting a population of around 100, the town today consists of two rows of houses flank-



Road to Perseverance Trail, Juneau (Michael Timmons)

ing a narrow dirt road along a one-mile waterfront, the structures fronting the water pushed to the high-tide line.

#### *Tenakee Warm Springs*

The reason for the town's existence is the 106 degree water emerging from a natural rock crevice in the earth, captured in a concrete tub where bathing suits are prohibited and assigned times separate male from female bathers. The original building enclosing the spring was built 1895, but the existing bathhouse dates from 1940. A local story recounted in the Juneau Empire (06/09/06, "Tenakee Newsletter offers rich Alaska History of Gold Rush"), tells of one Tenakee resident, who dynamited the hot springs basin in hopes of expanding its size. When the dust and smoke settled, the hole remained the same size, but the flow of hot water had stopped. The townspeople were in shock, as the springs ceased to function for the next three days. Finally, on the fourth day, the town's raison d'être flowed again, and all was well.

#### *Snyder's Mercantile*

The town's original (and only) General Store, was established in 1899, when Ed Snyder loaded groceries into a rowboat and paddled to Tenakee. The store still operates today, and rings up sales on the original cash register.

#### *Shamrock Building*

This structure, listed on the National Register of Historic Places, was used as a gaming house in the front and a jail in the back room during the Klondike Gold Rush era. ([http://www.geocities.com/flowergirlz\\_us/town.html](http://www.geocities.com/flowergirlz_us/town.html)) It is now the Party Time Bakery.

### 3.5 Haines

The Tlingit Indians were the original inhabitants of the Chilkat Valley and controlled the trade routes (trails) between the coast and the interior. (These trade routes became some of today's roads.) Sheldon Jackson, a Presbyterian missionary in Sitka, was asked by local Tlingits to build mission schools for each of the local villages. The area was known as Dei Shu meaning "end of the trail". Well known historical figure and entrepreneur, Jack Dalton, following a Tlingit trade route, established a freight trail to the gold fields of the interior during the mid 1890's. At the beginning of the Klondike Gold Rush in the late 1890's, Haines grew as a mining supply center.

#### *Dalton Trail*

Upon the arrival of white traders, the Chilkats, acting as middlemen between the traders and Athabascans, became quite wealthy. This trade monopoly was not broken until 1890 when E. J. Glave, John (Jack) Dalton and several others arrived to explore the rivers of the Yukon. Today, the old Tlingit "grease trail" provides an important road link to the interior of Alaska and the Yukon.

#### *Chilkoot Lake*

Villagers from the Tlingit village of Kloot (out at Chilkoot Lake) owned and used the trade trails which became known as the Chilkoot and White Pass Trails. When people flooded over their trails, they were hired out as packers. If it hadn't been for John Healey who "organized" them, they might have made a lot of money. Both the White Pass & Chilkoot trails really started at Chilkoot Lake.



### *Porcupine Mining District*

On October 10, 1898, three prospectors following the Dalton Trail to the Klondike, paused to do a bit of prospecting along the way. About two miles up Porcupine Creek, an 8-mile tributary of the Klehini River, 34 miles from the town site of Haines, Mix saw and picked up some gold dust and nuggets from a slate shelf projecting above the water line. The three partners staked Discovery and the adjoining three claims, which proved the richest deposits in the area. Porcupine Mining District was established and by mid-November, the end of the mining season, 50 men were in residence. They staked claims along the Porcupine and its tributaries. Jack Dalton, developer of the Dalton Trail, acquired many claims through purchases and in payment for grubstakes, and built a trading post and sawmill to provide lumber for sluice boxes and rockers.

### *Charles Anway Homestead*

At 2 mile on the Haines Highway, a homestead belonged to Charlie Anway local Haines entrepreneur who came to Alaska in search of gold. He had known Soapy Smith in Colorado and arrived in Skagway on July 2 a couple days before Soapy was killed. Charlie's partner got homesick so they sold their grubstake to send him home. Charlie went over to Pyramid Harbor and was hired by Jack Dalton to herd cattle up his trail to Dawson. Anway returned and mined in the Porcupine Mining District along Nugget Creek for several years before building his homestead at 2 mile. He lived there, with his gardens, orchards and his own strain of strawberries marketing produce about the region, until his death in 1949. His cabin is being restored for the public by the Chilkat Valley Historical Society.

### *Haines Mission*

Haines was not a town during the Klondike Gold Rush, and there was not a dock in Portage

Cove. There was only the Haines Presbyterian mission located where the Sheldon Museum is today, and a few cabins round about. The missionary's young son, Henry Warne, who was about 5 during the gold rush, returned to Haines late in life and told folks "I sat on the banks of Portage Cove and watched the Gold Rush go by."

### *Clara Nevada and the Eldred Rock Lighthouse*

Many shipwrecks occurred during the rush for the Klondike. The Clara Nevada carried dynamite on her ship along with passengers and crashed outside of Haines, killing all passengers on board. The Clara Nevada shipwreck was the impetus for Congress to fund the lighthouses throughout SE Alaska. There had been many close calls during the Gold Rush and beacons were needed for navigation. Essentially, the gold rush precipitated the construction of all the lighthouses. Eldred Rock was the last to be lit on June 1, 1906.



Anway's Cabin, 1910 (Public domain image)

### *Fort Seward*

The role of the U.S. & Canadian army in establishing order during the Klondike and other gold rushes is highlighted at Fort Seward. Established as a result of a border dispute with Canada, Fort William H. Seward was named



Fort Seward, 1916 (Houston Hunt Collection)

after the man who negotiated the purchase of Alaska from the Russians and was declared a historic landmark in 1972.

### 3.6 Skagway

Skagway (originally spelled Skaguay) is from the Tlingit name for the area, “Skagua,” meaning windy city. Skagway has long been hailed the Gateway to the Klondike, as the community was a major stopping point for those on their journey to the Klondike.

#### *Skagway Historic District National Historic Landmark*

Preserved within the Skagway Historic District are numerous structures dating from the Klondike era. Some of the notable structures include the Arctic Brotherhood Hall (1899), Railroad Depot (1898), Administrative Buildings, City Hall, and Broadway Avenue. Chilkoot Trail National Historic Landmark

*The Chilkoot Trail* is a 33-mile (53 km) trail through the Coast Mountains that leads from Dyea, Alaska, to Bennett, British Columbia. The trail, which leads over Chilkoot Pass, is a National Historic Site in British Columbia, and part of the

Klondike Gold Rush National Historical Park in the United States. It was a major access route from the coast to the Yukon goldfields during the Klondike Gold Rush.

#### *White Pass Trail*

The White Pass was closely controlled by the Chilkoot Indians and was unknown to non-natives until 1887. The White Pass Trail was one of the two main passes used by prospectors during the Klondike Gold Rush. The White Pass was an easier route to Lake Bennett than the Chilkoot Trail a few kilometers to the west, but it harbored a criminal element that preyed on newcomers to the Klondike.

#### *White Pass & Yukon Railroad*

A combination of the harsh trail conditions and the large number of people trying to reach the Klondike prompted the construction of the White Pass & Yukon Railroad. Initiated in 1898, the construction of the railroad was built on 3-foot gauge; the narrower roadbed required by a narrow gauge railroad made for significant cost savings. The railroad was completed in July 1900.

#### *Dyea Site National Historic Landmark*

Located at the head of the Chilkoot Trail, Dyea erupted from a small trading post to a major port in 1897, after word of the Klondike gold discovery reached the lower 48. Unfortunately, its prosperity proved to be short-lived. The town’s poor harbor, a devastating avalanche of April 3, 1898, and the construction of the White Pass & Yukon Railroad out of Skagway all served to doom the town.

#### *Gold Rush Cemetery*

Approximately a 20-minute walk from town, the Gold Rush Cemetery illustrates the rich history of Skagway. The cemetery is the final resting

place of Jefferson Randolph “Soapy” Smith, known as the last of the big-time western bad men. A renowned con-man, Smith controlled an underworld of more than 200 gamblers, swindlers and thugs. He was gunned down in a shoot-out with Frank Reid on the town’s docks on July 8, 1898. Additionally, the cemetery contains “the largest Nugget in the World” (a Boulder painted gold).

#### *Slide Cemetery, Dyea*

The deadliest event of the Klondike Gold Rush occurred on April 3, 1898, between Sheep Camp and the Scales, on the Chilkoot Trail. Numerous snow slides occurred on that day, five directly involving stampedes. Another slide took place on the following day with a total two-day death toll of over 65 lives. Many of those killed in the slides are buried in Dyea, their resting places marked by aged wooden markers.



Slide Cemetery, Dyea (Michael Timmons)

#### *Carcross*

The White Pass and Yukon Railway (WP&YR) Station at Carcross, built in 1910, reflects the symbiotic relationship between rail and water transportation in the Yukon, and the WP&YR’s role in creating a transportation infrastructure. The railway supported Carcross’s role as a transshipment point and facilitated the local mining and tourism industries. At Carcross station, rail passengers from Skagway boarded a stern-wheeler cruise across the lakes. The town site was created by the railway when it built the station and the adjacent steamboat landing. The Carcross station is typical of Yukon and northern British Columbia architecture in its simplicity and utilitarian appearance. Its sparing use of imported lumber reflects the high cost of importing such materials.

#### *Atlin, BC*

As the hordes of prospectors poured into Alaska and the Yukon during 1898, many prospectors who became weary of travel to the Yukon were lured aside to discoveries that were easier to reach. The gold rush into the Atlin Lake country in 1898 and was one of the richest offshoots of the Klondike rush. By the end of the mining season of 1899 about 5000 people flocked to the region, and Atlin was a busy and important town. Atlin Provincial Park is particularly germane to this discussion given its proximity to the IKGRT corridor, and because of its historic link to the Klondike rush.

### **3.7 Whitehorse**

Whitehorse is located at Historic Mile 918 (current kilometrepost calibration is kilometre 1,425.3) of the Alaska Highway and is the former terminus of the White Pass and Yukon Route Railway from Skagway, Alaska. WP&YR bought and surveyed the Whitehorse town site as a typical railway town with the railway depot as the focal



Canyon City (Yukon Historical & Museums Association)

point at the two main intersecting streets. The transportation industry was essential to the economic growth and stability of the isolated territory with long distances between communities. At the head of navigation on the Yukon River, the city was an important supply and stage centre during the Klondike Gold Rush.

#### *White Pass & Yukon Route (WP&YR) Depot*

The original WP&YR Depot was constructed in 1900 but burned in the 1905 fire that destroyed downtown Whitehorse. The replacement structure constructed in 1905 was less adorned and smaller than its predecessor. It underwent several additions and alterations to respond to the changing requirements of its occupants. The roof line changed from a traditional style with a two story hipped gable central block with one story hipped gable wings to a 2 story low pitched gable extending the length of the building. The simple plan, stick sign, simulated log cabin siding and wood-shingled roof contribute to the building's northern rustic appearance. The deep canopy skirting the building at the second floor level and large neon sign on the roof add to the visual impact of the property. The open, wood paneled lobby area and large ticket office

window demonstrate an original function of the building. It is listed on the Canadian Register of Historic Places

#### *Canyon City*

Klondike Gold Rush ghost town and Yukon Government Heritage Site. During the Klondike Gold Rush, the thousands of gold stampeders traveling down the Yukon River to Dawson, Miles Canyon, and the Whitehorse Rapids were the most treacherous obstacles on the entire route. Canyon City, at the upstream end of the canyon, was the place where people stopped to plan their next move.

#### *Miles Canyon*

Originally referred to as Grand Canon, Fredrick Schwatka renamed it Miles Canyon in July of 1883 after General Nelson Miles. Schwatka wrote, "Through this narrow chute of corrugated rock the wild waters of the great river rush in a perfect mass of milk-like foam, with a reverberation that is audible for a considerable distance." During the Gold Rush, hundreds of boats loaded with precious supplies were lost here.

#### *Telegraph Office*

The Old Log Telegraph Office is actually the second telegraph office in the city. The first telegraph structure, built in 1899, was located on the east bank of the river, the original town site for White Horse City. The second telegraph office, or the Old Log Telegraph office, was built in 1900, shortly after the railway. It was used as the telegraph office and as a residence for telegraph operators until 1927.

#### *Donnenworth House*

The Donnenworth House was originally a small frame building with a tent attached to the rear. It was built some time between 1900 and 1904

for William “Hobo Bill” Donnenworth, a driver for the Royal Mail Service stage between Whitehorse and Dawson City. Mrs. Donnenworth ran a small millinery shop from her home. Listed on the Yukon Register of Historic Places.

#### *Old Log Church Museum*

At the turn of the century, Roman Catholic and Anglican missionaries were in fierce competition for converts in the far North. In 1900, the Anglican Bishop William C. Bompas (known as the Apostle of the North) established residency in Whitehorse, living and holding services in a tent until completion of the log church in October of that year.

#### *Pioneer Cemetery*

Located at Sixth Avenue and Wood Street, this cemetery was in operation from 1900 to 1965. The first burial was that of James Brown on October 11, 1900, and by 1904, there were 22 burials in the cemetery.

#### *Smith House*

Built in 1905 by Jack Smith, a messenger for the dominion Telegraph Office in Whitehorse, the house originally consisted of two large but separate sections. A later addition inserted between the two created a single home.

#### *Sam McGee Cabin*

Sam McGee’s name gained international recognition early in the 20th C when Robert Service had his poem published in the collection “Songs of a Sourdough”. The real Sam McGee came to the Yukon from Peterborough, Ontario, by way of San Francisco, in 1898, and worked as a bank teller in Whitehorse. The cabin has become legendary because of Service’s poem, and is now managed by the Yukon Historical Society.

#### *SS Klondike National Historic Site*

This national historic site pays tribute to an era of riverboat transportation. Riverboats brought virtually all goods into the region, as well as many newcomers. The site brings to life the history and the challenge of moving freight along the Yukon. Sinking in 1929, the sternwheeler was rebuilt and today, the ship is the largest and last of the sternwheelers. The SS Klondike is also listed on the Canadian Register of Historic Places.

The northward route of the stampeders followed the Yukon River nearly 500 miles from Whitehorse to Dawson City. Numerous Klondike Gold Rush sites lie within this stretch, contributing to the overall fabric of the IKGRT.

#### *Livingstone Creek*

The historic town of Livingstone Creek was the primary community in the Livingstone min-



Pioneer Cemetery (Explore North)

ing district located in central Yukon, due east of Lake Laberge, near the south arm of the Big Salmon River. Cabins and artifacts remaining in Livingstone Creek, and on the surrounding creeks, provide evidence of historic mining activities dating back a century.

### *Thirty Mile*

A section of the Yukon River between Lake Laberge and the Teslin River known as the Thirty Mile is a designated Canadian Heritage River within the IKGRT study area. It was officially recognized in 1991 because of its connection with the Klondike gold rush and paddle wheelers on the Yukon River. The Thirty Mile sec-



Five Fingers Rapids (Michael Timmons)

tion of the Yukon River is so named because it is a thirty-mile long stretch of the river, famous for its twisting canyons and fast, clear water that was treacherous to navigate for historic paddle wheelers. There are a number of wrecks still visible in the waters and along the shore, particularly around the treacherous 5 Finger Rapids. The Government of Yukon owns a small portion of the historic site of Lower Laberge, where the Thirty Mile River begins at the outlet of Lake Laberge, as well as the historic sites of Hootalinqua and Shipyard Island at the end of the Thirty

Mile River, opposite where the Teslin River enters the Yukon River. Hootalinqua, being at the juncture of the Yukon and Teslin Rivers, was an important shipping point, and Shipyard Island provided ways for making repairs to boats and winter storage.

### *Ft. Selkirk*

Hudson's Bay Company established a trading post nearby in 1848, which was moved to the current location in 1852. It became an important supply point along the Yukon River during the Klondike Gold Rush, with the additional duties of enforcing the gold and liquor tax, keeping peace among the miners and to enforcing the sovereignty of the Yukon for Canada which at the time was inhabited mainly by foreigners. There is no road access to the site, so most visitors arrive by boat. Over 40 structures as well as several cemeteries still stand, dating from 1892 until the end of Yukon River sternwheeler traffic in the 1950s. Restored buildings include the Hudson's Bay Trading Co. store, Protestant and Catholic churches, the town schoolhouse, officer and enlisted men's quarters. The Fort Selkirk Historic Site is owned and managed jointly by the Selkirk First Nation and the Yukon Government's Department of Tourism and Culture.

## **3.8 Dawson City**

Dawson City, Yukon, is found within the traditional lands of the Tr'ondek Hwech'in and today represents the character and adventure of the world famous Klondike Gold Rush. In August of 1896, three Yukon "sourdoughs", George Carmack, Dawson Charlie, and Skookum Jim found gold in Rabbit Creek, now called Bonanza Creek, and changed the history of the Yukon forever. Their discovery triggered what was arguably the world's greatest gold stampede as nearly 100,000 souls sought to strike it rich in



Dawson City (Michael Timmons)

the Klondike gold fields. The Dawson Historical complex comprises the core of Dawson City, a boomtown established seemingly overnight at the confluence of the Yukon and Klondike Rivers. The small scale, simple massing and wood construction of the architecture reflects a pioneer, frontier style. The designation of the Dawson Historic Complex National Historic Site of Canada refers specifically to 18 individually identified buildings built between 1896-1910 and their sites and settings within the town site, which collectively evoke qualities of the Klondike Gold Rush period. The intact gridded street pattern of the original town site survey, and the large numbers and concentration of historic structures, confirm the town's early nature, diversity, northern isolation, and links to mining activity during the gold rush period. Parks Canada has been actively involved in the conservation of many of the buildings in the town since the 1960s. Unfortunately, as noted on the YRHP website, historic places in the Yukon continue to disappear at an alarming rate. In Dawson City alone, 191 heritage buildings were lost between 1970 and 2000, representing a 45% loss in just 30 years.

Other separate federally listed structures in Dawson include the S.S. Keno National Historic Site, the Old Territorial Administration Build-

ing National Historic Site, Third Avenue Hotel, Building 14, the Black Residence, and Winaut's Store. Additional structures currently listed on the Yukon Register of Historic Places dating from the Klondike era include the Dawson City Telegraph Office and the Yukon Sawmill Office in Dawson City.

#### *Palace Grand Theater*

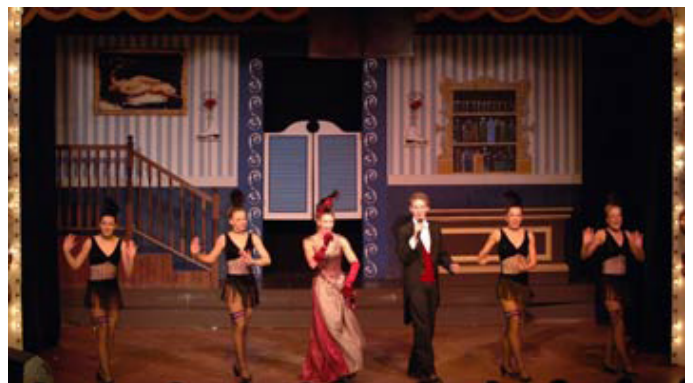
Wild-west showman 'Arizona' Charlie Meadows built the Palace Grand as a way to "mine the miners" of their riches. Opening in July 1899, as a cross between a European opera house and a boomtown dance hall, the theater was completely dismantled and rebuilt in the early 1960s.

#### *Dawson City Museum*

Housed in the Old Territorial Administration Building, a designated National historic Site, the Dawson City Museum boasts the largest collection of artifacts in the Yukon Territory and features the Klondike Gold Rush and the history of Dawson City.

#### *Diamond Tooth Gerties*

Originally designed as a social venue for men and women in the northland, the 1901 Arctic Brotherhood Hall has been a focal point for Dawson Residents for decades. Replete with



Diamond Tooth Gerties (Klondike Visitor Bureau)

Diamond Tooth Gertie as the master of ceremonies and a chorus of can-can dancers performing three nightly shows during the summer season, Diamond Tooth Gerties is a sure-fire way of enjoying some old-fashioned fun.

#### *SS Keno National Historic Site*

This steam-powered sternwheeler was built in 1922, one of the fleet of roughly 350 such craft that once plied the Yukon and other northern waters. These paddleboats greatly facilitated the movement of prospectors and their supplies, accelerating the extraction Klondike gold and the development of Alaska and the Canadian North. The Keno, used primarily to transport silver, lead and zinc ore from the Mayo District to Stewart, took her final voyage in 1960, to the site where she now rests on the bank of the Yukon River beside Front Street in Dawson.

#### *Jack London's Cabin*

Jack London's original log cabin was built on the North Fork of Henderson Creek, 120 miles south of Dawson City, just prior to the gold rush of 1898. London entered the Yukon in September of 1897 as a 21-year-old stamperder hiking to the Klondike gold fields. While he never struck it rich, London later turned his Klondike adventures into fame, and fortune with his legendary stories and novels.

#### *Robert Service Cabin*

This two-room cabin set among willows and alders was the home of one of Canada's greatest authors.

#### *Dänojà Zho Cultural Center*

The "Long Time Ago House" opened in 1998 and celebrates the traditional and contemporary experiences of the Tr'ondëk Hwëch'in people. The Hammerstone Gallery explores the heritage and events of the gold rush and beyond from the First Nation perspective.

#### *Discovery Claim, Bonanza Creek*

American George Carmack and Tagish First Nation people Skookum Jim and Dawson Charlie prospected along Rabbit Creek and, finding a nugget the size of a dime, immediately renamed the creek Bonanza. Thus began the greatest gold rush the world had ever seen.

#### *Gold Dredge #4*

The Klondike Gold Rush is famous the world over for the stamperders who came and panned for gold from the frozen ground. Eventually the hand miner's diggings gave way to mechanized forms of mining. Standing seven stories and weighing over 3,000 tons, Dredge No. 4 was the largest of its kind and was able to process roughly 600 tons of gravel every hour.

*Goldfields Loop* is a scenic drive that links Discovery Claim, Dredge 4, and continues on over King Solomon's Dome (source of all the gold in the Klondike rivers) to Dredge 12, also in Parks Canada ownership. The loop also provides access to the Ridge Road Heritage Trail, a 32 km hiking/biking trail opened in 1996. This heritage recreation trail follows the route of Yukon's first government-built road, built as an access route linking all the creeks being mined in 1898-99, from the high ground above their head waters.



Gold Dredge #4 (Parks Canada)



### *Bear Creek*

The Bear Creek Complex was the industrial and administrative center for the corporate phase of Yukon's gold mining history. Some 65 buildings and related structures are located on this site in the Klondike River Valley, 10 kilometers east of Dawson. First established in 1905, the facilities remained active until 1966. Acquired by Parks Canada in 1975, the area was formerly open to public, but was closed several years ago due to liability concerns. It is anticipated that it will become publicly accessible again at some point in the future. Several individual buildings within the complex are listed on the CRHP. The Carpentry Shop, Building 6, was built as a blacksmith and shoeing shop during the early phase in the history of the Bear Creek Compound and illustrates the early years of the site. The Auto Repair Shop, Building 7, was used in the maintenance and repair of the automobiles and trucks used for the YCGC's placer gold mining operations and reflects the change from horses to motor vehicles after 1919. The Cat Repair Shop, Building 8, dates from the 1940s, and is closely associated with the corporate phase of Yukon's gold mining history. Its role in the maintenance and repair of heavy crawler tractors demonstrates one of the key functions of the site in later years.

### *Yukon Ditch*

The Yukon Ditch was a massive 70-mile long system of ditch, flume and pipe that carried 55,000 gallons of water per minute from the Ogilvie Mountains to Bonanza Creek. The project took four years to complete, and supplying water and generating electricity for hydraulic mining operations from 1909 until 1933. Having fallen into disrepair, the former alignment of the ditch is an under-utilized resource that could be restored as a heritage hiking trail.

### *Sternwheeler Graveyard*

The final resting place of five Yukon River stern-wheelers beached when their services were no longer needed, these romantic ruins of the past conjure visions of the Klondike in its glory years. The graveyard is accessible by trail from the Yukon River Campground on the opposite side of the river from Dawson, and downstream 1/2 mile.

### *Moosehide*

This site, a few kilometers downstream from Dawson City, was originally inhabited by aboriginal people over 8,000 years ago. The Tr'ondëk Hwëch'in were resettled here during the Klondike Gold Rush, and restrictions placed on people from the reserve entering Dawson. Facing population decline, the settlement was abandoned in the 1950s when the occupants moved back into Dawson. Every two years in July, the Tr'ondëk Hwëch'in First Nation of Dawson City hosts a cultural celebration at Moosehide.

The Yukon River continues northward another 100 miles from Dawson City, Yukon, to Eagle, Alaska. The Yukon Queen II tour boat, as well as canoes and kayaks, plies this segment of the river during the summer by the. Numerous Klondike Gold Rush sites lie within this stretch, contributing to the continuum of the IKGRT corridor.

### *Forty Mile*

Forty Mile, Fort Cudahy and Fort Constantine Historic Site is situated on approximately 124 acres at the confluence of the Fortymile and Yukon Rivers near the Alaska border. Forty Mile was established in 1886 by prospectors and fortune hunters in search of gold, and at its peak just prior to the Klondike Gold Rush, boasted more than 100 buildings. Best-known as the oldest town in Canada's Yukon, the former town

site is one of the most important in Yukon's history. Fortymile was the location of a mining office where the Klondike gold strike claim was registered by George Carmack. Largely abandoned during the nearby Klondike Gold Rush, the town site continued to be used by Tr'ondëk Hwëch'in. It is currently a ghost town and historic site that's co-owned and co-managed by Tr'ondëk Hwëch'in and the Government of Yukon under terms of the First Nation's Final Land Claim Agreement. Recent work at the site has focused on the stabilization of St. James Anglican Church, the North-West Mounted Police barracks, the Roadhouse, Telegraph Office and an Alaska Commercial Company cabin, in addition to the completion of a campground kitchen shelter. The sites of Fort Cudahy, a historic North American Trading and Transportation Company post, and Fort Constantine, the first North West Mounted Police post in the Yukon, are on the north bank, opposite Forty Mile and are archaeological in nature.

The Fortymile River, a tributary of the Yukon River, rises in the Yukon-Tanana uplands southwest of Eagle. Three hundred ninety-two miles of the Alaskan portion of the river system, including its numerous forks, was designated under the Wild and Scenic Rivers Act (179 miles Wild, 203 miles Scenic, 10 miles Recreational). The Fortymile Mining District is the second oldest district in Alaska. It was the site of a major Alaskan gold strike in 1886, and subsequent gold rush leading into the eventual Klondike rush a few years later. The gold rush history of the area is very evident in the cabins and mine workings along the stream. Because of questions as to whether claims were in Canada or Alaska, many miners filed claim locations in both Dawson City, Yukon Territory and Eagle, Alaska. Prospectors fanned out across the Fortymile district after 1886, staking gold claims along its streams.

New settlements were established in the Fortymile country. Most were just a few cabins built

around a roadhouse. The first was Franklin in 1887. Jack Wade, Chicken, and Steele Creek followed. Inhabitants of Steele Creek called their log cabin city the "Paris of Alaska." An important trading post with a post office and general store, Steele Creek today consists of three log structures, which have been sealed because they are too dangerous to enter. One of them, the two-story roadhouse, is a BLM National Register site.

#### *Jack Wade Creek*

The first claims were located in 1892, and have been worked continuously ever since. The creek was named for Jack Anderson and Wade Nelson, the original locators. In 1936, the bucket line dredge working at Franklin was bought, dismantled and hauled by horses over the ice to Jack Wade Creek by the Yukon Placer Mining Co., which owned the claims.

#### *The Kink*

was formed in 1898 when a group of Danish prospectors blasted away a 100-foot rock ridge to drain a 2.8 mile-long meander. The dry riverbed was worked for gold, but proved to be poor ground and was abandoned by 1905. Draining the meander might be an easy task using today's technology, but creation of the Kink was a major engineering feat in that day and time. It was accomplished in a relatively uncharted wilderness without benefit of developed transportation or communication systems. The area is now on the National Register of Historic Places.

#### *Chicken*

is located on the Taylor Highway between Tok and the Alaska-Yukon border west of Dawson City. Gold mining has been carried on in the area since 1886, and the post office, established in 1903, is one of the oldest in interior Alaska. The original town site is listed on the National Register

ter of Historical Places. The Pedro Dredge, the historic dredge that mined Chicken Creek, is located at The Original Chicken Gold Camp. The Taylor Highway leads through some of earliest and richest gold mining country in Alaska to the city of Eagle on the Yukon River. Gold was discovered by Franklin, in 1886. The old horse and wagon trail used by the early day miners and freighters is still visible in many places and the present highway often parallels this trail.

### 3.9 Eagle

The community of Eagle was established in 1897, by a group of disgruntled gold prospectors who were unable to locate lucrative gold claims in the Klondike. After a group of business people joined them, they decided to start their own city on the other side of the International border. Finding a desirable location twelve river miles beyond the Canadian border, they called it Eagle for the large birds nesting on the bluff.

#### *Eagle Historic District National Historic Landmark*

The town of Eagle became a supply and trading center for miners working the upper Yukon River and its tributaries in the late 19th C. By 1898, its population had exceeded 1,700, and in 1901, Eagle became the first incorporated city in the Alaska Interior. It served as a military, judicial, transportation, and communications hub for interior Alaska at the turn of the century. More than 100 buildings from the historic era remain, including the Federal courthouse and structures of Fort Egbert.

#### *Ft. Egbert National Historic Landmark*

Early during the gold rush, miners' meetings were the only local means to resolve squabbles. Hearing reports of lawlessness and starvation in the Upper Yukon, the US military built Fort Egbert

in 1899 to bring law and order and establish a US presence near the international border. Fort Egbert National Historic Landmark is the only standing Frontier era fort of its kind in Alaska. Fort Egbert contributed significantly to the settlement and economic development of Alaska. Five of the original 47 buildings are still standing and are being used for public tours and museum space. Among these are the Non-Commissioned Officers' (NCO) Quarters. Extensive stabilization, restoration and public interpretive efforts have been undertaken on the NCO Quarters.

#### *U.S. Third District Federal Courthouse*

Completed in 1901, Judge Wickersham's Third District Federal Courthouse was the first in Interior Alaska. The Judge's district encompassed 300,000 square miles, but he nevertheless held court throughout his entire district, traveling by foot, snowshoes, boat, horse and dog team.

#### *U.S. Customs Office*

Keeping an eye out for smugglers, lawbreakers and epidemics, US Customs watched the US/Canada border near Eagle, and local Customs agents worked day and night to keep up with busy sternwheeler traffic on the Yukon.

#### *Improved Order of Red Men Hall*

Social and fraternal organizations became increasingly important as a way to stay connected



Fort Egbert (Eagle Historical Society)

in an isolated territory with the influx of Klondike prospectors. The Improved Order of Red Men, a patriotic and charitable organization, built their log meeting lodge in 1904.

#### *City Wellhouse*

New arrivals from the Klondike had to draw their water from a public watering hole chopped through the thick Yukon ice, or they hauled it from a nearby spring or stream. The City Wellhouse, completed in 1903, was hand-dug to a depth of 60 feet, providing year-round water. For years, it was powered by a windmill and today, the well house is used by almost 75% of Eagle residents.

#### *Eagle City Public School*

Public education began upon incorporation of the city. Early classes were held in the Court-house, then, in 1903, Eagle's first Public School was completed. No longer used for educational purposes, the well-preserved building hosts community functions and is a checkpoint for the annual Yukon Quest and Percy DeWolfe sled dog races, commemorating and saluting dog team transportation of the gold rush days.

#### *Eagle City Hall*

Recognizing the need for local government, Eagle residents elected their first mayor and council in 1898. Passage of the 1900 Alaska Civil Code provided for self-rule, and in 1901 Eagle was incorporated as a second-class city--the first incorporated city in Interior Alaska. The log City Hall was built that same year.

#### *St. Paul's Log Church*

St. Paul's Church began as a Presbyterian mission cabin in 1899, evolved into a church and operated for many years as a parish of the Episcopal Diocese. Clergy traveled long distances, even by boat and on foot, to minister to Eagle's people, including miners out on the creeks.

#### *Old Eagle-Valdez trail*

The Taylor Highway--a long, steep gravel road winding through the mountainous interior and ending at Eagle--was completed in 1953, but its routes and usage go back in time--even to traditional Native trails. A portion of the highway follows the Old Eagle-Valdez trail, blazed in gold rush times to provide an All-American Route into the Interior and to Alaskan gold.



City Wellhouse (Eagle Historical Society)

## 4. Value of the Trail

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### 4.1 Introduction

The creation of a trail system focused on attracting tourism along the various routes of the Klondike Gold Rush in Alaska and Canada has the potential of creating a variety of significant economic benefits for the state, province, territory, component regions and the individual communities who elect to become a part of the trail system. For a state and region with a strong tourism trade, the potential implementation of an International Klondike Gold Rush Trail system offers another venue to capture part of the growing sector of eco and heritage tourism, in addition to attracting a large number of visitors. This section summarizes the key points from a report on the Economic Implications of an International Klondike Gold Rush Trail System, prepared by Utah State University and included in this report as Appendix A. Although the material contained in this section of the report references primarily Alaskan sources, the geographical proximity and alignment of tourism would suggest similar data and implications would apply throughout the IKGRT corridor.

However an historic Klondike corridor is ultimately recognized, the designation model itself is not the driving force in creating economic benefits. The success of the system and the ability of the Klondike “trail” to attract visitors will rest on a well developed marketing strategy that celebrates all of the affiliated communities and regions, and all of the associated sites and events (in the same vein as the International Selkirk Trail<sup>9</sup> which is discussed in section 8.3 of this report, and in the companion “Designations Options” report). The actual impact realized in the communities will depend on which activities are developed, their success in attracting new

### Haines

The Chilkat Tlingits controlled the three main trade routes to the interior over the Chilkat, Chilkoot, and White Passes, thus monopolizing trade with the Athabaskan Indians. The name “grease trail” was given to these routes as the most important trade item carried over was eulachon oil extracted from the tiny candlefish that still run area waters each May. During the Klondike Gold Rush, the Chilkat trail was also called the Dalton Trail and was used to move cattle across the mountains to feed the stampedeers in the Yukon.

visitors and the extent to which visitors spend time and money at any particular location. It is noteworthy, however, that nationally designated systems (national historic trails/national scenic byway) allow communities to market the trail on highly visible and already established national websites and to use the logos, brochure templates etc. developed for these designations. The cost savings and marketing visibility provided by these factors may provide significant savings and an additional economic benefit for these types of designations.

### 4.2 Current Tourism Conditions

Tourism plays a significant economic role in the entire region of the former Yukon Gold Rush: Seattle, Alaska, British Columbia, and the Yukon Territory. Travel and tourism is an important economic driver, particularly in the state of Alas-

ka where it weighs in as the state's second largest industry.<sup>10</sup> In 2003, tourism accounted for 5.2 percent of the state's GDP and contributed over \$1.5 billion to the state's economy.<sup>11</sup> Direct travel-related sales equal more than \$856 million dollars annually in Alaska. The largest single category is accommodations, which makes up 15% of sales.<sup>12</sup> The travel and tourism industries are also critical to the state in terms of employment, where they form the fourth largest sector of employment, generating over 40,000 full-time equivalent jobs, or 13.7% of all employment in Alaska.<sup>13</sup>

A profile of visitors to Alaska prepared by the Division of Tourism reveals that 85 percent of visitors to Alaska originate from another part of the U.S., six percent are from Canada and other international visitors (nine percent) account for the remainder.<sup>14</sup> The average age of a visitor to Alaska is 51.6 years, and children of less than 18 years of age represent only six percent of visitors. While the average spending of visitors to Alaska is \$934 per trip, not including travel costs, the average spending per tourist may be somewhat lower in Southeast Alaska where cruise ship visitors predominate, since the average expenditures for cruise ship passengers are only \$636 per trip.<sup>15</sup> Particularly relevant to this analysis of potential impacts resulting from an International Klondike Gold Rush Trail, there is a growing demand for local tour experiences that are not included in the umbrella travel packages sold to tourists prior to their visit.<sup>16</sup>

A report on summer tourism in 2006 found that in total, 77 percent of visitors to Alaska (1.2 million people)<sup>17</sup> spent a portion of their time in Southeast Alaska, a figure 15 percent higher than any other region. As measured by the total number of tourists per year, the three top destinations in the state are located in Southeast Alaska (Juneau, Ketchikan, Skagway).<sup>18</sup> However, because most visitors arrive on a cruise ship, only 11 percent of visitors spent the night in these

areas.<sup>19</sup> The Southeast region relies heavily upon the cruise industry for its visitors and 99 percent of all cruise ship tourists visit Southeast Alaska, while 21 percent and 62 percent of air and highway/ferry tourists, respectively, visit the region.<sup>20</sup>

### 4.3 Heritage Tourism

The designation of the International Klondike Gold Rush Trail system has the potential to respond well to current trends in tourism and to create increased visitation and tourism spending in local communities. A corridor related to the Gold Rush linking historic and cultural sites with scenic landscapes and outdoor recreation opportunities creates the opportunity to capture a growing number of heritage, "geo" and ecotourists. A 2003 study by the Travel Industry Association of America (TIA) found that there are 55.1 million geo or eco-tourists (those who typically travel to destinations where flora, fauna, and cultural heritage are the primary resources) in the United States and that this number is rapidly expanding as society becomes more conscious about its cultural and ecological resources.<sup>21</sup> These tourists value the authenticity of their trip, and are more likely than other tourists to actively seek to participate in local events and support local businesses. The report cites that nearly 49 percent believe that local authenticity was important to their trips.<sup>22</sup> In Alaska, ecotourism constitutes a large share of the tourism industry.<sup>23</sup> A more recent 2006 study found that in Southeast Alaska, ecotourism "generates over \$250 million per year of direct business revenues in Sitka, Juneau, and Chichagof Island."<sup>24</sup> The National Trust uses the term "cultural heritage tourism," to describe the niche of the traveling public whose goal is to "experience the places, artifacts and activities that authentically represent the stories and people of the past and present. It includes cultural, historic and natural resources."<sup>25</sup> Nationally, 80 percent of tourists incorporate a historic or cultural site in their

travels, a fact that illustrates the high demand for historic and culturally related tourist sites.<sup>26</sup> A 2003 TIA/National Geographic study found that a majority (58 percent) of adult American travelers included an historic activity or event on a trip, 41 percent visited a designated historic site, and 28 percent visited a designated historic community or town.<sup>27</sup>

Attracting history-focused tourists to the region is preferable not only because there exists a large interest base, but on average, visitors spend longer and spend more money at historic sites than at other locations. The benefits are even greater when history or culture is the primary focus of a traveler's holiday. On average, a cultural tourist's length of stay is 9.5 days longer than other tourists and during their trip, they spend almost \$1,200 more than the average tourist.<sup>28</sup> Tourists who travel to historic or other cultural destinations also tend to spend

more money per trip than the average traveler. According to the TIA Study, historic/cultural trips are more likely to be seven nights or longer than the average U.S. trip, and have above average propensity to include air travel, a rental car, and a hotel stay. Historic/cultural travelers are also more likely to extend their stay to experience history and culture at their destination. In fact, four in ten added extra time to their trip specifically because of a historic/cultural activity.<sup>29</sup> Additionally, cultural tourists are much more likely to spend money in local souvenir shops: 59 percent of cultural tourists compared to only 39 percent of other tourists.<sup>30</sup> History-focused tourism is likely to continue to increase in the future, especially as the baby boomer generation retires, as this group already accounts for 40 percent of historic/cultural trips taken.<sup>31</sup>

The designation and development of an International Klondike Gold Rush Trail would benefit from and help to satisfy demand for the anticipated continued growth in cultural tourism. Noel DeChambeau, former Director of Marketing for Holland America Line's (HAL) Alaskan operations and early proponent of the IKGRT, reported in August, 2005, that an internal HAL survey suggested that time spent in national parks and wilderness was perceived as the major attraction among potential clientele for their Alaska cruises.<sup>32</sup> The survey also indicated that people wanted more time in the "right" place, and that they enjoy shorter trips combined with big trips. By Holland America's estimates, 15 million baby boomers want to come to Alaska, and would be willing and able to spend up to 15 days on a trip of high value.<sup>33</sup> HAL anticipates significant changes in tourism as a result of increased oil prices, suggesting that visitation of port cities will be sustained, but that the Interior will not be in such good shape.<sup>34</sup> HAL has invested heavily in the Yukon with an expansion of their hotel infrastructure, sensing an opportunity in heritage and scenic tours of the area, and has even suggested that their venture is a "Save the Yukon"

## Juneau

Gold was discovered in Juneau in 1880, and the famous Treadwell Mine was established. However, in 1897 when gold was found in the Klondike, many of the miners left Juneau to become prospectors and drained Juneau of much of its population. Some would ask why a miner would leave the relative comfort of Juneau for the hardship of the Klondike. The answer may be that, unlike miners who worked for a large company and at best could earn a good daily wage, prospectors were free to develop prospects as they found them and had a real possibility of striking it rich! The Klondike Gold Rush so drained Juneau of people that a local father and son team decided to create a fake gold rush to draw them back!

project in the most general sense of the term.<sup>35</sup> Opportunities to market the historic story of the Klondike Gold Rush are clearly being missed at the present time. A recent exit interview survey of visitors to central Southeast Alaska (Wrangell, Petersburg, and the communities on Prince of Wales) asked the question “what did you enjoy most about visiting this region?” While 46% selected “fishing”, and 43% chose “scenic beauty”, 0% selected the answer “gold rush history.”<sup>36</sup>

While the cruise industry has delivered a strong base of tourism for the region, the development of the IKGRT has the potential to increase both overall visitation and to increase overall tourism-related expenditures that remain in the state. Visitors who travel to and through Alaska by road or ferry, even for a portion of their trip, spent an average of \$1,310 per person per trip.<sup>37</sup> Therefore increasing the number of tourists who travel by road or ferry, even for a portion of their trip may be particularly profitable, since at an average of \$1,310 per person per trip, these visitors spent more than the average visitor to the state (\$934) and more than twice the amount spent by cruise passengers (\$636).<sup>38</sup> The development of heritage tourism related to the Klondike Gold Rush may be useful in attracting more visitors that travel for a portion of their trip on roads or ferries, particularly in capturing additional activity from visitors who leave cruise ships for periods of time.<sup>39</sup> Regardless of how tourists travel to the region, the creation of an International Klondike Gold Rush Trail would bring potential financial benefits that would be felt throughout the region in a number of ways.

## 4.4 Benefits

### *Direct Spending*

Due to increased tourism spending and demand for services, the creation of an International Klondike Gold Rush Trail system has the poten-

tial to provide opportunities for the development of new businesses.<sup>40</sup> The arrival of the additional tourists to the region that can be expected from such a system will require increased hotel and lodging facilities, food services, transportation, and retail. Additionally, specialized industry sectors may see demand for expansion or additional new businesses. The designation of the Delaware & Lehigh National Heritage Corridor and subsequent construction of a visitors center at Two Rivers Landing in Easton provided the impetus for a Crayola Factory to locate in the downtown and precipitated a local decision to develop the National Canal Museum in the same building. More than 100 new businesses opened in the community within the following year, and preservation of the downtown continues with enthusiasm.

### Women awaiting the spa, Tenakee Springs



When Klondike Gold Rush miners would come to Tenakee Springs in the winter, many were literally carried off the mail boat on stretchers and taken up to the hot springs where a local Tlingit healer would perform her healing work and in a month she'd have those stampedeers dancing again.



Although the most obvious economic impacts of heritage tourism result from the direct spending of tourist money in the local economy, the multiplier effect on the economy also plays a significant role. Multipliers are used to measure the continued impact of direct spending in the economy of a region. When a tourist spends money at a business there is a direct impact on the local economy, however, the impact of that spending continues to expand in cycles and grow in value as that money is spent and re-spent within the local community. Businesses use their profits to purchase goods and services from other businesses and to pay their employees, who in turn spend money locally. In a closed economy, money would continually circulate with money only withdrawn from circulation in the event that a business or individual fails to spend it. In reality, money ‘leaks’ out of an economy through spending on goods and services located outside of the region, thereby limiting the multiplier effect in practice.<sup>41</sup>

A study of multipliers in Southeast Alaska found that “nature based tourism creates a significant economic ripple effect that keeps money circulating through many sectors of the economy.”<sup>42</sup> The Bureau of Economic Analysis estimated that “the visitor dollar circulates through the Alaska economy about two and one-half times before finally “leaking” from the state’s economy.”<sup>43</sup> While visitors spent \$949 million dollars, these expenditures were worth nearly \$2.6 billion once indirect impacts were included. Over 10,000 jobs were supported by indirect impacts, representing one third of all jobs supported by the tourism industry in Alaska.<sup>44</sup> Increases in tourism resulting from a heritage project such as the IKGRT would likely benefit all the sectors of the tourism trade and related businesses and industries, however, transportation and retail would stand to produce the largest indirect impact on the economy with multipliers of 1.8973 and 1.7945 respectively, compared with lodging (1.6589), food services (1.5499), and all other

tourism services (1.6554).<sup>45</sup>

Multipliers are unique to the region or economy for which they are calculated. Despite this, examining multipliers for other regions can be useful to estimate the possible indirect impacts that a Klondike Gold Rush Trail system will have on the local region. Additionally, there are generalizations that can be made regarding all multipliers that are useful in assessing what impact multipliers may have in a community. Generally, the larger and more diverse an economy is, the larger the multiplier effect will be as money will be leaked at a slower rate. Conversely, smaller, less efficient economies will leak money at a significantly higher rate, thus lowering the multiplier. As well, when a small town is located relatively close to a large metropolitan area, it can be expected that the multiplier rate for the town will be lower, as money will leak more rapidly to the larger, more diverse economy where most local wages will be spent.<sup>46</sup> As the economy of a region evolves, the multiplier evolves as well to reflect the new economic order. When an economy is of sufficient size to permit a large amount of intra-region spending to acquire goods and services the multiplier will be larger. In contrast, an economy which is heavily reliant on exports from outside of the region will have a much smaller multiplier as money is more quickly leaked to external sources.<sup>47</sup>

An example of a low multiplier effect can be seen in an analysis of how spending by Klondike Gold Rush National Historical Park affected the economy of Skagway, where it was found that every dollar spent by the National Park Service in Skagway generated a mere \$0.14 in indirect revenue in the economy.<sup>48</sup> That a higher ratio of money was not returned to the economy is explained by the small retail sector that exists in Skagway. An expansion in retail services available to residents would result in a higher retention of money in the local economy and a higher multiplier value.<sup>49</sup>

### *Secondary Impacts*

The growth of tourism in the region, with the influx of money that accompanies it, provides the opportunity to create new revenue streams for both state and local governments. It can be expected that there will be an increase in income and sales tax receipts as the tourism industry creates new jobs and makes current jobs more profitable. Governments can also expect to receive money from federal grant programs to support the trail system. Additionally, while not generating new revenue, it has been suggested that developing an effective trail system can lower costs for many state services, such as road maintenance.

### *Taxes*

Tourism has long provided an attractive target for governments wanting to raise revenues without raising taxes on their own constituents. The most commonly used method has been to levy taxes on goods and services used almost exclusively by tourists, the best example being hotel taxes, which tax visitors on a room per night basis. Alaska state taxes and fees include corporate profits tax, property tax, transportation and landing fees, licenses and an excise tax on rental vehicles, of which 85% or \$6.5 million is attributable to visitors.<sup>50</sup> Local governments in Alaska collect \$58 million annually, primarily from property and bed taxes.<sup>51</sup> In addition, cruise companies pay communities about \$14.6 million in dockage and moorage fees each year. Bed taxes are levied in many communities in Alaska. In 2005, 42 Alaska communities collected a lodging tax at a rate ranging between 3-10% and totaling \$21.5 million in tax revenues to local governments. Estimates for 2006 are in excess of \$28 million.<sup>52</sup> In Ontario, it was estimated that a trans-Canada trail system would generate over C\$97 million in sales tax revenue for the province.<sup>53</sup> In addition to taxes, user fees for tourism related services could also increase revenue streams for state and local governments.

## Wrangell

Wrangell was one of the first jumping off points for prospectors during the Klondike Gold Rush. Local Tlingit Indians served as guides and carriers for the stampedeers who traveled the Stikine River route to the Klondike. Chief Shake Island and Tribal House were established in 1840 and provide a glimpse of the Tlingit way of life during this period.

### *Grants*

Depending on the structure under which the trail system is created there are a variety of grants that will become available to state and local agencies, as well as businesses and private individuals. In 2005, national heritage areas received over \$57 million dollars in funding from Federal grants and other sources.<sup>54</sup> Scenic highways receive funding from the Federal Highway Administration and there are several Federal programs set up to help fund the development and maintenance of trails, in addition to several nonprofit groups which make grants to trail systems.

Heritage area designation has directly or indirectly helped the Delaware & Lehigh NHA attract almost \$54 million to the corridor over thirteen years. This includes more than \$13 million from the Transportation Enhancement Act, \$9 million from private sources, \$9.9 million from local governments, \$4.9 million from the Pennsylvania Heritage Park Program, \$3.8 million from the National Park Service, and \$16.8 million from other state sources.<sup>55</sup>

### *Payrolls*

Should the formation of the trail system entail the creation or expansion of parks under the

National Park Service or Parks Canada, then the region can expect increased spending by the federal government in the form of the park employee payroll. This money is then largely spent in the local economy, increasing in value with the multiplier effect discussed previously. Every attempt should be made to leverage federal money in the creation of the trail system as research has found that when federal money is used to partly defray costs that it is more likely that a community will recover its own investment in the trail system from increased revenues.<sup>56</sup>

In addition to receiving additional funds through taxes, fees, and grants, the development of a trail system has several positive impacts that may decrease current levels of state and local government spending, thereby creating savings that can be spent elsewhere. It has been suggested by several studies that Scenic Highway designation reduces the costs that governments will spend on maintenance costs for the road.<sup>57</sup>

In Alaska, Skagway has benefited from money spent by the National Park Service through the Klondike Gold Rush National Historical Park. The NPS invested heavily in downtown Skagway through organizing and funding the restoration of several historic buildings in order to attract visitors by “reviving the historic gold rush atmosphere.”<sup>58</sup> Prior to this infusion of money Skagway’s importance as a tourism draw was in decline as the downtown “was run down and many of the buildings were dilapidated.”<sup>59</sup> Today, due to the impact of the NPS and other community groups that have become active in the historical preservation of Skagway’s gold rush heritage, the city is one of the largest tourism destinations in Alaska.<sup>60</sup>

### *Festivals*

The development of festivals to coordinate with a trail system is another way to potentially create more jobs in the region, or to provide for the

opportunity for small-business start-ups. Not only do festivals often create an outlet for local artists to sell their wares, but they can also create increased seasonal demand sufficient to warrant the establishment of festival specific businesses.

Late in 1989, the Juneau Gold Rush Commission was organized to plan and promote a series of celebrations during the 1990s featuring Juneau’s golden past. The commission was incorporated July 20, 1990, to commemorate the role of Juneau in the gold rush, promote tourism and to conduct activities to strengthen Alaska’s mining and other environmentally sound resource projects. The festival has continued ever since, recently commemorating the 18th Annual Juneau Gold Rush Days.<sup>61</sup> Competitive action during Juneau’s Gold Rush Days now includes axe throwing, jackleg drilling, logrolling and more. Other activities include a gold-panning competition for gold panners of all ages, vendors, and a children’s Carnival.

## **4.5 Specific economic benefits of certain designation models**

### *Grassroots*

The economic benefits to be gained from a heritage tourism corridor organized and managed at the grassroots level can be expected to be widely variable. One of the great success stories in grassroots marketing has been the International Selkirk Loop (see section 8.3), located in Washington, Idaho, and British Columbia. A tourism study of the International Selkirk Loop undertaken in 2007 revealed that tourists following the Loop contributed a minimum of \$1.15 million dollars (probably significantly higher) to the local economy during the 2006 season.<sup>62</sup> Key findings from the study show that the Selkirk Loop leveraged their \$9,000 in media advertising to gain a value of anywhere from \$186,000

(conservatively) to \$376,000 (optimistically) in media exposure. The result is a return of \$22 to \$44 on every \$1 spent on advertising on behalf of the member businesses. A visitor profile indicated that baby boomers, who are now retiring, traveling, and are more affluent than ever, are the primary visitors to the Loop. Couples without kids or empty nesters are traveling from Idaho, Washington, California, Alberta and British Columbia. Their primary purpose for the trip is for sightseeing and relaxation. On average, visitors reported that they spent about \$460/day on lodging, meals, entertainment and shopping.

#### *National Heritage Areas*

The National Heritage Area (NHA) system consists of 37 congressionally-established areas spread throughout the country. The NHA program has been extremely successful in generating heritage tourism and stimulating local economies, as described in a report entitled "Economic Impact of Heritage Tourism Spending published by the Alliance of National Heritage Areas.<sup>63</sup> In 2005 it was estimated that visitor spending of \$5.4 billion throughout the NHA system generated \$3.1 billion from multiplier effects in their local communities.<sup>64</sup> National Heritage Areas function much like a business enterprise zone. Federal funds, in the form of matching grants, are available for a wide variety of locally initiated projects and act as a catalyst to garner funds from other sources. Over the life of the program (begun in 1984), National Heritage Area federal dollars have leveraged funding from other sources at a ratio of 1:8.<sup>65</sup>

National Heritage Areas promote and attract heritage tourism, a fast-growing segment of the total tourism market. A 2004 Michigan State University study estimates that an additional 25,000 daytrips per year by heritage tourists from outside the region would bring in \$850,000 and create 22 jobs. If those tourists stay overnight, their impact grows to \$5.2 million and 138 jobs.

Based on the performances of other National Heritage Areas, we can expect that designation will strengthen the regional economy through increased tourism, job creation, and stimulation of public and private partnerships for new investment opportunities. With adequate planning and management, increased heritage and nature tourism will in turn help preserve the region's unique character. Success of a National Heritage Area is based on partnerships and a balance between preservation and promotion. National Heritage Areas recognize the different, but equally important, roles private landowners.

One example of the economic success of NHA designation is presented on the website of the Rivers of Steel National Heritage Area, located in SW Pennsylvania.

*"The Rivers of Steel National Heritage Area acts as a powerful catalyst for the creation of investment and economic development strategies throughout its seven counties. It works to conserve, interpret, promote and develop the industrial, cultural, natural, and recreational resources of the region, making them critical elements of community revitalization and heritage tourism. Its success has translated into more than \$43.4 million raised in the past nine years for projects in the Rivers of Steel region. Since the authorization of the Heritage Area in 1996, it has received \$3.9 million in National Heritage Area funds and leveraged that into more than \$23.5 million in other public or private funding. With the creation of the Homestead Works National Park the Heritage Area is expected to attract 840,000 visitors annually and generate revenues of nearly \$60 million each year. The Heritage Area is a strong part of Southwestern Pennsylvania's economic development strategy to make this region a leading tourist destination."<sup>66</sup>*

Another Pennsylvania example, the 500 mile long Path of Progress National Historic Route, was stimulated by the establishment of the

Progress Fund, created to provide financial assistance to heritage tourism businesses along the route. Established in 1997 with \$1 million in assets, and one employee, the fund has since grown to an organization with eight employees and over \$15 million in assets. It has made over 150 loans totaling over \$11 million, has provided over 5,000 hours of business consulting, and has assisted in the rehabilitation of 50 historic buildings through adaptive re-use loans to small businesses.<sup>67</sup> The PPNHR experienced a doubling of the annual economic impact of tourism in the ten years following designation, with both the average length of visits and the average amount spent by each tourist more than doubling.<sup>68</sup>

#### *Scenic Byways*

Another potential tourism activity that has been partially tapped in the Gold Rush region is the designation of scenic byways. A study by the President's Commission of Americans Outdoors found that "77 percent of Americans drive for pleasure as a form of recreation."<sup>69</sup> It is expected that as the baby boomers age, they will use their discretionary income to take longer road trips, spending more money in the process.<sup>70</sup> A network of scenic byways in the Yukon and SE Alaska has the potential to capture part of this market, particularly from population bases in western Canada and the American Northwest.<sup>71</sup> The recently formed Scenic Drives program in the Yukon has responded in part to this opening, but a concerted marketing effort that links together these drives with the Alaska Marine Highway, Haines Scenic Byway, and other potential routes around the Klondike Gold Rush theme could create a value-added attraction to the region.

The National Scenic Byways Discretionary Grants program provides funding for byway-related projects each year, as part of the Federal Highway Administrations Discretionary

Grants Program. Federal funding for byway-related projects increased from \$80 million in 1991 (ISTEA) to \$148 million in 1998 (TEA-21) to \$175 million in 2005 (SAFETEA-LU). Funds are awarded competitively in the form of merit-based grants covering 80 percent of the project cost and with the requirement that the remaining 20 percent be matched by local, state, other federal or in-kind means. Projects to support and enhance National Scenic Byways, All-American Roads and State-designated byways are eligible, in categories including planning and developing of state programs; safety improvements; bicycle and pedestrian facilities, rest areas, turnouts, etc.; protection of key resources, including scenic conservation; and the provision of traveler information.<sup>72</sup>

Fifty-three projects have been funded in the State of Alaska from 1992 through the end of 2007, totaling over \$6 million.<sup>73</sup> Grants have ranged in scale from corridor management plan studies of \$25,000 and small-scale interpretive signage projects to the construction of an overlook/ pedestrian facility on the Seward Highway Scenic Byway of nearly \$1 million.

## 4.6 Summary

The creation of an International Klondike Gold

### Eagle

Early during the Klondike Gold Rush, miners' meetings were the only local means to resolve squabbles. Hearing reports of lawlessness and starvation in the Upper Yukon, the U.S. military in 1899 built Fort Egbert to bring law and order and establish a U.S. presence near the international border.

Rush Trail system in Washington, Alaska, the Yukon, and British Columbia will impact the economy of the region in many ways. By drawing more tourists to the region, there will be an increase in capital being infused directly into the local economies. As the money from tourism expenditures is reinvested by employees and businesses, the multiplier effect will increase the value of every dollar originally spent by visitors. Additional secondary benefits, such as taxes, fees, and federal spending should also be seen. New business opportunities are likely as a result of designation, as well as growth for current businesses. Additionally, for current and future residents, the preservation of significant historic and scenic attributes will improve property values and the quality of life within the region.

## 5. Designation Options

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Numerous opportunities exist for the recognition of an International Klondike Gold Rush Trail system (IKGRT), some formal and some decidedly less so. Each model has pros and cons in terms of usefulness and applicability to the IKGRT. A report completed by collaborators at Utah State University identified and examined trail designation options, ranging from models driven by local initiative to recognition and branding at a national level. The primary models identified included National Scenic and Historic Trails, scenic byways and drives, National Heritage Areas, and grassroots marketing models (see Appendix B).

Potential designation models were each examined from several perspectives meaningful to decision makers, to facilitate comparative analysis of the options available. This section begins by defining each of the models studied and a summary of the designation process, followed by comparative discussions of the amount of time required for establishment, the community effort required in establishment and management, funding availability, costs to communities and the public at-large, associated land-use restrictions, resources and partnerships available for guidance, and additional benefits and challenges associated with each. The full designation report can be found in Appendix B, along with a summary comparison matrix.

A number of supporting tools have also been identified and summarized in the full designation report and are not repeated here except to list them. These tools can be used in addition to the primary designation(s) pursued, to compliment and strengthen the project as a whole. Specific trail designations are discussed under the categories: National Recreational Trails, State Trail System, Local Trails and Trail Net-

works, and Bike Routes. American Wild & Scenic Rivers and Canadian Heritage Rivers are discussed as another tool for preservation and corridor linkage. Site specific historic preservation opportunities are summarized in a discussion of the National Register of Historic Places and the Canadian Register of Historic Places, and World Heritage Sites are covered briefly insofar as their interface with the IKGRT.

### 5.1 Definitions

#### National Scenic and Historic Trails

The United States Congress passed the National Trails System Act of 1968 (NTSA) (16 USC 1241-1251), creating a network of trails around the country. The Act was intended to “provide for the ever-increasing outdoor recreation needs of an expanding population... to promote the preservation of, public access to, travel within, and enjoyment and appreciation of the open-air, outdoor areas and historic resources of the Nation.” Two specific types of trails created by the act of potential applicability to the IKGRT include National Scenic Trails (NSTs), and National Historic Trails (NHTs).

National Scenic Trails are “extended trails so located as to provide for maximum outdoor recreation potential and for the conservation and enjoyment of the nationally significant scenic, historic, or cultural qualities of the [area].” Examples of designated trails are the Appalachian NST which follows a long established route and, or the Continental Divide NST.

National Historic Trails are meant to provide, identify, and protect “the historic route and its historic remnants and artifacts for public use and

enjoyment.” Steve Elkinton, director of the National Trails System, suggests that NHTs should be seen as “pilgrimage routes ... dynamic stories of movement across our landscape; stories that are best told and experienced on the land or water.”

In order to qualify for NHT designation, the trail has to have been the actual route of travel of a person or event that has national significance; the route must be documented well enough that its location can be established with some certainty; and people must be able to enjoy the trail today from a recreational perspective.<sup>74</sup> For more information on National Historic Trails, see the April 2008 newsletter under “NPS Enewsletter archive” at <<http://www.nps.gov/ncrc/programs/rta/>> (Note: The Iditarod National Historic Trail was authorized under these criteria in 1978.)

While on paper the route of all NHTs and NSTs are continuous, “the established or developed trail... need not be continuous onsite,” and trails can follow both overland and water routes. But while they do not need to be continuous, designation can add impetus for creating linkages to enhance the visitor experience.

All trails are designated as such by Act of Congress and must undergo a four-step designation process:

- 1 – legislation requesting a feasibility study
- 2 – feasibility study conducted by a Federal agency
- 3 – (based on the study’s findings) legislation to establish the trail
- 4 – comprehensive management plan launching trail administration

A detailed explanation of the four steps can be found in the Designation Report, Appendix B.

It is also important to note that while 25 trails

have been designated as NST or NHT since the passage of the Act as amended, another 23 listed for study have never gained recognition. Among those listed for study were the Gold Rush Trails in Alaska. The feasibility report completed in 1977 determined that only the Iditarod was suitable for designation at that time, however a subsequent amendment to the Act altered the criteria for NHT designation to require only the existence of a historic route, rather than the more demanding requirement a physical route on the ground, suggesting that other gold rush trails may now qualify.

### *Scenic Byways and Drives*

Travel corridors are recognized for their unique intrinsic qualities on both sides of the border. Avenues for recognition in the United States include the Alaska State Scenic Byway Program, the National Scenic Byway Program, and the National Forest Scenic Byway Program. In Canada, the Yukon Scenic Drive Initiative offers a similar designation.

National Scenic Byway and All-American Road  
The United States Congress created the National Scenic Byway program with the passage of the Intermodal Surface Transportation Efficiency Act of 1991. This provided money to the Federal Highway Administration (FHA) to create a National Scenic Byway program that “recognizes roads having outstanding scenic, historic, cultural, natural, recreational, and archaeological qualities by designating the roads as National Scenic Byways or All-American Roads.” (US Code, Title 23, sec. 162) In certain circumstances, routes other than roadways may be designated under the Scenic Byway program, as exemplified by the Alaska Marine Highway. Intermittently the FHA announces a new selection period for national byways, at which time new applicant roads are considered for designation.



To gain designation as a national scenic byway (or for that matter, a state scenic byway, as noted in the following section), the route must have at least one of the following intrinsic qualities: scenic, natural, historic, cultural, archaeological, or recreational (see Appendix B for further details). The Alaska Marine Highway, the Seward Highway, and the Glenn Highway are designated national scenic byways in Alaska. While the possession of one quality is sufficient to qualify a route as a scenic byway, an All-American Road must possess two or more of the attributes. Additionally, All-American Roads will have an intrinsic value in and of themselves that will draw visitors to the route. Both the Alaska Marine Highway and the Seward Highway have been recognized as All-American Roads.

In addition to a description of how the route meets the required intrinsic qualities, organizers must also submit a detailed Corridor Management Plan (CMP) for the route. Since the CMP is the primary method of justification for the route to be designated a byway, it must be persuasive, informative, and complete in all aspects. The CMP should be developed in cooperation with local communities and groups along the corridor. It should set out, as clearly as possible, a plan for the development, conservation, and improvement of the qualities along the route. It should consider the promotion of tourism and the fostering of economic development along the corridor, and how these interests will be developed without degrading the overall quality of the route.

To qualify as a national scenic byway, a road “must safely and conveniently accommodate two-wheel-drive automobiles with standard clearances” and, if possible, pedestrian and bicycle travel. In order to be considered for All-American Road designation a route must be able to safely accommodate tour buses. In the case of the Alaska Marine Highway System, which is the only maritime route in the nation-

al system, roadway criteria are excluded. The scenic byway should be as continuous as possible, although a limited number of breaks are permitted, and there should be a strong sense of continuity throughout the route. To be designated as a national scenic byway, a route must already be recognized as a state scenic byway (see below).

One national scenic byway currently exists within the proposed IKGRT corridor. The Alaska Marine Highway (AMH) is already a designated state and national scenic byway, and was recognized as an All-American Road on September 22, 2005. This 3,500 mile system is the longest byway in the U.S., and the only maritime route in the system. Because the route is experienced entirely by boat or at terminals, land-based opportunities exist only outside the designated byway. Scenic road links connecting to the AMH would create value-added opportunities for varied tourism in SE Alaska. The Haines Highway is an existing Alaska State Scenic Byway exemplifying this potential.

#### *State Scenic Byways*

According to the organization Scenic America, the District of Columbia and forty-eight states (including Alaska), have established their own scenic byways programs. These programs are usually administered through the state departments of transportation, and encourage cooperation between local communities and state agencies to identify, protect, and interpret areas of unique beauty and cultural significance. Recognition as a state scenic byway is also required prior to application at the federal level for designation as a National Scenic Byway.<sup>75</sup> Differing from national byway standards, Alaska state byway designation may be conferred on “transportation routes of all varieties from any mode.”<sup>76</sup> Scenic byways can include “roads, ferries, airports, railroads, coastal waterways, marine parks and portages, navigable rivers, and trails.”

Any individual or organization can nominate a route for consideration as an Alaska Scenic Byway. An application must be submitted to the state Department of Transportation for review, which takes place in June for the state of Alaska. Each applicant is required to provide a proposed name for the byway and the proposed byway's route. The applicant must then identify which of six intrinsic qualities the potential byway possesses (see list above under National Byways discussion).<sup>77</sup> After the intrinsic quality or qualities of the byway are chosen, organizers will create a proposal identifying specific, unique aspects that qualify the route for designation.

Because byways are meant to highlight only the most significant routes in a state, a strong case is required for state byway designation. This involves thorough research of the route corridor and support from the local communities and groups along the corridor. Differing from national byway standards, Alaska state byway designation may be conferred on "transportation routes of all varieties from any mode."<sup>78</sup> Scenic byways can include "roads, ferries, airports, railroads, coastal waterways, marine parks and portages, navigable rivers, and trails."

Two Alaska State Scenic Byways presently exist within the IKGRT study area. The 105-mile Taylor Highway connects Tetlin Junction with Boundary, where it becomes the Top of the World Highway in the Yukon Territory. This beautiful narrow winding road provides access via Chicken to the historic Fortymile gold mining district. The Haines Highway provides a 44-mile connection from Haines to Haines Junction in the Yukon. It follows the approximate alignment of the original Chilkat Indian Trail, which later provided access to the Klondike goldfields.

#### *Yukon Scenic Drives*

The Yukon Scenic Drive initiative was announced

by the Territorial Government in 2004.<sup>79</sup> In all, seven routes have been identified, of which the Klondike-Kluane, and the Golden Circle are both within the IKGRT area. These seven routes, often overlapping with each other at least in part, were designated by the Yukon Department of Tourism and Culture. As they cover essentially all roads within the territory negotiable by standard vehicle, future expansion of the network is unlikely. The commitment has been made, however, for long-term improvement of the seven designated routes through signage, upgrades such as pullouts, and new development. In addition, the Hon. Elaine Taylor, Yukon Minister for Tourism and Culture, opened the door for potential expansion of the Scenic Drive concept to include Yukon rivers, in remarks made before the Yukon Legislative Assembly. "*As long as I'm the minister, consideration will certainly be given to providing monies toward interpretive signage on some of the Yukon River corridors. They are essentially another form of scenic drive.*"<sup>80</sup>

#### *National Heritage Areas*

A national heritage area is a region that has been recognized by the United States Congress for its unique qualities and resources. It is a place where a combination of natural, cultural, historic and recreational resources have shaped a cohesive, nationally distinctive landscape. They are specifically selected because of the important stories they tell which are unique to American history and identity. Additionally, these areas are meant to encourage "resource conservation, protection, interpretation, enhancement, and economic sustainability, and for full public understanding and appreciation of the many resources, places, events and peoples that have contributed to the rich heritage of [America]." (National Heritage Partnership Act, H.R. 760, 109th Congress). Under this act, each heritage area is created by an individual law enacted by Congress. (see Designation Report, Appendix B, p.21, and the NHA website at <[!\[\]\(de95854c7ee024cfadc48187bbb781b2\_img.jpg\)The logo for the Klondike Trail, featuring a stylized mountain range and the text "KLONDIKE TRAIL" in a bold, serif font. Below the main text, it says "THE GOLD RUSH" in a smaller font.](http://www.nation-</a></p></div><div data-bbox=)

alheritageareas.com> for details).

A bill currently being considered by Congress, the National Heritage Partnership Act, would create an official program within the National Park Service and would formalize criteria for designating heritage areas. In lieu of such legislation, the National Park Service has put together a list of recommended steps to be followed in the process of pursuing NHA designation, as follow:<sup>81</sup>

- 1 – Completion of a feasibility study.
- 2 – Public involvement in the suitability study
- 3 – Demonstration of widespread public support among heritage area residents for the proposed designation; and
- 4 – Commitment to the proposal from key constituents, which may include governments, industry, and private, non-profit organizations, in addition to area residents.” (Note: steps explained in more detail in Appdx. B)

NHAs are driven by local initiatives and community cooperation to facilitate the sharing, preservation, and interpretation of these important areas. Federal, state, tribal, and local agencies are encouraged to cooperate with non-profit groups and individuals to develop the NHA in a manner mutually beneficial to all the interests involved.

In order to facilitate this cooperation, after designation of an NHA by Congress, a coordinating agency is established to develop a management plan for the area. The coordinating agency will be specified in the act and may be a federal commission, state or local agency, or a non-profit group. The coordinating entity does not have authority to implement the plan, which is done at the local level, but the entity is the designated recipient of all federal funds for the NHA and has the authority to deliver or withhold monies as it sees fit in order to leverage federal funds.

There are as of yet no designated NHAs in the State of Alaska, however Senate Bill 3045 introduced by Sen. Lisa Murkowski [R-AK] on May 21, 2008, would establish the Kenai Mountains-Turnagain Arm National Forest Heritage Area in the State of Alaska, and is currently in congressional committee.<sup>82</sup> The Matanuska-Susitna Borough in Palmer has received seed funding and is currently researching the feasibility of a National Heritage Area designation, based in part around the historic gold claims of Hatcher Pass and Trapper Creek.

#### *Grassroots Marketing Model*

A grassroots coalition is a group of community groups, businesses, governments, and individuals, working in concert to produce a systematic and unified marketing campaign or tourism organization for their community or region.

Grassroots organizing and marketing has been used effectively in many areas to develop and promote tourism. While in some instances, movements initiated by grassroots organizers have eventually led to a form of national designation, in many others they have resulted in unique organizations of local promoters and advocates.

There are numerous examples of this type of community effort. A group promoting tourism between Skagway, Whitehorse, Haines Junction and Haines branded the loop connecting their communities as the Golden Circle some years ago. Their website [www.goldencircleroute.com](http://www.goldencircleroute.com) provides links to each member community, and the loop has recently been recognized as a Yukon Scenic Drive. The International Selkirk Loop, a locally driven regional tourism destination, offers a particularly good example which is further discussed in section 8.3 (see also [www.selkirkloop.org](http://www.selkirkloop.org)).

## The SEATrails Process

Trails are nominated for inclusion in the SEATrails network by local groups or governments, who are familiar with the best routes and sites in their area. When a trail is accepted by SEATrails, it is then included on their website and in their marketing literature with information on what trail uses are available and how to access the trail. There are currently over 75 trails in 19 SE Alaskan communities networked through the organization. SEATrails also works closely with the Alaska Marine Highway System to provide reliable public access to the trails. The upkeep of the trails rests with the local groups and governments, although SEATrails does provide a limited amount of funds in the form of grants for trail caretakers. SEATrails also informs community groups of external grant possibilities for money to help pay for the upkeep of local trails. SEATrails awarded more than \$119,000 to 10 communities in 2004, and is following up with a second round of grants in 2008 for trails and trail-related projects.

SEATrails main efforts are spent in promoting the trails themselves. This is done primarily through their website and travel literature. Their website is an excellent example of how spending the extra money can produce a superior product, and the website is now well known and heavily used.

Another successful grassroots organization with potential relevance to the IKGRT is the Southeast Alaska Trails system (SEATrails). SEATrails is a non-profit organization that promotes local trails in southeast Alaska to independent travelers and eco-tourists through coordinating access and marketing for selected

trails throughout the region (see [www.seatrails.org](http://www.seatrails.org)). Although SEATrails is its own organization, it is closely tied to the local communities and its success has been driven by the support and cooperation of the communities in southeast Alaska. SEATrails works closely with local groups and governments to ensure that they are helping to improve the communities and trails that they serve. (See sidebar for more information).

## 5.2 Time Needed For Establishment

The time required to achieve designation will vary markedly depending on the course of action pursued. Generally the higher the level of recognition sought, the longer the process one can expect. An informal locally organized marketing plan can be developed within a minimal amount of time, dependant only on the enthusiasm and drive of local supporters championing the cause, whereas a major federal designation encumbered with a statutory process and congressional funding authorization can take many years. Several variables exist which can either simplify or complicate the process, thereby shortening or lengthening the time significantly.

Much can be done at the local level to expedite even the most complex of processes. Groundwork and background research can be (and in the case of the IKGRT has already been) undertaken in advance to prepare for studies and plans required for formal trail designation. Lobbying efforts are universally important across all models, whether to gain support from key backers for particular designations or to push for the allocation of special funds for certain studies or legislation with the local congressional delegation. It should be noted that much of the time factor in attaining national designations is not the result of inherent delays in the program, but instead may be caused by a lack of funds and resources for governments to process the

proposals in a timely matter. Where pressure is brought to bear, efforts can and have been greatly accelerated, as in the case of the Captain John Smith NHT discussed later.

Even the most prolonged of processes need not deter the initial marketing of a project at a local or regional level. De facto recognition is in fact

achieved by the act of defining a proposed or interim project as a “study area,” and the development of themes, logos, literature, and websites undertaken at this preliminary stage can be readily converted following final designation.

*National Scenic and Historic Trails*

### **For more information on designation opportunities:**

#### ***National Trails***

<http://www.nps.gov/nts/> - National Park Service National Trails System division site

<http://www.nationaltrailpartnership.org/> - the Partnership for the National Trails System, a non-profit corporation organized to further the protection, completion, and stewardship of the National Trails System

#### ***Byways***

<http://www.byways.org/> - America’s Byways website, sponsored by the U.S. Department of Transportation, Federal Highway Administration.

<http://www.bywaysonline.org/grants/funded/>

<http://www.nsbfoundation.com/>The not-for-profit and tax-exempt charitable organization National Scenic Byways Foundation

[www.scenic.org](http://www.scenic.org) - website of Scenic America, a national nonprofit organization dedicated to preserving and enhancing the visual character of America’s communities and countryside – includes materials addressing scenic byways.

<http://travelyukon.com/thingstodo/yukonscenic-drives/> - information on Yukon Scenic Drives , sponsored by the Government of Yukon Depart-

ment of Tourism & Culture.

#### ***National Heritage Areas***

<http://www.nps.gov/history/heritageareas/> - National Park Service site; includes information and Frequently Asked Questions about NHAs, links to each individual NHA, details about legislation and designation, and resources for designated communities.

<http://www.cr.nps.gov/heritageareas/> - National Park Service Publication Critical Steps and Criteria for becoming a National Heritage Area, Mar. 26, 2008

[www.nationalheritageareas.com](http://www.nationalheritageareas.com) - site of the Alliance of National Heritage Areas, a non-governmental group formed by members of existing NHAs to coordinate and exchange ideas on at national level

#### ***Grassroots Organizations***

<http://www.seatrails.org/> - website of the Southeast Alaska Trails System (SEAtails)

<http://www.selkirkloop.org> - website of the International Selkirk Loop

[www.goldencircleroute.com](http://www.goldencircleroute.com) - website of the Golden Circle Route



Designation as a national trail involves a four-step process, as noted earlier. Steven Elkin-ton, in his paper *What Does it Take to Become a National Trail*, notes that on average “this entire process has taken from 10 to 12 years.”<sup>83</sup> This timeframe does not include time spent prior to step one, during which local interest groups must organize and lobby for trail designation. Although there is no definite time period on how long such initial work lasts, it can be assumed that a minimum of several years will be needed to organize any NHT/NST proposal. It goes without saying that effective preparation is time well spent, as a well thought out proposal will be more likely to succeed in achieving trail designation, and can do so much more quickly. The amount of up-front time and monetary investment is substantial without any guarantee of success. It is possible that large amounts of money and 3-6 years of time may be spent creating a route, developing the historical context, assembling a proposal, and lobbying for political support, all before any decision is made.

Organization of a strong constituency and political support is key. The most recent NHT to gain recognition, the Captain John Smith Chesapeake National Historic Trail, was created to celebrate the 400th anniversary of the founding of Jamestown in 1607, as the first permanent English settlement in North America. It is a textbook example of success due to broad bi-partisan co-sponsorship by 28 Representatives from the Mid-Atlantic States. With well-organized political support, the CJSC NHT sailed from original authorization to study feasibility in August, 2005, through completion of feasibility report and passage of legislation, to signature of the bill in December, 2006.<sup>84</sup> Additional funding provided by the Chesapeake Bay Program (a regional watershed partnership of governmental agencies, non-profit organizations, and academic institutions), also contributed to the expeditious completion of the feasibility study.<sup>85</sup>

### *Scenic Byways and Drives*

In the U.S., a byway must attain state designation prior its advancement for national designation. Any individual or organization can nominate a route for consideration as an Alaska Scenic Byway. The applicant is required to provide a proposed name for the byway and the proposed byway’s route, and must identify which of six intrinsic qualities the potential byway possesses. After the intrinsic quality or qualities of the byway are chosen, organizers will create a proposal identifying specific, unique aspects that qualify the route for designation. Because byways are meant to highlight only the most significant routes in a state, a strong case is required for state byway designation. This involves thorough research of the route corridor and support from the local communities and groups along the corridor. Applicants must demonstrate that they have received approval from all local governments with jurisdiction over the route. Specifically, names and positions of local officials and contact with them is required, along with any government resolution passed in favor of byway designation or otherwise pledging support for the designation.

Review of applications for scenic byways in Alaska begins in June. The amount of time leading up to this point will obviously vary depending on (among other things) the level of organization of project backers, the length of the corridor and number of communities included. Review of the application lasts about 60 days. After gathering public feedback on the proposal, the committee forwards a recommendation to the Commissioner of Transportation and Public Facilities either for or against designation.

The application process for national designation is more rigorous than that for state designation and will take a considerable amount of time, typically 1-2 years, and labor to complete the process. The timing of application submission

is important, as solicitation for National Scenic Byway designation is not a regularly occurring process. The last review cycle occurred in 2005, when 45 new routes were designated. Before that designations occurred in 2002, 2000, 1998, and 1996. Therefore, it is important to have the appropriate documents and reports completed for the designation process in order to apply once the next review cycle opens, most likely in 2008.

Determination of scenic drives in the Yukon is handled by the Yukon Department of Tourism and Culture. All seven routes within the Territory were designated within a 3-year period of announcement of the program. Given the extent of the existing routes, there is little room for expansion of the system.

#### *National Heritage Areas*

The time required to gain congressional designation as a National heritage Area is extremely variable, depending upon the strength of local organization and lobbying effectiveness. On average, the entire process can be expected to take 4-8 years.

#### *Grassroots Marketing Model*

Projects organized from the ground-up are by nature extremely variable. Because they are not beholden to procedural guidelines, they avoid the “red tape” sometimes associated with more institutionalized models. In theory, a “trail”, corridor, or district could develop their own branding identity and begin marketing in a period of months. To ensure success, a hasty ill-conceived action would be unwise. Successful organizations formed at the grassroots level take time to develop critical connections and ensure an all-inclusive united front prior to start-up. Organizations with broad-based support will find the greatest success in the long run, providing the strong sense of esprit de corps within a commu-

nity necessary for success. Building that support takes time and effort. SEATrails, discussed earlier in this chapter, originated in 2000, but did not secure funding for planning, marketing, and project work until 2003.<sup>86</sup> The International Selkirk Loop (see section 8.3), evolved from an idea born in the mid-1990s to incorporation through memoranda of understanding in 1998, to self-sustainability and the development of a corridor management plan in 2005.<sup>87</sup>

### **5.3 Community Effort & Management Role**

Strong community involvement and leadership is a necessary ingredient regardless of the designation model pursued. Every approach examined in this study requires the support and endorsement of the local community to succeed. That said, differences do exist in terms of magnitude and duration of local effort required.

Well-established highly structured models are the easiest to follow and require less “learning-as-you-go.” Having support already in-place makes it relatively easy for individuals and groups to become involved in a clearly defined process and require less learning-on-the-run. The least structured models, while allowing the greatest flexibility, require the strongest commitment and initiative on the part of committed proponents, as they will be operating without the comforting protection of an established structure. Tremendous initiative is needed to overcome the inertia of charting one’s own way.

Significant differences exist between models in terms of long-term management and administration of the project. Those that are administered by a larger government agency such as the National Park Service will in most cases have a dedicated staff to handle at least some aspects of oversight. At the opposite end of the spectrum, and far more difficult to sustain, are



endeavors that might continue to operate solely with volunteer assistance including management.

While some local communities and groups will quickly endorse the designation of a corridor such as the IKGRT, it may prove challenging to gain the support of others. Competing issues may arise, such as communities feeling their interests or heritage are not best served by designation, or desiring to alter specifics of the plan. Struggle between local communities or groups over control of the route may arise. Some groups may oppose the designation out of the fear of increased traffic, pollution, or damage to the historic or scenic nature of the route. Issues such as these will need to be resolved before the final formalization of a plan of action.

#### *National Scenic and Historic Trails*

Public groups must be actively involved in the study process. Public groups should also strive to work closely with the federal agency in helping to organize any public participation and outreach including charrettes, public workshops, symposia, and town meetings. The Comprehensive Management Plan, created after Congress authorizes the trail designation, will normally identify a non-governmental organization (NGO) to share the administration of the trail with the federal agency. Most often this NGO is specifically organized to deal with the trail (for instance there is the Nez Perce Trail Association, the Mormon Trails Association, and Iditarod National Historic Trail, Inc.). In this way, local community groups are involved in the continuing day-to-day maintenance and administration of the trail. Usually, it is the NGO that seeks additional funding for the trail, organizes events or activities involving the trail, and seeks federal amendments to the trail. Therefore, the importance of community groups throughout the process of NHT designation and after designation has been awarded cannot be overstated.

The formation of strong, viable partnerships is critical to the success of national trails. Steve Elkinton, Program Leader for the National Trails System, states that over the years that the National Trails System has existed, trails where sophisticated and successful partnerships are in place are strong, whereas those where partnerships have withered or not thrived have been the least successful. As Elkinton notes, “without an independent, self-funding, volunteer-based partner organization, a national trail is almost impossible to establish”.<sup>88</sup> In addition, the trails only thrive when enthusiastically supported by volunteers, so the volunteer organizations need a voice in trail planning, operations, and advocacy.

#### *Scenic Byways and Drives*

Both state and national scenic byway designation will require cooperation and compliance by local governments and groups because of the increased exposure, traffic, and opportunities that designation presents. Organization will be needed to provide coordination and network broadly among towns, chambers of commerce, conservation, historic preservation, and outdoor recreation groups. National byways require the preparation of a corridor management plan, which will also involve community members.

Following state or national scenic byway designation, the community continues to be involved through ongoing management of the route. This will include such areas as preservation and enhancement of the route’s intrinsic qualities, maintaining community support and involvement in the management, preservation, and beautification of the route, and continuing marketing efforts.

Because of the structure of Yukon Scenic Drives, community involvement has played less of a role in their management to date, although Minister Elaine Taylor, noted in remarks that “one of



*the strengths of this program has been the ability to work collaboratively with our respective stakeholders along these scenic corridors - the First Nation governments, the municipality, the tourism organization and so forth.*"<sup>89</sup> It should be noted that this is a very new program, and that it will ultimately become more successful as communities endorse the concept and "buy in" through increasing participation through collaborative marketing.

### *National Heritage Areas*

Public involvement is crucial to the development and prosperity of a National Heritage Area, and is a major requirement in the establishment process. Proof of substantial public support must be provided at nearly every step of the way to obtain designation. The National Heritage Partnership Act dictates that local public and private groups should be willing to play a major role in developing, maintaining, and managing the NHA. Mere public consent or tacit support is not sufficient and will result in failure to obtain a NHA designation.

Local groups should expect to take on an important role in developing the management plan for the NHA in coordination with the federally designated management agency. Local groups should also expect to take a lead role in implementing the management plan, which could take the form of changing zoning regulations, specific tax incentives, amenity construction, tourism promotion, etc.

According to Brenda Barrett, NPS National Coordinator for National Heritage Areas, the greatest hurdles to defining a heritage area are *"lack of vision, lack of cooperation, and lack of community support. Key partners may not see the relationship value or residents can't see the opportunity."*<sup>90</sup>

The NHA is also a valuable impetus in creating

cooperation and goodwill in a community. Because much of the day-to-day business of the NHA is managed by local groups, it is important to develop and foster good working relationships between all of the local governments, groups, and individuals in a community. The NHA will provide an opportunity for these different interests to develop common goals for their community and to work together to achieve those goals in the most beneficial way.

### *Grassroots Marketing Model*

Perhaps the most attractive benefit of this model to many community members is that it allows the most local control over development of goals, strategies, and implementation. There is no external program requiring that specific designation criteria be met or directing how the planning or management of a project is to be carried out. Other than controls that are self-imposed by the community coalitions, there are no guidelines or legislative rules that restrict what activities can be taken by the coalition beyond the already existing local regulations.

The kind of complete local control described above can be seen as both a positive and a negative. Working together to set common goals, compromising where necessary, opens the door for vastly improved community cooperation and will help to create a strong community. On the other hand, forming community coalitions can be intimidating for local groups because there is no outside organization or legislation that dictates the structure or system of the group. Communities will be solely responsible for the organization and management under this model. Although there are models that have been created by other communities, each community, or coalition of communities, will have to develop their own model that will address their specific needs and challenges in order for this model to be effective.

## 5.4 Funding Opportunities

Significant costs can accompany the decision to designate an area for tourism related purposes (see next heading). A number of funding sources exist to assist with these needs, and although some of these opportunities are widely accessible to an array of applicants, many others (particularly budgeted federal funds) are specific to particular models.

### *National Scenic and Historic Trails*

It can be anticipated that funding will be made available, at least in the initial years of a project, for planning and the development of trail infrastructure. Actual dollar amounts are likely to be extremely variable given location, size, and anticipated visitation of the trail. The primary source of Federal funding for trails projects is Challenge Cost Share Program grants. Through CCSP, the National Park Service can pay as much as half of a project's costs, up to a total of \$30,000 in matching funds. The successful project applicant must match CCSP money at least 50% with non-federal dollars and/or with donated in-kind labor, services, and materials. (The formula used for awarding grants gives a higher score to applications more able to leverage Federal monies with a higher match). A broad range of projects are eligible for funding including field research, archival and oral historical research, protection and rehabilitation of trail resources, and providing for public appreciation of national historic trails. Cumulatively, CCSP grants can be significant to a trail. The Lewis & Clark NHT, for example, has received funding for over 500 separate projects since 1995 including nearly \$5 million for 143 projects in 2002 alone.

Through direct project funding, technical assistance, publications, and a variety of partnership

initiatives, the Federal Highway Administration is a major supporter of National Historic and Scenic Trails. Many National Historic and Scenic Trail projects use Federal-aid Highway Program funds, primarily through Transportation Enhancement Activities, and the Recreational Trails, Federal Lands Highways and National Scenic Byways programs.

### *Scenic Byways and Drives*

The National Scenic Byways Discretionary Grants program provides funding for byway-related projects each year, as part of the Federal Highway Administrations Discretionary Grants Program. Federal funding for byways-related projects increased from \$80 million in 1991 (ISTEA) to \$148 million in 1998 (TEA-21) to \$175 million in 2005 (SAFETEA-LU). Since 1992, the National Scenic Byways Program has funded 2,451 projects for state and nationally designated byway routes in 50 states, Puerto Rico and the District of Columbia.<sup>91</sup> Funds are awarded competitively in the form of merit-based grants covering 80 percent of the project cost and with the requirement that the remaining 20 percent be matched by local, state, other federal or in-kind means. Projects to support and enhance National Scenic Byways, All-American Roads and State-designated byways are eligible, in categories including planning and developing of state programs; safety improvements; bicycle and pedestrian facilities, rest areas, turnouts, etc.; protection of key resources, including scenic conservation; and the provision of traveler information.<sup>92</sup>

A project of interest for its similarities to the IK-GRT as a byway with an historic focus is the Selma to Montgomery Trail in Alabama, commemorating the historic Civil Rights Freedom March. Funding of nearly \$9 million has been secured in several grants over the last ten years to cover the costs for the development of a master plan for the byway, purchasing rights-

of-way, site design, construction of turnouts and interpretive facilities, and provision of signs and other interpretive displays along the route. Two different byways interpreting 19th C mining booms in Colorado, the Gold Belt Tour and the Silver Thread National Scenic Byways, have each received over a half million dollars for heritage tourism, interpretation, and safety improvements over a similar time period.

Fifty-three state and national scenic byway projects have been funded by the National Scenic Byways Discretionary Grants program in the State of Alaska from 1992 through the end of 2007, totaling over \$6 million.<sup>93</sup> Grants have ranged in scale from corridor management plan studies of \$25,000 and small-scale interpretive signage projects to the construction of an overlook/ pedestrian facility on the Seward Highway Scenic Byway of nearly \$1 million.

The Yukon Scenic Drives initiative was first announced in October 2004 with an investment of \$350,000 toward the development of interpretive pullouts along the Alaska Highway and a website marketing campaign that highlighted the Alaska Highway. Funding support has continued at or above that amount at least through 2007, as the addition of the other six scenic drives has been completed. Expenditures have gone primarily toward interpretive signage and an electronic marketing campaign, building on Web sites as the major venue for showcasing scenic drives in the Yukon.<sup>94</sup>

#### *National Heritage Areas*

NHA designation opens the door to several funding opportunities. At the present time, each heritage area is eligible to receive up to \$10 million of federal grant funding over a fifteen-year period of establishment, not to exceed \$1 million in any given year. This funding is seed money, which must be matched by local private funding. The federal government will set aside a specific

amount of money annually, that will be available to projects that meet the goals of their respective management plans. It is important to note that federal money is available only on a matching basis, where the NHAs must be able to raise the equivalent amount from other sources.

Additional funding is available from other state and federal government programs, private entities and charities. NHAs are recognized as valuable conservation areas with economic benefits and as such are popular recipients for grant funds. According to the non-profit Alliance of National Heritage Areas (ANHA), each dollar of NPS funding made available to NHAs since the beginning of the program in 1985 has leveraged seven dollars of other funds.<sup>95</sup>

Case studies contained in the 2005 “Best Practices in Heritage Development from the National Heritage Areas” completed for the National Park Service and the Alliance of National Heritage Areas provide insight into some of the many funding sources that have been tapped by various NHAs.<sup>96</sup> In the instance of the South Carolina National Heritage Corridor, state bond bills funded the construction of three Discovery Centers, two Discovery Stations, as well as eight interpretive signs per county. The South Carolina Department of Parks, Recreation, and Tourism funds operational costs of the Discovery Centers. Individual counties help fund tourism product development initiatives and programs, and corporate sponsors underwrite individual projects.<sup>97</sup>

The Yuma Crossing National Heritage Area along the lower Colorado River in and around the city of Yuma, Arizona, leveraged \$400,000 of its NPS Heritage Partnership Programs funds over five years to raise approximately \$6 million. Most of their support came in the form of grants from local, state, and federal agencies including the city of Yuma, the Quechan Indian Nation, Arizona Water Protection Fund, Arizona Game



and Fish, U.S. Bureau of Reclamation, U.S. Fish and Wildlife Service, Environmental Protection Agency, and U.S. Bureau of Land Management. Additional support for the project has come from the National Fish and Wildlife Foundation, North American Wetlands Restoration Council, and Sonoran Joint Venture.<sup>98</sup>

The Delaware & Lehigh National Heritage Corridor in eastern Pennsylvania, used a Pennsylvania Department of Transportation program, Hometown Streets, to acquire \$1.3 million to fund central business district improvements, and \$500,000 in federal Transportation Efficiency Act (TEA-21) grants to fund streetscape design and construction, which in turn generated significant private support in the form of matching funds for façade improvements in central business districts.<sup>99</sup> Also in Pennsylvania, the Rivers of Steel National Heritage Area received funding for ethnographic surveys from a variety of sources including the Pennsylvania Council on the Arts (PCA), the National Endowment for the Arts through its Folk and Traditional Arts Infrastructure Initiative, the Institute for Cultural Partnerships (ICP), and PA Heritage Parks. An example of industry support for NHAs can be seen at the MotorCities National Heritage Area, where the primary benefactors of the Steven P. Yokich Education Program, “Kidz!,” have been (appropriately) the United Auto Workers (UAW), Ford, Daimler Chrysler, and General Motors.<sup>100</sup>

Total program funding for NHAs increased from \$13.4 million to \$15.5 million for federal FY 2008. Of this amount, \$1 million is allocated to the National Park Service for administrative costs, \$150,000 will go to each of 10 newly designated national heritage areas (for a total of \$ 1.5 million) not funded in 2007, and the remaining money will be divided among the previously designated national heritage areas

Funding for this model may be difficult to come by, especially during the initial phases of organization. Obtaining funding is extremely important however, and it is unrealistic to expect this model to be successful unless money can be found to pay for a marketing campaign and preferably for hiring permanent staff members to coordinate coalition efforts. Seed funding to help grassroots organizations get off the ground is available from both governmental and non-governmental sources.

The successful International Selkirk Loop received seed funding from the U.S. Forest Service, followed by a grant from the U.S. Department of Commerce, to hire a full time director who was able to build the organization to the point where it became self-sustaining through membership dues. SEATrails received assistance through a \$1 million Public Lands Highway Discretionary (PLHD) fund grant from Congress for trail projects, planning, and marketing in 2003.<sup>101</sup> The PLHD fund was originally established in 1930 to improve access to and within the Federal lands of the nation, but the purpose has since broadened to include such things as transportation planning for tourism and recreation, interpretive signage, provision for pedestrians and bicycles, acquisition of necessary scenic easements, etc. Funding is made available through the Highway Trust Fund and was reauthorized most recently by the enactment of (SAFETEA-LU, Public Law 109-59) continuing the program through FY 2009. The only statutory criterion for award of is found in 23 U.S.C. 202(b)(1)(B): “The Secretary shall give preference to those projects which are significantly impacted by Federal land and resource management activities that are proposed by a State that contains at least 3 percent of the total public land in the United States”, which includes Alaska and ten other states.<sup>102</sup> Application is made through the State DOT.

Private funding sources for grassroots organizations should not be overlooked. An example

### *Grassroots Marketing Model*



specific to Alaska is the Rasmuson Foundation, a private family foundation dedicated to promoting a better life for Alaskans. According to its own mission statement,

*the Rasmuson Foundation invests both in individuals and well-managed 501(c)(3) organizations dedicated to improving the quality of life for Alas-*

*kans. The Foundation seeks to support not-for-profit organizations that are focused and effective in the pursuit of their goals, with special consideration for those organizations that demonstrate strong leadership, clarity of purpose and cautious use of resources. The Foundation trustees believe successful organizations can sustain their basic operations through other means of support and*

### **For more information on Funding & Technical Assistance**

<http://www.tc.gov.yk.ca/826.html> - Yukon Department of Tourism and Culture funding sources website

<http://www.nps.gov/rtca> - The NPS Rivers, Trails and Conservation Assistance Program provides technical assistance to help citizens and community leaders plan and advance locally-led outdoor recreation and resource conservation projects

<http://www.culturalheritagetourism.org/index.html> - The National Trust for Historic Preservation website including sections on how to get started with organizing and marketing heritage tourism, success stories from around the country, toolkit, funding opportunities, etc.

[www.nasaa-arts.org/artworks/resource\\_manual.pdf](http://www.nasaa-arts.org/artworks/resource_manual.pdf) - Downloadable publication "Partners in Tourism: Culture and Commerce – Cultural Heritage Tourism", a comprehensive listing of resources compiled by the National Endowment for the Arts, Partners in Tourism, and American Express.

<http://www.nationaltrust.org> - National Trust for Historic Preservation site includes information on heritage Tourism.

<http://www.forakergroup.org/> - website of non-profit organization dedicated to increasing the leadership and management skills of professionals and volunteers working in Alaska's nonprofit and tribal organizations.

<http://www.culturalheritagetourism.org/index.html> - website maintained by the National Trust for Historic Preservation includes sections on how to get started with organizing and marketing heritage tourism, success stories from around the country, toolkit, funding opportunities, etc.

<http://www.lta.org> – website of the Land Trust Alliance, a national organization of 1,200 grassroots organizations, created to enhance their ability to protect land by learning from one another, gaining access to vital information and technical expertise, building public awareness about their work and acquiring financial and political support for their open space protection.

[www.fdncenter.org](http://www.fdncenter.org) - The Foundation Center is an independent national service organization established providing a source of information on foundation and corporate giving. It publishes The Foundation Directory, a reference work for grant seekers, and more than 60 other directories, guides, and research reports.

<http://www.fhwa.dot.gov/discretionary/plhcurr-sola3.cfm> - description of the Federal Highway Administration Public Lands Highway Discretionary Funding Program



*prefer to assist organizations with specific needs, focusing on requests which allow the organizations to become more efficient and effective. The trustees look favorably on organizations which demonstrate broad community support, superior fiscal management and matching project support.*

For further information, visit the Rasmuson Foundation Website, <http://www.rasmuson.org/>.

Numerous funding opportunities are available through the Yukon government which could potentially be tapped for development assistance on the Canadian side of the IKGRT. A listing of government sources can be located on the Yukon Department of Tourism and Culture funding sources website, <http://www.tc.gov.yk.ca/826.html>. Among the several programs listed, the following two have particular relevance.

The Product Development Partnership Program is a one-year program funded by the Department of Tourism and Culture. This program, provided in the form of contribution agreements, is designed to stimulate the development of niche tourism products, facilitate tourism workshops and build capacity throughout the Yukon.<sup>103</sup> The Tourism Co-operative Marketing Fund (TCMF) is designed to assist tourism businesses, First Nations governments, municipalities and organizations to market their Yukon tourism product. Proposals are judged on their complementary value that support department marketing strategies; their potential to increase revenues; to increase visitation to a community; extend the length of stay of visitors and the potential to increase tourism spending within a community or region.<sup>104</sup> Individuals are eligible for TCMF awards up to \$25,000, and partnerships up to \$75,000 per year.

## **5.5 Costs to the Community & to the Government (State/Federal)**

Costs related to the designation of a project can range from planning and land acquisition to promotion, marketing, and administration needs; and from maintenance and upkeep, to the provision of entirely new infrastructure to enhance visitor experience. Whether for major new visitor centers, campgrounds, picnic areas, access points and trailheads, or simply interpretive signage and accessibility upgrades, costs can be significant. Many of these costs will be offset by funding sources discussed in the previous section, which in turn become costs incurred in most instances by the state/provincial or federal government. In some instances, costs can be defrayed by user fees or taxes, or shared among businesses which stand to profit from the success of the project itself.

Protecting and enhancing a route's intrinsic qualities costs money, requiring investment by the local community. The local community may also want to invest in their own marketing campaigns as well to further improve the visibility of the route. Although there is significant federal funding available to help establish formal designations, the community will likely incur some costs during the approval process such as logistical and legal costs (travel, lobbying, research, legal fees, etc.) in order to obtain designation.

### *National Scenic and Historic Trails*

Actual dollar amounts allocated to cover trail costs are likely to be extremely variable given location, size, and anticipated visitation of the trail. The most current example available is Captain John Smith Chesapeake NHT. The Congressional Budget Office has estimated that establishing, developing and administering the trail will cost approximately \$2 million over the 2007-2011 period. Of this amount, it is anticipated that the NPS will spend a total of \$400,000 to prepare a comprehensive management plan for the trail and approximately \$500,000 annually

beginning in 2009 to maintain the trail, develop access sites and install interpretive signs. The NPS made \$739,000 in funding available for the Chesapeake Bay Gateways Program and Watertrails Network in 2007, which included funds to begin implementation of the CJSC Trail.<sup>105</sup> The project received \$349,000 from Congress for 2008; and the president has proposed \$351,000 for 2009.<sup>106</sup> A public-private partnership will provide additional funding for the appropriate technical assistance and administration of the trail.<sup>107</sup>

In general, after initial expenditures have been made for the planning and study process, sizeable investments will be needed in day-to-day operations, such as marketing, amenity upgrades and maintenance. Unfortunately, funding to meet these ongoing operational costs can be more difficult to secure, and as noted by El-kinton, the lack of funding for trails continues to be a significant issue related to national trails. “With the exception of the Appalachian and the Pacific Crest NSTs, the National Trails System Act does not provide for sustained funding of designated trails operations, maintenance and development, nor does the Act authorize dedicated finds for land acquisition.”<sup>108</sup>

#### *Scenic Byways and Drives*

Beyond the costs associated with preparing the proposal there may be costs incurred in upgrading the road to necessary standards prior to designation. The federal scenic byway system requires that byways “safely and conveniently accommodate two-wheel drive automobiles with standard clearances.” To be considered for the All-American Roads designation, roads or highways should “safely accommodate conventional tour buses.”<sup>109</sup> Again, the Alaska Marine Highway All-American Road is an exception to this requirement.

There will also be costs incurred in preparing and

maintaining the route once approval is granted. Larger volumes of travelers along the route will also necessitate more time and money be spent in maintaining the route and its amenities. Although funding is available for safety improvements that arise as a result of designation of the highway as a scenic byway, such as increased traffic or a change in the type of vehicle using the route, safety deficiencies that existed prior to designation of the highway as a scenic byway are not eligible for funding consideration.

#### *National Heritage Areas*

After designation is obtained, the community will need to continue to spend money on coordination and management efforts, including the hiring of staff and developing marketing initiatives. The local communities will also fund infrastructure improvements and maintenance costs.

Although in theory, NHAs are intended to become self-sustaining after an initial 10 to 15 years of Federal support, this has proven difficult to accomplish. In 2003 congressional testimony, NPS acting associate director for cultural resources Tiller admitted that as of that date, self sufficiency had yet to be achieved with any NHAs, and the first four NHAs established had sought and received Congressional extensions of their funding.<sup>110</sup>

#### *Grassroots Marketing Model*

Although some money will be required to start up and run this type of a system, it is generally less expensive than the other designation options. There will be no feasibility report to prepare and file, less lobbying of politicians and agencies, and less required infrastructure upgrades. Although the cost of marketing will rest solely on the communities involved, once the effort has been established, the increase in tourism spending should provide sufficient funds to continue to fund and expand the organization,



provided that the member business reinvest a portion of their increased earnings back into the tourism association.

## 5.6 Associated Land Use Restrictions

Although some designations lead communities to regulate themselves in order to retain the resource values that justified designation in the first place, the common misconception that national designations bring regulation is unfounded. Legislation establishing National Trails and Heritage Areas is authored and guided by local communities to reflect their needs/desires, and the amount of regulation varies accordingly by community.

National Scenic and Historic Trails National trails are attractive to communities because there is minimal impact on private property rights and local government. The managing agency is responsible for negotiating trail access with private landowners along the route of the trail and, where necessary, the federal government may allocate funds for the purchase of land from willing landowners for the trail. In places where trails do cross private lands, landowners should be made aware of the value of making their trail segments open to the public (if only on a limited basis). In the case of the Captain John Smith NHT, language in the enabling legislation states that “the United States shall not acquire for the trail any land or interest in land outside the exterior boundary of any federally-managed area without the consent of the owner of the land or interest in land.” Designation does not impact the rights of property owners. Again in the case of the Captain John Smith NHT, the NPS study of potential designation impacts concludes that “The trail will not place any additional requirements on property owners who want to dredge or maintain or construct marinas, piers, docks, slips, boat ramps or shoreline protection. In light of the above, this study has determined there will not be a significant impact on private properties as a result of establishing the Captain John

Smith NHT.”

Designation also does not impact local governments in regards to zoning, ordinances, and municipal laws, though local governments should be willing to cooperate with the federal managing agency and NGO to ensure that the trail functions properly.

The use of motorized vehicles was generally prohibited (with some exceptions for necessary access) on NSTs by the original Act, however the 1983 Amendment to the Act added the following language: “Potential trail uses allowed on designated components of the National trails system may include, but are not limited to, the following: bicycling, cross-country skiing, day hiking, equestrian activities, jogging or similar fitness activities, trail biking, overnight and long-distance backpacking, snowmobiling, and surface water and underwater activities. Vehicles which may be permitted on certain trails may include, but need not be limited to, motorcycles, bicycles, four-wheel-drive or all-terrain off-road vehicles”. The key determination to be made by the Secretary charged with administration of the particular trail is that motorized vehicular use “will not substantially interfere with the nature and purposes of the trail.”

### *Scenic Byways and Drives*

An appealing aspect of byway designation is that local communities retain control of the route through the development and implementation of the Comprehensive Management Plan(CMP). Local communities and groups will be responsible for making sure the byway continues to comply with the program requirements and will play a major role in the decision making along the route. This aspect can make national scenic byway designation appealing to communities who wish to develop tourism opportunities while ensuring that the byway will develop in a manner beneficial to the communities.



The CMP is required by law to contain a “strategy describing how existing development might be enhanced and new development might be accommodated while still preserving the intrinsic qualities of the corridor. This can be done through design review, and such land management techniques as zoning, easements, and economic incentives”.<sup>111</sup> In the instance of the Florida A1A Scenic and Historic Coastal Highway, the CMP called for an Overlay Zoning District (OZD) to provide protection against the effects of uncontrolled growth. Residents, local businesses, developers and the county joined forces to draft an Interim Development Ordinance (IDO) to protect environmentally sensitive lands and vistas along the corridor. The Ordinance established additional setbacks from the road to protect scenic vistas, rewarded innovative site design, limited the size of commercial projects to preserve open space, limited signage and enhanced landscape requirements to include native landscaping and tree protection.<sup>112</sup> The IDO, enacted into law in 2001, helped provide impetus for designation of the route as a national scenic byway in 2002. In 2003, a National Scenic Byways grant was awarded that included funding for the development of an OZD to implement supplementary development standards along the corridor. While this stands as an example of the positive benefits of the designation process to protect resources embraced by local residents in one particular community, it may cause concern among those opposed to the control of growth through zoning regulation and may not be the approach followed in other locations.

Land use restriction does not appear to be an issue with respect to Yukon Scenic Drives, as the vast majority of designated rights-of-way traverse Crown Land. Any proposed development within First Nation settlement lands would require negotiation. To date, activities related to scenic drives has been primarily limited to mar-

keting and interpretive signage.

#### *National Heritage Areas*

NHAs do not involve the purchase of land by Federal agencies to create federally owned and administered parks. Although they share similar characteristics, NHAs were specifically designed to be separate from national parks in order to preserve local control over the regions. They are more closely related to the national scenic byway system, where control and implementation of the area remains in local hands. Although a community may always choose to impose regulations to protect or enhance the scenic or historic character of an area, that decision would be strictly local.

#### *Grassroots Marketing Model*

As an entirely locally driven prototype, there are obviously no land use controls automatically associated with this designation model. As is the case with previously discussed models, however, local communities may choose to impose regulations to protect or enhance the scenic or historic character of an area.

## **5.7 Model-Specific Resources & Partnerships**

Various resources are available to assist in the development of projects such as the IKGRT. The NPS Rivers, Trails and Conservation Assistance Program, which has facilitated community discussion about the project to this point, provides technical assistance to help citizens and community leaders plan and advance locally-led outdoor recreation and resource conservation projects (<http://www.nps.gov/rtca>) The National Trust for Historic Preservation maintains a website which includes sections on how to get started with organizing and marketing heritage tourism, success stories from around the coun-

try, toolkit, funding opportunities, etc., at <http://www.culturalheritagetourism.org/index.html> Not-for-profit support services exist for specific designation models, as well as for generic assistance to all groups. The Foraker Group is uniquely Alaskan. It is “*dedicated to increasing the leadership and management skills of professionals and volunteers working in Alaska’s non-profit and tribal organizations. The Foraker Group has an innovative approach for providing high-quality, cost-effective assistance to staff and boards of directors through Shared Services, Organizational Development and Educational Opportunities.*” Its mission is “*to strengthen the non-profit sector with a focus on five major goals:*

- Promote organizational sustainability
- Encourage boards and staff to act strategically
- Provide high-quality, cost-effective education and training
- Assist organizations with collaborations
- Promote a culture of philanthropy”

For more information, visit the Foraker Group website, <http://www.forakergroup.org/>.

A comprehensive listing of resources has been compiled by the National Endowment for the Arts, Partners in Tourism, and American Express. The publication “*Partners in Tourism: Culture and Commerce – Cultural Heritage Tourism*”, is available for download at [www.nasaa-arts.org/artworks/resource\\_manual.pdf](http://www.nasaa-arts.org/artworks/resource_manual.pdf)

#### *National Scenic and Historic Trails*

The primary resource for National Trails is the National Park Service National Trails System division, accessible at <http://www.nps.gov/nts/>. The NPS partners with many others to ensure the success of the National Trails system, including the Bureau of Land Management, U.S. Fish and Wildlife Service, U.S. Department of Agriculture Forest Service, Federal Highway

Administration, state trail administrators, and various nonprofit organizations. In particular, the Partnership for the National Trails System (PNTS) is a 501 c (3) nonprofit corporation organized to further the protection, completion, and stewardship of the National Trails System. It was established in 1995 to facilitate interaction and cooperation among the various private groups and government agencies involved with the national scenic and historic trails of the National Trails System, and can be accessed at <http://www.nationaltrailspartnership.org/>

#### *Scenic Byways and Drives*

Information on the National Scenic Byways Program is available on the America’s Byways website, <http://www.byways.org/>, sponsored by the U.S. Department of Transportation, Federal Highway Administration. The not-for-profit and tax-exempt charitable organization National Scenic Byways Foundation, can be contacted online at <http://www.nsbfoundation.com/> The mission of the NSBF is “*to aid in the successful completion of projects that might not otherwise be accomplished by byways and byway organizations. It will lead the effort to have the Byways’ distinctive collection of American roads, their stories and treasured places become as recognized and valued as national parks, forests and refuges and it will assist current and future development, management, preservation and enhancement of byways through cooperation between units of government, the for-profit and the not-for-profit sectors*”.

Yukon Scenic Drives are centrally controlled through the Government of Yukon Department of Tourism & Culture. Information can be accessed at <http://travelyukon.com/thingstodo/yukonscenicdrives/>

#### *National Heritage Areas*

The Alliance of National Heritage Areas is a



separate NGO formed by members of existing NHAs to coordinate and exchange ideas on at national level. Their mission is to “*advocate, facilitate, and celebrate excellence and cooperative initiatives that: enhance quality of life for citizens and their communities, attract national and international visitors to those communities, and provide distinguished examples for sustainable destination development for the nation.*”<sup>113</sup> Their website, [www.nationalheritageareas.com](http://www.nationalheritageareas.com), provides helpful information on a variety of planning and heritage tourism related topics. Another valuable source related to heritage tourism, The Cultural Heritage Tourism Resource Manual, compiled by the National Endowment for the Arts and sponsored by American Express, can be accessed at [www.nasaa-arts.org/artworks/resource\\_manual.pdf](http://www.nasaa-arts.org/artworks/resource_manual.pdf).

#### *Grassroots Marketing Model*

Numerous organizations offer assistance to citizen initiatives such as the IKGRT. The publication “*Partners in Tourism: Culture and Commerce – Cultural Heritage Tourism*”, referenced at the beginning of this section describes several of these, oriented to different purposes. Scenic America is a national nonprofit organization dedicated to protecting natural beauty and distinctive community character. It provides technical assistance across the nation on a wide range of scenic conservation issues, in keeping with their goal, “*to build a citizen movement for scenic conservation, through education, site-specific projects in various states, grassroots organization, and publications on preserving scenic beauty, open space, and quality of life.*”<sup>114</sup>

The Land Trust Alliance is the national organization of land trusts. Through the Alliance, their “*1,200 member grassroots organizations enhance their ability to protect land -- by learning from one another, gaining access to vital information and technical expertise, building public awareness about their work and acquiring financial and po-*

*litical support for their open space protection*”.<sup>115</sup>

The Foundation Center is an independent national service organization established by foundations to provide an authoritative source of information on foundation and corporate giving. It publishes The Foundation Directory, the classic reference work for grant seekers, and more than 60 other directories, guides, and research reports. Information from the database is available electronically through custom searching and on-line services.<sup>116</sup> For more information on The Foundation Center, see <[www.fdncenter.org](http://www.fdncenter.org)>.

## **5.8 Other Benefits & Drawbacks**

Designation, whether grassroots-based or formal, can also improve a community by providing protection to the scenic, cultural, and historic resources of the area, ensuring the area will retain its unique qualities for future generations of the community. Additionally, there are intangible benefits that cannot be quantitatively measured, such as an increase in community or regional identity along the corridor, increased cooperation between communities, and growth of civic pride. The process of designation will also create opportunities for local communities, groups, and individuals to form helpful and cooperative alliances. The corridor can also contribute to local communities in the form of boosting property values and improving the quality of life by making new amenities available to local residents. Designation under any of the models presented could also have a direct economic impact in the form of increased local tax receipts from visiting travelers if that revenue source is tapped through such levies as room or restaurant taxes.

An unpredictable reality of any attempt at formal designation is that the final approval on whether or not formal designation is awarded to a route may come down to political wrangling

as opposed to the merits of the route, resulting in the ultimate denial of congressional or state authorization. Another challenge relates to the multi-jurisdictional nature of long-distance trails regardless of the model. The Lewis & Clark National Historic Trail represents an extreme example, where the designated route involves the jurisdictions of 11 states, 46 tribal nations, and the US Departments of Interior, Agriculture, Army, Treasury, and Transportation. Interagency agreements and memoranda of understanding are critical to work out arrangements between agencies, municipal governments, and others, often with differing missions and budget structures.

#### *National Scenic and Historic Trails*

Having a route receive NHT/NST designation brings significant recognition. Once designation is obtained, the area will be part of a recognized national program supported by the federal legislation and funding. Increased awareness of the area gained by affiliation with a national program generally results in increased visitation and resulting economic benefits to communities through which it passes and along its route. Investment along the trail route in the form of amenities, infrastructure, and various other environmental and social improvements, all aid in the creation of jobs and local business opportunities as well as general community enhancement. As noted on the website of the Friends of the Captain John Smith Chesapeake National Historic Trail, <http://www.friendsofthejohnsmith-trail.org/>, designation “offers tremendous economic opportunities through heritage and recreational tourism, such as trail outfitting and guide services, motor coach tours, food, lodging, and maritime commerce. More specific to a water trail, trail outfitters and guide services will benefit from canoeing and kayaking enthusiasts, one of the fastest growing forms of outdoor recreation.”

Pieces of trail history, whether actual physi-

cal traces or places that tell about that history (museums and visitor interpretive centers), can be publicly commemorated and protected through the National Park Service (NPS) site certification program. As the owner or manager of a certified trail site, segment, museum, or interpretive center located near a congressionally designated National Historic Trail, one is eligible to request guidance from NPS experts in many specialties.<sup>117</sup>

In addition to economic benefits, designation should encourage the preservation and improvement of contributing historical, cultural, scenic, and environmental attributes of the route. Trail designation can also provide a strong, unified identity to an otherwise difficult to comprehend geographical area.

It should be noted that making changes to a trail once it is designated could be difficult; because the trail is established by an act of Congress, Congress must also amend any changes.

#### *Scenic Byways and Drives*

Scenic byways throughout the nation are recognized as some of the most beautiful and enjoyable routes to travel along. Promotion by the FHA and touring organizations, such as the Scenic Byways Program official website, will create an increase in visitor numbers along the corridor. Because of this, byway designation can be expected to swell levels of tourism, creating a significant economic contribution to localities along the route. Local communities can expect an expansion of industries directly related to tourism, such as road services, accommodation and restaurants, resulting in increased tax revenue, if such a tax is implemented, and job creation in the community. Once designation is obtained, the area will be part of a recognized national program supported by the federal legislation and funding.



### *National Heritage Areas*

Once designation is obtained, the area will be part of a recognized national program supported by the federal legislation and funding. The National Park Service maintains a website on National Heritage Areas at <http://www.nps.gov/history/heritageareas/> which includes information and Frequently Asked Questions about NHAs, links to each individual NHA, details about legislation and designation, and resources for designated communities. The national recognition gained by NPS branding, including use of the recognizable arrowhead logo, is advantageous in terms of marketing and promotion of NHAs. (Note: national recognition, as stated previously in this report, is a benefit of any formal designation, including National Historic and Scenic Trails, and State or National Scenic Byways.)

### *Grassroots Marketing Model*

This model gives communities a flexible and responsive method of marketing while allowing maximum control over the process. Although these marketing methods may seem less attractive because of their lack of name recognition, as opposed to a National Scenic Byway or National Historic Trail, a community coalition resulting from a well organized grassroots campaign can be just as successful in generating results. Because these coalitions are locally created and driven, they are very responsive to the changing goals and needs of the parties involved.

The ability of the coalition to market its product will make-or-break this model. There is no national or state system to rely on for marketing; every strategy will need to be developed and carried out by the group. Because of this, depending upon the talent and resources available within the coalition, it may be necessary to hire a consulting or marketing firm or individual to help develop a marketing strategy for the communities. Additionally, it has been noted in other

similar efforts that hiring full time staff to manage and run the effort are important steps in creating an efficient and profitable organization.

## **5.9 Combined and/or New Designation Models - Hybrids**

While single-track designation models have been successfully utilized in situations across North America, the option of individually structured hybrids created by cobbling together a system using a combination of readily available tools should not be overlooked. The creation of an umbrella structure beneath which elements can be added incrementally provides a degree of flexibility that can respond to available opportunity and grow with time. Neighboring, adjacent and overlapping designations can be branded and marketed under a common theme.

For example, under this scenario, a US National Park, a Canadian National Park, and two or three state and provincial parks could be linked by a Scenic Byway in Alaska and a Scenic Drive in the Yukon. A wild and scenic river might feed into a portion of the corridor, and designated recreational trails feed into adjoining communities. Where appropriate, historic sites and districts would be designated in dispersed locations. All that may be necessary to pull this seemingly disparate array of elements together might be a managing organization of some sort (whether informal or nonprofit or other), a marketing plan, a logo, and a well-designed website.

Proponents of the IKGRT should be open to the possibility for new models to evolve and be incorporated into the mélange of currently existing options. As one example, the Yukon Minister of Tourism and Culture has noted in remarks about the scenic drive program that “*there is consideration being given to perhaps making funding resources available to scenic corridors such as our rivers*”, in that they “*are essentially another form*

*of scenic drive.*”<sup>118</sup>

An outstanding prototype for the IKGRT is the International Selkirk Loop (ISL), a 280-mile long loop encircling the Selkirk Range in Idaho, Washington, and British Columbia. This tourism destination was born out of a grassroots effort to revive depressed local economies, and has become a successful example of what can be accomplished when local communities come together under a common cause. The details of the ISL are examined in section 8.3. An account of the projects inception can be found in the article *The Creation of a Circle Tour: A Case Study of the International Selkirk Loop*, by Richard Crowley, in Appendix C, as well as the website of the ISL at <http://www.selkirkloop.org>

## 6. Summary of 2007 & 2008 Community Meetings

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### 6.1 Introduction

Community meetings were held in locations throughout SE Alaska and the Yukon Territory in 2007 and 2008 to explore and refine concepts for the recognition of a gold rush corridor, in furtherance of the concept described in section 1. These meetings were facilitated by representatives of the U.S. National Park Service Rivers, Trails, and Conservation Assistance Program (RTCA) and the Utah State University Department of Landscape Architecture and Environmental Planning (USU) in both years, and joined by Alaska Trails in 2008.

The purpose of the first trip (July 30 to August 7, 2007) was to gain a first-hand overview of resources and issues related to a potential Gold Rush International Historic Trail. Scoping meetings, held in Dawson City and Whitehorse, Yukon, and Skagway, Haines, Juneau, Sitka, Ketchikan, and Wrangell, Alaska, were intended to gauge local interest, identify key players, identify issues related to the project, establish contacts for future on-going work, and collect resource material related to local history and site resources. The visiting team was comprised of Michael Timmons (USU), and Heather Rice and Cassie Thomas (RTCA). Lindsay Winkler, a graduate student in the USU LAEP program, joined the group for some of the meetings.

The second series of sessions took place in April and May, 2008. These dates were selected based on input received during the 2007 meetings and by teleconference as offering optimum timing for garnering community input. By this time, seasonal residents would have returned, but tourist season would not yet have begun,

allowing community members the opportunity to participate in meetings. Meetings were arranged by community liaisons in Eagle, Dawson City, Whitehorse, Skagway, Haines, Juneau, Wrangell, and Seattle. The purpose of these community outreach meetings was to present information about the International Klondike Gold Rush Trail idea and gauge community interest in moving the proposal forward. Facilitators for these meetings included Michael Timmons (USU), Heather Rice and Lisa Holzapfel (RTCA), and Jillian Morrissey, Alaska Trails.

The agenda for the 2008 meetings was structured to include an overview of the background of the project and overall vision for the trail, presentation of mapped information gathered for the corridor and specific communities, summary of potential designation and marketing options, and a guided discussion among participants organized around a fixed set of questions. The perceptions and opinions of participants from both series of meetings have been summarized in this section, grouped topically by discussion subjects.

Despite having scheduled the outreach meetings for dates chosen by community liaisons to minimize conflict with other community activities, attendance averaged only 8 local participants per session. Due to these low participation rates, it is acknowledged that the opinions heard represented individuals from each community, rather than the voice of community accord. The low turnout should not be misinterpreted, however, as reflective of a lack of interest (which most liaisons suggested is quite high), but rather a lack of time due to other commitments.

## 6.2 Defining the Project Scope & Name

In earlier discussions, the original project partners (Parks Canada Yukon Field Unit, Alaska Trails, Alaska Office of Community and Economic Development and the Alaska State Historic Preservation Officer) had explored two options for the project: one which broadly encompassed the Alaska /Yukon gold rushes in a holistic sense, and the other focused specifically on the Klondike Gold Rush. The decision had been made to pursue the latter (see discussion in Sec. 1). Now that a broader field of participants had become involved, this question was posed once again.

A considerable amount of discussion in the 2007 meetings and subsequent teleconferences revolved around this core question of scope: should the effort be directed toward an all-inclusive gold rush theme, or one more tightly focused on the Klondike? Consensus was reached during the teleconference of November 28, 2007, resulted in a reconfirmation of the Klondike emphasis of the effort. Community liaisons embraced the guiding principle that “The trail traces the steps the stamperders took to the Klondike Gold Fields in 1897-98. Any community is welcome to be a part of this project as long as said community felt the impact and contributed to the Yukon’s Klondike Gold Rush.”<sup>119</sup>

Minutes from the meeting recorded the group consensus that *“links to the Klondike Gold Rush may be obvious (as in the case of Skagway) or less so, but if the connection is there, the community can be a partner on this project. Similarly, a community may have existing infrastructure that tangibly reflects its Klondike history or a community may just have the stories and historic facts that tie it to the Klondike (i.e., no remaining infrastructure); either way the community can be a partner on this project.”*<sup>120</sup> It was noted that while the historic link to the Klondike Gold Rush

formed the critical common thread among participants, it should not preclude any community from marketing other tourism opportunities (i.e. “now that we have brought visitors here based on our Klondike history, here’s all the rest this community has to offer”).<sup>121</sup>

To make the theme clear to all, participants all agreed to rename the project the International Klondike Gold Rush Trail. Acceptance of this title (in at least an interim sense) also laid to rest another controversy regarding the use of the word “trail”, which had created confusion for some over whether this was an “on-the-ground” physical trail or simply a thematic trails network. The collective consensus was that the IKGRT would likely share attributes of both, similar perhaps to the Lewis and Clark Trail, where the theme is continuous but physical elements form intermittent nodes along the way.

## 6.3 Interest & Support for the Project

The overall interest in the project voiced at all of the meetings in 2007 and 2008 was strong. Every community felt that they would have something to contribute, and much to gain by participating within a broad-based gold rush historical trail theme. Public agency support is strong at the federal, state, provincial, and community levels. The private sector was well represented in meetings, either as individuals, businesses, or by tourism boards, and appeared to be equally enthusiastic. Generally strong support was voiced, from a large variety of sources, including recreation advocates, small business owners, historic preservationists, tourism associations, etc.

In Dawson City, the idea was hailed in meetings as a “win-win” proposition for the Yukon, a sentiment shared by Whitehorse. Skagway/Dyea has been a steadfast supporter from the inception of the project, given its critical loca-



tion and role in the 1897/98 gold rush. While such support might be anticipated in the heart of the Klondike, strong endorsement of the project carried well beyond the epicenter, extending throughout the coastal communities of south-east Alaska. Representatives from Wrangell felt that the gold rush trail presents a huge potential story, as their gold rush story “has not been told.” A 2008 participant in Haines noted that “Haines has not capitalized on the gold rush history; it’s rich! Others may have tapped it out, but we’re on the cusp of what’s been done.” And as noted by historian Jim Geraghty of Juneau, a lot of Juneau’s Klondike gold rush history “isn’t common knowledge.” Their gold rush story “is sellable and marketable, but we need to get people to understand it’s here.”

Interest and participation by communities along the IKGRT has been dynamic throughout the duration of the study. Tenakee Springs and Eagle joined the partnership of communities during the time between the two rounds of meetings. Although representatives of both towns offered support during planning teleconferences, Tenakee Springs was unable to participate in the 2008 outreach meetings, and reaction at the Eagle public meeting on May 25 was mixed. Ketchikan and Sitka, both early participants in the process, withdrew after the 2007 meetings, due to a perceived lack of community-wide interest, although this should not be seen as having closed the door on their future participation. In fact, Ketchikan has recently expressed potential interest in re-joining the partnership.<sup>122</sup> Ketchikan, as noted by participants, was not founded until 1900, benefiting indirectly from the Klondike Gold Rush because people who couldn’t make it to the Klondike settled in Ketchikan instead. Sitka, which doesn’t have an obvious close connection to the Klondike, also has gold rush stories to tell, and indicated their eagerness to participate during the 2007 meetings.

Representatives of the Tr’ondëk Hwëch’in First

Nations expressed their interest, asking that proponents “leave ‘holes’ in the stories for the Tr’ondëk Hwëch’in to fill when they have the time.” While acknowledging that the IKGRT was “another great idea” the current reality is that they have no time to respond as they are working hard to catch up on historical documentation, recording the Elders’ stories, etc.<sup>123</sup>

In addition to the communities affiliated with the IKGRT, support has continued on the part of non-governmental organizations and others. Vern Craig of Alaska Marine Highways discussed the relationship his group might have with an international gold rush trail. Their mandate is to connect Alaskans between roadless communities, and as such, the majority of expenditure and attention are directed at AK residents. That said, AMH courts tourists, as they generate the majority of their revenue from summer tourism. The AMH currently identifies various affinity groups for marketing purposes, including culture, beauty, wildlife, adventure, etc. and is clearly interested in marketing/partnering with the IKGRT. The tourism portion of their market is comprised primarily of the adventure traveler/independent visitor.<sup>124</sup>

Alaska Geographic (formerly the Alaska Natural History Association) and SEATrails continue their strong support for the project. SEATrails outdoor recreation mission can create a positive synergism with the gold rush perspective of the IKGRT, although careful planning must ensure that the two do not end up competing for resources. SEATrails does have funds available for trail work, as well as connecting communities in terms of information and marketing.<sup>125</sup>

An initial boost was given to the project by Holland America Line cruise company, through promotion of side trips on their Alaskan cruises. HAL has become less of a presence over the past year with the resignation of Noel DeChambeau, former Alaska Marketing Director and



original IKGRT champion. Their current level of commitment to the project is unknown. Some 2007 meeting participants cautioned that large private tour operators might not represent the best interests of the local economy in any event, and that project partners should be prepared to be their own marketing agents, as opposed to relying on HAL for assistance.

The potential for new Seattle-based support exists with both the Pioneer Square Community Association and the Alaska-Yukon Exposition Centennial group. (The latter group is planning the centennial of the Alaska-Yukon Exposition which celebrated the Klondike Gold Rush in 1909.) Additional support has come from Haines residents anxious to bring recognition to the Dalton Trail, as well as individuals in several communities who embraced the idea with enthusiasm.

## 6.4 Promotion & Marketing

An important part of the community meetings dealt with the generation of ideas for promotion and marketing of an eventual corridor. It was noted during meetings that the economy of SE Alaska and the Yukon is in decline. With the fishing, lumber, and mining industries all down, tourism is the economic salvation of the region at the present time, and a new marketing strategy related to the International Klondike Gold Rush Trail can only help in this respect. It is an unfortunate and un-intended side-effect of the cruise industry that many visitors perceive the Inside Passage as the Inside “Pass-Through”, rather than as a destination, and here again the IKGRT can help. Another potential benefit is stretching the tourist season beyond the summer.

Susan Bell of the McDowell Group feels that one of the big things working in favor of the International Klondike Gold Rush trail concept is that it occupies a clearly discernable route that people

can understand, which gives it a marketing advantage. In her words, “*Alaska is complex, so any opportunity to add clarity and focus is good*”.<sup>126</sup>

The Klondike Gold Rush theme works for tourism marketing, because it can be seen as a tangible quest, in the sense that the tourist can accomplish something by retracing steps of prospectors. One could think of the IKGRT as a “pilgrimage”, with the opportunity to start in Seattle, retrace the route of the stampeders, and explore local gold rush related pieces in each community. There is currently a lot of interest in the broader Alaska gold rush story in general. Buckwheat Donahue, Tourism Director for the Municipality of Skagway, met with 7 different groups of broadcast journalists in the summer of 2007 alone, including the History, Learning, and Discovery channels. Multiple groups from PBS have been in town developing stories on different themes, including one on great engineering feats.<sup>127</sup>

The Klondike Gold Rush is an internationally known symbol already, but however interesting the historic theme might be, planners and promoters should not lose sight of the need to consider other qualities as well. Values such as scenery and recreation / health opportunities may be of equal importance to many would-be visitors. One of the constant themes of Alaskan tourism is the desire on the part of visitors to see national parks and wildlife.<sup>128</sup> In the end, marketing the gold rush doesn’t preclude any community from saying, ‘now that we got you here based on our Klondike history, here’s all the rest this community has to offer.’”

There is the possibility for multiple parallel sub-themes to exist, and indeed, the opportunity to combine tourism-marketing efforts around multiple themes is potentially advantageous. Some of these sub-themes would be system wide, while others would focus in on stories of unique local or regional interest. A universal concern

was expressed that the trail must portray a balanced story of Klondike Gold Rush exploitation and impacts on First Nation / Native American cultures. Marketing and interpretation should consider the long-neglected 1st Nation story. “Catch-up and Keep-up” is theme of the Yukon government’s commitment to address 1st Nation inequities. The Yukon government also has an obligation to support economic development opportunities for First Nations, a recent example being the Great River Journey experience of the Yukon River. Another system-wide message should convey the tale of environmental devastation and restoration.

The IKGRT presents an opportunity to increase the number of independent travelers to the region. An expanding demographic of heritage and eco- tourists synchronizes with the opportunities available in the SE Alaska / Yukon area. This growing demand by consumers is matched by the desire of destination communities for individuality in tourism marketing. Not all communities are the same; they want to define their own uniqueness.

The potential collective marketing power of the IKGRT was a recurring theme of community meetings. No longer just a tale of one city, people will see the trail on a map and recognize it as a journey; that all the communities along it have a part of the Klondike Gold Rush story to tell. The common voice is louder than the single voice, and the promotion of other Klondike communities rather than mere self-interpretation will ultimately pay dividends to all.

Even in Dawson City, ground-zero for the Klondike rush, the importance of outreach to link with other communities was emphasized. On the surface, Dawson City folks “may not appear to get overly excited about this project, because they have been organized around and marketing the Klondike for years”, but in fact participants recognized that a collective approach to marketing

in unison with other communities along the corridor will reap benefits for all.

Interestingly, as was pointed out numerous times by participants, the creation of an IKGRT need not be viewed as a monumental undertaking. Much has been done, and a lot is already in place. It can be as simple as fitting into that which exists and moving forward. Or as more colorfully articulated in Skagway, “the IKGRT is hanging flesh on bones that already exist.”<sup>129</sup>

## 6.5 Designation

Following the presentation of a range of potential designation models by the planning team (see section 6) participants in the 2008 meetings were asked whether they favored any of the options. While communities in general supported the idea of a designation, there was no clear consensus of direction. People tended to choose designations they were the most familiar with from previous experience.

One passionate supporter of National Historic Trail designation felt that the name branding attached to formal recognition would carry a level of distinction that would create a marketing advantage. The added pitch for cruise passengers to know that they were sailing up a National Historic Trail would be significant.

Everyone seemed eager to move ahead with something in an expeditious manner. A phased approach was mentioned numerous times, whereby a simple grassroots marketing strategy might be implemented immediately, followed by a more formal designation at some future point. The Selkirk Loop, which as a model would lend itself to this “phased” approach, seemed to gain universal admiration amongst the communities.

## 6.6 Implementation & Organizational Concerns

Concerns were expressed in both rounds of meetings with respect to limited time and financial resources able to be committed for follow-through. A concern with the ability of the project to maintain momentum through implementation was a universal issue. A critical ingredient to success is community vision, and buy-in by the entire community ... not just the same few activists who are involved in multiple community initiatives

Particularly important is the leadership role. Interested citizens seemed to universally wonder who would step up to see it through. There was a clear recognition of the need for someone or some entity to be the coordinator because of the breadth of and scope of the undertaking. At the moment, the NPS RTCA is the glue that is keeping things together, but when they are out of the picture, who is in charge? The frustration of folks enthusiastic about the idea but individually over-committed was expressed frequently, as characterized by the individual who asked “How do I help with this and still do my real job? We’re all wearing so many hats.”

While these concerns are legitimate, the abundance of options available, success stories, and support mechanisms described in this report should offer inspiration and guidance for maintaining momentum. The final section offers suggestions and recommended next steps for advancing the agenda of an International Klondike Gold Rush Trail. As noted, the forward progress of the idea so many have endorsed need not become an overwhelming burden, and may indeed be closer to realization than many realize.

While the process of gaining official designation for the IKGRT could become a lengthy process if particular models are pursued, there is nothing

to stop the concept from immediate implementation in its simplest form. As suggested by Noel DeChambeau, the necessary elements are already in place. All that is needed to move ahead is some type of formalized organization and some basic marketing. The same reality was recognized by participants at a meeting in Dawson City, July 2007, who suggested that most of the necessary infrastructure is already in place and it is primarily a matter of designating and interpreting existing resources. In fact, it was observed, part of accomplishing a unified project may be as simple as developing unified signage to identify sites as belonging to the larger whole. Because so many sites and designations are already in place, the concept of linking them together under the umbrella of an International Klondike Gold Rush Trail should be a relatively easily accomplished marketing bonanza.

Acceptance and success of the project hinges on strong collaboration between participating groups and the avoidance of “turf wars”. The entire effort should have a seamless appearance to the visiting public through the use of standardized logos, marketing, etc., to create a unified experience. Many participants at community meetings voiced the concern that the project should not be perceived as government-driven. Although the involved government agencies can provide funding, advice, contacts, and otherwise play a key role, the primary impetus should come from the bottom up.

This section of the report identifies a number of steps that could be taken in the short term to facilitate forward progress, and offers some relatively simple marketing strategies that could be implemented in the near future. The implementation process of the International Selkirk Loop, referred to earlier as a model of grassroots organization, is also reviewed as a case study of potential value in establishing the IKGRT.

## 7. Moving Forward... the Next Steps

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*As to the long-term issue of officially designating this as the [“International Klondike Gold Rush Trail”], I too strive for this. However, in order to gain this recognition, I would contend, we have to act like we already have it. In my opinion keeping our focus on existing infrastructure and interpretation while involving the effected communities seems to me the most prudent and potentially successful course of action to obtain this goal.*

-Noel DeChambeau



### 7.1 Organization

Individual community meetings and regular teleconferences between liaisons have been a valuable and effective way to develop and promote the IKGRT concept to this point. However, it is clear that the idea will not advance without an organization to pursue trail implementation, finalize an action plan, identify and pursue funding sources, develop a marketing strategy, and engage further community outreach to ensure continued and growing support for the trail.

A logical first step in that direction – and one supported by the community liaisons – will be bringing liaisons together in one place for a face-to-face meeting to create the organization (steering committee) that will move the trail forward. Liaisons have proposed this meeting occur in Juneau sometime in fall 2008, with topics of discussion including: overall trail vision, trail name, mission and structure of the organization, operational procedures, and a draft action plan.

A grant application has been submitted by the Friends of the Wrangell Museum to the Rasmussen Foundation for funds to support a fall workshop. If approved, the grant will cover costs associated with travel to Juneau for up to 2 peo-

ple per community, meeting space, facilitation by the Foraker Group, and printed materials. Because the grant request is less than \$25,000, matching funds will not be required as a condition of the proposal.

Numerous organizational models exist for the formation of an administrative body. One suggestion posed in Haines would be consist of a system-wide board of directors, under which a working group in each community would handle the routine community details. Such a structure would distribute the workload, and avoid over-reliance on a few over-committed volunteers, This is essentially the model used by the International Selkirk Loop (see summary at end of this section). Earlier discussions about the organizational structure of the IKGRT proffered that leadership/management of the group could best be accomplished through existing non-government organizations (NGOs) such as Alaska Geographic, Northwest Interpretive Association, and Yukon Tourism and Culture. Tourism North was noted as another example of an international cooperative venture that could be examined as a model organizational structure. Susan Bell, of the McDowell Group, who developed the 2006 Alaska Visitor Statistics Program, suggests considering a tiered approach in establishing an

IKGRT organization. Under this strategy, any community that wished to participate could be “placed on the map”. However, those communities desiring more marketing would be required to “buy in” with financial support. The advantage of this strategy is that even small communities who could not afford a cash commitment would benefit by association.<sup>130</sup>

## 7.2 Garnering Support

Letters of support should be sought from community leaders in government, as well as from those representing business and tourism organizations. Official resolutions of support passed by municipal councils will also be necessary to move forward. Memorandums of Understanding (MOUs) could be considered as an initial way to begin coordination among existing site management entities.

Spreading awareness of and information about the project is important at the present stage to “bring more parties into the loop.” Placing the IKGRT on the agenda of regional tourism meetings is a relatively easy yet effective way of getting this word out. Several possible venues were mentioned by participants at the community outreach meetings. The Southeast Conference is the regional economic development organization serving the area, and holds annual meetings where the trail concept could be publicized. The Alaska Municipal League is a statewide organization of mayors representing 140 cities, boroughs, and unified municipalities which holds annual meetings. The State Chambers of Commerce gathering offers yet another opportunity for publicity. Specific opportunities approaching this fall include:

*September 16-18:* Southeast Conference, Prince Rupert, BC

*September 29-October 1:* American Indian and

Alaska Native Tourism Association Conference, Coeur d’Alene, Idaho

*October 1-3:* Alaska Cultural Festival and Leading Change Conference, Anchorage

*October 7-9:* Alaska Tourism Industry Association Conference, Anchorage

As important as identifying supporters, is identifying and talking with potential detractors early in the organizations formation, to encourage them to become involved in corridor planning so that their concerns are addressed. The identification of these groups is only intended to exemplify the need for the consideration of special interests as a necessary and important step in the planning process. The broader the initial project support, the stronger the chance of its eventual success.

## 7.3 Marketing

So what are we waiting for? As Noel DeChambeau has stated, perhaps we just have to act like it is already designated and embrace what is already in place. Opportunity begs to begin marketing the International Klondike Gold Rush Trail, and multiple strategies are apparent and affordable.

*Websites: creating an IKGRT site, or adding text to existing host sites*

Creating a good website capable of commanding attention in today’s cyberworld can be challenging and expensive. And the issue of content maintenance ... staying constantly on top of changes across a vast geopolitical corridor such as that transected by the IKGRT ... can be daunting. Yet in the competitive arena of 21st century tourism, it is a price that must be paid to enter the playing field. The opportunities presented by a creative website, comprehensively linked to interest areas such as gold rush his-

tory, First Nations and Native Alaskan cultures, genealogy, back-country adventure, and ecotourism, would recompense development costs multifold. Amber King of SEATrails suggested that it would be natural to start a blog to reach out to more people (e.g., non-traditional trails people like historians) and get them involved in the effort.

Short of developing an independent website domain, the IKGRT could begin by posting information (e.g., stories, maps, sample itineraries) on other affiliated sites. Obvious hosts would include the Alaska Marine Highway (AMH) and SEATrails. Vern Craig AMH Marketing Manager & Project Director, suggests posting information on their website under the “Your Route to Adventure” section. Material for posting (a paragraph or two, and a couple photos, for instance) should be submitted to the following individuals at DOT for approval and action:

- Vern Craig - vernon.craig@alaska.gov
- Danielle J Adkins - danielle.adkins@alaska.gov
- Jessie J McCarron - jessie.mccarron@alaska.gov

AMH reserves the right to edit the material, but they like to post things that make traveling to Alaska interesting for our travelers. Culture and history lovers comprise one of the demographic models they cater to. Amber King of SEATrails has offered to add information on the IKGRT to the SEATrails webpage. She suggests that in particular, a “sample” Gold Rush Itinerary or two would be of interest, which they could list under the “historical/cultural” category.

*Websites: links to an IKGRT site*  
One of the greatest benefits of an established website is the ability to link with so many other related/affiliated sites. Insertion of the IKGRT links into a broad range of host sites will help

subliminally raise the level of awareness among web surfers, and elevate the profile of the project. Each community along the corridor has its own website, as do all of the individual attractions listed in Section 3. State, provincial, and regional tourism associations provide additional logical link sites.

Links to certain specialized websites can disperse information to potential non-traditional users. Continued growth in genealogical interest, combined with the large number of “sourdoughs” who participated in the Klondike gold rush, creates a specialty tourism niche of folks interested in following ancestral footsteps. The Alaska Gold Rush Centennial Task Force developed a resource to facilitate this interest in “How to Find Your Gold Rush Relative: Sources on the Klondike and Alaska gold rushes, 1896-1914”, available at <http://www.library.state.ak.us/hist/parham.html>.<sup>131</sup> The guide is intended to provide a basic list of Alaska and Yukon genealogical resources for individuals who were in the north during the Klondike and Alaska Gold Rushes (1896-1914).

Likewise, a site was developed by Dawson City Museum & Historical Society in response to the many requests they had received from descendants of the 1898 Klondike Gold Rush stamper. Their searchable Gold Rush Genealogy



Research Database can be accessed at [http://www.yukongenealogy.com/content/database\\_search.htm](http://www.yukongenealogy.com/content/database_search.htm)

### *Logo*

A Klondike Trail logo was developed by the Alaska Natural History Association (now Alaska Geographic) for use on a publication developed jointly with Holland America Lines (HAL). The logo, has made it available as an IKGRT branding identity by AG.

### *Printing and Using Existing Maps & Posters with Logo*

Maps produced by Utah State University for the community outreach meetings have been made available to community partners in digital form. These include community maps and highlight posters for each participating community, as well as the full trail corridor map, all branded with the Klondike Trail logo. Color paper copies can be produced from the electronic version for hand-out or just for display. Printing costs for 11x17 double-sided color copies likely would run about \$2.00 per.

### *IKGRT Poster*

Land Design North (LDN) has produced a poster entitled “It’s The Journey” for SEATrails. The poster features an overall map of SE Alaska, with mini-maps of the partner communities. For each community, it describes potential trail opportunities, including trail name, details, highlights, and contact information. It’s a very well-done and beautiful poster, packed with information.

A similar poster could be prepared for the IKGRT. If contracted out as the SEATrails poster was, the contractor likely would do the bulk of the work in terms of design and message production. Contracted tasks might include sitting

down with the steering committee to talk about the project initially, accumulating useful photo and script information, writing and revising the script, getting reviews from the community steering committee, graphic layout and printing.

### *IKGRT Souvenir Passports/Patches*

Appealing to the desire of tourists young and old to collect memories, the passport system utilized by the National Park Service has proven to be a great success at encouraging visitation to park units. Likewise, the ability to earn patches at parks through participation in the Junior Ranger Program has stimulated family tourism and engaged learning by children. A variation on either or both of these ideas could be applied to the IKGRT.

As an example of the application of this idea, patches could be given as an “award” for each community or site visited within the IKGRT corridor. The incentive to collect a complete set would encourage travel throughout the corridor. Karl Beard (RTCA partner involved with Hyde Park Healthy Trails), shared his experience with the development and production of patches. Karl located a producer (patches4less.com) through an online search for “embroidered patches.” (Note: there were many hits, but this site was selected because of their design variety, quality of detail, pricing structure, and the fact that they offered design as part of the deal.) Karl faxed them a pencil sketch, plus a web link to a photo that reflected the reality of the intended subject, and they e-mailed him back a draft design. Following several exchanges of communication and design revision, an order was placed for 1000 patches (3.5 inch diameter and 100% embroidery), costing in the neighborhood of \$800. According to the pricing charts, the cost per patch starts high and goes down quickly with the size of the production run.





### *IKGRT Booklet (for Purchase)*

Alaska Geographic could create a booklet similar to the “Klondike Trail” booklet they created for Holland America. According to Charley Money, Executive Director of Alaska Geographic, the development expense and time to produce a tour booklet requires a three year purchase commitment of 20,000 units per year at a cost of \$3 to 3.50 each depending upon the quantity ordered above the minimum. They would need at least one full year from written commitment to delivery. This would be a high quality advertising-free souvenir booklet. Another option is a booklet supplied free-of-charge to visitors, supported by advertising revenues (see Selkirk Loop discussion).

### Other ideas for Marketing the IKGRT

Several other ideas for marketing were mentioned during the 2007 and 2008 community meetings are listed below:

- Heritage interpretation programs are already provided by rangers on board some HAL (and other) cruise ships in port. This idea could be expanded to provide interpretation for motor coach passengers before they leave Fairbanks for Yukon Charley NP, as well as other land-based trips. Already in 2006, the NPS in Seattle and Skagway had partnered with HAL to place interpreters aboard some (all in Seattle) HAL ships to introduce and interpret the Klondike Trail for passengers. Seattle rangers are contacting up to 200 passengers during embarkation, and Skagway rangers are contacting 300-400 disembarking passengers who will be touring the Trail by motor coach, and a much smaller number of embarking passengers (the night before embarkation, in town) who have just come off the coach tour. In addition, the National Parks and Conservation Association is placing staff on board the Seattle HAL ships during embarkation to provide literature and talk about all Alaska NPS units. A further suggestion

was to get Parks Canada heritage interpreters on board ships while in Vancouver, and to get interpreters on board the Yukon Queen on the Yukon River between Dawson and Eagle.

- PowerPoints and video clips could be played on cruise ship on-board information channels, to introduce the IKGRT to cruise passengers.
- IKGRT promoters could work with cruise lines to upgrade cruise ship port maps to reflect the presence of IKGRT related resources.
- Identification signs establishing a common identity from port-to-port, as well as along land routes would create imageability for users. While the construction of permanent signs may have to await official trail designation, banners could be used, particularly if they (and the trail) are the product of an NGO. Their exact application would need to be determined through discussion and negotiation, as for instance it was noted that banners cannot be used in the historic district in Skagway, and Seattle charges substantially for adding banners to their system.
- Window decals using the logo could be produced quickly and inexpensively, and would provide a good first step in marketing and identification of “membership.”
- Networking should occur with the Seattle organizers of the upcoming centennial of the Alaska-Yukon Pacific Exposition which celebrated the 10th (actually 12th) anniversary of the Gold Rush in 1909. HAL/Grayline has expressed a strong interest in being involved with this effort, including the possibly of placing exhibits on all ships leaving Seattle.
- The USFS currently meets annually with communities to develop local stories that can be used as “community introductions” to Alaska Marine Highway passengers. The opportunity to disperse IKGRT information as part of these briefings offers a great opportunity.



## 7.4 Lessons from the International Selkirk Loop

As noted earlier in this report, the International Selkirk Loop (ISL) presents an excellent model of a regional tourism plan organized at the grassroots level. Many individuals participating in the April 2008 community meetings were particularly attracted by the opportunities presented by this model, as potentially applicable to the IK-GRT. This section discusses in more detail the origins and implementation of the ISL. Much of the description is taken from a paper by Richard Crowley, entitled *The Creation of a Circle Tour: A Case Study of the International Selkirk Loop*. The full paper is appended to this report as Appendix C.

The International Selkirk Loop is based on a 280-mile route encircling the Selkirk Mountains in Washington, Idaho, and British Columbia. The idea of developing a special designation for the loop was conceived by Fred Gonzalez, a member of the Economic Development Council of Pend Oreille County, Washington. Gonzalez had observed the decline of the regions resource industry, and saw the opportunity to positively affect the local economy through tourism development. His idea was embraced by community government and business leaders, and resulted in the 1999 formation of the International Selkirk Loop, a non-profit corporation for the promotion of the Loop as a tourist destination. A 15-member board of directors was formed, comprised of business owners or other tourism related stakeholders from around the loop; nine American and six Canadian. The Board holds monthly conference calls and quarterly face-to-face meetings with guest speakers.

The non-profit is a cooperative, formed of member businesses, chambers of commerce, and local governments. According to Carol Graham, Executive Director of the ISL, the organization “is very grass-roots”, functioning as a loose or-

ganization of like-minded constituents. An initial set of governing bylaws, adapted from those of similar organizations, has undergone some revision “as time is available”, and are still being developed.<sup>132</sup> The current set of bylaws is attached as Appendix D. Interestingly, the ISL has not found it necessary to develop an international MoU with British Columbia, opting to work strictly with its bylaws.

A seed grant from the US Forest Service was instrumental in providing the initial funding to hire an executive director, who promoted the concept to potential stakeholders. A subsequent grant received from the US Department of Commerce provided funding for an Operations Director and limited operating expenses. These grants provided the key springboard for the ISL by providing the funding to hire staff during the formative years. This funding paid the salary of a full time director who was able to recruit communities to join. Carol Graham could not recall the specific details of either funding source, but believes that the particular grants tapped by the ISL no longer exist.<sup>133</sup>

The project gathered momentum rapidly. As noted by Crowley, “*Even the Border Patrol supported the idea and started to see an increase in traffic; they recognized its value to tourism and cross border relationships. The loop was starting to create a regional sense of belonging, a sharing of information, and a deeper sense of trust—business helping business.*” The old adage that “success breeds success” certainly applies, as coverage in a variety of travel-oriented publications, including a highlight in *Sunset Magazine* which rated it as “one of the West’s best”, has further swelled visitation.

The notion of a “layered” destination as a means of diversifying interest is borne out in the ISL. Subsequent to its successful development from the grassroots level, several state byways were designated. Following the development

of ISL's Corridor Management Plan in 2005 (available at [http://www.selkirkloop.org/isl\\_cmp.htm](http://www.selkirkloop.org/isl_cmp.htm)), the Loop received the ultimate recognition of National Scenic Byway Designation with All-American Road status, becoming one of 27 premier roadways in the United States and the only one that is International with the route flowing through two countries. An additional interest layer has been added through the development of niche marketing of the Loop directed at birders, dubbed "the two nation birding vacation." For more information, see <http://www.twonationbirdingvacation.com> .

Member businesses are able to benefit from the Selkirk Loop in many ways. Marketing is the most significant, and is carried out through the membership fees assessed by the corporation. Marketing strategy has focused effectively on website development and targeted brochure distribution. The success of the ISL was measured in a tourism survey conducted published in April, 2007. Key data revealed an economic benefit to the region of \$1.15 million for the 2006 season, and a return on investment of between \$22-\$44 per dollar spent on advertising.<sup>134</sup>

The ISL is now "nearly" self-sustaining, supported by 65 member communities, with 360 paying members. Revenues come from membership dues of approximately \$72 per community (see website <http://selkirkloop.org/index.php?msid=2&smid=5> to download membership form). Although member dues cover the costs of the director's position, additional funds must be secured for other office assistance. The additional grants to cover operating costs come from the Scenic Byways program, and from other tourism agencies. For instance, the State of Idaho allows non-profits related to tourism to apply annually for a share of the statewide transit room tax / restaurant tax, which the ISL has successfully done. Other funds come from sale of advertising to members in their 64-page

color guide/map, income from which covers all costs of printing, and nets another \$18,000-25,000 per year.<sup>135</sup>

For more information, visit the website of the ISL at <http://www.selkirkloop.org>.

## 7.5 Summary

The designation of an International Klondike Gold Rush Trail offers the opportunity for communities throughout a vast geographic region to market the epic trek of the stampeders, the native cultures they encountered, and the wild landscape they exploited at their peril. The weaving together of historic landmarks, rugged scenic beauty, and recreational resources within this storied corridor, linking a string of already designated national parks and historical sites with other lesser known resources, offers the potential for visitors to experience as much of the Klondike story as possible and thus increase visitation not only to those parks, but also to the communities along the way. The trail, as envisioned, will provide a seamless international outdoor recreation experience, creating a thematic network of parks, historic sites, and waterways within the extraordinary context of the northern outdoors.

The trail corridor as identified in this report satisfies several key requirements determined to be important by participants early in the discussion: representation of a specific time period (1896-1898); follows an identifiable corridor (including access to the Chilkoot Trail and White Pass Trail); retains tangible historic resources related to the event; offers interpretive opportunities at existing historic sites; affords recreational opportunities related to the trail; follows or parallels the Alaska Marine Highway; is relatively easy to implement due to infrastructure already in place; and could be established through a

flexible variety of tools ranging from relatively simple memoranda of understanding to more complex legislated designation, thus increasing the feasibility of realization.

It is anticipated the dynamic ebb and flow of participation will continue, at least during the initial formative years of designation, and that once established, additional communities with Klondike links will choose to join in. Regardless of the implementation strategy ultimately adopted, it is clear that the idea will go nowhere without community support. The energy expended by so many individuals in numerous communities has laid a solid foundation from which to proceed. It is hoped that the information provided in this report, accompanying appendices, and companion maps and graphic support materials, will facilitate the necessary decision making and forward movement of an exciting opportunity into implementation.

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