FINAL ENVIRONMENTAL STATEMENT

PROPOSED
KLONDIKE GOLD RUSH NATIONAL HISTORICAL PARK
ALASKA-WASHINGTON

DEPARTMENT OF THE INTERIOR

FINAL
ENVIRONMENTAL STATEMENT

Proposed
KLONDIKE GOLD RUSH NATIONAL HISTORICAL PARK
ALASKA AND WASHINGTON

FES 74-64

Prepared by
Pacific Northwest Region
National Park Service
Department of the Interior

Acting Director, National Park Service

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SUMMARY

Draft ( ) Final (X) Environmental Statement

Department of the Interior, National Park Service, Pacific Northwest Region

1. Type of Action: Administrative ( ) Legislative (X)

2. Brief Description of the Action: The National Park Service proposes a four-unit national historical park to commemorate the Klondike Gold Rush epic, and gold rushes in general. The proposed park will join with the proposed Canadian Klondike Gold Rush National Historical Park.

3. Environmental Impact and Adverse Environmental Effects: Coordination with federal, state, and local agencies throughout the five years of planning has decreased the impact of the proposal on lands and facilities managed by other agencies. Major beneficial impacts include: (1) preserve, restore, and interpret historic buildings, ruins, and artifacts; (2) probable increases in the tourist sector of the economies of Seattle, Washington, and southeastern Alaska; and (3) provide the American complement to the Canadian park. Major adverse effects include: (1) foreclosure of options for significant diversification of the Skagway area economy and (2) alteration of the community structure in Skagway due to growth in population resulting from generation of need for tourist accommodations and services in Skagway.

4. Alternatives Considered: (1) No action: (2) a park without a Seattle Unit; (3) a park which includes an entire building in Seattle's Pioneer Square Historic District; and (4) a park that includes the entire drainages of the Skagway and Taiya rivers.

5. Comments Have Been Requested from the Following: (a) U.S. Government: Advisory Council on Historic Preservation; Department of Agriculture, Farmers Home Administration, *Forest Service; Department of the Army, *Corps of Engineers; Department of Commerce, Economic Development Administration; Department of the Interior, *Alaska Power Administration, Bureaus of *Indian Affairs, *Land Management, *Mines, and *Outdoor Recreation, *Fish and Wildlife Service, and *Geological Survey; *Department of Housing and Urban Development; Department of State; *Department of Transportation, Federal Highway Administration, Federal Aviation Administration, Federal Railroad Administration, and Coast Guard; *Environmental Protection Agency; *Federal Power Commission; and General Services Administration. (b) Canadian governments: *Parks Canada; Province of British Columbia; and Yukon Territory. (c) State of Alaska: Historic Preservation Officer; *Planning and Research Division (state clearinghouse). (d) State of Washington: Historic Preservation Office; *Office of Program Planning and Fiscal Management (state clearinghouse); (e) Others: City of Seattle; City of Skagway; Pioneer Square Association; Puget Sound Governmental Conference (metropolitan clearinghouse); and White Pass and Yukon Route.

6. Date Draft Statement Made Available to CEQ and the Public: April 25, 1974

7. Date Final Statement to CEQ: DEC 12 1974

*Comments received.

I. DESCRIPTION OF THE PROPOSAL

A. The Proposal

The project being considered is a proposed Klondike Gold Rush National Historical Park. Its creation is a legislative process. The proposal is recommended by the National Park Service. If created, this national historical park will be administered as a unit of the National Park System in accordance with the authority contained in the act of August 25, 1916 (39 Stat. 535; 16 U.S.C. 2-4), as amended and supplemented. Further, it will be managed in compliance with Administrative Policies for Historic Areas of the National Park Service, as amended.

A complete description of the project is found in the National Park Service's publication, Master Plan for Klondike Gold Rush National Historical Park, which was circulated for review by cooperating federal, state, and local agencies; organizations; and individuals in spring 1974. The plan is available for review in the National Park Service offices in Washington, D.C.; Seattle, Washington; Anchorage, Alaska; and Juneau, Alaska.

The proposed historical park will be created from lands transferred to the National Park Service by the Bureau of Land Management and the Forest Service and lands donated by the state of Alaska. (See Topography/ Boundary map, Appendix D.) It will also include purchase of lands and historic structures now in private ownership. The total acreage to be under National Park Service administration is an estimated 13,271 acres.

Existing land jurisdiction includes:

Federal	10,996.340 acres
State	1,451.140 acres
National Park Foundation	0.230 acres
Private	823.322 acres

1. Units of the Proposed Park

The proposed Klondike Gold Rush National Historical Park will consist of four units symbolically linking the contiguous United States through means of a park unit in Seattle, Washington, to the state of Alaska where three units will be located in the southeastern portion of the state in and near Skagway. The four units comprising the proposed Klondike Gold Rush National Historical Park are described as follows:

Seattle Unit

The Seattle Unit will consist of a site located in the Pioneer Square Historic District. The square is entered on the "National Register of Historic Places" (Federal Register of February 19, 1974) and is specially zoned as a historic district under a municipal ordinance. The site will be selected by the Secretary of the Interior after the proposed park is authorized by Congress. The site will be in leased space within one of the historical buildings in the district. It will have approximately 3,400 square feet and will contain an exhibit room, a small theater, and administrative quarters. The exhibits will consist of photographic murals and other photographic displays, artifacts, models, and other materials illustrating the effect of the gold rush on Seattle and the outside and illustrating the story of transportation to and from the North. The theater will be used for films and slide shows about the gold rush and about the historical park. It will also be used from time to time for live performances of the historic period. (See Seattle Leased Space map.)

Skagway Unit

The Skagway Unit is located in Skagway, Alaska, and includes 55 wooden, one-and-two story business houses and residences, some partially vacated, which are the remaining evidence of the gold rush town of Skagway. The unit is located along Broadway and its side streets between First and Seventh Avenues, within the Skagway Historical District, which was established by city ordinance in October 1972. The unit is the focal point of the Skagway business district, is a major tourist attraction, and the town, with Broadway as a central focus, is listed on the "National Register of Historic Places" (Federal Register of February 19, 1974). (See Skagway/General Development map.)

The objective of the National Park Service's establishing a historical park unit in Skagway is to create, through federal, local, and state cooperation, an outstanding historic district along Broadway to preserve and interpret the character of the gold rush days of '97 and '98. In order to retain the character of the gold rush days, the historic district will have to be a combination of original buildings and more modern structures designed or remodeled to harmonize with the historic character. Several old buildings would be moved to Broadway to fill gaps in the street scene and to protect them within the proposed historic district.

The purpose of the Skagway Unit further is to preserve and, where necessary, restore historic structures and to provide interpretation and interpretive displays therein so as to provide a comprehensive living

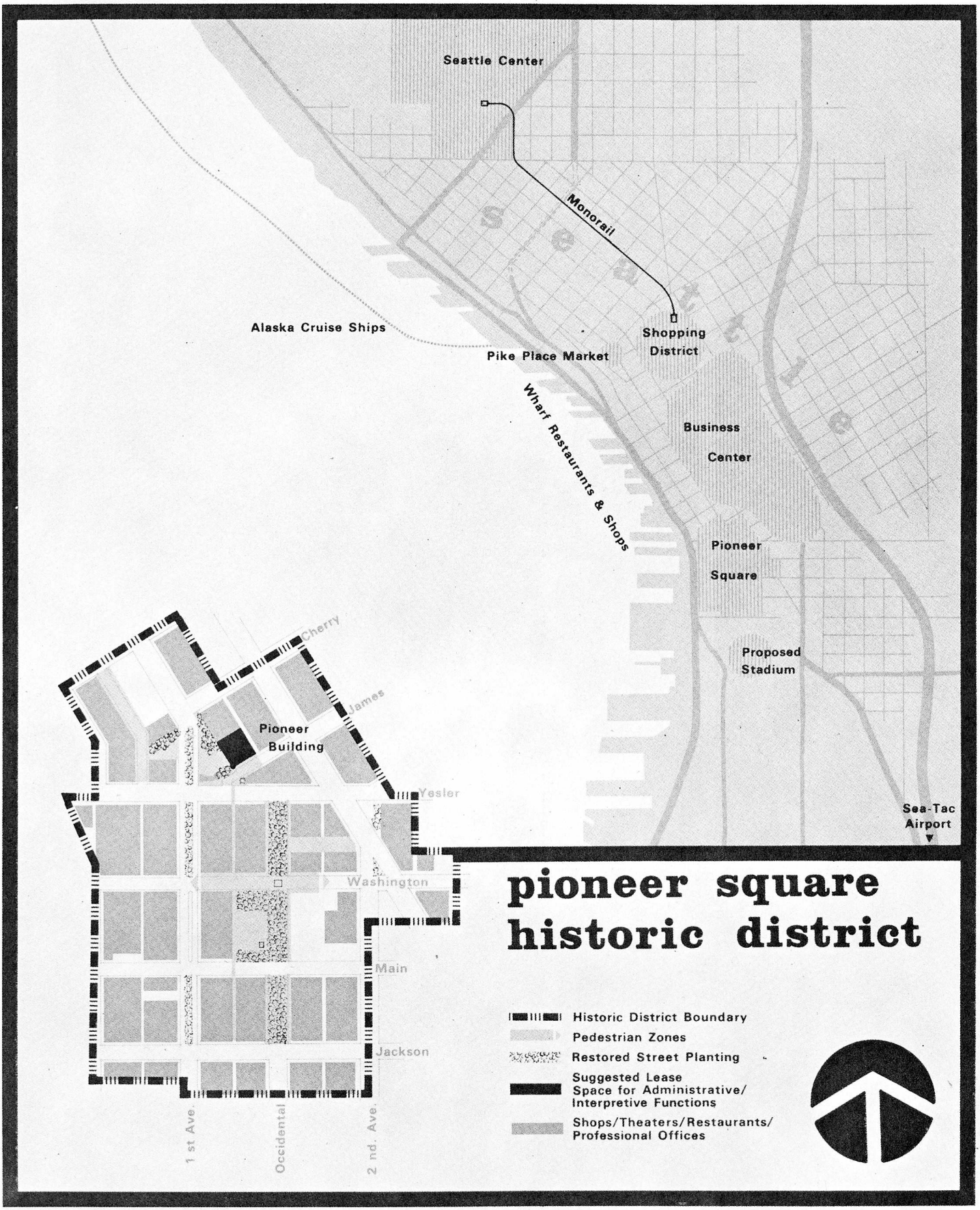
history program. To achieve this purpose, up to 16 structures would be acquired by the National Park Service for renovation and adaptive restoration. The restored structures would form a living interpretive story of life in Skagway in the days of '98. National Park Service staff would be attired in period costume. Nine buildings will be retained by the National Park Service for interpretation. The seven additional structures will be purchased in fee to ensure their preservation. They will be restored and sold back or leased to private owners subject to restrictive covenants and a business tax to insure all businesses in the district pay appropriate taxes to the city. Acreage containing historic structures to be purchased by the National Park Service within the district totals approximately 4 acres.

Two old depot buildings are the first buildings most visitors see upon arrival by ship or ferry, and they offer the logical point for initial contact with the visitor. Information about Skagway and the other American and Canadian units of the international park will be provided here, as well as general exhibits on the international historical park. Another section will be devoted to the transportation story, such as the boats from Seattle and San Francisco, construction of the railroad, tramways over the passes, and paddlewheelers on the Yukon. The two buildings have already been donated to the National Park Foundation and are being held for park purposes.

To complete the setting for the restored historical district, the state highway will be relocated by the Alaska Department of Highways by one block to go around the district. This has been incorporated into the Alaska Department of Highways' plans for the Skagway-Carcross Highway. During peak visitors hours, street parking would not be allowed along Broadway. To compensate for the loss of street parking and to accommodate an increasing number of visitor cars, the National Park Service would build four off-street parking areas to which visitors would be directed. Upon completion of the Skagway-Carcross Highway, there will most likely be a substantial increase in the number of cars passing through Skagway.

It is also proposed that Spring Street be extended to First Street and that First be extended to Broadway so that visitors may move directly from the ferry terminal to National Park Service parking facilities. Broadway would be closed to motor vehicles at the alley between First and Second Streets so that tracks could extend across Broadway.

Until the 1940's the railroad line ran down Broadway. A portion of this line could be reconstructed and rolling stock placed on the rails to heighten the visitor's interest and create a more authentic picture



seattle
leased space

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skagway / general development

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city life

SKAGWAY HISTORY

LIVING INTERPRETATION

SALOONS, NEWSPAPER, OFFICES, LIVING QUARTERS, STORES

outfitting

ON TO THE KLONDIKE

MERCHANTS, PACKERS, FLOPHOUSE, CIGAR FACTORY, OUTDOOR DISPLAYS, CHILKOOT TRAIL OUTFITTER, GUIDE

theater

KLONDIKE FEVER

MULTI-MEDIA INTERPRETATION

COMMUNITY EVENTS N.P.S. OFFICES

orientation

GENERAL EXHIBITS, MUSEUM

TRANSPORTATION

SHIPS, RAILROADS, WAGON ROADS, TRAMWAYS

State Street

State Highway to Dyea & Canada (proposed)

HWY RELOCATED FROM SECOND ST

Ferry Terminal

BROADWAY CLOSED TO VEHICLE TRAFFIC AT THE RAILROAD TRACKS DURING PEAK VISITOR HOUR

FIRST ST. & SPRING ST. EXTENDED FOR VISITOR ACCESS

Broadway

NO PARKING ON BROADWAY DURING PEAK VISITOR HOURS

RESTORED TRACK & DISPLAY TRAINS

First

Second

Third

Fourth

Fifth

Sixth

Seventh

PARKING AREA (60 CARS)

PARKING AREA (100 CARS)

Days of '98 Show

Molly Walsh Park

City Hall

Spring Street

NOTE: THIS PLAN INDICATES A CONCEPT OF HOW THE SKAGWAY HISTORIC DISTRICT SHOULD BE PLANNED. IT IS, HOWEVER, A CONCEPT, AND EACH PROPERTY WITHIN THE HISTORIC DISTRICT WILL BE CONSIDERED ON AN INDIVIDUAL BASIS AT THE APPROPRIATE TIME.

legend

- Historic District Boundary
- A — Private or City-Owned Historic Structure—Restore through State, Federal, and Private Aid
- B — N.P.S.-Purchased Buildings, Restored and Sold or Leased to Private Commercial Uses—Subject to Historic Maintenance Agreement
- Non-Historic Structure
- C — Restored Street
- D — NPS-Purchased Buildings — Restore and Retain for Interpretation
- Outdoor Display
- F — Proposed Off-Street Parking

scale 0 100 200 Feet

of historic Skagway. Class 50 and 70 engines would be placed on the rails, with several cars of the period attached. The tracks would be restored from the existing tracks near First to Seventh Streets. After the visitor season, the railroad displays would be moved to an off-street storage area--possibly one of the seasonally vacant parking lots--or remain on Broadway if they do not interfere with winter traffic. To avoid damage to automobiles, the tracks would be inlaid at street level with crossings installed at intersections. To accomplish this reconstructed city scene, it is proposed that the streets and sidewalks be managed by the National Park Service working in cooperation with the city to restore the tracks, replace and repair boardwalks, and restore and maintain the dirt streets. Methods of soil stabilization are now feasible, and the historic district streets could be returned to the original dirt streets without the disadvantages of mud and flying gravel.

The National Park Service will require housing and maintenance facilities in Skagway outside the historic district. Within five years after establishment of the park, the National Park Service estimates it will require the following housing in Skagway: 10 single-family residences for permanent employees, and 25 apartment units for permanent and seasonal employees. The Service intends to purchase or rent housing from the community for Park Service employees and to build its own housing facilities only if local development cannot meet the need. National Park Service will employ permanent residents of Skagway when possible, and this will decrease the need for additional housing. Up to 15 acres of land outside the historic district could eventually be acquired for maintenance, housing, and administrative facilities. That estimated acreage would be reduced proportionally as private development in Skagway is able to provide housing.

Chilkoot Trail Unit (including town of Dyea)

The Chilkoot Trail Unit totals approximately 9,087 acres and consists of a corridor of park land approximately one mile in width and 17 miles in length paralleling the entire length of the Chilkoot Trail within the United States. It lies principally in a north-south direction, with the south boundary including the historic townsite of Dyea about three miles (eight, by road) northwest of Skagway. The park unit includes the "slide" cemetery, the Chilkoot Trail, and all related historic sites and artifacts found along the trail. The north boundary of the corridor is Chilkoot Pass on the international boundary.

The National Park Service intends to restore the Chilkoot Trail to its most representative location, protect structural ruins along the trail, record and protect all artifacts in the corridor, and provide modest

camping facilities for the public hiking the trail. Interpretation of this portion of the gold rush story will primarily be through graphics. A trail and two log shelters already exist in the corridor. (See Park General Development map.)

Since only a few fragments of Dyea exist, the National Park Service intends to protect and interpret the few historic remains of Dyea through a small interpretive structure and a few on-site interpretive devices to be used during the visitor season. The cemeteries, waterfront pilings, and old house ruins here are of considerable interest and are almost self-interpretable.

To accomplish these objectives for Dyea, the National Park Service intends to:

a. Protect and interpret the wharf and townsite.

b. Preserve, protect, and interpret the two historic cemeteries.

c. Establish a designated walk-in camping area.

d. Maintain a manned interpretive center during the visitor season, which would also serve as a campground trailhead contact station.

e. Provide for the protection of the waterfront and tidelands in cooperation with the state of Alaska.

To achieve the restoration and preservation of the Chilkoot Trail corridor, the National Park Service intends to:

a. Relocate the present trail to its true historic location, where feasible.

b. Provide additional camping sites as needed and provide standardized signs and interpretive markers in cooperation with the Canadian Government.

c. Stabilize the historic ruins at Canyon City, Sheep Camp, and The Scales and preserve thousands of artifacts abandoned along the trail.

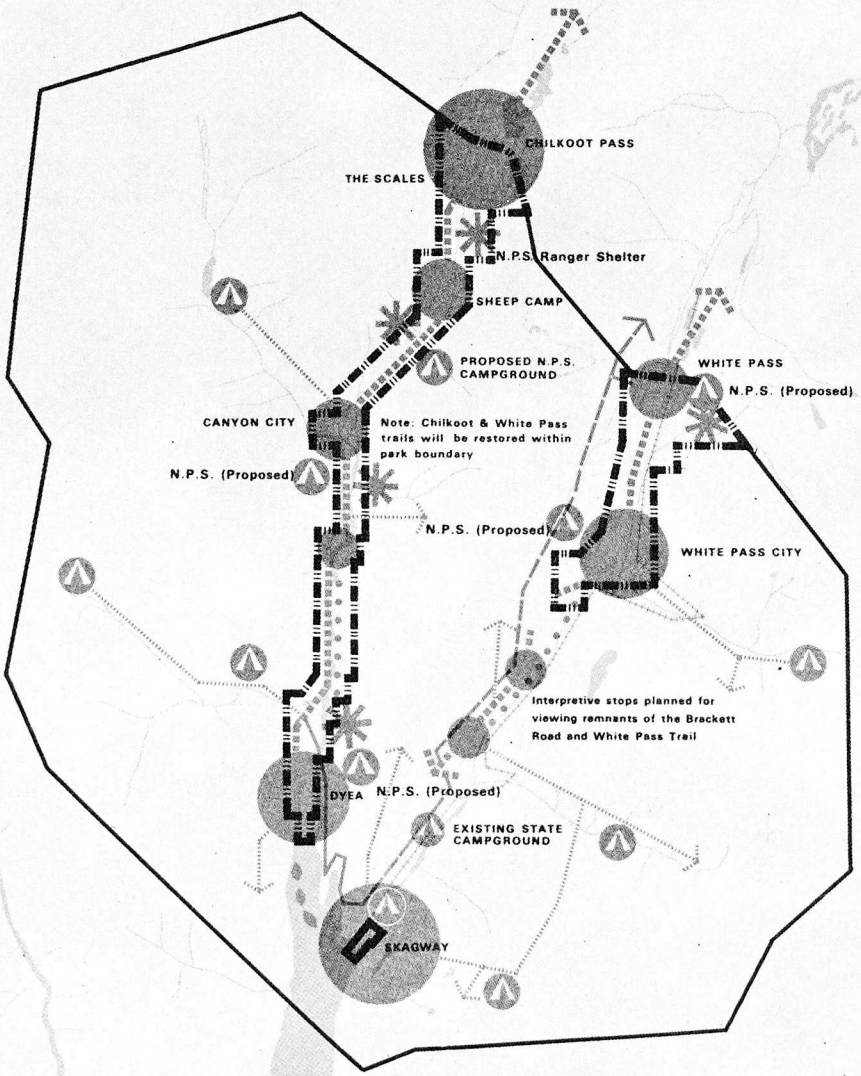
d. Remove the existing restriction on the lands along the Chilkoot Trail. Action has been initiated through the Bureau of Land Management to complete revocation of Powersite Classification 396, the only restriction, which relates to a potential impoundment near Canyon City.

e. Purchase the 820 acres of private lands within the corridor in fee.

legend

- PROPOSED Interpretive Area
- PROPOSED Shelter
- Camping Area
- Historic Trail
- Recreation Trail
- Historic Road
- Extent of U.S. Cooperative Management Zones
- N.P.S. Boundary
- PROPOSED State Highway
- Boat Access
- Railroad

Note:
Camping areas & trails outside the park boundary are not proposed but are shown to indicate how future demand could be accommodated through interagency cooperation.



scale 0 1 2 3 4 5 Miles

park general development

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White Pass Unit

The White Pass Unit totals approximately 3,360 acres and is one mile in width and five miles in length paralleling important remnants of the White Pass Trail and including the ruins of White Pass City. The north boundary of the unit is White Pass on the international boundary.

The National Park Service intends to restore a portion of the White Pass Trail, stabilize ruins, record and protect all artifacts within the park, and provide modest camping facilities for the public as needed. Interpretation of the White Pass Trail will be accomplished through means of signs along the trail, an overlook beside the Skagway-Carcross Highway, and interpretive talks on the White Pass and Yukon Route. The White Pass Trail is listed in the "National Register of Historic Places" (Federal Register of February 19, 1974). (See Park General Development map.)

When the White Pass Unit is established, portions of the trail and wagon road will be restored and interpretive devices will be installed along the trail and road at the site of White Pass City. Because of access by both railroad and the new Skagway-Carcross Highway, the relative ease of the trail, and availability of overnight camping and shelters, this trail is expected to attract families and those people who have only a few days to spend in the area.

Construction of a road to Carcross has already covered the lower end and will cover over an additional portion of the route of the historic trail between Skagway and White Pass City. The trail itself has largely disappeared in this vicinity through ecological succession. The road will furnish access to the White Pass City area where shorter hikes would be available to the visitor. A walk-in campground in the White Pass City area would offer a base camp to explore the historic trails, sites, and adjacent scenic areas.

To achieve the preservation of the Dead Horse Gulch portion of the White Pass Trail and its environs, the National Park Service would:

a. Restore the upper portions of the trail, with access at points strategic to the railroad as well as along the road when it is completed.

b. Provide campsites, standard signs, and interpretive markers in cooperation with the Canadian Government.

c. Stabilize ruins at White Pass City and collect and preserve artifacts.

d. Restore portions of the White Pass Trail and the Brackett Road below White Pass City.

e. Seek the cooperation of officials of the White Pass and Yukon Route in preserving and interpreting the historic qualities of their railroad properties.

2. Cooperative Management Zones

The two proposed Alaska trail units of the park are surrounded and separated by lands administered by the Bureau of Land Management, Forest Service, Yukon Territory, and state of Alaska. To assure that the prime historical sites are preserved and interpreted and that the surrounding lands are managed compatibly, state and federal officials have informally agreed to interagency and intergovernmental planning, as initial steps in regional comprehensive planning, in order to achieve an optimum mix of preservation and use. Cooperative management of the surrounding lands would be a joint administrative action by the three United States agencies and Canadian interests. In addition to the four Klondike park units, the National Park Service seeks legislated authority to enter into comprehensive cooperative management agreements specific to the Klondike Gold Rush National-International Historic Park. (See Land Ownership map.)

It is proposed that approximately 164,000 acres of lands surrounding the park (based on topographic crests, not legal boundaries) be preliminarily considered for the cooperative management zones (see Cooperative Management Zone map) for the following purposes:

a. Provide for the scenic protection of the Taiya River valley from one topographic crest to the other.

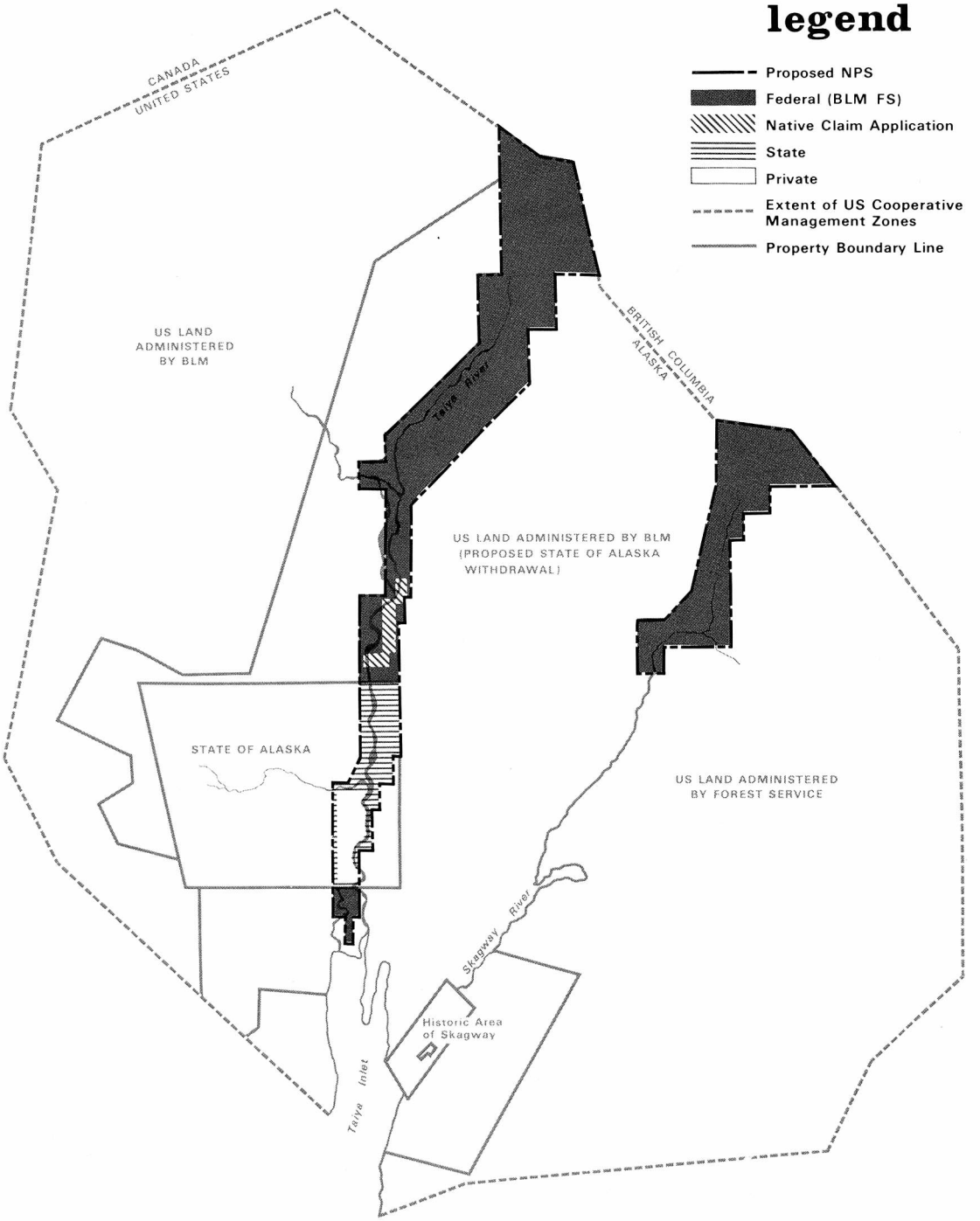
b. Provide for the scenic protection of the Skagway River valley from the topographic crest on the east to the topographic crest on the west--Mount Carmack and Mount Cleveland.

d. Cooperate with the state of Alaska, Bureau of Land Management, and U.S. Forest Service in recreational development, wildlife management and regulating potential adverse uses of lands adjacent to the historical park.

e. Provide for interpretation of the summit areas, safety of visitors, maintenance of trails, and control of use through coordination with Canada.

f. Continue planning studies with Canada for future development and interpretation of the White Pass summit areas and the possible continuation of trails to Lake Bennett, Atlin, and Ben-My-Chree.

In addition, there should be adequate exchange of planning and programming data between the Alaska Power Administration and the National Park Service



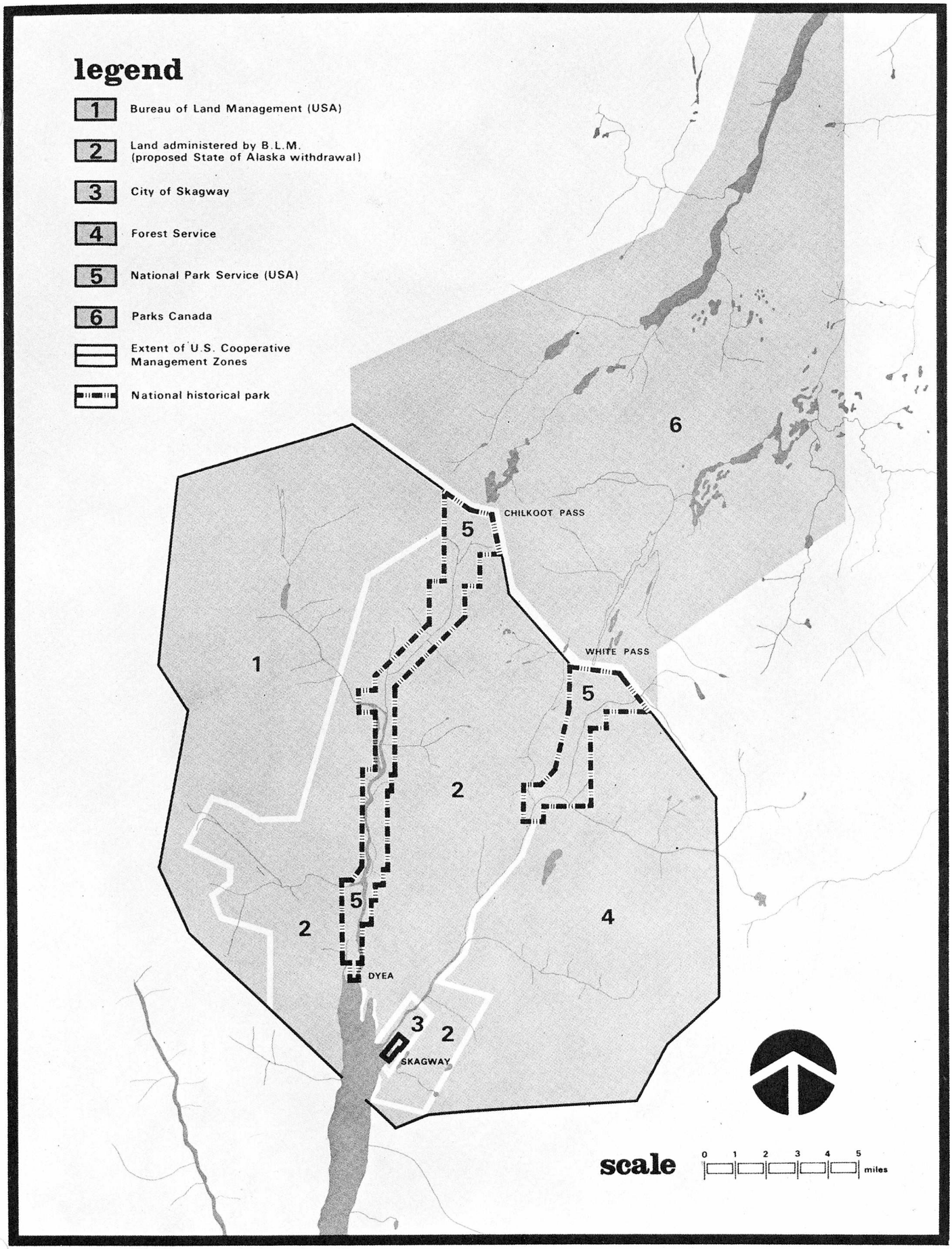
land ownership

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cooperative management zones

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to ensure that the Taiya River valley can be utilized for historic preservation, recreation, and the benefits of the Alaska Power Administration's Yukon-Taiya hydroelectric project, should the project become feasible.

Specifics of comprehensive planning and of cooperative management cannot be set forth at this level of conceptual planning prior to the park's establishment and until such time as the National Park Service has legislative authority to enter into comprehensive agreements. It is anticipated that existing recreational uses will continue in the cooperative management zones, including hunting and snowmobiling. Land uses recognized by the Forest Service, Bureau of Land Management, and state of Alaska, such as logging and mining, may also be permitted, although possibly under more restrictive conditions to assure continued compatibility of adjacent lands with the historic park units. Any restrictions on lands adjacent to the park within the cooperative management zone would be set by the affected land management agency within its legal authorities and not by the National Park Service.

A park of this importance in the unique geographical area in which it is situated will require much continued cooperation between federal, state, and local agencies for its realization. It will affect the Bureau of Land Management, Forest Service, state of Alaska, as stated above and the cities of Seattle and Skagway, and local property owners in its establishment. Cooperation will be sought with but not limited to:

a. The Alaska Department of Tourism, Alaska Airlines, Southeast Skyways, Alaska Marine Highway System, White Pass and Yukon Railroad, and private investors regarding levels of tourism, accommodations, and prepark arrival interpretation.

b. The Canadian Government, the Province of British Columbia, and Yukon Territory through the Klondike Gold Rush International Park Advisory Committee to coordinate this proposal with a similarly proposed Canadian Klondike park which would establish the United States and Canada's first international historical park.

Cooperative planning on a smaller scale will also take place with Seattle, Skagway, and private interests covering such matters as building and fire codes, research activities, and private historic preservation efforts.

As an interim measure, the state of Alaska, Bureau of Land Management, and the National Park Service entered into a cooperative agreement in 1973 to provide protection to historic artifacts along the Chilkoot

Trail. (See Appendix A.) During the summer of 1973 the National Park Service provided seasonal rangers for the Chilkoot Trail and in summer 1974 installed interpretive markers along the trail.

The coordinated planning effort between the National Park Service, various agencies, and the Canadian Government continues beyond the current park proposal in its initial steps towards more comprehensive planning. In 1973 the Alaska Department of Natural Resources, Division of Lands, formed the Haines-Skagway Land Use Planning Team which includes representatives of the Alaska Departments of Fish and Game, Highways, and Natural Resources (Divisions of Parks, Lands, and Geological Survey); Community and Regional Affairs, Economic Development, and Environmental Conservation; Forest Service; and the National Park Service.

The National Park Service is also participating in the Alaska Gold Rush Trails study now being conducted by the Bureau of Outdoor Recreation under the Nationwide Trails System Act of 1968 (P.L. 90-543). The White Pass and Chilkoot Trails were identified as gold rush trails to be studied for possible designation under provisions of section 5(c)(12) of the Nationwide Trails System Act.

The proposed park is in accordance with the Alaska Outdoor Recreation Plan which speaks to the needs for trails, trail-related recreation facilities, and historic preservation. The plan states that trail-related activities constitute the most popular form of recreation in the state and offer opportunities for future development on an imaginative scale. The plan speaks specifically to the Chilkoot and White Pass Trails as they relate to the gold rush trails indicated in the Nationwide Trails System Act. The plan further states that there is a strong need for work in the area of historic preservation.

3. Estimated National Park Service Development Costs

Estimated federal restoration and development expenditures for roads, trails, buildings, and utilities total $2.4 million over the first five years after park establishment. This estimate includes $2,086,200 for the Skagway Unit; $94,000 for the Chilkoot Trail Unit and $33,000 for Dyea; $133,000 for the White Pass Trail Unit; and $40,000 for exhibits in the Seattle Unit. Insofar as private capital is utilized for the same purpose, the federal program would be reduced proportionately. Since restoration has begun, building rental in the Pioneer Square Historic District has increased from $1.50 a square foot to $6 a square foot for fully reconditioned space. It is estimated that the Seattle leased space expenditures will be $28,900 per year (estimate based on $8.50 per square foot per year to account for renovation and increasing rents).

B. Historical Significance

Before further analyzing the Klondike Park proposal, a brief description of events of the Klondike Gold Rush between 1870 and 1910 is necessary to understand the magnitude of the historic resources and the essentially man-altered environment involved within the park units. A more detailed account of the historical significance of the resources proposed for inclusion in the park is included in the draft master plan.

Prospecting began in the Yukon Valley as early as the 1870's. (See Gold Rush Trails map.) For two decades men trickled into the Yukon, exploring each tributary of the 2,000-mile river, until by 1886 some 200 prospectors had crossed over the Chilkoot Pass to search for gold in the Yukon. Other men, such as John Jerome Healy who established a trading post on the broad flats below the Chilkoot Pass, were aware that their future lay in supplying the prospectors.

The Indians hammered stakes in the stream to build salmon traps. They called the river "Thron-Diuck," meaning "Hammer-Water." The "Klondike," as the miners misprounced it, had six tributaries which proved to be among the richest creeks in the world. It was along these streams that Robert Henderson worked his way in 1896. In one he found gold. It was mid-summer as more miners filtered into the Klondike, finding more gold. Henderson mentioned his find to George Washington Carmack ("Siwash George"), a Californian who had reached the Yukon in the 1889's and married the daughter of a Tagish chief. Carmack, with his two brothers-in-law, Skookum Jim and Tagish Charlie, searched for colors along the waterways of the Yukon. On August 16 as the three were working on Rabbit Creek--which name would soon be known as the "Bonanza" by those who followed--they found gold lying between the flaky slabs of rock "like cheese in a sandwich." The next morning, August 17,1896, the trio staked their claim on history.

The news spread, and by the end of August all of Bonanza Creek had been staked. Gold-crazed men poured into the diggings as winter set in. The traders realized their food supplies would not last until spring thaw and sent a steamboat man, George Williams, across the Chilkoot through blizzards to bring the first word to the outside world of the plight of the miners and of gold on the Klondike.

Surface finds gave no proof of riches below. The near-starved, scurvy-ridden prospectors spent the winter thawing the ground with fires to seek riches at bedrock. The average rate of descent was about a foot a day, and the newcomer had just as much chance of finding gold as the seasoned prospectors. Piles of gravel and dirt surrounded their cabins, waiting for the spring thaw to bring water for sluicing. Claims changed hands rapidly: one man sold his claim for $800 to find in three years that it was worth a million dollars.

The ice on the Yukon broke on May 14, 1897; two days later boats began arriving at the site of Joe Ladue's trading post on a narrow flat where the Klondike enters the Yukon and soon to become Dawson, "the City of Gold." The miners who had spent the winter farther west at Circle City reached the diggings en masse and staked more claims. In June, two small trading boats left Dawson to bring proof of the great strike to the outside world. At the Yukon Delta, the gold-laden miners transferred to seagoing vessels, the Portland bound for Seattle and the Excelsior bound for San Francisco.

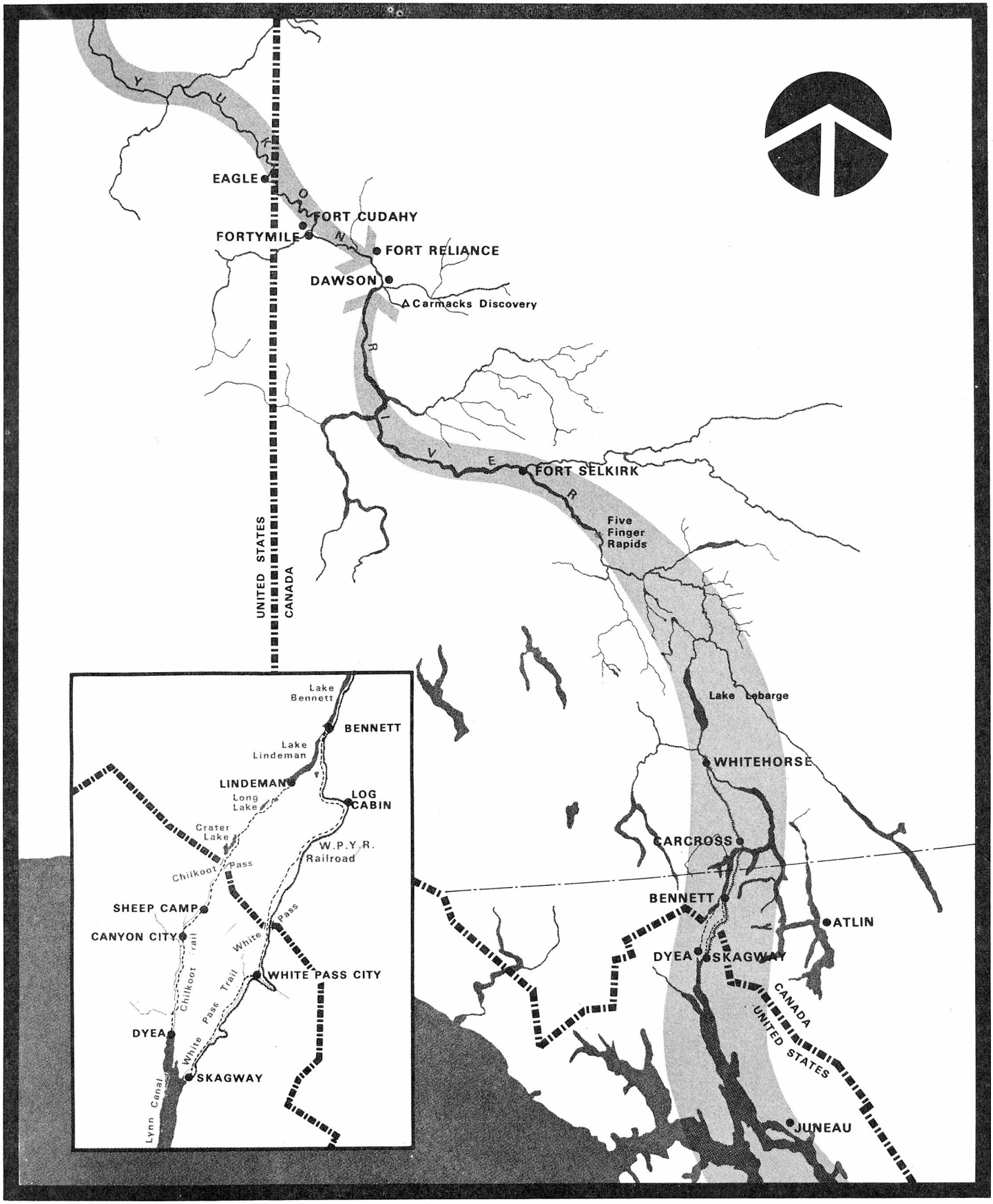
Within ten days after the arrival of the Portland, the cities of Seattle, Tacoma, Portland, San Francisco, and Victoria were besieged by gold-hungry hordes heading north. The San Francisco ship Excelsior headed north on her return voyage with a full load of prospectors. The rush gained momentum, and the cities of the Northwest geared themselves to capitalize on the hordes who sought passage north: money was to be made from the stampeders.

On July 26, 1897, the first of the gold rush flotilla arrived at the present site of Skagway. Men, equipment, and animals poured ashore. A shack and tent city grew overnight. A similar phenomenon took place on the delta near Healy and Wilson's trading post, which later became the town of Dyea. The White and Chilkoot Passes above Skagway and Dyea, respectively, became the entrances to the interior and the hope of fabulous wealth. Canadian officials checked 22,000 men across the Chilkoot Pass during the winter of 1897-1898.

In the spring of 1898, up the White Pass and across the Chilkoot to the head of Lake Bennett came more '98-ers. The head of Lake Bennett became an enormous tent city. On May 29 the ice broke and an armada of 7,124 vessels with millions of pounds of supplies moved forward. The water route ran down the mountain lakes through Miles Canyon and the Whitehorse Rapids to Lake Laberge, Five Finger Rapids, and down the Yukon River to the Klondike and Dawson. On June 8 the flotilla from Lake Bennett arrived at Dawson, measuring six boats across and nearly two miles long. By mid-summer there were 18,000 people at Dawson, with more than 5,000 working the diggings. By August many of the stampeders had started home, most of them broke but with some satisfaction at having merely made it against great odds. To have climbed the Chilkoot and reached the Klondike was the experience of a lifetime.

Seattle Unit

The story of the Klondike Gold Rush is principally that of an incredible journey through the wilds of the North. For most of the stampeders, that journey began and ended in Seattle. It was a grand adventure



gold rush trails

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that cannot be related in its entirety without a physical relationship to Seattle. The historic structures in the Pioneer Square Historic District are ideally situated, both physically and historically, to tell the story of the Klondike fever that swept the nation.

In 1897 the waterfront town of Seattle had recovered from the disastrous fire of '89 and boasted one of the finest commercial districts in the West. With the discovery of gold in the Klondike, Seattle was ready to outfit the stampeders and ship them to Alaska. Later, with the establishment of a government assay office, virtually all the Klondike gold came through Seattle. Pioneer Square throbbed to the tramp of the stampeders. Supplies for the gold rush overflowed the shops and were piled on sidewalks. Business boomed, most especially the saloons and their associated commerce. Within three years of the great discovery in the Klondike, the community had become one of the three top centers of white-slave traffic in America. Banks quit crashing and policemen, trolley operators, reporters, and even the mayor quit their jobs to make their fortunes in the Klondike.

Everyone went mining crazy. The Pioneer Building, for instance, housed miners, would-be miners, and profiteers who rented offices, formed companies, sold stock, and were off for Alaska to make good the investments of locals and visitors. At least 48 different firms concerned with mining were located there from 1897 to 1908. Other buildings housed similar tenants.

Skagway Unit

In the early summer of 1897, Skagway had but one family, Captain William Moore's. He headed for Alaska in 1887, surveyed the White Pass Trail, and settled on the broad flats of the Skagway River to wait for the Yukon Gold Rush that he suspected might develop. His closest neighbors were three miles around the point at Dyea.

On July 26, 1897, Captain Moore's prediction came true: the first gold rush steamer anchored in the bay and the first hordes of Klondikers piled ashore. By August 12 there were enough newcomers in Skagway to set up a local government and lay out the town with a proper survey. Inevitably, the main street was named Broadway, and overnight four saloons sprang up--the Nugget, Grotto, Bonanza, and one which still exists, the Pack Trail Inn. Skagway grew larger than Dyea and its all-weather Chilkoot route, for the stampeders stayed there when the weather compelled the closing of the White Pass Trail. By mid-winter, 5,000 people crowded Skagway.

Famous and infamous Skagway names began their legends. Joe Brooks, from Vancouver, arrived with a string of 17 mules and soon owned 335 pack animals. Keeler, "The Money King," had a prosperous pawnshop

filled with valuables from the lonely men. The widowed Mrs. Harriet Pullen, with her children, arrived in the fall to drive four-horse freight teams up the pass by day and at night to bake pies for men longing for home cooking. Jefferson Randolph Smith--called "Soapy" because of his slippery, phony soap racket--arrived with the boast that he would be the boss of Skagway, and shortly was.

The breweries, bars, and brothels did a roaring business, causing Superintendent Samuel B. Steele of the Northwest Mounted Police to snort that Skagway was a "little better than a hell on earth" and "about the roughest place in the world." There was no law enforcement save a quick gun.

After numerous outrages by "Soapy" Smith and his gang of 200 to 300 con men and cutthroats, the citizens of Skagway asked for federal troops and martial law. The U.S. Infantry arrived from Vancouver Barracks and, with a vigilante group, tried unsuccessfully to establish law and order in Skagway.

On July 8, 1898, after Smith's gang had highjacked a miner, Frank Reid, the town surveyor and a vigilante, stopped Smith on the entrance to the wharf, three shots were fired, and Smith fell dead on the planks of the dock with a bullet in his heart and left knee. Reid, too, sagged to the planks, with a mortal bullet wound in the groin. The regime of Jefferson R. Smith was over; the next day his gang was rounded up and deported from Skagway. A few days later, Frank Reid died a hero.

Chilkoot Trail Unit (including town of Dyea)

At the base of the Chilkoot Pass, traders Healy and Wilson established a trading post in a village of 250 Chilkoot Indians. Named Dyea (Chilkoot for "to pack" or "to load"), the town endured the same frenzy as Skagway. Here men also poured ashore, seeking their way across the mountains to the goldfields. Healy's trading post was overwhelmed in a sea of tents, rough board saloons, homes, and stores. By fall the green meadows and forests disappeared beneath the crush of the stampeders heading toward the Chilkoot Pass and enterprising merchants busily erecting a town. Dyea's growth was more static than Skagway's, for it was at the base of a more usable, all-weather route to Lake Bennett.

The White and Chilkoot Passes became the entrances to the interior. Canadian authorities, fearing the stampeders would overtax the Yukon's meager food supplies, ruled that each man had to bring enough of his

own to last a year. The required supplies and equipment totaled nearly a ton per man. Each man had to trudge repeatedly to the top of the passes to cache his goods and return for more, until all his supplies were safely over.

Up the 30-degree final slope of the Chilkoot Pass the horde trudged in a single line. The packing and handling of freight on the Chilkoot Trail was simplified when a tramway was installed in December 1897; this was followed by a more sophisticated installation in the spring. The Chilkoot Indians, whose ancestral rights to the trail had been infringed upon, worked as packers carrying supplies and equipment up the trail.

There was much suffering and loss of life from cold, exhaustion, and illness. Too, there were the inevitable fights and killings. But on the whole, the crowd was remarkably well behaved. In the spring of 1898, up both the White Pass and the Chilkoot to the head of lakes Lindeman and Bennett, came more '98'ers, where they camped, waiting for the ice to break. On April 3 there was a disaster: tons of snow from an avalanche in a nearby ravine slid into the Chilkoot Pass, smothering more than 60 persons. But the procession began again. Lindeman and Bennett became enormous tent cities. Men cut lumber to fashion boats, scows, or anything that would float, so they would be ready for the breakup.

White Pass Unit

If the Chilkoot Trail was a monument to man's endurance, the White Pass Trail was a monument to his inhumanity. It was advertised as a trail for pack animals, but it was not. Jack London described it:

"The horses died like mosquitoes in the first frost and from Skagway to Bennett they rotted in heaps. They died at the rocks, they were poisoned at the summit, and they starved at the lakes; they fell off the trail, what there was of it, and they went through it; in the river they drowned under their loads or were smashed to pieces against the boulders; they snapped their legs in the crevices and broke their backs falling backwards with their packs; in the sloughs they sank from sight or smothered in the slime; and they were disemboweled in the bogs where the corduroy logs turned end up in the mud; men shot them, worked them to death and when they were gone, went back to the beach and bought more. Some did not bother to shoot them, stripping the saddles off and the shoes and leaving them where they fell."

The horror of the White Pass Trail lasted only for the summer of 1897. By the following year improvements had been made which made it a satisfactory route for pack animals. The Brackett Road, constructed in the interim, was the precursor of the railroad which gave the route across White Pass its superiority and assured the survival of Skagway and the abandonment of Dyea.

The White Pass Trail and Brackett Road were lower and easier than their famous neighbor but were frequently impassable during the rainy season. Construction of the railroad across the White Pass led to the abandonment of the Chilkoot Trail and made the White Pass route quick, safe, and profitable.

C. Coordination During the Planning Process and Interrelationship With Other Plans

The proposed historical park commemorates the Klondike Gold Rush events which occurred in the United States and preserves those remaining sites, structures, and artifacts as part of America's heritage. As a colorful event in the history of the United States and still possessing tangible evidence of its story today, the resources of the Klondike Gold Rush have been deemed irreplaceable national assets that have brought and will continue to bring a deep appreciation and understanding of the history and the culture of the American people. The proposed Klondike Gold Rush National Historical Park fulfills a need to commemorate that portion of American history dealing with gold rushes.

Within its system of national parks to date, federal recognition of gold rush events has been limited to the "National Register of Historic Places," and preservation efforts have been primarily through state and private efforts. The proposed Klondike park conforms to all sections of the National Historic Preservation Act of 1966 (80 Stat. 915), Executive Order 11593 in identifying and preserving historic resources, the Nationwide Trails System Act of 1968 (80 Stat. 915), and the Alaska Outdoor Recreation Plan in providing public recreation. Bills (S. 1623 and H.R. 7121) to establish the proposed Klondike Gold Rush National Historical Park have been introduced in Congress. Major physical changes to the environment would be two to three years after the enactment of the legislation.

The Klondike Gold Rush National Historical Park proposal is the result of a cooperative planning venture. Cooperative planning for the proposed park began in 1970 with the formation of the Klondike Gold Rush International Advisory Committee. The committee is composed of representatives of Parks Canada, the Province of British Columbia, the Yukon Territory, the U.S. National Park Service, and the state of Alaska. The

committee serves as a forum for open discussion and full coordination of all aspects of the international park undertaking, including joint planning, timing, scale of development, interpretation, interim management, and review of plans and programs.

During the summer of 1971, the Klondike Coordinating Committee was formed to perform an ad hoc coordinating role during the planning process. Interests represented include those of the National Park Service; Forest Service; Alaska Power Administration; Alaska Departments of Highways, Natural Resources, and Economic Development; and city of Skagway. The ad hoc committee has maintained continued coordination throughout the entire planning process.

Through interaction of the agencies forming the ad hoc committee and through coordination with other agencies, possible conflicts were resolved during the planning process. Legislative provision for the National Park Service to enter into interagency management is incorporated into the park legislation. A legislative proviso also is incorporated into the park legislation that would permit construction of the Yukon-Taiya project by the Alaska Power Administration if it becomes feasible, while the Administration will incorporate into its plans methods to minimize adverse effects of the project on the historic resources of the Taiya Valley and methods to restore disturbed areas. Additionally, the southwestern boundary of the White Pass Unit is proposed to be the east boundary of the Skagway-Carcross Highway road alignment so as to avoid conflict between the park proposal and the highway route. Cooperation has been reached with the Alaska Department of Highways concerning a proposed overlook along the Skagway-Carcross Highway.

There are four units of the National Park System in Alaska, including three natural area units (Glacier Bay National Monument, 2.8 million acres; Katmai National Monument, 2.8 million acres; and Mount McKinley National Park, 1.9 million acres) and one historical unit (Sitka National Historical Park, 54 acres). In addition, under provisions of the Alaska Native Claims Settlement Act of 1971 (P.L. 92-203), proposals have been made for nine new natural area units, expansion of Mount McKinley National Park, and expansion of Katmai National Monument and redesignation from monument to park. These proposals, now under consideration by Congress, total 32.26 million acres. One of those proposals, Yukon-Charley National Rivers, relates directly to the proposed Klondike Gold Rush National Historical Park.

The historic gold mining town of Eagle is located southeast of the proposed boundary for the Yukon-Charley National Rivers and adjacent to the Canada-United States boundary. Eagle and other sites along the Yukon River played significant roles in the Klondike Gold Rush and other

Alaska gold rushes. (See Gold Rush Trails map.) Components of the Yukon-Charley National Rivers proposal include (1) to interpret, protect, and stabilize to the extent possible the evidences of historic mining and settlement in the Yukon-Charley area, and (2) to provide assistance and cooperation to the city of Eagle in the area of historic preservation.

Coordination with the Yukon-Charley National Rivers proposal offers an opportunity to further extend the coordinated international park effort, with the gold rush story beginning in Skagway, following the Chilkoot Pass and White Pass Trails across the international boundary to join the proposed Canadian Klondike Gold Rush National Historical Park which will follow the Yukon River to the northwest international boundary, and then to join with the city of Eagle and the proposed Yukon-Charley National Rivers.

The Canadian portion of the proposed Klondike Gold Rush International Historical Park begins at the tops of Chilkoot and White Passes and includes the town of Bennett, lakes Bennett and Lindemann, Whitehorse, Lake Laberge, and on down the Yukon to Dawson. Preservation and interpretation programs, particularly in Dawson, have already begun. A master plan for the Canadian park proposal is under preparation.

The Yukon River and lake system still offer much historical and recreational potential. Except for a dam at Whitehorse, the Yukon is still an unobstructed waterway for small boats. Float trips are presently being conducted. Restoration of Fort Selkirk and other gold rush sites is proposed. The Historic Sites and Monuments Board of Canada has not recommended that Fort Selkirk be designated as a national historic site; therefore, the proposed restoration is not definite.

Few historic structures remain in Whitehorse. That Whitehorse is on the Trail of '98, however, is kept alive in an excellent museum aboard the restored riverboat S.S. Klondike and in celebrations like the Sourdough Rendezvous in February.

II. DESCRIPTION OF THE ENVIRONMENT

The proposed historical park units are situated in one of the world's most spectacular geographic areas. The unit which will undoubtedly receive the greatest amount of visitation is located in downtown Seattle in the center of the Puget Sound region. The park's influence on tourism will extend north through the many ports and towns of British Columbia to the three park units situated in and around Skagway in southeastern Alaska. The entire extent of the park units spans a geographic area of stately cities and unique and simple towns, cosmopolitan and very basic peoples, large and small economies, and an endless array of astonishingly magnificent water passages, islands, mountains, glaciers, rivers, lakes, and forests. (See Region Vicinity map.)

Seattle Unit

Seattle, located in the western half of the state of Washington, is built upon a series of fully developed rolling hills surrounded almost entirely by waters of Puget Sound and Lake Washington. It is a cosmopolitan city of 750,000 people and an important center for aircraft, timber, and fishing industries as well as one of the major shipping ports on the Pacific coast. With a relatively small population in a state richly endowed with large inland waters like Puget Sound and Lake Washington and scenic parks like Olympic, Mount Rainier, and North Cascades National Parks, Seattle provides one of the most desirable recreational environments in the United States. Its downtown business district is relatively free of congestion. The center of the downtown business district today is in the area of Fifth Avenue and Union Street, but at the turn of the century, Pioneer Square held this distinction.

Tourist visitation to the state of Washington is presently 9 million visitors yearly, adding $450 million to the general economy. Visitors to Seattle in 1971 numbered 5 million, adding $220 million to the general economy. The Seattle Chamber of Commerce estimates these figures will double by 1980. In addition, there are 1.5 million potential visitors residing in the Seattle-Tacoma metropolitan area.

With the exception of a few businesses on the first floors, many of the old brick and stone buildings of the seven-block Pioneer Square Historic District are virtually deserted. With the gradual shifting of the central business district to its present location over the past 30 years, the historic structures of the Pioneer Square area decayed from disrepair.

Concerned about the plight of the area, building owners, private citizens, and city officials have worked hard to save many of these beautiful structures associated with the gold rush, including the establishment of the Pioneer Square Historic District by city ordinance. (See Seattle Leased Space map, Chapter I.) Much professional planning, both private and public, has taken place in the district which has led to the restoration of buildings; an influx of restaurants, stores, shops, and interior malls; extensive street plantings; the remodeling of Pioneer Square; and the recent dedication of Occidental Park. Although much work has been accomplished (increasing building rental from $1.50 a square foot to $6.00 a square foot for fully reconditioned space), many of the buildings remain in disrepair, as exemplified in the recent collapse of the old Olympic Hotel. The combination of building deterioration and loss coupled with building renovation creates an impression of urban renewal in the district, but most of the historic structures still remain.

An estimated 1,000 indigent residents and migrants live within the Pioneer Square Historic District. As restoration projects evolve, these people will be moved from the old hotels where they live and from the doorsteps of deserted buildings where many spend the day. There is no comprehensive program for relocating these people.

Relocation assistance is dependent upon the type of financing of the restoration project. Relocations as a result of federally funded restoration projects are financed under provisions of the Uniform Relocation Assistance and Land Acquisition Act of 1970. The city of Seattle also provides relocation assistance for those persons displaced as a result of code enforcement. In addition, the Skid Road Community Coordinating Project, financed by the Model Cities Program, has been established to assist in providing for the social needs, including housing, for the residents of the area. Efforts have also begun to establish a Neighborhood Improvement Program in the area, which would improve relocation assistance.

In short, the Pioneer Square Historic District is undergoing a marked change away from deterioration toward preservation and renovation of its unique historic buildings.

Skagway Unit

The Skagway Unit is in southeastern Alaska at the head of Lynn Canal. Skagway is a small town, some 700 people today as compared to the 10,000 people who jammed this town during the gold rush of 1898. The town is situated at the end of the inside passage, and majestic snow-capped peaks tightly engulf the town's location on the flats bordering the Skagway River. (See Topography/Boundary map, Appendix D.)



region vicinity

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Skagway is an important distribution point and seaport for the Yukon Territory and northern British Columbia. Oil, gas, dry goods, and other commodities pass through Skagway to the interior via the White Pass and Yukon Route, while ore, lumber, and raw products associated with the newly developed interior are exported through Skagway. At present, all of this material passes by ship and rail, but the proposed Skagway-Carcross Highway, which is to connect Skagway with the Alaska Highway, will make the town one of the most important distribution points in southeastern Alaska. Six miles of this road have been constructed out of Skagway; the balance of the route, which is principally in Canada, is scheduled for completion in 1975.

The Skagway-Carcross Highway, in addition to serving as a major transportation highway, will also solve one of Skagway's most serious problems, that of providing a route for low cost visitor access. At present Skagway is limited to air, rail, and water transportation for access.

The railroad serving Skagway is the White Pass and Yukon Route which carries passengers and freight between Skagway and Whitehorse, Yukon Territory--a distance of 110 miles--in about eight hours. Visitors can transport their vehicles on flatcars. This is a very scenic route, which crosses mountainous terrain to White Pass, and then runs through lake and forest country to elongated Lake Bennett, before continuing on to Carcross and Whitehorse.

Visitors also arrive in Skagway by air. Until recently, Alaska Airlines provided one scheduled flight into and out of Skagway daily. The Alaska Airlines service was by a 19-passenger Otter. In July 1974, Southeast Skyways assumed scheduled air services from Juneau to Haines to Skagway. Southeast Skyways provides five round-trip flights daily using 9-passenger amphibian aircraft. Several local air taxi services are also available between Skagway and Juneau. During the summer when visitor travel is at its peak, space on the airlines is at a premium. Scheduled airlines and air taxis use a small gravel runway on the west side of town adjacent to the Skagway River. The runway probably cannot be expanded to accommodate significantly larger airplanes because of the Skagway River and precipitous mountains surrounding the town which limit the size of aircraft to these which can use a small approach cone. The next generation short take-off and landing (STOL) aircraft should be able to operate on the existing field and be able to handle more passengers.

Tourism is a major source of income for the Skagway region. Haines, a few miles south of Skagway (but not connected by a road), is the beginning of the Haines Highway and the terminus of the Alaska Marine Highway System. The impact of tourism caused by the Marine Highway System throughout all of southeastern Alaska has been tremendous. Tourism has reached the status of one of the major industries of the southeast, and towns and cities vie for the economic benefits. Skagway is the northernmost

stop in the ferry system and a port of call for tourists who visit its historic district and ride the White Pass and Yukon Route to Bennett and Whitehorse.

Cruise ships bring 30,000 visitors per year to Skagway, and an additional 15,000 more arrive by ferries operated by the Alaska Marine Highway System. The White Pass and Yukon Route transports 40,000 visitors per year. In 1970, tourists spent $37 million in Alaska, and 70 percent of the tourists visited southeastern Alaska.

Visitor accommodations in Skagway, which includes four hotels--one new, two fairly new, and one historic--are completely full during the summer months, but there still is an ever-increasing demand for visitors to stay in Skagway as part of their tour of Alaska. With accommodations limited as they are, many persons stay on the ships overnight when they are docked at Skagway. However, 32 cruise ships were turned away in 1972 because of lack of accommodations and inadequate docking facilities.

In response to this situation, the city of Skagway is proposing the extension of its dock facilities in order to accommodate more ships in its port at the same time. Monies for this project are a problem, but it is believed that they can be raised from federal, state, and local sources. An economic impact study is underway to evaluate the impact of the port, the Skagway-Carcross Highway, and the proposed park on the city of Skagway. Plans for port expansion and application for monies await the results of this study.

For the last two years, Skagway has undergone economic expansion in the transportation sector. The White Pass and Yukon Route has constructed an ore-loading terminal on Skagway's waterfront. This, coupled with the development of a new boat basin, the reconstruction of rail lines and the construction of associated structures for ore-handling, has turned the abandoned waterfront into a modern port facility. However, at the same time, an increased number of tour boats, cruise ships, and ferry arrivals will require improved and expanded facilities.

Skagway is the climatic northern limit of the moist Maritime Climatic Zone, which is noted for mild winters, warm summers, and lack of permafrost. The climate is generally mild, with an overcast sky during two-thirds of the year. For southeastern Alaska it is relatively dry. The precipitation at Skagway is approximately 28 inches per year, compared to 83 inches at Juneau.

The temperature variations, both daily and seasonal, are usually confined to relatively narrow limits. The difference between daily maximum and minimum temperature readings averages about 14 degrees during all months

of the year. The coldest month is January, with a mean temperature of 21°F. July is the warmest month, with a mean temperature of 58°F. The absolute minimum recorded at Skagway was -24°F. in February 1947. An absolute maximum of 92°F. was recorded in July 1899 and August 1923.

The average length of the frost-free season is approximately 180 days, extending generally from about the first of May to the middle of October. Strong winds may occur in any season, but they are common in winter. The wind direction is generally from the north from November to March and from the south from March to November.

The mountains behind Skagway and Dyea are covered by deep snow in the winter, but they shed their snow coat during June, July, and August. Perennial icefields remain above the 7,000-foot level. Avalanches occur mostly during the middle and late spring and affect only the mountain passes.

The city of Skagway for many years has been faced with the problem of inadequate sewer and water systems, and increased demands placed on the system by new residents and visitors make the situation worse. Skagway's sewer system collects from most of the residences in the town, but sewage does not recieve any treatment and is dumped into Lynn Canal. The existing sewage collection system is infiltrating and approximately 1 million gallons per day are being dumped into Lynn Canal, including an estimated 200,000 gallons of sewage produced by the city of Skagway. A study is underway to determine whether to rebuild the system or to repair the existing pipes to stop the infiltration. The Environmental Protection Agency has approved a grant for a new sewage treatment plant capable of processing 250,000 gallons per day. Construction of the new plant is expected to begin in fall 1974, with the plant in operation by January 1976.

The water system for the town originates from upper Dewey Lake, located several hundred feet above the town, and from three additional wells near town (one of which was developed summer 1974). The initial system was in poor condition, with some of the redwood water pipes dating to the gold rush era. During the summer of 1974, the city used bond monies passed in 1972 to reinforce the water lines, drill a third water well, install a supplemental pump on the Skagway River, and install a standby diesel generator for the water pumps in case of power failure. The system now produces 2,000 gallons per minute, and the supplemental pump is available as an additional source of water should it be needed in case of fire. During summer 1974, a 3-month bacti study was conducted with the goal of certifying the city's water system. If the results of the study are negative, certification will be given. This certification will allow the Alaska Marine Highway System, an interstate carrier, to take on water in the city of Skagway.

Disposal of garbage is another problem. A new dump recently started in a highly scenic area near Lynn Canal has roused considerable criticism. The city has purchased an incinerator to be installed with the new sewage treatment plant. Sewage sludge will be dried and burned with the solid waste, with waste oil from the ferries and cruise ships used as fuel. Heat produced will be used to heat the sewage treatment plant. The incinerator will be installed as soon as the site is selected for the sewage treatment plant, by fall 1974, and the plant will be built around the incinerator. The incinerator is designed to meet state and federal air quality standards.

Although 75 years have passed since the Klondike Gold Rush, a remarkable number of wooden structures associated with the gold rush remain in Skagway, almost all along Broadway. The buildings were first identified by the National Park Service in 1968 and later in 1970. They likewise have had the attention of several historians and a number of historical architects, but detailed studies of these buildings have not as yet been done. (See Skagway/Historic Resource map.)

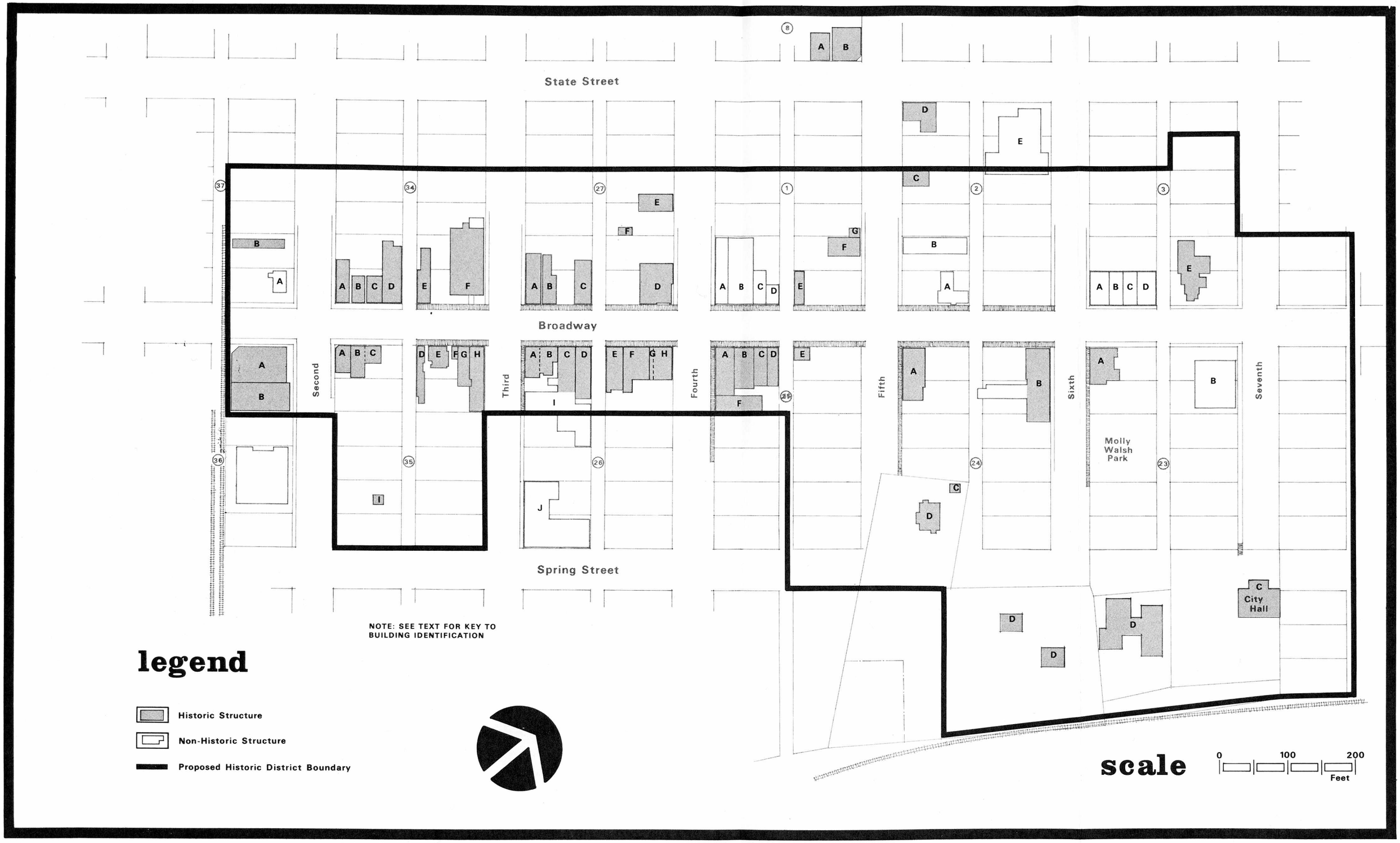
The White Pass and Yukon Route has constructed a new railroad depot to replace the two original historic gold rush structures and has donated the latter to the National Park Foundation. Methods of preserving and utilizing these valuable structures are currently being explored by the National Park Service.

Although the majority of the remaining historic structures are located immediately adjacent to Broadway, there are many other buildings and sites related to the early 1900's period. The following are among the most significant:

a. The beautiful and well-preserved city hall was constructed in 1899-1900 to be used as a school but was used as a federal courthouse for many years. Today, it houses the city offices, jail, and a community museum.

b. Mrs. Harriet Pullen's famous hotel sheltered many famous people, including President Harding. For years, the Pullen House was Alaska's finest hotel. After Mrs. Pullen's death, the structure was left unused; and as is the case with so many old buildings, fire, weathering, and vandalism have taken their toll. Today, the big, proud old hotel is almost beyond redemption and lies warped and sunken on its crumbling foundation. The neighboring structures on the estate are in a similar state of disrepair.

c. The log structure which belonged to Captain William Moore, Skagway's founder, sits well-preserved on private land near its original location.



skagway / historic resource

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d. The small, white Alaska cable office structure on Main Street and First Avenue most likely was the original office for the WOMCATS telegraph system of the early 20th century.

There are, in addition to the above, various halls, stores, churches, and houses throughout town dating back to 1899-1910. In some cases, these historic relics are reasonably well-maintained, although many are being altered according to the needs of the owner; others are hollow skeletons.

In October 1972 the city of Skagway passed an ordinance to:

a. Establish a historic district extending from the railroad depot to Seventh Avenue and varying in depth along Broadway.

b. Adopt local zoning laws that would help to preserve the historic integrity of the privately owned historic buildings within the district and to assure that the character of existing non-historic and newly constructed structures in the historic district would be in harmony with the designated area.

c. Establish a historic district advisory board with members composed of city, federal, and state agencies and independent experts who would advise on permit applications and all matters affecting the historic integrity of the district. The Skagway Historical Commission was created in 1973 to oversee historical restoration of private development within the district.

d. Seek, in cooperation with the state of Alaska, financial aid for restoration of historic structures through the Historic Preservation Act of 1966 and other federal programs and, likewise, explore and establish, where feasible, tax benefits for landowners who are willing to participate in a historic preservation program, both within and outside the historic district.

Chilkoot and White Pass Trails

Topography

The gold rush trails of '98 pass through an area of spectacularly rugged terrain and varied microclimates. From the Taiya Inlet, the mountains rise abruptly to 7,000 feet elevation where peaks are surrounded by the northern extremeties of the immense Juneau Icefield and other glacial systems. Several small lakes occupy cirque above the steep-walled river canyons and in the side valleys. (See Topography/Boundary map, Appendix D.)

Climate

The climate of this region is influenced by both interior and maritime weather patterns. This is the least humid area of southeastern Alaska, with an annual precipitation of 28 inches in Skagway. As storm fronts move inland, they undergo orographic lifting, resulting in up to 200 inches annual precipitation falling (mainly as snow) at higher elevations.

The most characteristic climate feature of the area is the winds. The Skagway winds are strong, often in excess of 40 m.p.h., originating either from the interior or maritime weather systems. North winds funnel from the interior weather systems over the passes and down the river valleys. Periods of four months of 20 m.p.h. or greater winds daily are not at all uncommon in the Skagway River valley throughout the winter. The Taiya River valley is generally less affected by these winds.

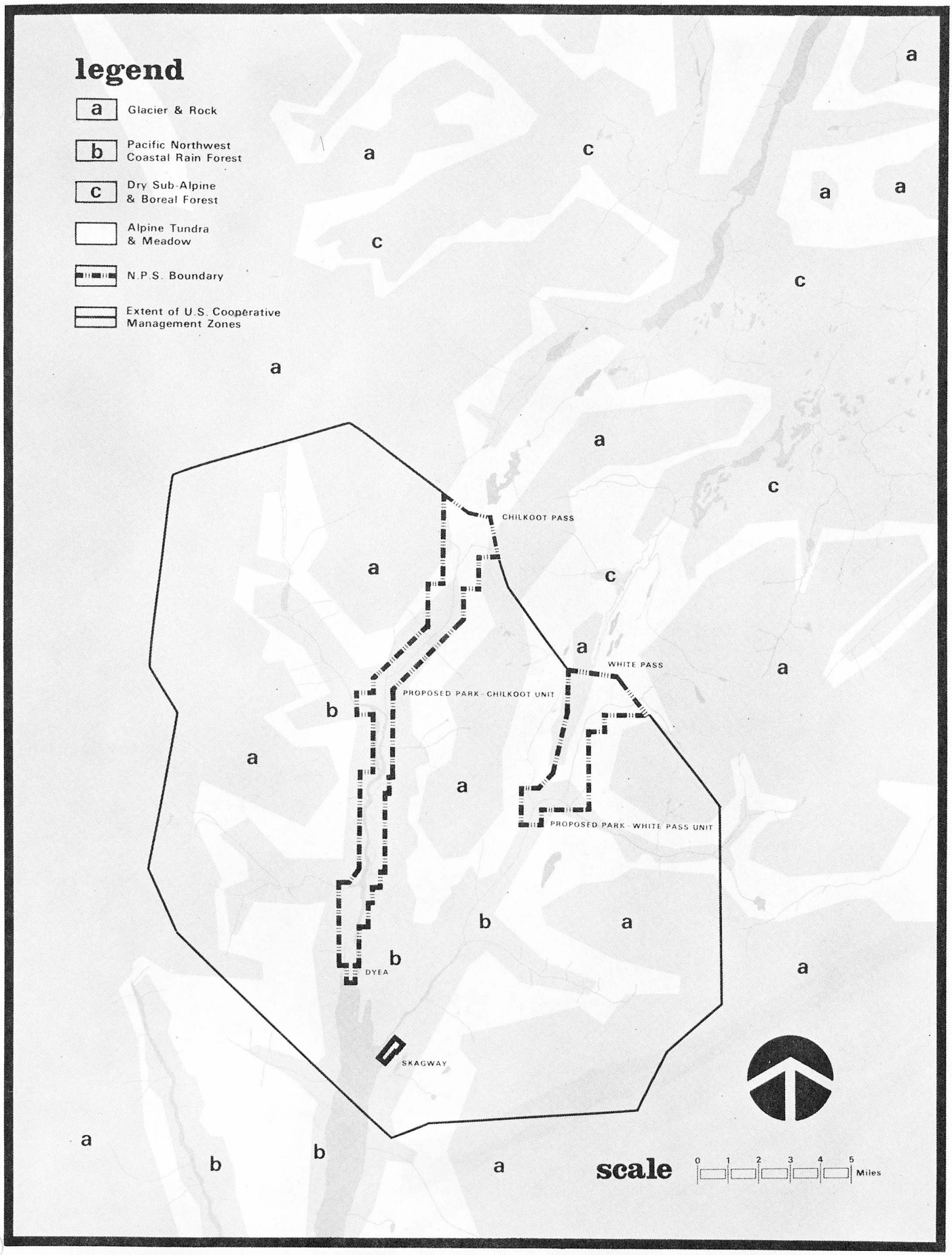
Ecological Zones

Both the Chilkoot and White Pass Trails traverse at least three highly distinctive major biogeoclimatic zones. (See Natural Resource map.)

a. Pacific Northwest Coastal Rainforest

Mainly on the Alaska side of the passes, the biotype is characterized by a moderate coastal (marine) climate. Because of the highly varied topograhy and microclimatic conditions, the characteristics of the forest are also varied. Coniferous tree species include western hemlock, mountain hemlock, Sitka spruce, alpine fir, and lodgepole pine. The most common deciduous tree, the black cottonwood, is an extremely fast-growing, shade-intolerant species characteristic of the moist river bottomlands. Trembling aspen and balsam poplar also occur locally. Alder and willow are common. Patches of salmonberry, devil's club, blueberry, and currant dominate the shrub layer. A wide variety of herbaceous plants occur as ground vegetation, including lady fern, violets, and many other species.

There are several small stands of timber, totaling about 3,562 acres with an estimated 75,923 MBF (Int. 1/4 rule) of potential commercial value within the Chilkoot and White Pass Trail Units. Outside the proposed park units, approximately 11,630 acres contain an estimated 165,996 MBF of potentially commercial timber. One section of West Creek, west of the Taiya valley, was recently logged. Total value is considered relatively low, since the entire forest area is a young ecosystem which is undergoing a rapid rate of soil, vegetation and, consequently, animal population changes following severe and recent glaciation.



natural resource

KLONDIKE GOLD RUSH NATIONAL HISTORICAL PARK | 20020

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Most of the area is undergoing primary succession. However, much accessible tree vegetation on the lower slopes was logged during the gold rush, early development of Skagway, and construction of the White Pass and Yukon Route. The area has also been burned extensively as a result of man's activity. Both early logging and repeated fire has caused a substantial area to undergo secondary succession.

b. Alpine Tundra and Alpine Meadow

This biotype is particularly well developed on the Canadian side of the passes and on higher, less accessible areas on the Alaska side. On the Chilkoot Trail, the biotype extends from the vicinity of the pass as far as Deep Lake, where sub-alpine forest begins to take over.

The most extensive expanse of alpine tundra is in the vicinity of Crater Lake, just below the summit. The surrounding slopes, reminiscent of the arctic tundra, are characterized by patches of ice and snow and swift-flowing meltwater streams rushing across the tundra into the icy waters of the lake. Grassy, meadow-like swales are common farther down from the summit.

Climatic conditions in this section are sub-arctic extreme with temperatures varying from over 80°F. in the summer to -50°F. in winter. Total precipitation is around 30 inches, including 200+ inches of snow per year.

Plant species include a variety of heaths and similar dwarf shrubs and dwarf willows. A wide variety of herbaceous flowering plants, grasses, and sedges carpet the sheltered swales. Mosses and foliaceous lichens occur ubiquitously.

c. Drier Sub-alpine and Boreal Forest

The third major biotype along the Chilkoot extends roughly from Deep Lake to Bennett and includes all the forest areas around Lakes Lindeman and Bennett.

The climate here approaches boreal (cold) continental humid. Precipitation will vary locally from roughly 15 to 30 inches per year, including up to 100± inches of snow. Temperature extremes range from summer highs in the 90's to January lows of -60°F.

Coniferous tree species include lodgepole pine, alpine fir, and white and black spruce. Black cottonwood, trembling aspen, and balsam poplar occur in the wetter bottomlands and are the first species to colonize cutover or burned areas.

Minerals

The area was heavily prospected for gold and related metals during the gold rush. The Geological Survey reports that past mineral production on proposed park lands is relatively small, and there is no basis for predicting the potential for production. (Geological Survey, 1974, Chapter IX)

About 43 lode mining claims in 14 groups have been located over the years in the Skagway region. These claims were staked for a variety of minerals including gold, silver, lead, zinc, copper, and molybdenum. The only sustained venture, however, was carried on at the Inspiration prospect about three miles south of White Pass. None of the several locations has been legally maintained to the present time by the annual performance of assessment work. The Inspiration prospect, which contains 12 lode claims that were regularly maintained during the interval 1926 to 1932, is the only claim group within the proposed park.

The Inspiration claim group has been opened by a 140-foot crosscut adit and a steeply inclined shaft. These workings explore a pronounced south-trending shear in quartz diorite. This shear, probably a strand of the White Pass Fork fault, is sporadically mineralized along its east wall in the vicinity of the workings with zinc, lead, and copper sulphides and with oxides of iron and manganese in a siliceous gangue. The mineralized zone, as exposed, ranges from several inches to as much as 18 inches wide. Although production was not attained, a few tons of ore are believed to have been extracted, hand sorted, and shipped.

The White Pass and Yukon Route Railway in 1973 hauled 481,500 tons of concentrates from the Anvil mine in the Yukon Territory to Skagway for transhipment to Japan. Freight haulage from the Anvil property starting in 1969 has increased steadily to the present. Aggregate tonnage of concentrates hauled during the five-year period through 1973 amounts of 1,737,000 tons. No mineral commodities other than lead and zinc concentrates from the Anvil have been hauled to the port of Skagway.

Wildlife

The major big game species in the area are mountain goat and black bear. A small population of moose (less than 24) occurs in the upper Skagway River bottoms, and moose are also frequently seen near lakes on the Canadian side. Mountain goats are hunted in the fall and winter. Some black bear are hunted along the railroad grade in the spring. The Alaska Department of Fish and Game reports that hunting pressure on the two species is not very great. Grizzly or brown bear and wolves are

seen infrequently in this area. Grouse and all three species of native ptarmigan inhabit the area. This area also contains the northernmost breeding habitat of the rufous hummingbird. Wolverine, marmot, porcupine, marten, and many smaller animals are present to the degree this relatively sterile habitat allows. Bald eagle, mink, and many other birds, small mammals, and predators are found along the areas influenced by salt water. No prominent waterfowl habitat is present within the area. No rare or endangered species are known to inhabit the area.

Archeological Resources

There are possible archeological and historical sites related to the native cultures along the trails. The Chilkoot and Chilkat (Tlingit Indians) occupied the lowlands near Lynn Canal and the Stick (Athabascan Indians) occupied the Yukon interior. The coastal Indians traded fish oil and sea products with the Stick for furs and horns, later trading the furs and horns to the Russian, Boston, and Hudson's Bay trading companies. The aggressive and domineering Chilkoots and Chilkats protected their trade route and monopoly, not permitting others to use the passes and even burning Fort Selkirk in the Yukon when the Hudson's Bay Company attempted to trade directly with the Stick Indians. In 1879 U.S. Navy Commander Lester A. Beardsley was able to break the stranglehold on the passes and reached an agreement whereby the Indians would permit the white miners to reach the Yukon via the passes. The Indians were given the assurance that the miners would not interfere with the trade.

In 1883 Lieutenant Frederick Schwatka was dispatched from Vancouver Barracks to study the Indians and the terrain. From Schwatka's reports, as given to him by Carl Spuhn of the Northwest Trading Company, came the legend regarding the Chilkoot Indians' prowess as packers. Spuhn told Schwatka that the Indians were accustomed to carrying 100 pounds. The established fee for packing over the pass was $9 to $12 per 100 pounds.

When the miners arrived with tons of goods to transport across the passes, the Indians were the primary packers until the arrival of wagons and horses, the later construction of an aerial tram, and finally the construction of the railroad.

Dyea

Situated at the end of the Lynn Canal, the town of Dyea was the funnel through which the stampeders poured on their way over the Chilkoot Pass. The town was abandoned when the railroad over White Pass was completed, and today only a handful of visitors from Skagway ever see or appreciate the significance of this once booming town.

The delta of the Taiya River fills a valley area of about three-fourths of a mile by two miles between sharply rising mountains. A gravel road extending from Skagway about eight miles is the only access unless one arrives by water or hikes overland. Second-growth forest covers the upper part of the flat delta, while the remainder is barren or covered with grasses and low bushes.

No structures from the gold rush period exist in any restorable condition. At least four remnants of structures and the ruins of a pier can still be seen. Other structural materials, house pits, metal roofing, and assorted materials and debris are found throughout the Dyea site. The historic integrity of the site itself is relatively high because only slight disturbance of the features has occurred since the Klondike rush.

There are two cemeteries here, the Dyea town cemetery and the "slide" cemetery where victims of a snow avalanche are buried. The state has provided signs and markers at the latter. Most of the surviving wooden head markers at the town cemetery are illegible.

Chilkoot Trail and Pass

From October to June the Chilkoot Trail is snow-clad. From June through September, however, it is still visible and passable, with ruins and artifacts scattered along its full length and with two shelters and other improvements provided by the state. It enjoys limited use by the more durable breed of overnight hikers. Hiking the trail is essential to understand and comprehend the significance of the resource.

The trail today is described by J. R. Lotz of the Canadian Government:

". . . a good nine mile long gravel road connects Skagway with Dyea . . . . The road from Skagway crosses a steel bridge over the Taiya River; the original trail took off on the right of this bridge. Just across the bridge is an intersection. The left hand fork goes to Dyea and the Slide Cemetery, and the right follows the river. About a mile further on it crosses the West Creek, and a short distance beyond this the trail begins at the cable crossing.

"A hand operated cable car takes the traveller across the Taiya River. (The cable car has not operated since 1972.) For the first three miles the trail follows an old bulldozer trail that makes easy walking. Several streams have been bridged on this stretch, and the trail passes through an old sawmill area, where two cabins are standing.

"Just beyond this the bulldozer road ends, and the narrow trail begins. It winds up the side of a hill, through closed forest with mossy ground cover, until it drops down to a flat on the east bank of the river. Here, at the Canyon City shelter area, the trees have been cleared, and an excellent log cabin and pit privy built. The cabin contains eight simple bunks, and a stove, as well as an outdoor table and fireplace.

"From the Canyon City shelter, the trail leads through the woods for about a half a mile. Here the trail forks, one branch going over to the site of Canyon City, and the other continuing up the east bank of the river to Pleasant Camp. For about a mile the trail climbs up the side of the Dyea Canyon, then levels out and drops down. As elsewhere on the U.S. side, the trail is clear and well marked; at one place a telegraph pole still standing. In places the corduroy of logs put down in the early days has rotted, and needs to be traversed with care. The trail drops down from the canyon side to Pleasant Camp. Here the river has to be crossed twice on logs thrown across the stream. The trail then leads on and slightly upwards for over a mile to Sheep Camp.

"Here another log cabin, with stove and bunks has been built. From Sheep Camp the trail leads through the bush, and then breaks out on the gravel bed of the river. It is possible to climb up this to just beyond the point where a waterfall comes down on the right. Then it is necessary to cut left along a cleared trail. This leads to a large area of boulders over which it is necessary to clamber. The two prominent markers here - Stone House (about a mile from Sheep Camp) and the Scales (just below the summit) have been swept away by slides. The trail breaks out into the open just near the point where the snow slide of 1898 occurred. This is near where the two 'ravines' are located. From this point it is advisable to keep down in the stream bed and follow the trail to the base of the Chilkoot. From the base of the pass there are two alternative routes over the summit. The left hand one is a steep slope, covered with loose scree. It was on the snow that covered this slope that steps were cut in 1898. To the right is a longer, less steep slope, the so-called Pattersen Trail used by dogs and pack horses in the early days. The right hand trail is less dangerous in summer; the scree on the left hand trail can become loose and dangerous."

Until a few years ago the Chilkoot Trail had virtually disappeared. Then, inspired by a few individuals, the Alaska Department of Natural Resources, in cooperation with the Alaska Division of Corrections, began reconstructing the Alaska portion of the trail, following as much of the original alignment as possible. Many artifacts and structural ruins can be seen along this trail, but only a brief description in the trail guide of major points offers any interpretation to the hiker. On the Canadian

side, the Yukon Department of Corrections has undertaken restoration and maintenance of the trail from Bennett to the summit. Interpretive devices are limited to a sign on the old Bennett Church and signs at locations along the trail, mostly on the Canadian portion of the trail.

Although rough and primitive in many spots, the Chilkoot Trail is being used by an estimated 1,300 hikers per year, and portions are already suffering from this human impact. Two shelter cabins on the Alaskan side, designed to sleep eight, have held as many as 30 on rainy nights. Historical artifacts are prominent within the corridor, numbering in the hundreds at important sites. However, artifacts are rapidly disappearing as the number of users increases along the trail. Archeological values are undoubtedly present within the corridor as the Chilkats had camps at Dyea and the trail was used for years as access into the interior.

White Pass Unit

The White Pass Trail follows the Skagway River and its White Pass Fork to the British Columbia border. Part of the trail from Skagway to White Pass is still visible from the railroad. White Pass City today contains only a few ruins. The White Pass Trail was used as a foot trail, pack trail, and wagon road until the White Pass and Yukon Route provided access to the interior by rail. Along the trail is Dead Horse Gulch, where over 3,000 pack animals perished, there is a monument to these sacrificial beasts. Little or no public hiking of the White Pass Trail occurs at this time.

White Pass itself is 2,900 feet high, and approximately 11-1/2 air miles north-northeast of Skagway. The White Pass and Yukon Route railroad estimates that there are 20 miles of roadbed from Skagway to the summit of the White Pass.

Since the turn of the century, rail travelers have thrilled to the sights, and remembrances of the White Pass Trail which the stampede took on their way to the Klondike. The trail today lies abandoned and unused.

Probable Future of the Environment Without the Proposal

Seattle Unit

Building owners, private citizens and city officials have worked diligently to save historic structures and the setting of the Pioneer Square Historic District in Seattle. Renovation of many of the old buildings has taken place and the area has had an influx of shops, restaurants, and interior malls. In addition, the city proposes to include historic restoration as part of the proposed waterfront park. It is expected that renovation and preservation activities will continue in the Pioneer Square Historic District but not at the rate that it has occurred over the past five years. Competition for efforts--both political action and financing--posed by other historic preservation opportunities in the city of Seattle will probably divert resources from the Pioneer Square Historic District, thus reducing the rate of change in the district.

Visitation to the district has been increasing and probably will continue to increase in the future. While the historic setting and resources will continue to provide a backdrop for the activities in the district, visitation can be expected to be more and more oriented toward the commercial opportunities in the shops and restaurants of the district and less toward the historic role of Seattle in the Klondike gold rush.

Skagway Unit

Over 55 historic structures remain in Skagway. These structures vary in condition from the old Pullen House which has suffered from both neglect and fire to the Golden North Hotel which still offers accommodations in its antique-furnished, renovated rooms. A portion of one building suffered minor fire damage in the winter of 1973. Another building has been restored recently through private efforts but the restorative actions were not truly representative of the Klondike era.

While the state and city governments and private endeavors can and probably will make future efforts to maintain the integrity of the Skagway Historic District, it is unlikely that sufficient financial and technical resources would be available to confront the massive undertaking of restoring or renovating up to 55 remaining structures. As local government funds become diverted into public services now being provided or proposed (i.e., water, sewage, and solid waste systems and port expansion), it is likely that historic preservation monies would be concentrated to only a few of the structures. The overall integrity of the historic district probably would not be maintained.

Visitation is increasing throughout Alaska and is expected to increase in Skagway even more after the Skagway-Carcross Highway is completed. Increases

in visitation could overtax the capabilities of the historic resources to withstand use if substantial efforts are not undertaken to renovate or restore the structures to withstand the use.

Skagway already suffers from a lack of visitor accommodations and services to meet peak-season demands. Tourist visitation is the mainstay of the city's economy, with the transportation of goods to and from interior British Columbia and Yukon Territory being a supportive industry. In the long run, it is not likely that substantial private investment in accommodations and services would occur unless there is a surety of retention of the historic resources which draw visitors to the area. Should the historic resources diminish in the future from increased visitation and lack of restorative efforts, stability of the tourist sector of the Skagway economy would be threatened.

There is little known opportunity for economic diversification in the Skagway area unless the Yukon-Taiya hydroelectric project were developed. Economic opportunities resulting from such a development would probably be short-term during actual construction since seismic conditions in the area indicate earthquake potentials which would be hazardous for industries seeking to locate in the area.

Chilkoot and White Pass Trail Units

The state of Alaska recognizes the historic and recreational values of the Chilkoot and White Pass Trails in the Alaska Outdoor Recreation Plan. It is probable that the state would maintain those trails and provide for at least continuation of the existing level of interpretation. However, the state probably would not be able to provide for added protection of artifacts along the trails, additional interpretation, or visitor safety. Loss of artifacts would continue and eventually the trails, while maintaining their recreational attributes, would probably lose much of their historic integrity.

In the long run, it can be expected that efforts would be continued to retain the historic resources to the limited extent that funds and resources would be available. Eventually, the integrity of the historic resources of Skagway and the Chilkoot and White Pass trails would likely be compromised. This could weaken the economic base of the town of Skagway unless forms of diversification arose.

III. THE ENVIRONMENTAL IMPACT OF THE PROPOSED ACTION

The overall impacts of establishing the proposed Klondike Gold Rush National Historical Park would be (1) to restore, preserve, and interpret those historical buildings, ruins, and artifacts remaining from the historical epic for existing and future generations; (2) to strengthen the tourist section of the economy in Skagway and portions of the surrounding area; (3) to commit approximately 13,271 acres of land to park purposes; (4) to have managed, in a cooperative management effort, the resources on approximately 164,000 acres of lands surrounding the proposed park units to protect the scenic resources and historical setting which may restrict some future multiple uses of the lands surrounding the Park; (5) to catalyze private development in Skagway to accommodate increased visitor use; and (6) to complement existing future historic preservation efforts in Seattle's Pioneer Square Historic District.

A. Impacts on Vegetation

Skagway and Dyea

Vegetation in the historic district, on developable land in Skagway, and in Dyea is scattered second growth grasses and shrubs. The land was disturbed during the gold rush at which time Skagway alone had a population of about 10,000 compared to the existing 700. Vegetation will be removed on selected sites on up to 5 acres for construction of National Park Service housing and maintenance facilities and on approximately 2 acres for construction of four parking lots in Skagway and five small parking areas in Dyea. In addition, an inestimable but probably significant amount of vegetation will be removed in Skagway for private development of new tourist facilities, such as hotels and restaurants.

Chilkoot and White Pass Trail Units

Vegetation in the Taiya and Skagway River valleys, which include the Chilkoot and White Pass Units of the proposed park, ranges from Pacific northwest coastal rain forest to alpine tundra and alpine meadows. The rain forest portions of the trails are relatively dense, with western hemlock, mountain hemlock, Sitka spruce, alpine fir, lodgepole pine, black cottonwood, and some occurrences of trembling aspen and balsam poplar. Most of the area is undergoing primary succession from relatively recent glaciation; much of the accessible lower slopes is undergoing secondary succession since the slopes were logged during the gold rush and settlement of the area and have also been burned extensively by man's activities.

Park establishment will prevent disturbances to vegetation other than that which will be necessary for relocation and restoration of the Chilkoot Trail to its historic routing and development of campsites along the trails. Vegetation will be disturbed or removed for the latter developments. The present level of planning does not provide an estimate of acreages, although it is expected to be minor since only minor portions of the trails require relocation, and the campsites will be walk-in, and parking spurs will not be required. The remainder of the vegetation will be protected to assure continued natural succession taking place, with the log- and fire-denuded areas eventually returning to their natural condition.

An estimated 75,923 MBF (Int. 1/4 rule) of potentially commercial timber on approximately 3,562 acres will not be available for timber harvest for economic or utilitarian benefits. The Skagway area will not derive the economic benefits which could occur should the timber resources become commercial.

A degree of trampling and compaction will occur along the trails and at the campsites as use increases, to the extent that hikers leave the designated trails and campsites. Present use of the Chilkoot Trail is approximately 1,300 visits per year; use of the White Pass Trail is virtually nonexistent. Visitation on the Chilkoot Trail is estimated to be 2,000+ by 1980; no estimate of visitation has been made for the White Pass Trail. The White Pass Trail will receive hiker use as well as short-term visitors from railroad and highway access points. No carrying capacity has been set for the units of the park. (See Chapter IV.)

B. Impacts on Wildlife

Major big game species are mountain goat and black bear. Mountain goat are hunted in the fall and winter; some black bear are hunted along the railroad grade in the spring. Grouse, all three species of native ptarmigan, and the rufous hummingbird also inhabit the area. Bald eagle and many other birds, small mammals, and predators are found along the area influenced by salt water. The area also supports a small population of moose (less than 24), wolverine, marmot, porcupine, marten, and smaller animals to the degree that the relatively sterile habitat allows.

Chilkoot and White Pass Trail Units

The proposed Chilkoot and White Pass Trail Units will provide approximately 12,457 acres of protected wildlife habitat principally extending from the river's edge for several hundred feet on either side. Although little

is known about the size of wildlife populations, beyond their being limited, excessive wildlife populations due to "no hunting" protection within the park is not anticipated as a potential problem. The Chilkoot and White Pass Units are long, narrow corridors that pass through vast acreages of wildlife habitat which is open to hunting under state regulations. No hunting in the park may increase opportunities for park users to view wildlife.

C. Impacts on Water Quality

The Taiya and Skagway Rivers are both glacial streams. The water quality is good. The streams are often turbid from heavy loads of glacial flour. The water supply of the city of Skagway, obtained from upper Dewey Lake, is presently undergoing upgrading to meet federal and state standards. (See Chapter II.)

No significant impact on water quality is expected to occur. As accompanies any increase in human use, small amounts of human waste, litter, nonbiodegradable soap, and eroded soils from trails near waterways will enter the rivers and tributary streams along the trails. Such pollutants will be to the degree that sanitary facilities and backcountry information programs are unable to control them. (See Chapter IV.)

D. Impacts on Air Quality

The air quality in Skagway and the two river valleys is excellent. Winds, often in excess of 40 m.p.h. in Skagway and up to 20 m.p.h. in the Skagway River Valley, prevent concentration of air pollutants. There are no polluting industries in Skagway; however, the diesel-oil-burning engines on the White Pass and Yukon Railroad emit smoke which is rapidly dispersed by the winds.

It is not anticipated that the proposed park will have a significant effect on overall air quality. Air pollutants from vehicle exhaust emissions will concentrate in the areas of the four proposed parking lots in Skagway. The parking lots will hold an estimated 280 vehicles in Skagway and a total of 100 in Dyea. Pollution will be to the degree that required pollution control devices are unable to prevent exhaust emissions.

The National Park Service is proposing four primitive camping areas in the Chilkoot and White Pass Units of 25-50 campsites each. Campsites will be greatly dispersed and with prevailing north and south canyon winds along with diurnal currents, the concentration of pollutants from campfires is not expected to be high. Trains proposed for display on Broadway will not be operational.

E. Impacts on Land Use

Seattle Unit

The Pioneer Square Historic District in Seattle is an area already committed to historic preservation and visitation. The Seattle Unit of the proposed park will not affect land use per se. However, 3,400 square feet of ground floor, street front space in one historic building will be leased and committed to park purposes. Ground floor, street level space is generally most desirable for shops and restaurants; and to the extent that a shortage of such space may arise, the proposed park unit will affect land use. To date, many of the renovated structures have space available for lease, and other new building renovation projects are just beginning. A shortage of space is not foreseeable at this time.

Skagway Unit

Land-use commitments in Skagway are sporadic, with many areas of undeveloped but previously disturbed land between structures. Gaps appear along Broadway in the Skagway Historic District where deteriorated structures have been removed.

The National Park Service will acquire up to 10 acres of land in Skagway for historic restoration, housing, administration, and maintenance facilities. To the degree that private developments are able to provide housing, the National Park Service will lease housing. However, up to 5 acres will be removed from the tax rolls for National Park Service facilities in addition to 4 acres within the historic district.

Within the Skagway Historic District, certain historic structures will be relocated to available space along Broadway as part of the restoration program. Other available space can be used by private developments constructed in harmony with the historic structures. Historic restoration and renovation will not cause additional land-use commitments but will shift commitments from scattered locations to the historic district. The National Park Service will acquire 16 historic structures totaling approximately 4 acres. Seven of the structures will be leased or sold back to private operators after restoration.

A large and as yet inestimable land-use change will accompany private development of visitor accommodations. Hotels and restaurants are already in short supply for the over 45,000 annual visitors. New developments can be anticipated to accommodate some of the forecast visitation of 140,000 by 1980, but it is doubtful if this visitation will be reached unless adequate overnight accommodations and ferry terminal facilities are provided.

Chilkoot and White Pass Trail Units

With park establishment, approximately 12,456 acres will be removed from potential land uses other than historic preservation, interpretation, or recreation in the two trail units. There is virtually no developable land within the White Pass Trail Unit. Relatively level, developable land in the Skagway area is limited to the corridor along the lower Taiya River and near the mouth of the river. An estimated 3,800 acres of the approximately 4,200 acres of relatively level acreage in the Taiya valley will be committed to park purposes.

This could influence major land-use changes, such as industrialization, in the Skagway area. Should the Yukon-Taiya hydroelectric project be constructed, it is conceivable that industry may be interested in locating near the energy source. Park establishment will preclude location of industry in the Taiya valley, and the potential industry would not be able to derive the economic benefits that would be gained from locating in closest proximity to the energy source. In the 1950s, an aluminum company inquired about lands for potential plant development in the Taiya valley. It seems unlikely that such an industry would locate in the Skagway area in view of the region's recognized susceptibility to catastrophic flooding, landslides, and earthquake damage. A 1972 study by the Geological Survey concerning the Skagway area's engineering geology states that the occurrence of an earthquake of an intensity of 7.5, Richter scale, cannot be ruled out.

Approximately 820 acres of privately owned land within the Chilkoot Trail Unit will be purchased by the federal government on an opportunity purchase basis for park purposes, and future private ownership of lands in the unit would be precluded. Landowners favoring a life tenancy estate could live out their natural life on the property within the park unit.

F. Impacts on Economic Development

Seattle and Skagway Units

Tourism plays a significant role in the Seattle economy, with 5 million visitors adding $220 million into the general economy in 1971. Tourist visitation is forecast to be 10 million by 1980, not including the 1.5 million potential visitors residing in the Seattle-Tacoma metropolitan area. While statistics are not available on visitation to Pioneer Square Historic District, the increasing number of restoration and renovation projects and the influx of shops and restaurants are indicative of the visitor attraction of the district.

Tourism and transportation of commodities form the economic bases of Skagway. Tourists reach Skagway by air, cruise ship, rail, or ferry. Skagway is the northernmost stop in the Alaska Marine Highway System and

a port for tourists who visit its historic district and ride the White Pass and Yukon Route to Bennett and Whitehorse. Visitation is over 45,000 per year and is forecast to 140,000 by 1980. In 1970, tourists spent $37 million in Alaska, and 70 percent of the tourists visited southeastern Alaska. Skagway is the major distribution point and seaport for the Yukon Territory and northern British Columbia. Commodities pass through Skagway to the interior via the railroad, while raw products are exported through Skagway. Presently all of this material passes by ship and rail, but the proposed Skagway-Carcross Highway scheduled by construction in 1975 will add truck transport to the transportation network.

Establishment of the park will increase tourism, and along with it will be increased growth and new buildings in Skagway. The elements exist through commercialism and new growth to alter and overshadow the historical character of the town. In a sense, Skagway has a new building, a new sign, etc., and the capacity of newness must be regulated through city ordinance and innovative planning so it is not excessive. A degree of new growth can be accomplished without overshadowing the historic character of the town. To the degree that regulation occurs freedom of design and perhaps more costly development will result.

The Inspiration prospect, which contains 12 lode claims, is within the proposed park. This claim group has not been maintained since 1936. Production was not attained, and there is no basis for expecting production to occur. The proposal will have virtually no impact on mineral production in the park.

In the absence of economic geology studies the degree and significance of this impact cannot be determined. However, the Geological Survey review comments indicated that "Because the area of the proposed park is relatively small, past mineral production is insignificant, and there is no basis for predicting the potential for production, we believe that mineral potential for the proposed park is not significant." (U.S. Geological Survey, 1974, Chapter IX.)

Establishment of the proposed park will strengthen the tourist sector of the economies in both Seattle's Pioneer Square and in Skagway. Restoration of historic structures, interpretive devices and programs, and the notoriety that normally accompanies national designation will attract additional visitation to the areas. Additionally, federal restoration efforts in both cities will catalyze further state, local, and private restoration actions, engendering further stability to the tourist-attracting resources. During the first five years after park establishment, the National Park Service alone is projecting to inject approximately $2,086,200 for restoration, interpretation, and support facilities into the Skagway area economy and $40,000 for interpretive devices and an estimated $29,750 per year for rent into Seattle Pioneer Square economy.

Details of the socioeconomic impact on the Skagway community are not well understood, as yet, but are expected to be of significance. In June 1974, the National Park Service initiated a study in Skagway with the following three objectives: (1) to develop a socioeconomic model of the factors and conditions which influence the community of Skagway; (3) to assess the impact of the proposed park on the community and especially its central business district; and (3) to develop a profile on the various types of visitors coming to Skagway and to develop a similar profile on hikers of the Chilkoot Trail. The economic study is scheduled to be completed by winter 1975 and the sociological study by the summer of 1976. The findings of the study will be appended to this final environmental statement and will be filed with the Council on Environmental Quality. Until the study is complete, impacts on the socioeconomic environment can be discussed only in general terms.

The proposed park will have little effect on the transportation sector of the Skagway economy, including construction of the proposed Skagway-Carcross Highway or the possible expansion of port facilities in Skagway. The highway location and proposed park boundaries have been closely coordinated to both minimize effects of the highway on the historic resources and permit construction of the transportation route. The site of the port of Skagway is not included in the proposed park unit, and vehicle traffic from the port will be routed around the Skagway Historic District. This traffic routing has been incorporated into Alaska Department of Highway's plans for the proposed highway.

Increased visitation will create a demand for visitor accommodations and services. The existing four hotels run at full capcity during the visitor season as do various boarding houses and many of the visitors are also accommodated on the cruise ships. New hotels and restaurants, new employment opportunities for residents of Skagway, and an influx of new families to provide visitor and resident services will occur. Demands for housing will increase as new families move into the town. The National Park Service alone estimates a need for 10 single-family residences for permanent employees and 25 apartments for permanent and seasonal employees.

The lands outside Skagway are generally precipitous, with the only relatively level, developable land being approximately 4,200 acres along the lower Taiya River. All but about 400 of these acres, mostly mud flats, are proposed for inclusion in the Chilkoot Trail Unit of the park. No commercial, industrial, or agricultural development will be permitted on approximately 13,271 acres proposed for park units except for that expressed in the Yukon-Taiya provision of the Klondike legislation. By including the Historic Dyea Flats within the proposed

park, flat land for development will be lessened for expansion of Skagway's economy beyond tourism and transportation of commodities. However, substantial undeveloped land is available in Skagway and in addition continued fill of tideland areas remains a possibility. In view of the recognized engineering geological factors discussed in III. C above, it is unlikely that any substantial industrial investment would occur in the Skagway area. The Taiya valley floor is the principal access up the valley because of precipitous canyon walls. Since road construction in the park would be prohibited, this would preclude most timber harvesting on adjacent lands to more costly methods.

In summary, the anticipated general overall impacts on the economic development of the Skagway area by the park would be threefold: (1) to assure to the greatest extent possible the preservation of the resources of Skagway -- this should strengthen that sector of the economy; (2) to not alter the functioning of the existing transportation sector of the economy and to coordinate federal interest with future growth in this sector including construction of the Skagway Carcross Highway and possible port expansion; and (3) to influence other agencies with lands in the cooperative management area, through joint planning, to limit or strictly regulate commercial ventures associated with resource development within the cooperative management zone, such as timber or mineral processing industries in the interest of scenic preservation.

G. Impacts on the Local Communities

Seattle Unit

One tenancy in the Pioneer Square Historic District in Seattle may be affected, depending on whether or not an already occupied site is selected. Interior renovation of the selected site should have no discernible effect on the outside environment. When completed, the renovation and interpretive exhibits should be an improved and added attraction to the historic district.

Skagway Unit

The existing gravel-dirt surface of Broadway will be stabilized with soil cement, which will settle present dust problems. The street, however, will not be open to parking or traffic movement during the summer season. Cross traffic will be permitted at certain intersections where necessary to permit movement across town. Parking will be accommodated in the new parking lots, none of which is more than a half block walk from Broadway businesses. The residents of Skagway will have to forfeit driving and parking on Broadway during the season, which may be an inconvenience to some.

The structure of the Skagway community also will be altered with an influx of National Park Service and other new families associated with private development and operation of visitor accommodations. Much of

this increase in population is anticipated to be seasonal (no estimate available). Growth and development will increase land values and taxes, but there will also be an increased demand on local government services, such as schools. Skagway now has one school offering kindergarten through grade 12. Depending on the growth pattern of seasonal or year-round populations, there will probably be a demand for more classroom space and more teachers, as well as more churches, and more civic organizations, etc.

H. Impacts on Visitor Use

Seattle Unit

The restored portions of Pioneer Square Historic District in Seattle offer restaurants, shops, and a park which attract tourists and local residents. Businesses, including law, consulting, and architectural firms, also have located in restored historic buildings. There is no estimate available of tourist visitation to the district. The proposed park unit will not only catalyze state, local, and private restoration endeavors, as discussed above (III. F.) but will attract additional visitation to the district and will enhance the visitor experience. The interpretive center offering audio-visual and living history programs will relate the story of Seattle's significant role as a point of embarkation and supply for the Klondike Gold Rush. For the majority of visitors to the Seattle Unit, that will be the extent of their contact with the Klondike Gold Rush National Historic Park. The unit will also provide an educational service for school children since the square is used by schools for acquainting children with their local history.

Skagway Unit

The central business district of Skagway is already oriented toward tourist visitation. There are four hotels, shops, restaurants, two museums, and two living history programs--one of which features "Soapy" Smith and the other features an enactment of Robert W. Service's "The Shooting of Dan McGrew."

Additional interpretive programs in the Skagway Unit will enhance the visitor's understanding and appreciation of the gold rush and the role of Skagway and the surrounding area. Restoration programs, relocation of historic structures to fill spaces on Broadway, and maintenance of the boardwalks and dirt street will improve the appearance of the historic district.

Chilkoot and White Pass Trail Units

Only a few remnants of structures and roads remain at the Dyea townsite. There is no estimate of the amount of visitation occuring at Dyea, but

it is considered low. Interpretation of the Dyea townsite will add a further dimension to the visitor experience by relating the rise and fall of that gold rush town and the effects of the gold rush on the area in general.

Snowmobiling by local residents will be permitted on a designated route within the proposed Chilkoot park unit at the existing level of use. Pressures for any future increase in snowmobile opportunities are proposed to be accommodated on lands within the cooperative management zones.

At least 11 persons have crossed the Chilkoot Pass on crosscountry skis. This recreational activity is expected to increase in popularity as it has in other locales. It can be anticipated that some conflict will occur between snowmobile use and the winter solitude experience of the crosscountry ski area. Conflict is not expected to be great at current low levels of use but will increase as crosscountry ski use increases.

At present little known horse use occurs in the area except for some use on portions of the Chilkoot Trail. Horse use will be discouraged within the park units since the trails in their entirety are generally too steep or too rugged, or both, to be considered suitable for horse use.

This will preclude excessive trampling of fragile vegetation that accompanies overnight stockuse and public objection to horse manure on a narrow and heavily hiked area. Any existing horse use and any future demand for horse use could possibly be provided on less used trails within the cooperative management zones. It is not anticipated that a great demand for horse use will occur since there is essentially little grazing land and cost of feed is high.

Hunting will not be permitted within the proposed park trail units. Due to the narrow strip-like park units, it is not likely that the proposed park will interfere with hunting success since the major hunted species, mountain goat, black bear, grouse, and ptarmigan, all have ranges considerably wider than the proposed park units. Likewise, the unit boundaries were drawn in conjunction with local sportsmen to avoid conflict with hunting use. Fishing will be permitted under state fish and game regulations.

As with any increase in human use, a certain amount of environmental degradation will occur in the form of litter, human wastes, noise, and vandalism. These will occur to the degree that informational programs and ranger patrols are unable to control them. (See Chapter IV.)

I. Impacts on Historical and Archeological Resources

The Pioneer Square Historic District, Skagway Historic District, and White Pass are listed on the "National Register of Historic Places," (Federal Register, dated February 19, 1974). The Seattle leased space will be in one of the historic structures in the Pioneer Square Historic District. Over 55 buildings have been identified as having historic values in the city of Skagway; remnants of two structures remain at Dyea; and artifacts and relics abound along both trails.

Establishment of the proposed park will assure the preservation of those historic structures, lands, and artifacts for existing and future generations. Restoration and renovation programs will assure that these resources are preserved in a manner meaningful to existing and future generations. Federal restoration efforts will encourage and catalyze further state, local, and private restoration projects in the cities of Seattle and Skagway.

Archeological resources undoubtedly are present, particularly in the Chilkoot Pass Unit since this was a trade route used by the coastal and interior Indians. Following an archeological inventory, any identified significant archeological resources will be preserved and interpreted along with the historic resources.

In accordance with Section 106 of the National Historic Preservation Act of 1966, the Advisory Council on Historic Preservation and the Alaska and Washington State Historic Preservation Officers were consulted. Both Historic Preservation Officers agreed that the proposed park would be beneficial to the historic resources. (See Appendix B.)

Skagway Unit

The community of Skagway is already overwhelmed by a tourist influence, at least in the summer when there are over 45,000 visitors to a town of approximately 700 residents. Establishment of the park, the influx of an estimated 140,000 visitors by 1980, and population growth accompanying growth in visitor service industries will have greater and more diverse impacts on the entire structure of the community. As discussed above (III.F), the National Park Service initiated a study of the socioeconomic impact on the community of Skagway with the intent of evaluating this impact. The study is a pilot evaluation of this type, and one of the objectives is to pinpoint the variables which should be evaluated and examined in considering the impact on the town. The economic portion of the study is scheduled to be completed by winter, 1975 and the sociological portion is scheduled to be completed by summer, 1976.

The impacts on the community of Skagway will be significant; however, only general impacts can be discussed pending completion of the study.

Short-term disruption and disturbance will occur in Skagway during the restoration process. Several buildings will be relocated, four parking lots totaling approximately 2 acres will be constructed, housing and maintenance facilities will be constructed on up to 15 acres for National Park Service purposes. Dust, noise, traffic disruption, and the unsightliness of stored materials will be of some irritation to the residents of Skagway. The impact should be slight; the work will involve modest wooden structures for the most part and will be phased, with only a few builings being worked on at any one time.

J. Impacts on Transportation

Transportation to the Skagway area presently is by air, ship, or rail. Southeast Skyways provides five 9-passenger scheduled flights from Juneau per day, and air taxi service is available from Haines and Juneau. Ferries of the Alaska Marine Highway System dock at Skagway six days a week during the summer season and three days a week during the winter season. In addition, cruise ships include Skagway as part of their Alaska tours. Rail service is available between Skagway and Whitehorse daily via the Yukon and White Pass Route, which carries passengers and their vehicles as well as freight. Approximately 6 miles of the Skagway-Carcross Highway have been constructed outside Skagway, and the remainder of the highway, which will connect Skagway with the Alaska Highway at Carcross in Yukon Territory, is scehduled for construction in 1975.

The attraction of additional visitors could overtax the existing capabilities of air, ship, and rail travel. The Skagway-Carcross Highway should assume a portion of the tourist visitation expected to the park; however, additional air and ferry service or cruise ships may be necessary to meet visitor demand. Until July 1974, Alaska Airlines provided scheduled air service once daily with a 19-passenger Otter. Recently, Southeast Skyways has taken over the scheduled service and makes five 9-passenger flights daily, which increases air transportation space from 19 to 45 passengers a day. Additional flights may be necessary as increased visitation demands.

The proposed park will have no impact on the transport of commodities between the interior and Skagway and will not affect the possible expansion of port facilities which will serve additional ferries and cruise ships as well as transportation of commodities. (See Chapter III.F, "Impacts on Economic Development.")

The White Pass and Yukon Route passes through the east side of the White Pass Trail Unit of the park. Interpretive programs on the train will enhance the visitor's understanding and appreciation of the historic and natural resources through which the train passes. There is a potential for train-hiker conflict where hikers or visitors from the proposed highway may elect to use the railroad grade rather than the designated trail. Not only could such conflicts delay the train, there would be a potential danger to the hikers. The degree of conflict and danger would be to the extent that informational programs, warnings, and rangers are unable to discourage people from using the grades. (See Chapter IV.)

K. Impacts on Lands in the Cooperative Management Zones

The purpose of cooperative management is to protect the scenic resources and historic setting of the park and to minimize the effects of conflicting uses to the degree possible. Specific restrictions to accomplish this objective will probably be formulated on a limited basis by the affected agency at first; and after National Park Service has additional authority under the Klondike Legislation, more detailed agreements will be negotiated. Any regulations placed upon vegetative management, mineral, or other extractive resource activities in a cooperative management effort will be by the Bureau of Land Management, the U.S. Forest Service, and state of Alaska under their respective authorities. One general, overall impact resulting from restrictions will occur since any type of restrictions which protect the scenic resources generally will increase the cost of the endeavor and, depending upon the specific nature of the proposed activities, could make the endeavor economically infeasible. To the degree that conflicts are minimized by restrictions, the scenic resources and historic setting will be protected.

In the cooperative management zones, the extent of mineral resources is not known; there are approximately 165,996 MBF (Int. 1/4 rule), of potentially commercial timber on 11,130 acres. While mining and timber harvest may occur on these lands, if feasible, the effect or extent of possible restrictions as a result of cooperative management cannot be evaluated at this time. The proposal will preclude surface access to the timber lands except for West Creek which is the only area where recent timber activity has taken place.

Pressures for increased snowmobiling opportunities, hunting, and horse use could occur with increased residents in Skagway. The pressure from local use is now low and essentially nonexistent from visitors outside the Skagway area.

The proposal has been designed so as to minimize conflict with the Yukon-Taiya hydroelectric project, should it become feasible. The Alaska Power Administration, through joint planning with the National Park Sevice, will incorporate measures into its plans to mitigate any adverse effects on the proposed park.

L. Impact on Regional Communities

Ferries serving Skagway stop at eight cities along the southeast Alaska coastline before reaching Skagway. Cruise ships vary the number of stops but also influence other cities along the coast. The additional visitation attracted to the area due to the proposed park will collectively channel through these cities. The nature and impact on these towns and villages would be dependent on the length of stop en route. However, Haines and Juneau will feel considerable impact.

Haines may lose some of its existing tourist economy. It now serves as the terminus for vehicles ferried from Seattle and points in southeast Alaska for connection with the Alaska Highway and travel to Anchorage, Fairbanks, or other points in the northern and interior portions of Alaska, Yukon Territory, and British Columbia. When the Skagway-Carcross Highway is completed in 1975, the park may draw some of this travel public to Skagway where the travelers may spend a couple days then follow the Skagway-Carcross Highway to the Alaska Highway.

Juneau, being the largest city in southeast Alaska, may also feel the impact of increased tourist visitation as a result of park establishment. Cruise ships as well as the ferries stop in Juneau which offers historic attractions and visitor accommodations. Due to increased visitation, the tourist sector of the Juneau economy may be enlarged and expansion of tourist facilities, such as hotels and restaurants, may occur. (See Chapter IV.)

Specifics of comprehensive planning are not known at this time. The recently established Haines-Skagway Land Use Planning Committee, led by the Alaska Division of Lands, is an initial step in comprehensive planning for the area. The specific effects of the proposed park on surrounding lands and nearby communities can be analyzed only in light of recommendations which will grow out of public meetings and subsequent committee recommendations.

The land use changes in the Skagway area (see III. E) are likely to shift pressures for industrial development should the Yukon-Taiya project become feasible. Haines or other areas along the Lynn Canal will likely be selected for industrial development because of proximity to the power project.

IV. MITIGATING MEASURES INCLUDED IN THE PROPOSED ACTION

From the beginning of the proposed Klondike National Historical Park coordination with various levels of government and other agencies has been designed to identify and seek methods of mitigating adverse effects of the proposed park on other projects and the region. (See discussion of coordination in Chapter I.C.) Methods of mitigating adverse effects have been developed through various stages of the proposal to supplement those included in management policies of the National Park Service.

A. Mitigating Measures Included in the Proposal

The boundaries of the proposal were selected not only to maximize historic preservation but also to:

1. Avoid interference with the transportation sector of the Skagway economy to minimize impact on economic diversity. Proposed park unit boundaries were designed to permit construction of the Skagway-Carcross Highway; permit traffic to move from the port facilities without crossing the Skagway Unit and to provide ready access from the port facilities to information and parking for the park unit; permit possible future expansion of the port facility; and continue existing rail and air services.

2. Avoid interfering with hunting to minimize the impact on local sportsmen. The trail unit boundaries were drawn in cooperation with local sportsmen to achieve an optimum for historic preservation with a minimum effect on significant hunting areas.

3. Include only those lands with significant historic resources in the park unit boundaries, with the scenic resources and historic setting to be protected under a system of cooperative management through cooperative agreements, to reduce the amount of land that would be committed to preservation management policies. Cooperative management will maintain the scenic resources and historic setting of the park and will reduce the adverse effect of park establishment on resource uses in the following ways:

a. Provide cooperatively planned campsites and trails for recreational use by park visitors since the park units are not of sufficient size to both meet all demand for facilities and preserve and interpret historic resources.

b. Permit resource extractive uses, such as logging and mining, to the degree that these uses can be compatible with the scenic resources and historic setting around the park.

c. Permit possible future construction of the Yukon-Taiya hydroelectric project.

d. Assure comprehensive planning by all four management agencies (Bureau of Land Management, Forest Service, National Park Service, and state of Alaska) and other interested or affected entities to minimize the effect of the park on other lands or communities within the region.

The park essentially will include or influence through cooperative management much of the lands in the Taiya Valley. This could limit future large-scale diversification options for the area's economy. However, federal spending to restore portions of Skagway will no doubt enhance the area's economy. In the first five years after establishment, it is estimated that $2,086,200 of federal funds will be used for restoration or renovation of 16 historic structures, 7 of which will be leased back to private operators; for restoration of the surface of Broadway and relaying of the railroad tracks; for joint maintenance with the city of the street and the boardwalks; for restoration and interpretation of the two trail units; and for support development. In addition, federal planning advice and assistance will be available for local government and private restoration and renovation projects.

Continued means must be sought to regulate development as to type, design, and location so as not to alter the character of the city. The National Park Service, cooperating with the city of Skagway, will seek to maintain the historic character of the Skagway historic district.

Additionally, to reduce the influence of federal landownership on taxes in Skagway, the National Park Service will lease housing to the degree that private developers are able to provide necessary housing.

In June 1974 the National Park Service initiated a study in Skagway with the following three objectives: (1) to develop a socioeconomic model of the factors and conditions which influence the community of Skagway; (2) to assess the impact of the proposed park on the community and especially its central business district; and (3) to develop a profile on the various types of visitors coming to Skagway and to develop a similar profile on hikers of the Chilkoot Trail. The economic study is scheduled to be completed by winter 1975 and the sociological study by the summer of 1976. Findings will be utilized in further stages of the planning and design process, in accordance with and in providing assistance to the city of Skagway, and in cooperative management and comprehensive planning.

B. Mitigating Measures Included in Management Policy

The Klondike Gold Rush National Historical Park will be managed in accordance with Administrative Policies for Historic Areas of the National Park System, as amended, and in accordance with the National Park Service Organic Act of August 25, 1916, as amended and supplemented. In these policies, the National Park Service sets forth methods of controlling or permitting various uses within historical areas administered by the National Park Service. Under these policies, the National Park Service will permit continued snowmobile use by Skagway residents at present levels when snow conditions permit. Should conflict of use occur between snowmobilers and crosscountry skiers, it may be necessary to establish areas of use to minimize conflict. Likewise, under these policies the Klondike Park will open to sport fishing under State Fish and Game regulations.

A resident park staff will provide assistance to visitors through interpretive and informational programs and will provide surveillance over historic structures and artifacts. It is believed that, through personal contacts by rangers, public education by interpreters and proper development of designated camping areas, shelters and sanitary facilities, the human use impacts of litter, human wastes, vandalism, and vegetative trampling can be reduced to a minimum. It is also believed that through such programs and in cooperation with the Canadian government the safety of visitors can be assured, to the degree possible, along the arduous trails and most particularly along the grade crossings of the White Pass and Yukon Route.

Protection of artifacts along the trails will be accomplished by the National Park Service implementing the following measures:

1. Inform hikers through informational signs and brochures of the Antiquities Act of the United States and British Columbia laws protecting artifacts.

2. Implement ranger patrols.

3. Inventory and collect small artifacts along the trail. When sufficient protection exists, the artifacts will be replaced in their exact locations, fastening them by means of cement or bolts.

4. Fasten all removable parts of larger artifacts.

During the design and implementation stages of the proposal, the National Park Service will incorporate measures that will minimize, as much as possible, (1) disruption to automobile and pedestrian traffic patterns and the conduct of daily business in Skagway, and (2) disturbance to the physical environments in Skagway and along the trails. Disturbed sites will be landscaped or revegetated to natural conditions.

Carrying capacity research is in initial stages in units of the National Park System. Social and environmental carrying capacities to control overuse, which could diminish the quality of the visitor experience or abuse the natural resources, can be set only on the basis of research findings. If found necessary, carrying capacities for the proposed park will be set by extrapolation from data gathered during existing research and/or by undertaking research within the proposed park.

To minimize the effect of increased visitation to Alaska due to the park, the National Park Service has made every effort to keep public and organizational officials as well as individuals of Seattle, Skagway, and southeast and south-central Alaska informed of the proposal. Approximately 500 copies of a draft master plan were distributed in 1971 to federal, state, borough, and city officials; conservation groups; civic organizations; chambers of commerce; airlines; cruise ship and tour organizations; and interested individuals. An equally widespread distribution of the master plan proposal was made in spring 1974. Both distributions were accompanied by news coverage throughout Alaska and Washington. The public informational process will continue as the planning process continues so that affected governmental agencies, organizations, and industries will be alert to their areas of concern.

The Pioneer Historic District, Skagway Historic District, and White Pass are listed on the "National Register of Historic Places" (Federal Register dated February 19, 1974). The Advisory Council on Historic Preservation and the State Historic Preservation Officers for Alaska and Washington have been consulted in accordance with Section 106 of the National Historic Preservation Act of 1966. It has been determined that the proposed park will have no adverse effect on the historic resources. (See letters from State Historic Preservation Officers in Appendix B.) Subsequent development or restoration projects which will affect historical values will also be submitted to the State Historic Preservation Officers for a determination of adverse effect. Should an adverse effect be identified, the National Park Service will enter into a formal consultation process with the Advisory Council and the State Historic Preservation Officers.

The extent of archeological resources within the proposed park units and the cooperative management zones is not known. Prior to any construction, restoration, or interpretive developments, a survey will be made by a professional archeologist. Any archeological or paleontological resources identified and meeting the criteria will be nominated to the "National Register of Historic Places" in accordance with Executive Order 11593, "Protection and Enhancement of the Cultural Environment." Any such resources will be stabilized and incorporated into the park interpretation program.

Sixteen landowners will be affected by federal purchase of historic structures. Relocation of families and businesses will be accomplished under the provisions of the Uniform Relocation Assistance and Land Acquisition Act of 1970.

The proposed Skagway Unit and Dyea townsite are located in flood hazard areas. Further planning and design will consider the potential flood hazard effects in accordance with Executive Order 11296, "Evaluation of Flood Hazard in Locating Federally Owned or Financed Buildings, Roads, and other Facilities, and in Disposing of Federal Lands and Properties."

Historically, diking constructed along the Skagway river has prevented any flooding in the town of Skagway. During certain flood periods, however, additional reinforcing of the dike has been necessary. The land area on which the town of Skagway is located slopes downward from the Skagway river behind the dike. During a 66 year flood, water projected to flow over the dike could inundate the historic district in one to two feet of water. The velocity of the water entering the district would be at 5-10 feet persecond. The Corps of Engineers report entitled, Skagway Navigation and Flood Control Skagway, Alaska, published in 1974 indicates that even with the federal expenditure on a historical park in Skagway, the economics of building a larger dike to protect the town would not be justified on a cost benefit ratio. The Historic Sites Act of 1935 states that "It is declared that it is a national policy to preserve for public use historic sites, buildings and objects of national significance for the inspiration and benefit of the people of the United States, August 21, 1935, C 593 § 1,49 Stat. 666." The Historic Preservation Act of 1966 adds to this national policy for historic preservation. The Flood Hazard Evaluation Guidelines for Federal Guidelines for Federal Executive Agencies developed for the U.S. Water Resource Council to assist in implementing Executive Order 11296 states "nor should federal assistance be denied to registered historic places by reason only of their location in a flood hazard zone." Skagway's historic district is on the "National Register of Historic Places." Due to the nature of building construction in Skagway with its historic board walks, interior floor elevators are a minimum of 12 inches above grade, thus limiting 66 year flood waters in the building interiors from 0 to 12 inches deep. Sand bagging and other flood damage prevention measures could decrease potential flood damage to federal investments substantially. Restoration techniques and future design of federal facilities in Skagway will be cognizant of Executive Order 11296 and subsequent guidelines as they are released.

Any sewage treatment facilities installed by the National Park Service will comply with appropriate federal, state, and local regulations to minimize or eliminate environmental degradation. Planning will be discussed with the Environmental Protection Agency and other appropriate

agencies to assure compliance with the Federal Water Pollution Control Act and Executive Order 11752, "Protection, Control, and Abatement of Environmental Pollution at Federal Facilities."

V. ANY ADVERSE EFFECTS WHICH CANNOT BE AVOIDED SHOULD THE PROPOSAL BE IMPLEMENTED

The major unavoidable adverse effects of the proposed park relate to the change of land use and the limiting of options to diversify the economy of the Skagway area. The 13,271 acres proposed for inclusion in the Chilkoot and White Pass Trail Units of the park will include one-third to one-half of the developable land in the Skagway area and will commit it to historic preservation, interpretation, and recreation; hence, those lands will not be available for resource extraction or developmental activities. The only likely significant diversification would be for high-energy-consuming industries to locate in the Taiya River valley should the Yukon-Taiya hydroelectric project become a reality. Due to adverse geological factors, it is unlikely that substantial industrial development would occur, but establishment of the proposed park would effectively foreclose this potential future option.

Additional, but presently little understood, adverse impacts may occur to residents of the Skagway community. The structure of the community will change with an influx of additional tourists and new residents associated with private developments for visitor services. A study is underway to identify and evaluate the socioeconomic impact of the park proposal on the Skagway community. The study is scheduled to be completed by spring 1976.

Specific adverse effects of lesser magnitude will also occur. An estimated 2 acres of vegetation will be removed for parking lots in Skagway and Dyea, and up to 15 acres will be disturbed for National Park Service housing, historic building relocation, and maintenance facilities in Skagway. A minor amount of vegetation will be disturbed for trail relocation and campsites in the Chilkoot and White Pass Trail Units. An estimated 75,923 MBF of potential commercial timber resources in the Chilkoot and White Pass Trail Units will not be available for economic or utilitarian benefits. Trampling and compaction of vegetation will occur to the degree that visitors do not use designated trails and campsites.

As accompanies any human use, litter, human wastes, soil erosion on trails, noise, and vandalism will occur. This occurrence will be to the degree that informational programs and ranger patrols are unable to control such abuses.

Vehicle emission concentrations will occur at parking lots where approximately 250 vehicles will be accommodated in Skagway and 100 in Dyea. These concentrations will be to the degree that required mechanical devices are unable to control emissions.

In Seattle, 3,400 square feet of ground level, street front space will be committed to park purposes, by lease, and will not be available for other uses. In Skagway, up to 19 acres will be acquired by the National Park Service and will be removed from the tax rolls; 4 acres will contain restored historic structures and up to 15 acres are for National Park Service housing and maintenance facilities. An unestimated but probably significant amount of land in Skagway will be developed by private enterprise to provide visitor accommodations.

Should substantial increase of recreational use of the lands within the Chilkoot and White Pass Trail Units occur, the following adverse effect may occur: pressures may be brought on adjacent lands for snowmobiling, horse use, and hunting. The impact is expected to be minor, if it even occurs, since use is low now by residents and virtually nil by visitors to the area.

A conflict may occur, including potential danger to visitors, between hikers and the trains at grade crossings of the White Pass and Yukon Route. This potential conflict will be to the degree that informational programs and ranger patrols are unable to keep hikers from using the tracks.

Resource extraction activities, such as logging and mining, on approximately 164,000 acres of cooperatively managed lands may be more costly and some may be infeasible in order to protect the scenic resources and historic setting of the park. The degree of this impact cannot be evaluated until such time as the cooperative management agreements are formulated. The proposal includes authorities for the National Park Service to enter into agreements with the Bureau of Land Management, the U.S. Forest Service, and state of Alaska.

Establishment of the park in conjunction with completion of the Skagway-Carcross Highway may cause a reduction in the tourist sector of the economy of nearby Haines, Alaska. Travelers now debarking from the Alaska Marine Highway System at Haines to continue by road to the Alaska Highway may elect to debark at Skagway due to the historic attractions and connect with the Alaska Highway via the Skagway-Carcross Highway. No estimate is available of the potential number of travelers who may choose this route.

Increased travel on ferries of the Alaska Marine Highway System and on cruise ships may overtax the visitor accommodations and services of port cities en route to Skagway. This will adversely affect those cities to the degree that they are unable or unprepared to provide for the increased visitation.

VI. THE RELATIONSHIP BETWEEN LOCAL SHORT-TERM USES OF MAN'S ENVIRONMENT AND THE MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY

The proposed Klondike Gold Rush National Historical Park will provide for the long-term maintenance and enhancement of nationally significant historic resources; of the long-term productivity of the socioeconomic environments of Skagway and, to a degree, of Seattle as they relate to those resources; and the natural resources within the units of the proposed park. The proposed park will:

A. Provide for the restoration, preservation, and interpretation of the historic resources of one site in Pioneer Square in Seattle, certain structures in the Skagway Historic District, and on approximately 13,200 acres of unsurveyed lands within two corridors along the historic Chilkoot and White Pass Trails for the benefit and enjoyment of existing and future generations.

B. Provide protection and preservation to maintain the long-term productivity of the natural resources within the approximately 13,200 acres of unsurveyed lands within the proposed Chilkoot and White Pass Trail Units of the park.

C. Provide some measure of protection, through cooperative management agreements, of the scenic natural resources and historic setting on approximately 164,000 acres of lands surrounding the Skagway, Chilkoot Trail, and White Pass Trail Units of the park. Cooperative management of these lands with the Forest Service, Bureau of Land Management, and state of Alaska will not alter the resource management authorities and responsibilities of these agencies but will minimize conflicting uses to the degree possible under existing authorities and regulations of these agencies. Under the proposed Klondike Gold Rush National Historical Park legislation, lands within the Taiya River valley may have constructed on them the Yukon-Taiya project--if feasible. At the same time assured methods of mitigating any effects of this project on the scenic resources and historic setting of the park will be taken.

D. Strengthen the tourist sector of the economies of Seattle and Skagway. The Pioneer Square Historic District in Seattle, through renovation and restoration programs and an influx of shops, restaurants, and interior malls, already is a tourist attraction. Tourism is now one of the two bases of the Skagway economy, the other being the transportation of commodities. Tourism is growing in economic importance in both cities and is expected to continue to be of importance and increase in importance in the long-term economic productivity of the two cities.

Tourism is forecast for 1980 to 10,000,000 in Seattle (not including 1,500,000 metropolitan area residents) and 140,000 in Skagway. The proposal will not only protect the historic resources which draw tourists to Pioneer Square and Skagway, it will catalyze (principally in Skagway) additional federal, state, and local government; private organization; and individual historic renovation and restoration projects which will further strengthen and stimulate the tourist sector of the economies. Conversely, the proposed park may to some degree limit large-scale diversification of the existing economic bases of Skagway (tourism and transportation), if those expanded uses would threaten historic properties within the Skagway Unit of the proposed Klondike Gold Rush Park. The proposal will not interfere with the transportation sector of the Skagway economy which will expand upon completion of the Skagway-Carcross Highway and may in addition increase possible expansion of port facilities. No industrial development and only minor mining and logging operations in modern times are known to have occurred in the Chilkoot and White Pass Trail Units of the park and in the suggested cooperative management zone. Little exists with regard to mineral resource potential in the area, and an estimated 75,923 MBF of timber are on proposed park lands with 165,996 MBF on suggested cooperative management lands. Use of these resources for input into the local, regional, and national economies will be forgone, with the exception of those resources which may be extracted in the cooperative management zone under some form of regulation.

Developable land in the precipitous Skagway area is limited to the lower valley of the Taiya River and vacant land within Skagway (about 1/2 of the town's land area). Land being somewhat limited may discourage large scale industrial development, associated roads, and town growth in the Dyea area, since most of the historic Dyea flats are in the proposed park. The Yukon-Taiya hydroelectric project would be an exception provided for in the proposed park legislation.

In summary, the park proposal will preserve and interpret for future generations the historic resources of the gold rush epic of 1897-98. This will enhance and help maintain the long-term productivity of the natural and historic resources that support the tourist sector of the Skagway economy. The proposal may limit future options to significantly diversify the economy of Skagway and principally curtail the location of any dependent industries in close proximity to a hydroelectric power project if constructed in the Taiya valley.

VII. ANY IRREVERSIBLE AND IRRETRIEVABLE COMMITMENTS OF RESOURCES WHICH WOULD BE INVOLVED IN THE PROPOSED ACTION SHOULD IT BE IMPLEMENTED

Since the process to establish a national park is legislative, the enacted law can be altered or changed by Congress for the public good at any time. The designation of a national historical park is a land use designated to preserve the resource in its historic setting. If, at a later date, it is deemed necessary by Congress to use it for something other than a park, no irreversible commitment of the resources will have been made in the interim.

Irretrievable resources would relate to the change of land use. The economic and utilitarian benefits which could be derived from possible timber and mineral resources within the two trail units would be irretrievable for those who would have benefited. Tax monies will be lost on not more than 19 acres of land which will be acquired by the National Park Service in Skagway, except for federal property lessees who will pay a business occupancy tax to the city. The opportunity for long range private landownership and development in the Taiya River valley will be precluded.

It is not expected that limiting the options to diversify the economic base of Skagway will cause any significant irretrievable commitments to the community of Skagway. Transportation and tourism have formed a successful economic base for many decades, and there is no reason to expect tourism to Alaska to decline in the foreseeable future. An area administered by the National Park Service is a stable base for the economy of an area.

Should the Yukon-Taiya hydroelectric project be constructed, a significant irretrievable loss will occur to industries which find it essential to locate in close proximity to the supply of energy.

VIII. ALTERNATIVES TO THE PROPOSED ACTION

The alternatives considered consist of different means of accomplishing the preservation, restoration, and interpretation of the structural and artifact remnants of the Klondike gold rush or of doing nothing toward that end.

A. No Action

The impact of no park establishment would relate primarily to historic resources, land use, economic development, the community of Skagway, and visitor use. An assumption is made in discussing the following impacts: Without significant planning assistance and financial stimulation, the historic resources of Skagway, Dyea, and the Chilkoot and White Pass Trails will, at some future point in time, begin to deteriorate and the attraction of visitors will subsequently decline. During the interim, visitation to Skagway is projected to increase to an estimated 140,000 visitors which would be attracted to the area by 1980 with park establishment. Impacts of no action on the Seattle Unit are discussed in Alternative B.

Impacts on Historic Resources: Artifacts of the gold rush epic are rapidly disappearing. Virtually all of the artifacts from Dyea have disappeared into private collections or have been incorporated into the two museums in Skagway. Without an effort to inventory and maintain the remaining artifacts along the trails, pilfering and vandalism will continue. Some historic structures in Skagway are in good condition, some have been remodeled into periods not reminiscent of the gold rush era, and others are in varying states of decay. Private and other public programs for historic preservation and interpretation are financially inadequate to achieve a reasonable level of success in maintaining or restoring the structures in the Skagway Historic District. It is likely that, as costs rise, restoration efforts will be channeled into only a few significant structures like the city hall, Pack Train Inn, and Golden North Hotel, while other structures such as the Admiral Steamship ticket office and Mascot Saloon will continue to deteriorate. Even now, the magnificent old Pullen House is of questionable restorable condition. Those wooden structures now vacant will soon crumble from weathering or possible fires if massive restoration or renovation is not undertaken soon. Historic resources that have been determined to be of national significance will be lost, as will the story they can relate to existing and future generations.

Impacts on Land Use: The city of Skagway passed an ordinance to establish the Skagway Historic District and to adopt local zoning laws that would help to preserve the historic integrity of the privately owned historic

buildings within the district and to assure that the character of existing nonhistoric and newly constructed structures in the historic district would be in harmony with the designated area. This ordinance will assure that nonconforming structures are not placed within the historic district but does not and cannot make any provision for maintenance, renovation, and restoration of the existing structures.

Lands along and surrounding the Chilkoot and White Pass Trails would continue as they are for multiple use management under the policies of the Bureau of Land Management, Forest Service, and state of Alaska or for private ownership and development. Hunting would be permitted on all lands in the Skagway area as designated and controlled by the Alaska Department of Fish and Game. It is not likely that there would be restrictions on existing snowmobile or future horse use. Within the Taiya and Skagway river valleys, mineral exploration and development could take place, if significant resources are present and timber resources could be harvested. Private homes and recreational properties could be developed along the lower Taiya River valley. Industries, such as mineral-reduction or timber processing plants, could be developed in the Taiya River valley and at the Dyea townsite. Industrial development would probably not occur unless the Yukon-Taiya hydroelectric project is constructed to provide the necessary energy supplies. These changes in land use would permit a wider range of developments with less restriction and possibly more intense development of the small amount of developable land in the Skagway area.

Impacts on Economic Development: With little restriction on land use, the Skagway area economy could diversify. However, the range of possible future diversification is small since there are no significant agricultural lands, and developable lands are limited to the lower Taiya River valley and the mouth of the Taiya River near Dyea. It is possible that if the Yukon-Taiya hydroelectric project is constructed high-energy-consuming industries may locate in the valley near the energy source.

The Skagway economy now is based on tourism and transportation of commodities. The transportation of commodities sector of the economy will grow with the construction of the Skagway-Carcross Highway and with possible port expansion. The tourism sector of the economy would probably eventually decline as the historic resources which draw the tourists deteriorate. To the extent that tourist visitation affects the transportation sector of the economy, this sector would decline.

Impacts on the Community of Skagway: Skagway, with a population of 700, is already overwhelmed by an influx of over 45,000 visitors each summer. To the degree that tourism may decline in the future, the

impact of less tourist visitation will alter the existing structure of the community and employment opportunities. Residents whose livelihood is dependent on the visitation, such as hotel and restaurant entrepreneurs and employees, may be forced to leave the community to seek employment opportunities. The White Pass and Yukon Route is the major single year-round employer, employing approximately 200 of the estimated 350-person work force. The remainder of the work force is distributed among service industries and government. Visitor service employment is mostly seasonal. The most severe impact on employment due to future loss of visitation would be seasonal. However, an unestimated percent of the 150 persons in the year-round work force are directly or indirectly affected by tourist visitation. A decline of population, particularly in the work force and younger age category, would probably occur which would reduce the economic viability of the community.

Should the Yukon-Taiya hydroelectric project be constructed and should industry subsequently locate in the Taiya River valley, year-round industrial employment opportunities would be available and would help offset out-migration. Industrial employment opportunities would also attract an in-migration of both skilled and nonskilled workers. Growth in resident population would stimulate growth in the service industry. The service industry would be altered from visitor services (hotels, restaurants, and curio shops) to resident services (food, clothing, and automotive stores, etc.)

Impacts on Visitor Use: The quality of the visitor experience will decline as historic resources deteriorate. Presently, interpretation of the gold rush story relates mostly to the role of Skagway, with lesser emphasis on Dyea or the Chilkoot and White Pass Trails. It can be assumed that the Skagway historic resources will in the future, as they have in the past, receive the greatest degree of protection and will be the last to deteriorate and disappear from lack of preservation. To this extent, the interpretive aspects of visitor use will be oriented to Skagway to a greater degree. This will lead to less diversification of visitor experiences and ultimately to less visitation.

B. A Park Without a Seattle Unit

Impacts of no park unit in Seattle would primarily affect historic preservation, visitor use, and, to a lesser degree, the economies of Pioneer Square Historic District and Seattle in general.

Impacts on Historic Preservation: The Pioneer Square Historic District in Seattle, through efforts of city officials and private individuals, has undergone considerable change toward historic preservation. Professional planning has led to building restorations; an influx of stores,

shops, and interior malls; and extensive landscaping. Many of the historic structures still remain untouched by preservation efforts, but restoration programs and growth in the district are expected to continue to the extent that monies are available from private and governmental sources. Competition for monies by other historic restoration programs and attraction of private endeavors to other programs could decrease the rate of restoration, renovation, and growth in Pioneer Square. Money and increased progress in preservation programs are essential to preserving some of the structures. This was exemplified by the recent collapse of the old Olympic Hotel, the remains of which were demolished after many attempts and failures to get preservation monies to save it. Other structures will suffer the same fate unless increasing effort and money can be channeled into preservation of the structures in the square.

Impacts on Visitor Use: Interpretation of the historic resources in Pioneer Square is presently limited mostly to static displays as part of the decor in restaurants and shops or the one tour which takes visitors on an underground tour through a buried section of early Seattle. There are no known plans by local officials or private efforts to provide an interpretive service which succinctly relates the relationship of Seattle to the gold rush and the epic trek from Skagway to the Klondike. Seattle received 5 million visitors in 1971 and is forecast to receive 10 million in 1980. In addition, 1.5 million potential visitors reside in the metropolitan area. While statistics are not available on visitation to the square, the square is rapidly becoming one of the leading visitor attractions. Also, schools in the Seattle metropolitan area use the historic resources of the square for on-site lessons in local history. None of the tourists, area residents, or area school children who are visiting or will visit the square are receiving an experience that relates the total picture or importance of the Klondike gold rush to local and Alaska history. To the extent that the gold rush story is meaningful to visitors, and most especially school children, the visitor experience is and will continue to be diminished.

Impacts on Pioneer Square and Seattle Economies: Visitor expenditures are critical to the economy of Pioneer Square Historic District and important to the general economy of Seattle. While nonservice businesses are locating in restored structures, which introduces rental monies into the square's economy, visitation provides the expenditures upon which the shops and restaurants are dependent and upon which the evening and weekend economic activity depends. A unit of the park in Seattle's Pioneer Square would engender economic activity, but probably not to a noticeable degree.

It is expected that economic activity as a result of both nonservice businesses and visitor expenditures will continue and will increase.

The increase will be dependent on a combination of the trend toward increasing visitation in the general population and the diversity of experiences offered in Pioneer Square. Providing a diversity of experiences which directly relates to visitor expenditures, particularly to the number of repeat visits by residents of the Seattle metropolitan area and in the length of stay in the square by all visitors, is critical to the interrelated economic growth and historic preservation of the area. There is only one known plan to diversify experiences relating to the historic resources of the square, a historic ship display at the Seattle waterfront park. However, local government is building a domed stadium near the square which, because of close proximity to the square, will influence economic activity in the square and Seattle in general.

C. A Park which Includes an Entire Building in Pioneer Square Historic District

This alternative includes the acquisition and restoration by the National Park Service of an entire building in Pioneer Square Historic District. Impacts of the alternative would primarily affect historic preservation, land use, private enterprise, the economies of Pioneer Square Historic District, Seattle, and the federal budget. The Pioneer Building was considered as a base for analyzing this proposal. Acquisition and restoration was estimated to cost $3 million in 1972.

Impacts on Historic Preservation: The impacts on historic preservation are analyzed in conjunction with the information provided above under Alternative B, "A Park Without a Seattle Unit." Federal acquisition and restoration of an entire building would assure preservation of that building and would probably provide sufficient impetus to private and other public restoration efforts in the district to assure their success.

Impacts on Visitor Use: The restored structure would provide space for a variety of visitor activities to enhance the visitor experience, such as movies or plays relevant to the gold rush story. Short-term disturbance and disruption of pedestrian traffic patterns would occur during the restoration process.

Impacts on Land Use: Depending on which building would be selected, tenancies could be affected and may have to be relocated. Based on the Pioneer Building, three business tenancies would be relocated. Most of the tenancies in the unrestored buildings of Pioneer Square are businesses or service organizations associated with the indigent resident population in the area (estimated at 1,000 persons). Any building selected in the square would probably necessitate relocation of services to those people and, ultimately, a relocation of at least a small portion of the indigent population.

Impacts on Economies of Pioneer Square and Seattle and Federal Expenditures: The impacts on the economies of Pioneer Square and Seattle are analyzed in conjunction with information provided above under Alternative B, "A Park Without a Seattle Unit."

Acquisition and restoration of a building would inject approximately $3 million into the property values of Pioneer Square and Seattle. The sum would be significant to historic preservation. Economic benefits to the overall economies would be additional with new private businesses which would lease space in the restored building. As discussed under Alternative B, the economies of the square and Seattle are stimulated by many interrelated influences. Acquisition would also have a slight negative effect since the city would lose tax monies with the building and lot under federal ownership.

The estimated $3 million for acquisition and restoration is also a substantial federal expenditure when considered in context of the proposed budget for the park. Under the present situation of deficit spending in the current budget and need to hold down federal expenditures to assist in balancing the next fiscal budget, this amount of federal expenditure for a Seattle unit is not favored.

D. A Park that Includes the Entire Drainages of the Skagway and Taiya Rivers

This alternative would include all lands between the western topographic crest of the Taiya River and the eastern topographic crest of the Skagway River. It would total approximately 176,457 acres. The alternative would essentially include all the lands within the possible complex boundary shown on the Topography/Boundary map in Appendix D. Impacts of this alternative would primarily affect vegetation, wildlife, land use, economic development, historical and archeological resources, and transportation.

Impacts on Vegetation: The lands are approximately 50 percent forested, with the remaining being high elevation snowfields, rock, and alpine vegetation. The vegetative resources on the estimated 176,435 acres would be managed under preservation policies which would preclude timber harvesting. The timber resources would not be available for economic or utilitarian benefits.

Impacts on Wildlife: Hunting is not permitted under preservation management policies. Although wildlife populations are thought to be light, a buildup in certain species populations could occur to the detriment of both species populations and vegetation. Likewise, under this alternative, lands now used by local sportsmen would be closed to hunting.

While hunting pressure is light, the lands considered in the alternative are the only hunting lands accessible to local sportsmen without costly and time-consuming air or boat travel.

Impacts on Land Use: Approximately 176,457 acres of land would be committed to preservation management. Multiple-use options would not be available. Of particular concern, in addition to timber harvest and hunting, would be mining activities. Little is known of the mineral resources in the lands, but the opportunity to develop any potential mineral resources would be foregone. This would preclude any possible economic or utilitarian benefits which could be gained.

Impacts on Historical and Archeological Resources: The extent of historical structures and artifacts is not known outside the Chilkoot and White Pass trail corridors. Archeological resources may be present, since the Chilkoot and Chilkat Indians both used the lands. Under this alternative, any historical or archeological resources and the historical setting of the Klondike Gold Rush would receive national park preservation, restoration, interpretation, and notoriety.

Transportation: The alternative could affect existing plans for the Skagway-Carcross Highway. Should the alternative result in park authorization prior to highway authorization, then the possibility would exist for further action by the Alaska Department of Highways under Section 4(f) of the Department of Transportation Act of 1966, as amended. Under provisions of the act, a federal-aid highway may not be constructed through a park of national significance unless two conditions are met: (1) that there is no feasible and prudent alternative to the use of such land, and (2) that such plans include all possible planning to minimize harm to the park. The decision for possible further Section 4(f) actions would have to be based on an evaluation of the existing Section 4(f) actions already incorporated into the Alaska Department of Highways plans.

It should be noted that the existing Section 4(f) actions are based on a proposed highway route that would affect historical resources but would not cross park lands. Additional Section 4(f) actions, if determined necessary, could delay construction of the proposed highway and could result in additional planning and construction costs.

The alternative could affect the possible expansion of port facilities. Since documented expansion plans have not been prepared, the impacts cannot be analyzed. However, preclusion or reduction in expansion could adversely affect park visitation. Ferries and cruise ships are primary means of access to Skagway; and visitors seeking marine access could be denied the park experience or could be required to use air or surface access.

IX. CONSULTATION AND COORDINATION WITH OTHERS

A. Consultation and Coordination in the Development of the Proposal and in the Preparation of the Draft Environmental Statement

The master plan proposal for the Klondike Gold Rush National Historical Park is substantively the same as this final environmental impact statement. It has received extensive distribution among all agencies and state and local governments involved as well as to interested members of the public in Skagway and Seattle. The master plan proposal was also discussed in a number of public meetings in Skagway on the proposal. Accordingly, this statement includes consideration of comments or consultations with the Forest Service; Bureau of Land Management; Alaska Power Administration; the Alaska Departments of Economic Development, Highways, and Natural Resources; and the cities of Seattle and Skagway. On August 11, 1972, a cooperative agreement for the protection of the Chilkoot Trail historic resources was signed between the Pacific Northwest Region of the National Park Service, the Alaska State Office of the Bureau of Land Management, and the Department of Natural Resources, state of Alaska. Considerable consultation has also taken place with Canadian officials concerning the international aspects of the proposed park.

B. Coordination in the Review of the Draft Environmental Statement

Copies of the draft environmental impact statement and a request for comments were sent to the following governmental agencies and organizations:

United States Government

Advisory Council on Historic Preservation
Department of Agriculture
  Farmers Home Administration
 *Forest Service
Department of the Army
 *Corps of Engineers
Department of Commerce
  Economic Development Administration
Department of the Interior
 *Alaska Power Administration
 *Bureau of Indian Affairs
 *Bureau of Land Management
 *Bureau of Mines
 *Bureau of Outdoor Recreation
 *Fish and Wildlife Service
 *Geological Survey
*Department of Housing and Urban Development
 Department of State

*Department of Transportation
  Federal Highway Administration
  Federal Railroad Administration
  Federal Aviation Administration
  Coast Guard
*Environmental Protection Agency
*Federal Power Commission

Canadian Governments:
*Parks Canada
  National and Historic Parks Branch
Province of British Columbia
  Parks Branch
Yukon Territory
  National Historic Sites

State of Alaska
Historic Preservation Officer
*Planning and Research Division, Office of the Governor (state clearinghouse)

State of Washington
Historic Preservation Officer
*Planning and Community Assistance Division, Office of Program Planning and Fiscal Management (state clearinghouse)

Others
City of Seattle
City of Skagway
Pioneer Square Association
Pioneer Square Historical District
Puget Sound Governmental Conference (metropolitan clearinghouse)
White Pass and Yukon Route

In addition, the statement was sent to 100 conservation organizations, historical societies, and interested citizens. The draft statement was open to public review from May 2 to July 1, 1974.

The letters of comment received on this statement were analyzed and are incorporated in the following pages of this final environmental statement. Responses are given only to those comments which raised questions concerning adequacy of the statement. All comments received are included, however.

*comments received

JOEL PRITCHARD
1ST DISTRICT, WASHINGTON

COMMITTEES:
GOVERNMENT OPERATIONS
MERCHANT MARINE AND FISHERIES

Congress of the United States
House of Representatives
Washington, D.C. 20515

506 CANNON BUILDING
WASHINGTON, D.C. 20515
(202) 225-6311

DISTRICT OFFICE
U.S. COURTHOUSE, ROOM 209
1010 FIFTH AVENUE
SEATTLE, WASHINGTON 98104
(206) 442-4220

July 3, 1974

Mr. John A. Rutter
Regional Director
Pacific Northwest Region
National Park Service
Fourth and Pike Building
Seattle, Washington 98101

Dear Mr. Rutter:

Thank you for your recent letter which forwarded a copy of the draft environmental statement for the proposed Klondike Gold Rush National Historic Park.

After reviewing the statement I am certain that the park will be a welcome addition to Seattle and to Washington's First Congressional District. The location of the park in Seattle's Pioneer Square is highly appropriate and will serve to enhance the awareness of Washingtonians of this important part of their history.

If my office can be of assistance in this matter, do not hesitate to let me know.

With best regards,

Sincerely,

Joel Pritchard

Joel Pritchard
Member of Congress

JP:lb
cc: The Honorable Wes Uhlman
The Honorable Bruce K. Chapman



UNITED STATES DEPARTMENT OF AGRICULTURE
FOREST SERVICE
Washington, D. C. 20250



8420

JUL 8 1974

Mr. John A. Rutter, Regional Director
National Park Service
Pacific Northwest Region
U. S. DEPARTMENT OF THE INTERIOR
4th & Pike Building
Seattle, Washington 98101

Dear Mr. Rutter:

The Office of the Secretary has asked us to review the Draft Environmental Statement and Master Plan for the proposed Klondike Gold Rush National Historical Park, Alaska-Washington. We have the following comments to offer:

General comments:

1. The proposal is favorable in protecting historical values.

2. Quantitative statements regarding abundance of particular resources are lacking. 1

3. Economic and social impacts do not seem to have been analyzed and prepared in depth. 2

4. We are concerned that the impacts on other lands, not adjacent to the proposed park units, have not been recognized. Increased traffic to Skagway via the Alaska Marine Highway could also mean increased traffic at other stops along the marine highway system. The impacts of increased traffic, and the impact on existing tourism facilities, have not been looked at in Ketchikan, Petersburg, Sitka, Juneau, and Haines. Also, the newer additions to the marine highway system, Hoonah, Kake, Angoon, etc., are not prepared to handle an influx of tourists. 3

Specific comments:

1. Page 6, item b. We suggest that the long-range cooperative arrangements, mentioned in the parent text, should also include the general management objectives of the lands adjacent to the proposed park units, as well as the trails, camping areas, and shelters. Although "cooperative management zones" are shown on 4

the map on page 20, there is no discussion as to the type or extent of management proposed. While we may be willing to alter our normal management activities, this should be spelled out to avoid problems at a later date.

2. Page 6, item d. We suggest adding the Forest Service here because we manage the wildlife habitat on the contiguous lands. 5

3. Page 37. The White Pass Unit will have impacts beyond those mentioned here. This unit will affect the entire scope of management on National Forest lands adjacent to the area proposed for inclusion into the National Park System. This, in turn, will have impacts that limit management opportunities which, in turn, will decrease utilitarian values in favor of non-tangible values. This is recognized, in part, by the statement on page 42, itme 4, but only for lands included within the park system. 6

Also, non-management of game species could result in problems associated with over population of game similar to those experienced in other National parks. These impacts are found both within the park and on adjacent lands. 7

Some considerations here are also reflected in No. 1 above.

4. Page 40, item 7, second paragraph. We would prefer the last sentence to read similar to the following: "...will generate, these agencies will coordinate management of adjacent lands to minimize conflicting uses to the degree possible." 8

5. Page 40, item 7, 4th paragraph. We question whether horse use as could be expected now has any relationship to the horse use and abuse that actually occurred on the trail. At this point, recreation use of horses should not be precluded. 9

6. Page 42, item 1. The source of air and water pollution indicated is unknown. If the source is from construction, and is short-term, this is acceptable. But if the pollution is to be a continuing thing because of poor design or treatment it is unacceptable, especially in this day and age when all Federal facilities must be non-polluters. 10

7. Page 43, Chilkoot and White Pass Units. Statements here are probably true, but they don't even evaluate the impact of long-term productivity. 11

We appreciate the opportunity to review and comment on this environmental statement.

Sincerely,

R. MAX PETERSON
Deputy Chief

Responses to Comments by Department of Agriculture, Forest Service

1. Quantitative information on resources has been added throughout Chapters II, III, and VII to the extent that we were able to obtain such information.

2. In June 1974, the National Park Service initiated a pilot socioeconomic impact study in Skagway. (See discussion in Chapter III.F, p. 48.) The economic study is expected to be completed by winter 1975. The sociological study will be completed by the summer of 1976. In the interim, the discussion of economic and social impacts, based on existing information, has been revised in Chapter III.E, F, G, and H, pp. 45-51.

3. A discussion of impacts on the regional communities has been added in Chapter III.L, p. 55.

4. A revised discussion of the proposed cooperative management zones has been added in Chapter I.A.2, pp. 11-15.

5. The Forest Service has been added to the discussion of cooperative agreements for wildlife management in Chapter I.A.2, p. 11.

6. The discussion of impacts on adjacent lands has been revised. See Chapter III.F, K, and L, pp. 46-49 and 54-55.

7. A revised discussion of the impacts on wildlife is included in Chapter III.B, pp. 43-44.

8. The suggested terminology has been added to discussions of cooperative management throughout the statement.

9. References to horse use have been clarified in Chapter III.H, p. 51.

10. The discussion of potential air and water pollution has been revised. See Chapter III.C and D, p. 44.

11. The discussion of long-term productivity has been revised. See Chapter VI, pp. 64-65.

DEPARTMENT OF THE ARMY
NORTH PACIFIC DIVISION, CORPS OF ENGINEERS
210 CUSTOM HOUSE
PORTLAND, OREGON 97209

NPDPL-FW

26 June 1974

Mr. John A. Rutter
Regional Director
National Park Service
Pacific Northwest Region
Fourth and Pike Building
Seattle, Washington 98101

Dear Mr. Rutter:

We have reviewed the draft Environmental Impact Statement and the Master Plan for the Proposed Klondike Gold Rush National Historical Park, Alaska and Washington.

We would like to remind you that the proposed Skagway Unit located in Skagway, Alaska, should be evaluated in accordance with Executive Order 11296, "Evaluation of Flood Hazard in Locating Federally Owned or Financed Buildings, Roads, and Other Facilities, and in Disposing of Federal Lands and Properties," so that potential adverse flood hazard effects are considered. 12

Thank you for the opportunity to review the statement and master plan.

Sincerely yours,

A. R. MARSHALL
Colonel, Corps of Engineers
Deputy Division Engineer

AIR MAIL

Responses to Comments by Department of the Army, Corps of Engineers

12. Information on Executive Order 11296 has been included in Chapter IV, p. 60.

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT
ARCADE PLAZA BUILDING, 1321 SECOND AVENUE
SEATTLE, WASHINGTON 98101

June 25, 1974

REGION X

Office of Community Planning
and Management

IN REPLY REFER TO:
MS 307

Mr. John A. Rutter
Regional Director
National Park Service
Fourth and Pike Building
Seattle, WA 98101

Dear Mr. Rutter:

Subject: Draft Environmental Statement, Klondike Gold Rush National Park, DES 74-47, Alaska and Washington

We have reviewed the draft statement submitted with your May 17, 1974 letter to Mr. Broun requesting comments by July 1.

The proposed action is the development of a national historical park of four separate units to commemorate the Klondike Gold Rush epic as a part of our country's history worthy of preserving.

We were very much interested in your master plan and impact statement, since our department along with other federal agencies is committed to encourage the development of plans to use historic properties in a manner compatible with preservation objectives and which will not result in an unreasonable burden to the public or private interests. We concur with the State of Washington that Alternate 3, the outright acquisition and restoration of an entire building in Pioneer Square would probably be beneficial to the success of the district. However, preservation activities in Pioneer Square are subject to approval by the City. 13

In the Skagway master plan, we want to point out that presently the entire City of Skagway is in the special flood hazard area; thus, an evaluation of the hazard should be included in the impact statement. 14 We also suggest that the master plan take into consideration the anticipated housing needs so that local governments can plan accordingly. 15

In the Chilkoot Trail Unit with reference to Dyea, it is noted that this is a remnant of a ghost town and should remain so. Isn't it possible that some time in the future that Dyea could again become a town with a very high quality living environment. We feel it should be up to state and local 16

governments to determine the type and direction they want for future growth.

Thanks for the opportunity to comment.

Sincerely,

John R. Merrill
Assistant Regional Administrator
for Community Planning and Management

cc: CEQ (5)
Duffy
Miller
Paull
Riddell

Responses to Comments by Department of Housing and Urban Development

13. A revised discussion of this alternative is included in Chapter VIII, p. 71-72. The city of Seattle passed Resolution 24596 supporting the recommendation of the Klondike Gold Rush National Historical Park. A copy of the resolution and a letter from the Mayor of Seattle are included in Appendix C.

14. Skagway's location in a flood hazard area is discussed in Chapter IV, p. 60.

15. A discussion of anticipated housing needs in Skagway has been added to Chapter I.A.1, p. 7.

16. A new town could again grow at Dyea. However, since it is located on the Taiya River flood plain near the mouth of the river, the site is susceptible to floods. (See Chapter IV, p. 60) The Klondike park proposal which includes the historic townsite of Dyea has the concurrence of state and local governments (see Appendix C), and state and local officials were involved throughout the planning process.

United States Department of the Interic
ALASKA POWER ADMINISTRATION
P O BOX 50
JUNEAU ALASKA 99801

IN REPLY REFER TO:
700

June 28, 1974

AIRMAIL

Regional Director
Pacific Northwest Region
National Park Service
Fourth and Pike Building
Seattle, Washington 98101

Dear Sir:

Thank you for the opportunity to review and comment on your draft environmental impact statement for the proposed Klondike Gold Rush National Historical Park.

I believe the draft statement adequately covers the coordination and cooperative planning needed to insure compatibility of our potential Yukon-Taiya Hydroelectic project with the environmental and historic values covered in the park proposal.

We have no other comment at this time.

Sincerely yours,

J. V. House

J. V. House
Administrator

United States Department of the Interior

BUREAU OF INDIAN AFFAIRS
WASHINGTON, D. C. 20245

IN REPLY REFER TO:
Trust Facilitation
EQ (DES 74-47)

JUN 28 1974

Memorandum

To: Regional Director, Pacific Northwest Region
National Park Service, Seattle, Washington

From: Martin E. Seneca, Jr.
Director, Office of Trust Responsibilities

Subject: Review of Master Plan and Draft Environmental Statement for Proposed Klondike Gold Rush National Historical Park, Alaska and Washington (DES 74-47)

We have reviewed the subject statement as requested in your letter of May 17, 1974.

There appears to be no irretrievable or adverse impact on Indian lands or people.

We consider the plan and statement to be well written and to contain a wealth of information concerning the area. Following are our comments:

1. While we have no specific knowledge of such sites, it is possible that Native historical or burial sites are located within the proposed park. We recommend inclusion of provisions for their preservation upon discovery. A Thlingit Indian Village of over 200 people was located near Dyea at the time gold was discovered. 17

2. The role of the Indians and their relationship to the Klondike Gold Rush could be enlarged upon. For example, many worked as packers. 18

3. Similarly, a number of Indian families still live in the vicinity of Skagway and, therefore, we recommend your including consultation with them in your planning. 19

CONSERVE AMERICA'S ENERGY

Save Energy and You Serve America!

Responses to Comments by
Department of the Interior, Bureau of Indian Affairs

17. Discussion of potential archeological resources has been added in Chapters II, III, and IV, pp. 38, 52-53, and 59.

18. Additional information on the role of Indians during the gold rush has been included in Chapter II, p. 38.

19. No attempt has been made to contact all residents of the Skagway vicinity on an individual basis; however, four public informational meetings have been held in drafting three separate master plans for Klondike Gold Rush National Historical Park. Indian residents of the area may have attended some of the meetings. Contact with residents of the area will continue as the planning process progresses.

United States Department of the Interior

BUREAU OF LAND MANAGEMENT

State Office
555 Cordova Street
Anchorage, Alaska 99501

July 2, 1974

Memorandum

To: Regional Director, National Park Service, Pacific Northwest Region
Seattle, Washington

From: State Director, Bureau of Land Management

Subject: Review comments DES 74/47, Klondike Gold Rush National Historic Park, Alaska-Washington.

Our review of the draft Environmental Impact Statement and attached master plan found them to be interesting and adequate in covering most areas of environmental concern. We have the following specific comments:

1. P. 19, item h. The Anchorage District, Bureau of Land Management, has not been contacted with regard to the proposal. The Anchorage District has field responsibility for management of adjacent lands and needs to be kept fully informed of all actions which may affect BLM management. The address for the District is: 20

   Mr. Richard Tindall
   District Manager
   4700 East 72nd Avenue
   Anchorage, Alaska 99502

2. P. 35. Mention is made of the current use level (1300 per year) on the Chilkoot Trail. However, no mention is made of what the social and/or environmental carrying capacity may be. What level of use and quality of experience is the NPS master plan and proposal designed for? How is it proposed to control use levels? 21

3. P. 43. Mention is made of economic development in Skagway and its possible effects. No mention is made on how much is desirable and 22

how the NPS may attempt control. The long-range benefits or impacts upon the historical aspects of the proposed park could be examined in greater detail in the final statement.

Richard L. Thompson

Acting

Responses to Comments by
Department of the Interior, Bureau of Land Management

20. We have maintained continuing contact with the Bureau of Land Management State Office, with the understanding that that was the appropriate level of contact at this stage of planning. We will include the Anchorage District Office in future phases of the planning process and will send a copy of the final environmental statement to the District Office.

21. Social and environmental carrying capacities have not been developed as yet for the proposed park. Use levels are low, less than 1,500 persons in 1974. Historically tens of thousands of miners, packers, and others worked their way over the pass in 1897 and 98. Since the area is a historical park, this would be the logical carrying capacity. However, the Klondike event cannot be duplicated and much attractive vegetation has replaced the scars of years gone. There exists now the need to protect the natural environment of the park corridor and limit use which would destroy the area. Such levels, however, are some distance away and the National Park Service will monitor the effects of human impact on the environs of the Chilkoot Trail, adjusting and regulating use as necessary. Carrying capacities for the proposed park will be based on future research in the park or on extrapolation of findings from other carrying capacity research projects. See Chapter IV, p. 59.

22. A revised discussion of impacts of the proposal is included in Chapter III (pp. 42-55), and a revised discussion of the long-term effects is included in Chapter VI, pp. 64-65. Also, a socioeconomic impact study has been initiated and will be appended to this final environmental statement. See Chapter III.F, p. 48.

OFFICE OF THE DIRECTOR

United States Department of the Interior

BUREAU OF MINES
WASHINGTON, D.C. 20240

July 12, 1974

DES 74-47

Memorandum

To: Regional Director, Pacific Northwest Region, National Park Service, Seattle, Washington

Through: Deputy Assistant Secretary--Energy and Minerals JUL 17 1974

From: Director, Bureau of Mines

Subject: Master plan and draft environmental statement, National Park Service, proposed Klondike Gold Rush National Historical Park, Alaska and Washington

Our Alaska Field Operation Center, Juneau, and Western Field Operation Center, Spokane, have reviewed the master plan and draft environmental statement for the proposed Klondike Gold Rush Historical Park, Alaska-Washington. Maps and land descriptions in the documents are grossly inadequate to plot the boundaries on the Skagway quadrangle map sheets to show known mineral prospects in relation to the proposed White Pass and Chilkoot Trail Units. The maps do not indicate the topographic and physical features or the characteristics of the proposed park units of about 13,000 acres or of the scenic control area of nearly 200,000 acres. 23

The proposal calls for scenic control of the Taiya and Skagway River valleys from "topographic crest to topographic crest." In effect, the National Park Service intends to have "scenic control," through cooperative agreements, of a block of land up to 25 miles long by 15 miles wide, as indicated on page 21 of the Cooperative Management Zones map. This would give Park Service virtual control of mineral and forest resources, and industrial and roadbuilding activities from almost 4 miles below the head of Taiya Inlet to the Canadian border, covering all of the federally-owned watershed of the Skagway and Taiya River systems. 24

The proposal for the Seattle unit calls for leasing of approximately 3,400 square feet of building space in the historic Pioneer Square District. The space would be utilized for programs and displays related to the Klondike Gold Rush in general and Seattle's role as the gateway to the Yukon goldfields in particular. Since the Seattle unit will be located in an established urban area, there should be no change in present or future mineral resource commitment.

Memo. to: Regional Director, Pacific Northwest Region, National Park Service, Seattle, Washington, Subj: Proposed Klondike Gold Rush National Historical Park, Alaska and Washington

The environmental statement's section on Minerals, pages 32-33, states "The Alaskan side of the area is not highly mineralized" and "a few minor claims have been staked and worked." There has been no evaluation or even mention of the Inspiration mine or of two other prospects shown on the Skagway quadrangle maps. These prospects and a radioactive minerals prospect are probably within the proposed park units. According to the Skagway recorder's office and Alaska's Division of Geological Survey records, about 15 other prospects have been located within the proposed scenic control area. These locations were variously for gold, silver, lead, zinc, copper, molybdenum, and radioactive minerals. We believe that a mineral resource study made of the proposed park and its scenic control area would provide information that would be basic to a decision on the proposal. 25

On pages 45 and 46 it states "The drainages of the Skagway and Taiya Rivers are the only lands available at the head of Taiya Inlet. Room is needed for future growth, transportation facilities, nonpark recreation (such as hunting), and community facilities." The valley of the Skagway River and a tributary contain the White Pass and Yukon Railroad and a State highway under construction to connect with the Canadian system. This is the main transportation corridor for supplies and equipment into northwestern British Columbia and a large part of the Yukon Territory. It is also the export route for large and increasing tonnages of Canadian ores and concentrates of copper, lead, zinc, silver, gold, tungsten, and asbestos through the port of Skagway to the United States, Canada, and world markets. The limited amount of usable land in the Skagway River valley probably will suffice only for necessary expansion of community and transportation support facilities. 26

The only land suitable for mineral processing and metallurgical or power-intensive metal reduction and refining plantsites is on the floor of the Taiya valley from tidewater to about 6 1/2 miles above the mouth of the river. This area all lies within the proposed Chilkoot Trail Unit. Under the proposal, no private ownership of land or industrial development will be permitted. We believe that allowances should be made for future mineral-related plantsites. 27

On page 6, it states "A legislative proviso also is incorporated into the park legislation that would permit construction of the Yukon-Taiya Project by the Alaska Power Administration if it becomes feasible, while the administration will incorporate into its plans methods to minimize adverse effects of the project on the historic resources of the Yukon-Taiya valley 28

and methods to restore disturbed areas." Increased costs of this project due to the proposed park and scenic control area regulations, and the prohibition of siting mineral or metal processing industries near an electrical energy supply source, may drastically affect project feasibility. It would also reduce the value of the United States portion of the power developed and require substantially increased transmission losses and costs to potential consumers. Consideration should be given to the economic need of the power siting and the related industries that could develop.

On page 17, it states "Since only a few fragments of this boomtown exist, the National Park Service intends to protect and interpret the few historic remains of Dyea through a small interpretive structure and a few onsite interpretive devices to be used during the visitor season. The cemeteries, waterfront pilings, and old house ruins here are of considerable interest and almost self-interpretable." Ruins worth saving for historic value and the two cemeteries for Dyea and the avalanche victims can be protected by reserving a few acres at the mouth of the valley. There is almost nothing distinctive of the Chilkoot Trail or the Klondike gold rush period between Dyea and Canyon City, about 9 miles upriver. A relatively recent truck and tractor road, sawmill and logging campsites, tractor trails, and logged areas are characteristic of the lower 6 1/2 miles of the valley. 29

On page 44, it states that "mining" resource losses would be small and that tax moneys on 5 acres of land would be committed. We believe that the real, long-term, irretrievable resource commitments to the Skagway area, the State, and the Nation would be the loss of usable land along the lower 6 1/2 miles of the Taiya valley and the diminished feasibility, or loss, of the Yukon-Taiya power project. 30

We appreciate the efforts being made to preserve this historically interesting part of mining. However, because the Skagway-Whitehouse corridor will increasingly be the principal route for inland-bound freight and supplies and seaward-bound minerals and other raw materials, and because there may be potential mineral resources within the 200,000 acres of proposed scenic-control area, we believe that before proceeding further a complete mineral economic study be completed to evaluate the long-range implications of this withdrawal. 31

Because potential land management plans may preclude the installation of needed transportation, power, and mineral processing facilities 32

Memo. to: Regional Director, Pacific Northwest Region, National Park Service, Seattle, Washington, Subj: Proposed Klondike Gold Rush National Historical Park, Alaska and Washington

that could later hinder both Canadian and American industries, the long-range international aspects of the proposal should be cleared by the Department of State.

Our specific comments are included as an attachment to this memorandum.

Director Thomas V. Falkie

Enclosure

COMMENTS ON PROPOSED KLONDIKE GOLD RUSH HISTORICAL PARK

Note: Unless stated as being from the master plan, the following comments refer to pages of the environmental statement

Page 6, paragraph 1, and pages 19 (i) and 21: The Chilkoot Trail Unit will cover about all of the bottom land from the mouth of the Taiya River to above its junction with the Nourse River. This will result in restrictions on visibility and other aspects that will increase the costs of the proposed Taiya power project. There will not be any sites available for mineral processing, metallurgical works, or related facilities for power-intensive industries.

Page 17, paragraph 3: This valley floor contains the only flatland with saltwater access in this area that would be suitable for industrial development. There has been some logging and sawmill operation and a truck or tractor road in the lower 6-8 miles of this valley. The "slide" cemetery, town cemetery, and any other worthwhile historic sites could be preserved near the Dyea townsite without removing all of the lower valley from future productive uses. There is very little that is unique to the Chilkoot Trail along this valley south of the Canyon City area. Even definitely identifiable vestiges of the trail are scarce.

Page 19, paragraph 1: "...tons of snow slid into Chilkoot Pass...." This avalanche did not occur at Chilkoot Pass. It was in the canyon a considerable distance south of Chilkoot Pass.] 33

Page 32, Master Plan; Minerals: What is reported here is generally true. However, one statement, "One molybdenum claim is currently being prospected near Falls Creek, outside the proposed historical park," should be corrected. This is a 4-claim group according to the latest Kardex entry. Also, the plan does not mention the Inspiration mine that is probably within the proposed park. Further, the name on the Skagway (C-1) map sheet is Pitchfork Falls Creek. USGS Professional Paper 567, Alaska Place Names, does not mention a "Falls Creek" in the Skagway area but lists Pitchfork Falls.

Pages 32, and 33: "The Alaskan side of the area is not highly mineralized and there are no significant reports of mineral deposits on the Canadian side within the proposed park area. The area has been heavily prospected for gold and related metals. Since discovery of gold at Juneau and the '98 gold rush, a few minor claims have been staked and worked. One molybdenum claim, lying outside of the proposed historical park, is currently being prospected near Falls Creek." Again, this statement does not mention the Inspiration lead-zinc-silver mine on the east side of the divide about 0.4 miles west of the railroad and Inspiration station and about 2.8 miles south of the Canadian border. There was an aerial tramway from the station to the site. Access from White Pass was by trail

southerly along the ridge of the old White Pass trail. Shown on the Skagway quadrangle and the Skagway (C-1) map sheets, the property is probably within the White Pass Unit.

The Inspiration group of 12 lode claims was located in 1926. Following surface and underground exploration, about 15 tons of ore was cobbed, sacked, and shipped. The property was relocated as the Lucky Thursday mine in 1953 and as the Hope in 1962, according to the Alaska Division of Geological and Geophysical Survey's Kardex mineral property file.

The Eagle group of two lode claims was located for radioactive minerals in 1956. The location was described as the "south slope of AB Mountain at the mouth of Dyea Valley." This prospect may also be within the Chilkoot Trail Unit.

Two other prospects shown on the Skagway (C-1) map sheet lie within the Chilkoot Trail Unit. The 8-Mile Canyon prospect is about 0.1 mile east of Taiya River and 7.7 miles south-southeast of Chilkoot Pass, opposite the mouth of the Nourse River. An unnamed prospect is plotted as being on the west bank of the Nourse River, about 1 mile north-northwest of the 8-Mile Canyon prospect and about 1 mile west of the Canyon City shelter cabin.

Page 37: The adverse environmental impacts that would come with higher installation costs for the proposed Taiya power project, and the adverse economic impacts to the community and State that would come by withdrawing the only feasible sites for power-intensive mineral-processing and other industries should be discussed.

Page 38, Sections 8 and 9: It can be argued that leaving the lower Taiya valley land open for future power and industrial use would probably do more for the economic base and taxable property values of the community and the State than the benefits cited in Sections 8 and 9.

Page 40, Section 7, paragraph 3: "...the National Park Service does not permit...mining within established parks." Presumably, mining would also be discouraged in adjacent watershed lands under the proposed cooperative management agreements.

In 1956, a representative of the U.S. Geological Survey examined the Skagway Discovery prospect. It is in Skagway, north of the Standard Oil Company warehouse, about 250 feet above the railroad tracks. It was located for radioactive minerals. He reported that geologic conditions in the region are considered generally favorable for the occurrence of uranium and further prospecting is warranted. Several other prospects were subsequently located for radioactive minerals. Brief descriptions of three are available in Geological Survey literature.

Page 42, Item 2: "Approximately 5 acres of private lands will be removed permanently from the tax rolls." In reality, 825 acres of private land and several thousand acres of State and Federal land will be permanently removed from the possibility of providing an economic base for this part of Alaska.

Page 42, Item 4 and page 44, VII, paragraph 1: On these pages it states that "Lands included in the park proposal will not be available for multiple use, such as mining and logging, or for future development" and "...the enacted law can be altered or changed by Congress for the public good at any time." Although it says that mining resources are of low value, no adequate geologic or engineering studies have been made to evaluate the mineral resources either of the proposed park areas or of the larger proposed scenic protection area. It therefore cannot be said that the mineral resource potential is low. It should say that a mineral study would provide the necessary input for a decision of withdrawal. In all candor, the second quote is of doubtful logic as demonstrated in Glacier Bay National Monument.

Pages 45 and 46, Alternative 4: This alternative would include the entire drainages of the Skagway and Taiya Rivers in a "grand" park, but acknowledges the heavy impact on other uses of the drainage as "...the drainages are the only lands available at the head of Lynn Canal. Room is needed for future growth, transportation facilities, nonpark recreation (such as hunting), and community facilities." The lower 7 or 8 miles of the Taiya valley contain almost all of the relatively flat, open and accessible land of potential value to this community. The Chilkoot Pass Unit, as proposed, would remove all of this land from present and future nonpark use and would control access to the entire Taiya watershed and drainage system.

Page 48, paragraph 2, Master Plan: The statement is made that "the boundary of the White Pass Trail Unit is located so that the road will pass through the park." This is not clear on page 45 of the map. It appears the highway is outside of the west boundary of the park. A possible access road to the west edge of the park is indicated just south of the Canadian boundary, but across the ridge west of White Pass and the White Pass Trail. On page 6, paragraph 1, of the draft environmental statement it reads, "Additionally, the southwestern boundary of the White Pass Unit is proposed to be the east boundary of the Skagway-Carcross Highway road alignment so as to avoid conflict between the park proposal and the highway route." 34

Responses to Comments by Department of the Interior, Bureau of Mines

23. A topographic map showing proposed park and cooperative management zone boundaries has been added in Appendix D. Additional discussion of acreages is also included in Chapter I.A.1, p. 2.

24. A discussion of the cooperative management zones has been added to Chapter I.A.2, pp. 11-15, and the impacts are discussed in Chapter III.K, pp. 54-55.

25. The discussion of potential mineral resources has been revised. See Chapter II, p. 37.

26. The alternative discussion has been revised in Chapter VIII, pp. 72-73. The impacts of the proposal on land use commitments and transportation are recognized and analyzed in Chapter III.E (p. 46) and Chapter III.F (p. 47-48).

27. Impacts on land use and economic development are discussed in Chapter III.E and F, pp. 45-49.

28. The legislative provision has been agreed to by the Alaska Power Administration. See letter from the Alaska Power Administration on page 86. Also see discussions in Chapters III.E and F and VI, pp. 45-49 and 62.

29. Dyea and the Chilkoot Trail, including that segment between the town site of Dyea and Canyon City, formed the funnel through which the miners passed on the more arduous of the two routes to the Klondike. Also, that segment of the trail was an Indian trade route to the interior and may possess archeological values. Recently disturbed sites would be restored by the National Park Service after establishment of the park.

30. The discussion of irretrievable resources has been revised. See Chapter VII, p. 66. See response 28 to your earlier comment concerning the Yukon-Taiya project.

31. See revised discussions in Chapters I and III.K (pp. 11-15 and 54-55) concerning the cooperative management zone. Impacts on present transportation, the proposed Skagway-Carcross Highway, and the possible future port expansion are discussed in Chapter III.J, pp. 53-54. The proposal has been coordinated with and will not alter these transportation systems. See response 28 to your earlier comment concerning the Yukon-Taiya project.

32. The draft statement was sent to the Department of State, and the final statement will also be sent to that Department.

33. The avalanche was in a ravine and snow covered ten acres, including a portion of the Chilkoot Trail. (Bearss, 1970) The discussion in Chapter I has been clarified, p. 21.

34. The reference in the environmental statement is correct. The master plan will be clarified prior to any future reprinting.

With the exception of comments 33 and 34, the other specific comments enclosed with the letter were addressed in responses 23 through 32.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF OUTDOOR RECREATION
NORTHWEST REGION
1000 SECOND AVENUE
SEATTLE, WASHINGTON 98104

IN REPLY REFER TO:
E3035
DES-74/47

Memorandum

To: Regional Director, Pacific Northwest Region, National Park Service

From: Regional Director, Northwest Region, Bureau of Outdoor Recreation

Subject: Review of DES for proposed Klondike Gold Rush Historical Park, Alaska-Washington (DES-74/47)

We have reviewed the subject environmental impact statement from the standpoint of our jurisdiction and special expertise. The draft statement adequately describes the project's impacts as they relate to outdoor recreation; therefore, we have no suggestions to offer for your consideration in finalizing the statement.

Maurice H. Lundy
Regional Director

UNITED STATES
DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
BUREAU OF SPORT FISHERIES AND WILDLIFE
Alaska Area Office
813 D Street
Anchorage, Alaska 99501

June 26, 1974

John A. Rutter
Regional Director
National Park Service
Pacific Northwest Region
Fourth and Pike Building
Seattle, WA 98101

RE: L7617
(PNR)CAE

Dear Mr. Rutter:

The Alaska Area Office of the Fish and Wildlife Service has reviewed the draft ES and master plan for the proposed Klondike Gold Rush National Historical Park, Alaska-Washington(ER 74/47).

We find that the documents adequately treat the fish and wildlife resources involved and have no objections or comments.

Sincerely yours,

Gordon W Watson

Alaska Area Director

United States Department of the Interior

GEOLOGICAL SURVEY
RESTON, VIRGINIA 22092

OFFICE OF THE DIRECTOR

DES 74-47

AUG 1 1974

Memorandum

To: Regional Director, National Park Service
Seattle, Washington

Through: Assistant Secretary--Energy and Minerals AUG 5 - 1974

From: Director, Geological Survey

Subject: Review of draft environmental statement and master plan for Klondike Gold Rush National Historical Park, Alaska-Washington

We have reviewed the subject documents as you requested in a memorandum of May 17.

No significant adverse impact related to geologic conditions is anticipated. Because the area of the proposed park is relatively small, past mineral production is insignificant, and there is no basis for predicting the potential for production, we believe that mineral potential for the proposed park is not significant.

Impact of the proposed park on the water resources and related environmental aspects are covered in the statement only in scattered generalities. We suggest the statement include an organized presentation of the potential impacts and proposed methods to mitigate these impacts with respect to water resources of the area. 35

Acting Director

CONSERVE AMERICA'S ENERGY

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35. Impacts on water quality are now discussed in Chapter III.C, p. 44. Additional discussion of the effects of the proposed park on the possible Yukon-Taiya hydroelectric project are included in Chapter III.F, K and L, pp. 46-49 and 54-55.

DEPARTMENT OF TRANSPORTATION
REGIONAL REPRESENTATIVE OF THE SECRETARY
5079 ARCADE PLAZA BUILDING
1321 SECOND AVENUE
SEATTLE, WASHINGTON 98101

July 3, 1974

Mr. John Rutter
Regional Director
Pacific Northwest Region
U. S. Department of the Interior
National Park Service
931 Fourth and Pike Building
Seattle, Washington 98101

Dear Mr. Rutter:

We have reviewed the draft of the proposed Klondike Gold Rush National Historical Park. We consider the proposal an excellent way of illustrating the famous Klondike gold rush of America's past history. The cooperative effort of the Alaska Highway Department and the National Park Service in preparing adjacent, joining rights-of-way from Skagway to Carcross is commendable.

Because of park access from both the city of Skagway and the existing White Pass Yukon Railroad, the completion of the Skagway-Carcross Highway, and the relative ease of the trail and availability of overnight camping and shelters, the proposal in the Skagway area will be a very popular attraction for families and those people who have only a few days to spend in the area.

We would like to point out an error in the master plan. On page five, the Wickersham is named as the fourth ferry to ply the waters of southeastern Alaska and the route south to Seattle. We would like to point out that the Wickersham, of foreign construction, is presently being sold and the Columbia will very soon replace the slot filled by the Wickersham. Also, the Wickersham is not being used anymore. There are presently six (counting the forthcoming Columbia) ferries plying southeastern waters--four large and two small. The document indicates only four. The two smaller ones radiate through the smaller Native villages, such as Hoonah, Kake, and Metlakatla, while the four larger ones service Skagway, Haines, Sitka, Juneau, Petersburg, Wrangell, Ketchikan, Prince Rupert in Canada, and Seattle.

On page 23, item i, reference is made to the Bureau of Public Roads which is now Federal Highway Administration.

The Federal Railroad Administration is concerned about future problems which may be encountered by increased population on grade crossings and vandalism. A mention is made of rehabilitation of steam locomotives 36 37

and old railroad equipment. Federal Railroad Administration would have to be consulted if any attempt is made to actually use such equipment for the transportation of people or freight.

Sincerely,

R. H. Brower

for DON SAMUELSON
Regional Representative of the
Secretary of Transportation

Responses to Comments by Department of Transportation

36. The effects of increased numbers of people at grade crossings are discussed in Chapter III.J, p. 54.

37. The only railroad restoration proposed is the relaying of a portion of the track down Broadway in Skagway and the placement of class 50 and 70 engines on the track. This is intended to be a static display with the engines towed to and from the tracks at the beginning and end of the tourist season.

U.S. ENVIRONMENTAL PROTECTION AGENCY
REGION X
1200 SIXTH AVENUE
SEATTLE, WASHINGTON 98101

REPLY TO ATTN OF: 10EI - M/S 325 June 25, 1974

Mr. John A. Rutter
Regional Director
U.S. Department of the Interior
National Park Service
Pacific Northwest Region
Fourth and Pike Building
Seattle, Washington 98101

Dear Mr. Rutter:

We have reviewed the Master Plan and the draft environmental impact statement for the proposed Klondike Gold Rush National Historical Park, Alaska and Washington.

We find that the Master Plan is not only informative but educational in its presentation of historical information concerning the '98 gold rush era. It is through this type of colorful description that one realizes the importance of preserving such an important entity of our national heritage.

Because this project encompasses many small and separate land parcels, comprehensive planning will be mandatory if any level of success is to be achieved. We find that the Master Plan fully realizes the importance that planning will play in creating such a park. It is stated on page 33 of the plan that "The prime historical sites can be preserved and interpreted if the sites alone are included in the National Park System, and if they and the surrounding lands are managed compatibly." We suggest that the final environmental impact statement be expanded on this issue to assure the public that "compatibility" will be the result at the completion of this project. Conclusions and decisions reached during this planning would be helpful in reviewing the final statement. 38

An updating of information concerning the sewer system of Skagway should also be included in the final statement. The Environmental Protection Agency has given approval for grant monies to be given to the City of Skagway for construction of a new sewage treatment plant. This new system is scheduled for construction in fiscal year 1975. The water system in Skagway is also under study. Presently a three 39

month bacti study is under way in hopes of certifying the City's water system. If the results from the study prove to be negative, certification will be given. This certification will allow the Alaska Ferry System, an interstate carrier, to take on water in the City of Skagway.

The environmental impacts associated with this project are primarily of a secondary nature. Because of this, additional information is needed in the statement concerning the Skagway to Carcross to Whitehorse road. Between the ferry system and the new road, increased visitations will undoubtedly result. The statement should predict the number of increased visitors to the area and discuss the impact this will have on the area's environment. The statement admittedly predicts increased "pollution of water, air, and the national scene by man" (page 39). Therefore, we believe the mitigating measures, also discussed on page 39, should be discussed in more detail so that more definitive predictions can be given concerning their effectiveness. 40

In conclusion, we believe the proposed Klondike Gold Rush Park, fulfills a very important responsibility we have under the National Environmental Policy Act. That is, to "preserve important historic, cultural, and national aspects of our national heritage, and maintain, wherever possible, an environment which supports diversity and variety of individual choice."

Our comments on this draft statement have been classified LO-1, LO (Lack of Objections) 1 (Adequate Information). The classification and the date of EPA's comments will be published in the Federal Register in accordance with our responsibility to inform the public of our review on proposed Federal actions under Section 309 of the Clean Air Act.

Thank you for the opportunity to review this draft statement.

Sincerely,

Hurlon C. Ray

Hurlon C. Ray
Assistant Regional Administrator
for Management

Responses to Comments by Environmental Protection Agency

38. Revised discussions of the proposal for comprehensive planning are included in Chapters I.A.2, III.L, and IV, pp. 11-15 and 55-57.

39. Updated information on these topics is included in Chapter II, pp. 30-31.

40. Discussions of impacts in Chapter III and mitigative measures in Chapter IV have been revised to address these topics, pp. 44, 53-54, and 56-57.

FEDERAL POWER COMMISSION
WASHINGTON, D.C. 20426

IN REPLY REFER TO:

Mr. John A. Rutter
Regional Director
National Park Service
Department of the Interior
Fourth and Pike Building
Seattle, Washington 98101

AUG - 8 1974

Reference: L7617
(PNR) CAE

Dear Mr. Rutter:

This is in response to your letter of May 17, 1974, addressed to the Commission's Advisor on Environmental Quality, furnishing a master plan and draft environmental statement for the proposed Klondike Gold Rush National Historical Park in the States of Washington and Alaska.

The proposed National Historical Park would consist of four separate units: the Seattle unit in Seattle, Washington; and the Skagway, Chilkoot Trail, and White Pass Trail units in Alaska. The total park area would be limited to 13,300 acres, primarily in the State of Alaska.

The staff of the Commission's Bureau of Power has reviewed the material furnished to determine the effects of the proposal on matters affecting the Commission's responsibilities. Such responsibilities relate to the development of hydroelectric power and assurance of the reliability and adequacy of electric service under the Federal Power Act, and the construction and operation of natural gas pipelines under the Natural Gas Act.

The Commission staff review indicates that there are no existing hydroelectric or steam-electric power plants in the proposed park area. Other than the possibility of the existence of distribution power lines in the urban areas of

the proposed park, there are no bulk electric power transmission lines in the areas proposed for park designation.

The staff notes that a portion of the potential 3,200-megawatt Yukon-Taiya hydroelectric project would be located on lands along the Taiya River within the Chilkoot Trail unit of the proposed park. Power Site Classification No. 396, dated April 23, 1948, covers these lands and was created by the U.S. Geological Survey at the request of the Federal Power Commission. The hydroelectric project, which would involve the transmountain diversion of water from the Yukon River Basin in Canada to the Taiya River Basin in Alaska, is not being actively considered for development at this time.

The staff notes also that the master plan and draft environmental statement indicate that development of the Yukon-Taiya hydroelectric project would be compatible with the purposes of the proposed park. The reports state further that a legislative proviso would be incorporated into the legislation establishing the park that would permit future construction of the project should it become feasible.

There are no jurisdictional natural gas pipelines located in the proposed park. No natural gas reserves are known to exist within the area under consideration.

In summary, the staff review shows that establishment of the proposed Klondike Gold Rush National Historical Park would not have any adverse effect on matters of concern to the Commission if legislation establishing the national park recognizes the possible future development of the potential Yukon-Taiya hydroelectric project.

Very truly yours,

T. A. Phillips
Chief, Bureau of Power

Federal-State
Land Use Planning Commission
For Alaska

733 W. FOURTH AVENUE, SUITE 400
ANCHORAGE, ALASKA 99501

July 1, 1974

Regional Director
Pacific Northwest Region
National Park Service
Fourth and Pike Building
Seattle, WA 98101

Dear Mr. Rutter:

Thank you for the opportunity to review and comment on the draft environmental statement and master plan for the proposed Klondike Gold Rush National Historical Park, Alaska-Washington. The Joint Federal-State Land Use Planning Commission is well aware of the excellent outdoor recreation resources in Southeast Alaska. As of this time, the Commission has not yet completed its analysis of the Southeast Region of Alaska, and therefore it is unable to provide specific comments as to how this proposal is viewed in terms of regional land use planning.

We offer the following items for your consideration during the preparation of the final environmental impact statement in hopes it will be of help to you:

Section III - The Environmental Impact of the Proposed Action

It is suggested that additional adverse impacts be mentioned in this section that relate to benefits that may be gained or foregone for the Alaska portion.

1. Any proposed road or other facility development will be precluded or otherwise affected as to route or location because of the preservation aspects within the proposed park and scenery management of the adjoining lands.

2. Private ownership of land in the valleys of the Taiya and Skagway Rivers will be precluded or discouraged.

3. Commercial timber harvest may be precluded or otherwise affected primarily in the Taiya River valley.

4. Prospecting and mining would not be allowed in the proposed park. 41

5. Increased land values in Skagway due to park designation could bring about an increase in taxes which may result in adverse or beneficial implications.

6. Hunting will not be allowed within the park area which may have adverse effects on local residents and beneficial effects on park users.

7. Relationship of possible federal expenditures in capital improvements to the local economy and employment opportunity is not discussed. No estimate is made regarding total cost of full developments but the discussion on pages 52 and 53 of the master plan indicates a low level is expected. There must be some estimate of total cost available.

It is also suggested that a discussion be presented as to how the proposal is in accord with the Alaska Outdoor Recreation Plan with respect to providing enhanced and new recreation trails and preservation of the historical setting and objects and how the proposal can assist in meeting future recreation and tourism demands for Alaska. Mention should also be made as to how this proposal differs from existing park areas in Alaska and from other proposals in respect to new recreation opportunities and unique features of the area. It may also be well to point out the relationship of this proposal to the National Trails System Act in conserving one of the key Alaska Gold Rush trails identified for study under Section 5(c)(12) of the Act. 42

Item 10 on page 41 should be changed by substituting the word "administered" for the word "owned". Federal agencies do not own the public lands. 43

It is hoped the foregoing items will be of assistance to you in preparation of the final environmental impact statement and master plan.

Sincerely,

T. G. Bingham
Executive Director

Responses to Comments by
Federal-State Land Use Planning Commission for Alaska

41. Chapter III has been revised to include discussions of those impacts, pp. 45-48.

42. Relationship with the Alaska Outdoor Recreation Plan and Nationwide Trails System Act is now discussed in Chapter I.A.2, p. 15.

43. The correction in terminology has been made throughout the statement.

STATE OF ALASKA

WILLIAM A. EGAN, GOVERNOR

OFFICE OF THE GOVERNOR

STATE PLANNING AND RESEARCH

Phone 465-3512

POUCH AD–JUNEAU 99801

July 2, 1974

Mr. John A. Rutter
Regional Director
U.S. Department of the Interior
National Park Service
Pacific Northwest Region
Fourth & Pike Region
Seattle, Washington 98101

Subject: Klondike Gold Rush Historical Park
State I.D. No. 74052405

Dear Mr. Rutter:

The Alaska State Clearinghouse has completed review on the subject project.

The following agencies were invited to review and comment:

State of Alaska

Department of Community and Regional Affairs
Department of Environmental Conservation
Department of Public Works
Department of Natural Resources
Division of Parks
Department of Fish & Game
Department of Highways
Department of Economic Development
Department of Law

Four of the above agencies responded.

The Department of Community and Regional Affairs stated:

> This project has the full support of the Department of Community and Regional Affairs.

The Department of Public Works stated:

> We have no involvement in this project; however, it would seem feasible that architectural and engineering services could be made available on a reimbursable basis, if desired by the program director.

44

The Department of Economic Development stated:

> The Draft Environmental Impact Statement, on page 40, discusses use of the Chilkoot corridor by snowmobilers: "The number (of snowmobilers) who travel this route are few and, the area being covered by snow, have no adverse impact on the environment. There is no other winter use of the area at present and no conflict in use."
>
> The second sentence is not accurate in that seven Juneau residents, including Robert Howe, Superintendent of Glacier Bay National Monument, and Craig Lindh, of this division, crossed the Chilkoot Pass on crosscountry skis during the winter of 1968-1969. The following winter, four other crosscountry skiers made a similar journey. Additional skier use is expected.
>
> Land management agencies with any experience in managing snow machine and crosscountry skier use in the same area realize that conflict is almost inevitable.
>
> The National Park Service should recognize the fact that "other use of the area" does exist, and therefore the potential for conflict also exists. Management measures to reduce or eliminate this conflict should be planned.

45

The Department of Law stated:

> We have concluded that the project would not have a significant impact upon the operations of this office.
>
> As far as can be foreseen, its effect upon present concepts of environment and development should be negligible so we have no concern in this regard.

The Clearinghouse finds this project to be consistent with State long-range planning goals and objectives. Therefore, this letter will satisfy the review requirements of the Office of Budget and Management Circular A-95.

Sincerely,

Raymond W. Estess

Raymond W. Estess
State-Federal Coordinator

Department of Public Works

44. Your offer of services will be considered by the National Park Service under a possible future cooperative agreement as well as referred to participating state and local agencies and private organizations during plan implementation.

Department of Economic Development

45. The discussion of winter use has been revised to include cross-country skiing. See Chapter III.H and management measures to control visitor use and to reduce or eliminate conflicts of use which are discussed in Chapter IV, pp. 51 and 58.

STATE OF WASHINGTON
OFFICE OF THE GOVERNOR
OLYMPIA

DANIEL J. EVANS
GOVERNOR

July 3, 1974

Mr. John A. Rutter, Regional Director
United States Department of the Interior
National Park Service - Pacific Northwest Region
Fourth and Pike Building
Seattle, Washington 98101

Dear Mr. Rutter:

I have recently been advised by my Special Assistant, Mr. Ralph Munro, of the progress currently being made toward the establishment of the Klondike Gold Rush National Historic Park. This is truly an area of great historical significance and value and therefore most appropriate for designation as a National Historic Park.

The proposed master plan prepared by the Advisory Board on National Parks, Historic Sites, Buildings and Monuments, has been reviewed by the Washington State Parks and Recreation Commission and the Commission finds it to be an excellent comprehensive report.

Based on the enthusiastic response to the report, and because the State of Washington was an integral part of the Gold Rush era, I would like to officially extend the full support of the State of Washington to the Park Proposal.

Incidentally, I have noticed that Washington is not represented on the Klondike Gold Rush International Historic Park Advisory Committee. In light of the fact that Seattle's Pioneer Square has been designated as a proposed part of the Park, I feel that representation from our State of Washington should be considered.

Mr. Munro represented the State of Washington at the 75th Anniversary of the Klondike Gold Rush and has had the opportunity to view the entirety of the Seattle-Skagway-Dawson route. He has indicated to me that there are two places of unique historical significance which are not yet a part of the proposal - the old Ezra Meeker store in Dawson and an old roadhouse on the Whitehorse Dawson Trail near Thistle Creek. It seems that both structures would contribute significantly to the Park concept, and further evaluation by the Committee would appear to be worthwhile. 46

If there is any way my office or the State of Washington can be of assistance to you, please feel free to contact us.

Sincerely,

Daniel J. Evans
Governor

DJE:ia

Response to Comments by Governor of Washington

46. Since the Ezra Meeker store in Dawson and the old roadhouse on the Whitehorse-Dawson Trail near Thistle Creek are located in Yukon Territory, they could be included in the proposal being prepared by Parks Canada. (See Chapter I, p. 24.) We note that Parks Canada is aware of your interest in these sites and they may be discussed at an upcoming International Advisory Committee meeting.

GOVERNOR
DANIEL J. EVANS

COMMISSIONERS:
JEFF D. DOMASKIN
THOMAS C. GARRETT
MRS. KAY GREEN
RALPH E. MACKEY
JAMES G. McCURDY
JAMES W. WHITTAKER
WILFRED R. WOODS

DIRECTOR
CHARLES H. ODEGAARD



WASHINGTON STATE
PARKS & RECREATION COMMISSION

LOCATION: THURSTON AIRDUSTRIAL CENTER PHONE 753-5755

P. O. BOX 1128 OLYMPIA, WASHINGTON 98504

May 28, 1974

Mr. John A. Rutter
Regional Director
United States Department
of the Interior
National Park Service
Fourth and Pike Bldg.
Seattle, Washington 98101

Proposed Klondike Gold Rush National Historical Park,
Alaska-Washington - Draft Environmental Impact Statement

Dear Mr. Rutter:

The Washington State Parks and Recreation Commission has reviewed the above-noted Draft Environmental Impact Statement and does not wish to make any comment at this time.

Thank you for the opportunity to review and comment.

Sincerely,

David W. Heiser

David W. Heiser
Assistant Chief
Research, Planning
and Acquistion

dlb

EXPO'74

STATE OF WASHINGTON
OFFICE OF THE GOVERNOR
OFFICE OF PROGRAM PLANNING AND FISCAL MANAGEMENT

HOUSE OFFICE BUILDING
OLYMPIA, WASHINGTON 98504

DANIEL J. EVANS
GOVERNOR

WALLACE G. MILLER
DIRECTOR
206-753-5450

August 7, 1974

Mr. John A. Rutter, Regional Director
U.S. Department of the Interior
National Park Service
Pacific Northwest Region
Fourth and Pike Building
Seattle, Washington 98101

Dear Mr. Rutter:

Review of the draft environmental impact statement for the proposed Klondike Gold Rust National Historical Park, Alaska-Washington, has been completed by agencies of the State of Washington. The review process was coordinated by the Office of Program Planning and Fiscal Management, acting in its role as the state clearinghouse.

Comments received from the Department of Commerce and Economic Development, Department of Ecology, Department of Game, Department of Highways and the Department of Social and Health Services are attached for your consideration in preparing the final statement.

Thank you for the opportunity to review the statement. I hope you will find these comments useful in preparing the final statement.

Sincerely,

STATE PLANNING DIVISION

Michael E. Mills for
Nicholas D. Lewis
Assistant Director

NDL:dc

EXPO'74

State of Washington
Department of Ecology

June 13, 1974

Mr. Mike Mills
Office of Program Planning
and Fiscal Management
House Office Building
Olympia, Washington 98504

Subject: Draft EIS - Klondike Gold Rush
National Historical Park

Dear Mr. Mills:

The subject draft EIS has been received and reviewed. It appears to be an adequate statement on an apparently desirable project. This department has no specific comments at this time.

Questions and comments should be addressed to Mr. T. L. Elwell of our Environmental Review and Evaluation Section.

Sincerely,

Fred D. Hahn

Fred D. Hahn, Assistant Director
Planning and Program Development

FDH:sm

Daniel J. Evans, *Governor* John A. Biggs, *Director* Olympia, Washington 98504 Telephone (206) 753-2800

Director / *Carl N. Crouse*

Assistant Directors / *Ralph W. Larson*
Ronald N. Andrews

Game Commission

Arthur S. Coffin, Yakima, Chairman
James R. Agen, LaConner
Elmer G. Gerken, Quincy
Claude Bekins, Seattle
Glenn Galbraith, Wellpinit
Frank L. Cassidy, Jr., Vancouver

DEPARTMENT OF GAME

600 North Capitol Way / Olympia, Washington 98504

June 21, 1974

Mike Mills
State Planning Division
Office of Program Planning & Fiscal
Management
Olympia, Washington

Attention: Pacific Northwest Region - National Park Service

Dear Sir:

Your draft environmental impact statement and Master Plan describing the Proposed Klondike Gold Rush National Historical Park Alaska and Washington was reviewed as requested. Our comments follow.

The historical background and objectives underlying the proposed Klondike Gold Rush Historical Park are very graphically described within your assessments.

Our primary concern is project impact on Seattle fish and wildlife resources. Since actual project construction activities would be limited to renovation of a building interior in the City's Pioneer Square district, we anticipate no direct fish or wildlife impact.

We applaud your concern for Pioneer Square's future. The historical and recreational potential of the area certainly warrants this type of program.

Sincerely,

THE DEPARTMENT OF GAME

E. S. Dziedzic

Eugene S. Dziedzic, Asst. Chief
Environmental Management Division

ESD:jb
cc: Chitwood

WASHINGTON STATE
HIGHWAY COMMISSION
DEPARTMENT OF HIGHWAYS

Highway Administration Building
Olympia, Washington 98504 (206) 753-6005

Daniel J. Evans - Governor
G.H. Andrews - Director

June 17, 1974

Mr. Wallace G. Miller, Director
Office of Program Planning and
Fiscal Management
106 House Office Building
Olympia, Washington 98504

Attn: Mr. Mike Mills

Department of Interior
Klondike Gold Rush Park
Draft Environmental Statement

Gentlemen:

We have reviewed the draft environmental statement for the proposed Klondike Gold Rush National Historical Park and consider the proposal an exciting and worthwhile project.

Although state highways are not directly involved in the project, we do, nevertheless, wish to voice our support. Please advise the applicant that, should transportation problems arise, we will be available for consultation.

Sincerely,

G. H. ANDREWS
Director of Highways

By: H. R. GOFF
Assistant Director for
Planning, Research and State Aid

GHA:eh
HRG

A. H. Parker Chairman Harold Walsh Baker Ferguson Virginia K. Gunby Howard Sorensen Harold L. Boulac

State of Washington
Department of Social & Health Services

June 17, 1974

Mike Mills
State Planning Division
Office of Program Planning
and Fiscal Management
House Office Building
Olympia, Washington 98504

Dear Mr. Mills:

Re: Draft Environmental Impact Statement
Klondike Gold Rush National Historical Park

We have reviewed the referenced statement and deduce that the environmental health issues of concern to this agency have been satisfied.

Very truly yours,

OFFICE OF ENVIRONMENTAL HEALTH PROGRAMS

John H. Laubach

JOHN H. LAUBACH, R.S.
Administrative Consultant

JHL:jj

HEALTH SERVICES DIVISON
JOHN A. BEARE, M.D., Director
P. O. Box 1788, Olympia, Washington 98504

WASHINGTON STATE
DEPARTMENT OF COMMERCE AND ECONOMIC DEVELOPMENT
GENERAL ADMINISTRATION BLDG.
OLYMPIA, WASHINGTON 98504
John S. Larsen DIRECTOR
Daniel J. Evans GOVERNOR

June 20, 1974

TO: Mike Mills, State Planning Division
Office of Program Planning & Fiscal Management

FROM: John E. Harter, Special Programs Coordinator
Industrial Development Division

SUBJECT: Draft Environmental Impact Statement for Klondike Gold Rush National Historical Park

I have reviewed and do not care to comment on the above referenced subject.

IE:S4/2

expo'74
World's
Spokane
May-Oct.,

SEATTLE OFFICE:
312 FIRST AVE. NO. (98109)

SPOKANE OFFICE:
ROOM 307, GREAT WESTERN BLDG. (99201)

Indian and Northern Affairs | Affaires indiennes et du Nord

Mr. John A. Rutter,
Regional Director,
U.S. Department of the Interior,
National Park Service,
Pacific Northwest Region,
Fourth and Pike Building,
Seattle,
Washington 98101.

Ottawa, Ontario K1A 0H4
June 4, 1974

Your file *Votre référence*

Our file *Notre référence*

Dear Mr. Rutter,

I thank you for sending me a copy of your master plan and draft environmental statement dealing with the Klondike Gold Rush. We have now had an opportunity to study these two documents and I would like to congratulate you on the very high standard that these represent.

There are very few comments that we can make, but if you have to reprint these documents for any other reason, I should point out that the various references in the two documents to the "National and Historic Parks Branch" should refer to the National Historic Parks and Sites Branch of Parks Canada. This change in nomenclature has occurred relatively recently. 47

There are references in both documents to the proposed restoration of Fort Selkirk and while this may happen, the Historic Sites and Monuments Board of Canada has not recommended that Fort Selkirk be designated as a national historic site and therefore the proposed restoration is not definite. 48

In paragraph 2 on page 51, reference is made to Canadian centres for interpretation at Bennett and Dawson. We also plan an interpretation centre at the Klondike Gold Fields on Upper Bonanza Creek. This might well be included with the interpretation centre at Dawson and I would not recommend any change unless there is a re-writing of the master plan.

On page 64 under the heading "National and Historic Parks Branch (Canada), the word Ottawa has been mis-spelled.

. . . 2

In the penultimate paragraph on page 28, a reference is made to "70" years having passed since the Klondike Gold Rush whereas on page 2 of the master plan, it states that "75" years have passed since the stampede. If re-writing occurs, this disparity might be changed. 49

As you well appreciate the above amendments are relatively minor in importance. I have sent copies to our regional headquarters both for their information and as an example of a very well thought-out and written master plan.

Let me thank you once again for sending us copies of the master plan and the environmental statement. They will be of great assistance to us.

Yours sincerely,

John I. Nicol
Director General
Parks Canada

Responses to Comments by Parks Canada, Indian and Northern Affairs

47. The changes in nomenclature have been made throughout the statement.

48. Clarification of the status of the restoration proposal for Fork Selkirk has been added in Chapter II, p. 24.

49. The disparity has been corrected. See Chapter II, p. 31.

Indian and Northern Affairs | Affaires indiennes et du Nord

Parks Canada | Parcs Canada

Prairie Region

114 Garry Street
Winnipeg, Manitoba
R3C 1G1

July 17, 1974

Your file Votre référence

Our file Notre référence

Mr. John A. Rutter
Regional Director
Pacific Northwest Region
National Park Service
United States Department of the Interior
Fourth & Pike Building
SEATTLE, Washington 98101

Dear Mr. Rutter:

This is in response to your May 17th letter requesting comments on the draft Environmental Statement and Master Plan for the proposed Klondike Gold Rush National Historic Park, Alaska-Washington which was sent to us from Mr. Robinson's office, Western Region, Parks Canada.

Our expanding parks program has resulted in a change of responsibility for the administration of the Canadian portion of the Klondike Gold Rush International Historic Park from the Western Region to the recently formed Prairie Region, with headquarters at Winnipeg, Manitoba. Therefore, in the future we will be liaising with you on this park.

The draft Environmental Statement recognizes most areas of concern that are also of interest to us. Perhaps, as a follow-up to this paper, monitoring of visitor impact on the trail environment, protection of artifacts and the identification of desirable use capacities would warrant further attention as resource inventories and other desirable studies become available.] 50

We certainly concur with the master plan that consultations between the National Park Service and Parks Canada continue, especially on the above matters, planning and phasing of future developments, interpretation and protection.

Yours sincerely,

R. P. Malis
Director

cc. A. T. Davidson, Assistant Deputy Minister, Parks Canada
cc. L. H. Robinson, Director, Western Region, Parks Canada

Responses to Comments by
Parks Canada, Indian and Northern Affairs, Prairie Region

50. Discussions of monitoring visitor impact, protection of artifacts and identification of use capacities are now included in Chapter IV, pp. 56-61.

Box 191, Auke Bay, Alaska 99821

Pacific Northwest Region
National Park Service
Room 931, 4th and Pike Building
Seattle, Washington 98101

June 30, 1974

Gentlemen:

In general, there is an over-emphasis of road based tourism and commericalism in the draft impact statement for the proposed Klondike Gold Rush National Historical Park. The enclosures written for the draft environmental impact statement of the Alaska Department of Highways Skagway-Carcross highway project. The promotion of tourism is properly the subject of private enterprise and should be a major benefit to Skagway and developed if only the National Park Service has done an adequate job in protecting the natural geographic, biological, historic and cultural characteristics of the region. The position of the NPS in providing maximum protection to these characteristics may be faulted in its desire to over-stress the importance of tourism and its agreement with the Alaska Department of Highways for the need of a highway through White Pass.

It has been alleged that the NPS was forced into supporting the construction of the Skagway to the Canadian Border Highway inorder to gain the support of Skagway residents of the NPS particular plans for land withdrawls and zonning of segments of the proposed higtoric park.

In my opinion this is another example of the interference of the Alaska Department of Highways into the normal local, regional and national development and planning process associated with important projects of local and national interest and supported with Federal funds. The NPS should have been aware of this problem because it has occurred before and is identical with the Skagway problem. The former example I am familar with occurred in the construction of the Juneau Expressway now nearing completion. The ADH contacted a selected segment of the Juneau business community and promoted the Juneau Expressway in such a way as to create a constituency that favored a new highway along a pre-selected route irrespective of possible broader community interests and needs. This constitency was highly vocal and made the presentation of different view points within the community difficult and inital changes in the plan virtually impossible. Some changes were made with extreme effort from the other side of the issue. 51

In Skagway the same problem has occurred. The ADH has approached the community of Skagway, rather than just the business interests however, and created a powerfull constituency favoring the construction of the highway, without entering fairly into regional and national contacts which may have resulted in the creation of a different constituency which should have had an opportunity to be heard at early planning stages of the highway project.

The record must reflect that such correspondence between the NPS and the ADH favoring the creation of the highway does not reflect national policy of the NPS alone but is due to a considerable degree to these matters I have reffered.

Sincerly,

Richard T. Myren, Chairman
Juneau Group of the Sierra Club

2 Enclosures

51. The purpose of the National Park Service proposal is to ensure the maximum preservation, the most comprehensive and imaginative interpretation, and the most advantageous use of the resources of the ribbon of areas relating to the Klondike Gold Rush epic. To this end, the National Park Service has maintained close cooperation and coordination with all preceding, ongoing, and proposed plans which relate to the areas involved. The Alaska Department of Highways' proposal for the Skagway-Carcross Highway has been in the planning stages since the 1950s, and the initial 6-mile section from Skagway was constructed in 1962. The planning for that highway was well under way, and initial construction had begun, before the National Park Service planning process began in 1970. The National Park Service has always favored that a road not be built over the Chilkoot or White Pass, and that any road built should impact on these areas as little as possible. In view of the alternatives considered the National Park Service believes the present routing to be the best among the alternatives. Further the Service has proposed a park boundary, which is mutually agreeable to the Service and Alaska Highway Department. The road will provide a link between Skagway and the Alaska Highway and will provide for the preservation, interpretation, and recreational use of the White Pass Unit. The Alaska Department of Highways did consider and reject three alternatives which would have been detrimental to the proposed park resources. These alternatives are discussed in the Alaska Department of Highways' documents entitled Skagway to Canadian Border, Route Feasibility Study Project N-06955 dated February 1970 and Skagway to Canadian Border, Final Environmental Statement, Projects S-0999(8) and S-0999(9) which was filed with the Council on Environmental Quality on August 23, 1972.

The Wilderness Society 4260 E. Evans Avenue, Denver, Colorado 80222
Western Regional Office Phone (303) 758-2266

May 23, 1974

John A. Rutter, Regional Director
Pacific Northwest Region
National Park Building
Seattle, Washington 98101

Dear Mr. Rutter:

Ms. Jean Widman, Staff Associate here in the Western Regional Office of the Wilderness Society, has referred your excellent environmental statement to me for comment.

We would be pleased to support your plan for a Klondike Gold Rush National Historic Park, Alaska-Washington. We feel, as you do, that such an important and exciting frontier epic of great interest should be preserved, interpreted and properly enjoyed.

We agree that to retain its full significance this international, historic park should begin in "Old" Seattle. To the north your plan would highlight Skagway and Dyea, the local of major early day gold camps. It would then emphasize the importance of the historic trails up to and across the fabled Chilkoot and White Passes on the Alaskan border. Gaining a truly international flavor, the identified river and lake dominated zone would extend on down into the Canadian Yukon to Dawson and the Klondike. This continuity of terrain, as well as events depicted would be especially unique and pleasing.

I have visited Alaska frequently in recent years and am stuck with a feeling of urgency in the preservation of its tremendous beauty and history. If such a plan as you recommend is not adopted, much of the charm and interest that is presently associated with the Gold Rush era of the late 1800's will become eroded away by the uncontrolled pressure of people. They will be there whether there is a park or not. An orderly well-planned and coordinated approach such as you describe would seem to us to be the best safeguard to this unique historic treasure and to the protection of the environment as well.

We will be pleased to help in any way we can.

Very sincerely,

Bob Cooney

Robert F. Cooney, Director
A WAY TO THE WILDERNESS, Trip Program

RFC:sm

REFERENCES

Alaska, State of, Department of Natural Resources. 1968. The Chilkoot Trail, A Guide to the Gold Rush Trail of '98. Juneau, Alaska.

Alaska, State of, Department of Natural Resources, Division of Lands. 1966. Plan for the Development of the Skagway-Dyea Natural, Historical, Recreational Complex. Juneau, Alaska.

Berton, Pierre. 1965. The Klondike Fever. New York; Alfred A. Knopt.

National Park Service, U.S. Department of the Interior. 1961. National Survey of Historic Sites and Buildings: Alaska History. Washington, D.C.

National Park Service, U.S. Department of the Interior. 1970. Proposed Klondike Gold Rush National Park, Historic Resources Study. Washington, D.C.

National Park Service, U.S. Department of the Interior. 1973. Master Plan, Proposed Klondike Gold Rush National Historical Park, Alaska-Washington. Seattle, Washington

Skagway Planning Commission and the Alaska State Housing Authority. 1964. Comprehensive Plan of Skagway. Anchorage, Alaska.

APPENDIX A

COOPERATIVE AGREEMENT

C O P Y

COOPERATIVE AGREEMENT

Between the

Pacific Northwest Region, National Park Service
Department of the Interior

Alaska State Office, Bureau of Land Management
Department of the Interior

and the

Department of Natural Resources, State of Alaska

THIS COOPERATIVE AGREEMENT is made and entered into this 11th day of August, 1972, pursuant to the authority contained in 16 U.S.C. §17j-2(b), 16 U.S.C. §17k and 1, 16 U.S.C.§461 through 468e, 43 U.S.C. §869-1 through 869-4, 43 U.S.C. §1363, by and between the Pacific Northwest Region, National Park Service, Department of the Interior, hereinafter referred to as "Service," the Alaska State Office, Bureau of Land Management, Department of the Interior, hereinafter referred to as "Bureau," and the Department of Natural Resources, State of Alaska, hereinafter referred to as "Department," for the following reasons:

1. The Service, in cooperation with the National and Historic Parks Branch of Canada, has developed a proposal for a Klondike Gold Rush National Historical Park in the United States and Canada.

2. The Chilkoot Trail is an integral part of the proposal. The trail is located on lands under State selection made under the Alaska Statehood Act.

3. Increasing use of the Chilkoot Trail by hikers is resulting in a loss of artifacts and a consequent loss in historical values. Increasing use also raises the risk of serious accident or injury to trail users.

4. The Department provides early season maintenance of the trail but is unable to provide season-long protection for hikers or historical resources.

5. The Bureau, while still retaining administrative jurisdiction within the area pending final disposition to the State of Alaska, has no manpower in the area to provide protection for hikers or historical resources.

6. The Service, the Bureau, and the Department desire to see that the

C O P Y

historical resources of the trail are adequately protected until such time as Congress may act to provide more permanent protection by specific legislation. The Service, the Bureau, and the Department also desire to see that hikers using the trail are protected from undue risk of serious injury.

Accordingly, the parties hereto agree that the area designated as the Chilkoot Trail on the attached map should be devoted to historical protection and associated recreation and that within said area the Service shall undertake to provide management and protection and do what may be necessary to administer, protect, improve and maintain the lands and associated resources; provided however, that this cooperative agreement shall in no way be deemed to be a transfer of title to any lands or associated resources, nor constitute in any way a disavowal or relinquishment of any right, title, or interest by any of the parties; and provided in addition that nothing herein shall be deemed to impair or otherwise interfer with the proposed Yukon-Taiya hydro-electric project.

This Cooperative Agreement shall terminate at such time as legislation is enacted to establish the proposed Klondike Gold Rush National Historical Park or at such time as the parties hereto may hereafter agree.

/s/ Bennett T. Gale
Acting Director, Pacific Northwest
Region, National Park Service

/s/ Curtis V. McVee
State Director
Bureau of Land Management

/s/ Charles F. Herbert
Commissioner
Department of Natural Resources
State of Alaska

APPENDIX B

COORDINATION UNDER SECTION 106, NATIONAL HISTORIC PRESERVATION ACT

STATE OF ALASKA

DEPARTMENT OF NATURAL RESOURCES

DIVISION OF PARKS
323 E. 4TH AVENUE
ANCHORAGE 99501

May 1, 1973

Re: 3330-10
(Skagway Historic District)

Rodger W. Pegues
Assistant Director,
Cooperative Activities
National Park Service
Pacific Northwest Region
931 Fourth and Pike Building
Seattle, Washington 98101

Dear Rod:

As you are aware, the Tuesday, November 14, 1972 edition of the Federal Register (Volume 37, Number 220, Part II) established procedures for compliance with Section 106 of the National Historic Preservation Act.

Under these procedures, if the Agency Official, State Liaison Officer, and Executive Director of the Advisory Council, determine effect of a project on National Register property not to be adverse, they are to execute a joint memorandum acknowledging no adversity and forward the document to the Chairman of the Advisory Council.

We certainly agree the proposal for the Klondike Gold Rush National Historic Park will not have an adverse effect on the historic resources of the Skagway Historic District. If you wish to initiate a joint memorandum as called for by established procedures, we will sign it and forward it on to the Executive Director of the Advisory Council.

Sincerely,

THEODORE G. SMITH
Director

cc: Executive Director
Advisory Council on Historic Preservation

Dr. William J. Murtagh
Keeper of the National Register of Historic Places

WSH:cb

GOVERNOR
DANIEL J. EVANS

COMMISSIONERS:
MRS. KAY GREEN
JEFF D. DOMASKIN
THOMAS C. GARRETT
RALPH E. MACKEY
JAMES G. McCURDY
JAMES W. WHITTAKER
WILFRED R. WOODS

DIRECTOR
CHARLES H. ODEGAARD



WASHINGTON STATE
PARKS & RECREATION COMMISSION

LOCATION: THURSTON AIRDUSTRIAL CENTER PHONE 753-5755

P. O. BOX 1128 OLYMPIA, WASHINGTON 98504

July 25, 1973

Mr. Robert B. Moore, Acting Director
National Park Service
Pacific Northwest Region
931 Fourth and Pike Building
Seattle, Washington 98101

Dear Mr. Moore:

Section 106 - Proposed Klondike Gold Rush National Historical Park

Your letter to Mr. Charles H. Odegaard, Washington State Historic Preservation Officer, regarding the above subject has been referred to me for reply.

We are pleased to learn that the National Park Service is recommending the establishment of a unit of the proposed Klondike Gold Rush National Historical Park in Seattle's Pioneer Square - Skid Road Historic District. This district was entered in the National Register on June 22, 1970, and is currently undergoing a decided and quite successful change toward preservation and renovation.

The National Park Service proposal calls for the leasing of approximately 3,400 square feet within a suitable building in the district for the purpose of exhibits and for the preservation of movies, slide shows, and live programs related to the Klondike gold rush. I am of the opinion that the establishment of such a park unit here will have no adverse effect, but will, in fact, enhance and further encourage the preservation and recognition of the district. Furthermore, the actual interior renovation required in the chosen building should have no observable adverse effect on the exterior visual environment of the district.

Alternative 3, the outright acquisition and restoration by the National Park Service of an entire building in Pioneer Square, would perhaps be even more beneficial to the success of the district.

It appears most likely that space will be leased in the Pioneer Building, a grand and noteworthy structure which occupies a key location within the district. It would be fitting if the National Park Service used this historic building.

These comments have been presented in keeping with Section 106 procedures under the Historic Preservation Act.

Sincerely,

Douglas M. Whisman
Historic Preservation Specialist
Administrative Services

DMW:cq

APPENDIX C

POSITIONS OF STATE AND LOCAL GOVERNMENTS

STATE OF ALASKA

WILLIAM A. EGAN, GOVERNOR

OFFICE OF THE GOVERNOR

STATE PLANNING AND RESEARCH

POUCH AD — JUNEAU 99801
PHONE 586-5386

Mr. Rodger W. Pegues
Assistant Director, Cooperative Activities
U. S. Department of the Interior
National Park Service
Pacific Northwest Region
931 Fourth and Pike Building
Seattle, Washington 93101

Dear Mr. Pegues:

Enclosed are the comments of the State of Alaska concerning the Draft Master Plan for the Proposed Klondike Gold Rush National Park.

The State of Alaska would like to express its appreciation for the opportunity to respond on this proposal. The State is in enthusiastic support of the park concept contained in the Draft Master Plan, and with the resolution of the few points of concern contained in the following report, the State looks forward with anticipation to the creation of the historical park.

I hope that the comments contained in the enclosed report will be of benefit to you in your planning process, and if the State can be of any further assistance in providing either additional information or review, please do not hesitate to contact this office.

Very truly yours,

James E. Wiedeman

James E. Wiedeman
Principal Planner

Enclosure

C O P Y

Introduced: 2/11/74
Referred: Resources and Finance

BY BANFIELD,M.MILLER,BARBER,BRADNER,
CARROL,CHANCE,DEGNAN,FERGUSON,FISCHER,
FREEMAN,FRITZ,GARDINER,GUY,HUBER
LAKTONEN,MCGILL,MCVEIGH,MALONE,MEEKINS,
J.MILLER,NAUGHTON,OSE,PETERSEN,RANDOLPH,
IN THE HOUSE SAYLORS,SPECKING,URION,WARWICK,AND WILSON

HOUSE JOINT RESOLUTION NO. 74

IN THE LEGISLATURE OF THE STATE OF ALASKA

EIGHTH LEGISLATURE - SECOND SESSION

Supporting S. 1622 and HR 7121

BE IT RESOLVED BY THE LEGISLATURE OF THE STATE OF ALASKA:

WHEREAS S. 1622 and HR 7121, bills which would authorize the Secretary of the Interior to establish the Klondike Gold Rush National Historical Park in the states of Alaska and Washington, are pending before the United States Congress; and

WHEREAS the proposed park would consist of a Skagway unit, a Chilkoot Trail unit, a White Pass Trail unit, and a Seattle unit; and

WHEREAS the proposed legislation would also permit the Secretary of the Interior to consult and cooperate with appropriate officials of the Canadian Government as well as appropriate provincial and territorial officials in Canada in order to make the proposed park a truly international historic park; and

WHEREAS a main objective in forming the proposed park would be to protect and perpetuate the historical and natural values of the gold rush trails and historic buildings relating to the Klondike Gold Rush of 1897-98; and

C O P Y

C O P Y

WHEREAS this scenic-historic-cultural addition to the National Park System sould provide immense economic value to Alaska in the form of expanded tourist revenues; and

WHEREAS the route of the park would traverse one of the most spectacularly beautiful, as well as historically and culturally important, areas in the nation; and

WHEREAS, to date, no area within the National Park System has been singled out to illustrate the gold rush phase of our national heritage;

BE IT RESOLVED by the Alaska State Legislature that it strongly supports S. 1622 and HR 7121 and urges the Congress of the United States to expedite passage of these proposals at the earliest possible time.

COPIES of this resolution shall be sent to the Honorable Rogers C. B. Morton, Secretary, Department of the Interior; the Honorable Henry M. Jackson, Chairman, Senate Interior and Insular Affairs Committee; the Honorable James A. Haley, Chairman, House Interior and Insular Affairs Committee; and to the Honorable Ted Stevens and the Honorable Mike Gravel, U. S. Senators, and the Honorable Don Young, U. S. Representative, members of the Alaska delegation in Congress.

C O P Y

OFFICE OF THE MAYOR · CITY OF SEATTLE

WES UHLMAN MAYOR

November 27, 1972

Mr. Rodger W. Pegues
Assistant Director
Pacific Northwest Region
National Park Service
Fourth & Pike Building
Seattle, Washington 98101

Dear Mr. Pegues:

We have recently received your proposed bill authorizing the Secretary of the Interior to establish the Klondike Gold Rush Park in the states of Alaska and Washington.

The City of Seattle welcomes the opportunity to be part of such an historical park and enthusiastically supports the bill as proposed. Specifically, we are excited about that section of the bill related to the Pioneer Square Historic District and the acquisition of the Pioneer Building, the Historic District's most renowned architectural and historical monument.

Again, we wholeheartedly support this bill and will be most happy to cooperate in any way to speed its passage.

Sincerely,

Wes Uhlman
Mayor

WU:lph

C O P Y

RESOLUTION 24596

A RESOLUTION supporting the recommendations of the Klondike Gold Rush National Historical Park with respect to creation of a Klondike interpretive center in Seattle's Pioneer Square Historic District and urging the Congress of the United States to adopt the recommendations and appropriate funds.

WHEREAS, the stampede for supplies and passage to the Klondike Gold Rush of 1897-1898 can still be traced in a ribbon of historical and recreational zones stretching from Seattle, Washington, to Skagway, Alaska, through Dawson, Yukon Territory, and beyond, and

WHEREAS, a new, unique, international Klondike Gold Rush National Historical Park has been proposed by the National Park Service to ensure the maximum preservation, the most comprehensive interpretation, and the most advantageous use of the resources of the ribbon of areas relating to the Klondike epic, and

WHEREAS, Seattle, located at the southern end of the region, is a major shipping port for the Pacific Northwest, as well as the most important departure point for travel and tourism to Alaska and the Yukon Territory, and

WHEREAS, it was upon the arrival of the S. S. Portland in 1897 from Skagway with her gold-laden miners that the first word of "Gold! Gold in the Klondike!" reached Seattle docks and spread to the outside world, and

WHEREAS, it was through this then-small waterfront city that thousands of stampeders poured, heading for the Yukon; and it was Seattle to which most returned, and

WHEREAS, much of the early Seattle still remains, set aside under municipal zoning as the Pioneer Square Historic District, and entered in the National Register, and

WHEREAS, as gateway to Alaska and the Yukon, Seattle is ideally suited for introducing the saga of the Klondike Gold Rush, and

WHEREAS, The District lacks a major interpretive center and the resources to create one; Now Therefore,

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF SEATTLE, THE MAYOR CONCURRING:

That the recommendations of the Klondike Gold Rush National Historical Park Master Plan with respect to Seattle, to wit:

"In order to re-create a vital and stimulating link in the Klondike Gold-Rush story, and to assist in the rightful restoration of the historical district, the National Park Service proposes to:

Lease suitable space within the Pioneer Square Historic District for exhibitions, interpretive programs, theatrical presentations, living history demonstrations, and supporting services.

C O P Y

Encourage restoration of historic structures in the area in cooperation with the city of Seattle and the Pioneer Square Association.

Develop an interpretive plan for the Pioneer Square District, in cooperation with the city and the association, re-creating through special events, tours, and exhibits, the living history of the gold-rush days.

Acquire and display historic objects and documents of the gold-rush era, and, through a multimedia facility and living interpretive programs, interpret the entire story of the gold rush, from Seattle to Dawson."

are hereby supported and the Congress of the United States is hereby urged to adopt the recommendations and appropriate funds to bring this exciting new park into reality.

PASSED by the City Council this 17 day of June, 1974, and signed by me in open session in authentication of its passage this 17 day of June, 1974.

/s/ Sam Smith
President of the City Council

Filed by me this 17 day of June, 1974.

ATTEST: /s/ C. G. Erlandson
City Comptroller and City Clerk

BY: /s/ J. F. Fenton
Deputy

I concur: /s/ Wes Uhlman
Mayor

CITY OF SKAGWAY

GATEWAY TO THE GOLD RUSH OF "98"

P. O. BOX 415
SKAGWAY, ALASKA 99840

September 1, 1972

Mr. Rodger W. Pegues
Assistant Director,
Cooperative Activities
National Park Service
931 Fourth and Pike Building
Seattle, Washington 98101

Dear Mr. Pegues:

This is in answer to your letter dated August 29, 1972.

The City of Skagway wholeheartedly supports the proposal for a Klondike Gold Rush National Historical Park and are anxiously awaiting future developments.

Yours truly,

Morgan W. Reed,
Mayor

APPENDIX D

KLONDIKE GOLD RUSH NATIONAL HISTORICAL PARK

topography / boundary

SCALE 1" = 1 MILE

LEGEND

- PROPERTY BOUNDARY LINE
- PROPOSED (NPS) BOUNDARY LINE
- POSSIBLE COMPLEX BOUNDARY

US LAND ADMINISTERED BY BLM

US LAND ADMINISTERED BY BLM (UNDER STATE OF ALASKA WITHDRAWAL)

STATE OF ALASKA

US LAND ADMINISTERED BY FOREST SERVICE

Historic Area of Skagway

Skagway

Mt Van Wagenen

Chilkoot Pass

Mt Hoffman

Mt Cleveland

Mt Carmack

Mt Kedahman

Mt Clifford

Porcupine Hill

Glacier

Summit Lake

Turning Point

White Pass

Parsons Pk

Twin (Dewey) Peaks

Hefty Mtn

Boundary Pk 109

Boundary Pk 1

CANADA
UNITED STATES

BRITISH COLUMBIA
ALASKA

COAST RANGE

TONGASS NATIONAL FOREST

IRENE GLACIER

SOUTH GLACIER

DENVER GLACIER

LAGOON GLACIER

TAIYA RIVER

SKAGWAY RIVER

WHITE RIVER

TESSEBE

LEET

NAHKU BAY

WARM PASS VALLEY

TURNER LAKE

Goat Lake

Upper Dewey Lake

Lower Dewey Lake