



General Management Plan Development Concept Plan and Environmental Impact Statement

Klondike Gold Rush
National Historical Park

Skagway, Alaska and Seattle, Washington

September 1996

Abbreviations used in text:

ADFG	Alaska Department of Fish and Game
AKSO	NPS Alaska System Support Office, Anchorage, Alaska
ANCS	Automated National Catalog System
ANILCA	Alaska National Interest Lands Conservation Act of 1980
BLM	Bureau of Land Management
CCSO	NPS Columbia Cascades System Support Office, Seattle, Washington
DSC	Denver Service Center, National Park Service
FTE	Full Time Equivalent
GMP	General Management Plan
ISTEA	Intermodal Surface Transportation Efficiency Act
KLGO	Klondike Gold Rush National Historical Park - Alaska Units
KLSE	Klondike Gold Rush National Historical Park - Seattle Unit
MOU	Memorandum of Understanding
NHL	National Historic Landmark
NHPA	National Historic Preservation Act of 1966
NHS	National Historic Sites, Canada
NPS	National Park Service
ORIC	Outdoor Recreation Information Center
RMP	Resources Management Plan (covers both cultural and natural resources)
SHPO	State Historic Preservation Officer
SOC	Species of Concern or Scope of Collections Statement
USFS	U.S. Forest Service
USFWS	U.S. Fish and Wildlife Service
VIP	Volunteer in the Parks
WP&YR	White Pass and Yukon Route Railroad
YTG	Yukon Territory Government

GENERAL MANAGEMENT PLAN
DEVELOPMENT CONCEPT PLAN
And
ENVIRONMENTAL IMPACT STATEMENT

KLONDIKE GOLD RUSH NATIONAL HISTORICAL PARK
Skagway, Alaska and Seattle, Washington

This General Management Plan, Development Concept Plan, and Environmental Impact Statement describes a proposed action for the three Alaska units and one Seattle unit of the park and three alternatives (two in Seattle) to provide additional opportunities for residents and visitors to enjoy the park units while protecting the park's cultural and natural resources.

The proposed action in Alaska includes development concept plans for Dyea and the Chilkoot Trail and will expand park management, development, resource (cultural and natural) protection, and maintenance components to meet most, but not all, of the expected visitor-use increases and interests in the park. A Klondike History Resource Center will be established, in cooperation with the city of Skagway and state of Alaska, to process, study, conserve, and store historical, ethnographic, and natural history artifacts. Part of the center's function will be to provide interpretive and educational programs, as well as the opportunity for interagency training and academic research within Skagway. Specialized historic-restoration skills will be made available to others on a cost-reimbursable basis. Access to the Dyea area will be improved with a rerouted, wider gravel road, and parking, picnic, interpretive, and trail opportunities. Selected Dyea townsite streets will be cleared to path width and signed. Archaeological inventory, surveys, and mapping; marking the historical segments; minor trail rerouting; and increased interpretive programs will occur along the Chilkoot Trail. White Pass archaeological inventory, surveying, mapping, and marking the historic trail route will be completed; but no facilities are proposed in the unit.

In Seattle, the proposed action will lead eventually to acquiring a permanent location for the park visitor center, park offices, and historic collections. In the interim, expanded lease space at the present location will allow park offices to move to accessible space on the third floor; and park collections will be moved to the mezzanine level of the building. The interpretive focus will shift with more emphasis toward the role of the Pacific Northwest in the gold rush. Additional interpretive information (exhibits and walking tours) will be developed within the Pioneer Square area. Interpretive exhibits, in cooperation with the city of Seattle, will be added to the waterfront area at Washington Street Landing and other appropriate waterfront locations. Contacts with the Skagway office will be expanded with staff cross training. A Friends of the Park group will be organized.

This document is a collaborative effort between two vastly separated National Park system support offices and two park locations along with input from the city of Skagway, state of Alaska, and international assistance from Parks Canada. It will take all these partners and more to complete implementation of the plan.

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NPS PLANNING PROCESS

Public Law 95-625, The National Parks and Recreation Act of 1978, requires the preparation of a management plan for each unit of the national park system. These plans are to describe programs and methods for managing and protecting cultural and natural resources; proposed development for visitor services, facilities and interpretation; proposed access and circulation routes and transportation patterns; carrying capacity determinations; methods for ensuring that uses of private lands are compatible with the purposes of the unit; and opportunities for mutually beneficial cooperation with other local and regional landowners. All management strategies are developed in conformity with legislative, executive, and regulatory compliance requirements.

The National Park Service planning process for each park (preserve, monument, or other unit of the system) involves a number of stages, progressing from the formulation of broad objectives, through decisions about what general management direction should be followed to achieve the objectives, to formulation of detailed actions for implementing specific components of the general management plan.

The general management plan addresses topics of resource management, visitor use, park operations, and development in general terms. The goal of this plan is to establish a consensus among the National Park Service and interested agencies, groups, and individuals about the types and levels of visitor use, development, and resource protection that will occur. These decisions are based on the purpose of the park, its significant values, the activities occurring there now, and the resolution of any major issues surrounding possible land use conflicts with and adjacent to the park.

The following kinds of detailed actions are prepared concurrently with or after completion of the general management plan:

- ☐ **Land protection plans** present approaches to private or other non-NPS lands within the boundaries of NPS units, in order to attempt to have these lands managed in as compatible a manner as possible with the planned management objectives of the park unit.
- ☐ **Resource management plans** identify the actions that will be taken to preserve and protect cultural and natural resources. Where appropriate, one component of the environment (for example, fire management plan) may be further developed into an independent plan that becomes a part of the resource management plan.
- ☐ **Development concept plans** establish basic types and sizes of facilities for specific locations.
- ☐ **Interpretive plans** describe the themes and media that will be used to interpret the park's significant resources.
- ☐ **Backcountry management plans** determine management strategies dealing with visitor use, facilities, and level of maintenance.

Depending largely on the complexity of individual planning efforts, actions plans may or may not be prepared simultaneously with the general management plan. If they are prepared after the general plan, the NPS public involvement and cooperative planning efforts are continued until all of the implementation plans are completed.

SUMMARY

PURPOSE AND NEED FOR ACTION

The purpose for the document is the development of an updated general management plan for the four units of Klondike Gold Rush National Historical Park in or near Skagway, Alaska, and Seattle, Washington. The alternatives offer a range of management actions to address park management operations; facility development; resource (cultural and natural) inventorying, mapping, and protection; and maintenance components to meet changing visitor uses and interests in the park.

SUMMARY OF CHANGES FROM THE DRAFT GENERAL MANAGEMENT PLAN

As result of public review of the Draft General Management Plan / Development Concept Plan / Environmental Impact Statement for Klondike Gold Rush National Historical Park, the following is a summary of the changes made in the final document:

Deletions

1. Since the draft General Management Plan was released to the public in June, 1996, an interagency task force, made up of U.S. Forest Service and National Park Service representatives, has continued its deliberations concerning the future administration and function of the Outdoor Recreation Information Center in Seattle. The task force has developed several options related to the future of the center. None of the options being considered involve either staff or facilities associated with the Seattle Unit. Therefore, any references to the future operation of the ORIC have been deleted from the text, and the proposed staffing allocation for the Seattle Unit does not include ORIC staff. The current KLSE staffing commitment to the ORIC is being transferred to the Columbia Cascades System Support Office effective October 1, 1996.
2. The Environmental Education Center proposal for Dyea the area has been dropped in Chapter 2.
3. The proposal to infill NPS vacant lots in downtown Skagway was dropped in Chapter 2.
4. No potable water systems are proposed in Dyea or along the Chilkoot Trail in Chapter 2.

Revisions/Additions/Clarifications

1. Text was added in Chapter 2 to reinforce Seattle Unit Alternatives B and C to include training and expansion of volunteer program.
2. Text was added in Chapter 2 to clarify that the Park Service, based upon the park's enabling legislation and assurances by Parks Canada that the legislative requirement have been met, intends to pursue international historical park designation following completion of the plan.
3. The Martin Itjen House would be proposed to become a Trails / Cabin /Recreation Information Center cooperative used by the NPS, US Forest Service, and city of Skagway in Chapter 2.
4. Clarification was added in Chapter 2 that the opportunity to combine the proposed Klondike Resource Center with a museum would be examined. The center could also contain curatorial storage and services.
5. Clarification was added in Chapter 2 that the proposed curatorial center (Klondike History Resource Center) is not the same as the historic restoration center (essentially the park maintenance buildings).
6. Clarification was added in Chapter 2 that a few selected former streets in Dyea would only be cleared to path width.
7. Text was added in Chapter 2 that clarifies the park may pursue additional means of access into White Pass Unit, but only after the resources have been inventoried, documented, and potential impacts mitigated.
8. The Commercial Services Plan (Chapter 5) and tables were changed slightly to reflect the future probable number of operators and number of trips they would provide into the Dyea area. Closer cooperation with the city of Skagway is also expected once they retain title to any lands in the Dyea or Chilkoot Trail areas.
9. Clarification was added in Chapter 2 that it was not the intent of the NPS to build an entrance station in Dyea on the road, but that the kiosk or interpretive panel next to the road was to provide additional information about the Dyea area.
10. Text was added in Chapter 2 that the possibility of fee interpretation (Public Law

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91-383, Special Interpretive Fees) would be examined after the Ben Moore House is restored in 1997.

ALTERNATIVES

Actions Common to All Alternatives

As outlined in the authorizing legislation, the Park Service will pursue international park designation in cooperation with Parks Canada, state of Alaska, and city of Skagway.

A demonstration fee site is proposed at the Ben Moore House after it is restored.

In light of the cultural and natural features in the park, all alternatives recommend the Park Service pursue a National Historical Trail Study for the Chilkoot and White Pass Trails in cooperation with the state of Alaska, city of Skagway, Tongass National Forest, and other interested publics. As part of, or in addition to that study, the possibilities of an international Gold Rush Heritage Corridor between Seattle, Washington, and Dawson, Yukon Territory, should be examined.

Both the White Pass Fork of the Skagway River and the Taiya River are listed on the National Rivers Inventory as potentially eligible for designation as components of the National Wild and Scenic Rivers System. The alternatives also recommend that the Park Service study the White Pass Fork and work with adjoining land managers (city of Skagway, state of Alaska, Tongass National Forest, and other interested publics) to pursue a joint study or studies of the remaining portions of the Skagway River and Taiya River for possible inclusion in the National Wild and Scenic Rivers System.

Summary of Alternatives

Under Alternative A, the No-Action Alternative, the development of a new general management plan would not take place. Management actions would react to situations as needed. In Alaska, work toward a new crossing of Nelson Slough and beach area access would continue, and the existing park management and operations would continue. In Seattle, the basic operation would continue unchanged.

Under Alternative B (minimal alternative), some actions would take place in the park units.

In Alaska:

- ☐ the park boundary in Dyce would be marked

- ☐ work toward a new crossing of Nelson Slough and beach area access would continue
- ☐ the existing road along Nelson Slough would be graveled, but remain one lane
- ☐ the campground, picnic area, and ranger station would be moved to be within the park boundary
- ☐ and the historic segments of the Chilkoot Trail would be marked.
- ☐ interpretive programs would be slightly increased, as would the visitor center operation
- ☐ site bulletins would be developed for each restored building
- ☐ there would be an increased emphasis on maintaining the restored historic buildings as that program is completed
- ☐ and the staff would increase by four

In Seattle:

- ☐ about 2,800 ft² of additional lease space would be acquired
- ☐ improvements made to storage capabilities and the mezzanine area
- ☐ collections would be moved out of the basement
- ☐ minor improvements made to existing exhibits
- ☐ Pioneer Square and Washington Street Landing and other appropriate waterfront locations interpretive exhibits would be developed and sited
- ☐ a park friends group established
- ☐ and the staff would increase by three

The proposed action (Alternative C) in Alaska:

- ☐ would expand park management, development, resource (cultural and natural) protection, and maintenance components to meet most, but not all, of the expected visitor use increases and interests in the park.

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- ☐ a Klondike History Resource Center would be established, in cooperation with the city of Skagway, to process, study, conserve, and store historical, ethnographic, and natural history artifacts. Part of the center's function would be to provide interpretive and educational programs, as well as the opportunity for interagency training and academic research within Skagway.
- ☐ an Historic Restoration Center would be established and the specialized historic-restoration skills would be made available to others on a cost-reimbursable basis.
- ☐ access to the Dyea area would be improved with a partially rerouted, single-lane gravel road; and new parking, picnic, interpretive, and trail opportunities (between the wharf pilings and Chilkoot Trailhead) would be developed.
- ☐ selected Dyea townsite streets would be cleared to path width and signed.
- ☐ archeological inventory, surveys, and mapping; marking the historical segments; minor trail rerouting; and increased interpretive programs would occur along the Chilkoot Trail.
- ☐ White Pass archeological inventory, surveying, and mapping and marking of the historic trail routes would be completed; options for additional access may be examined only after unit resources have been inventoried, documented, and potential impacts mitigated.
- ☐ the park would pursue international historical park recognition.
- ☐ the park staff would increase by seven.

In Seattle, the proposed action (Alternative C):

- ☐ would eventually lead to acquiring a permanent location for the park visitor center, park offices, and historic collections. In the interim, expanded lease space at the present location would allow park offices to move to accessible space on the third floor; and park collections would be moved to the mezzanine level of the building.
- ☐ the interpretive focus would shift with more emphasis toward the role of the Pacific

Northwest in the Gold Rush.

- ☐ additional interpretive information (exhibits and walking tours) would be developed within the Pioneer Square area. Interpretive exhibits, in cooperation with the city of Seattle, would be added to the waterfront area at Washington Street Landing and other appropriate waterfront locations.
- ☐ contacts with the Skagway office would be expanded with staff cross training.
- ☐ a Friends of the Park group would be organized.
- ☐ Training for park volunteers would be enhanced and the pool of volunteers increased.
- ☐ park staff would increase by six.

Under Alternative D for Alaska:

- ☐ park management, development, resource protection, and maintenance needs would expand (by nine staff people) to meet all of the expected visitor use increases and interests in the park well into the next century.
- ☐ to accommodate the additional visitor use, there would be an increase in operational activities, maintenance, interpretation, and resources management, while protecting park resources from degradation.
- ☐ park facilities would be upgraded with improvements to the visitor and administrative facilities in Skagway and the development of new facilities in Dyea and along the Chilkoot Trail.
- ☐ additional historic buildings would be acquired on a willing seller-willing buyer basis for restoration and lease for commercial activities, or retention for administrative purposes.
- ☐ both an Historic Restoration Center and a Klondike History Resource Center would be established in Skagway in separate buildings.
- ☐ the park would work with the state of Alaska and city of Skagway to provide better access for the Dyea and Chilkoot Trail areas.
- ☐ the park would also initiate and maintain

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additional cooperation with the city of Skagway, Parks Canada, and state and federal land management agencies to assure compatible uses in areas adjacent to the park.

- ☐ maximum protection of cultural and natural resources would be provided.
- ☐ park staff would increase by nine.

No Alternative D (Substantial Change) was developed for Seattle.

ENVIRONMENTAL CONSEQUENCES

Alaska Alternative A, No Action

Cultural Resources: The effects of the no-action alternative on cultural resources would be moderate to severe as artifacts and features continue to disappear while knowledge of cultural resources continues to be lost.

Air Quality: The effects of the no-action alternative on air quality as a result of increased motor vehicle emissions would be negligible.

Water Quality: Under the no-action alternative, effects on water quality would be minimal with the potential for degradation of surface water quality adjacent to the Chilkoot Trail.

Soils: Under the no-action alternative, effects on soils would be minor with changes in soils occurring at campgrounds along the Chilkoot Trail and recreational facilities in the Dyea area.

Floodplains: Under the no-action alternative, effects to floodplains would not be anticipated to change since additional facilities would not be developed in areas subject to flooding. Existing structures in the vicinity of the Taiya River floodplain channels would continue to be at risk from erosion and flood damage.

Wetlands: Under the no-action alternative, off-road vehicle (ORV) use in the Dyea Flats area would be expected to continue, resulting in the loss of some wetlands vegetation primarily on state-owned lands within the park. Wetlands in the Skagway and White Pass areas would not be affected.

Vegetation: Under the no-action alternative, recreational use at developed sites in the Dyea area and Chilkoot Trail would be expected to continue, resulting in the loss of some vegetation in those areas.

Wildlife: The no-action alternative would not affect wildlife.

Fisheries: The no-action alternative would not affect fisheries.

Land-use: The no-action alternative would not affect existing land uses.

Visual Quality: Under the no-action alternative, effects on visual quality of the park would be minimal with some slight reduction in visual quality occurring at campsites along the Chilkoot Trail. Skagway visual quality would remain a visual kaleidoscope.

Visitors: Visitor use would increase without concomitant increase in historic interpretive programs. After some time the quality of programs for visitors would diminish because of crowding.

Residents: Residents of Skagway would experience slightly increased crowding in the localized area, but otherwise no change.

Local Economy: The no-action alternative would have little effect on the local economy. The local economy of Skagway would be expected to receive economic benefits through projected increases in tourism associated with the trend toward larger cruise ships.

Seattle Alternative A, No Action

Cultural Resources: Existing resources are potentially subject to damage or loss. No new additions of artifacts or archival material would be accepted, thereby potentially placing such resources in jeopardy if a suitable repository for them could not be found.

Natural Resources: Implementation of the No-Action alternative would not affect floodplains or wetlands; the possible effect on air quality would be inconsequential.

Visitor Use/Interpretation: The quality of the visitor's experience would decline.

Park Facilities/Staffing/Operations: Facilities/staffing would be inadequate to continue to provide high quality visitor services. Continuing to operate visitor services facilities at different locations would not be cost-effective management.

State and Local Cooperation/Coordination: The effect of continuing the relationships with state and local entities would be to maintain the existing

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urban landscape in which the Seattle Gold Rush story is told.

International Cooperation/Coordination: With no new initiatives anticipated under this alternative, opportunities for sharing resources would be limited; as a result, the quality of the visitor's experience could decline through time.

Alaska Alternative B

Cultural Resources: Alternative B would moderately affect cultural resources as artifacts and features continue to disappear and knowledge of cultural resources continues to be lost, but the public would be given more information about this process.

Air Quality: The effect of this alternative on air quality would be negligible.

Water Quality: Alternative B would have a minor effect on water quality.

Soils: This alternative would have minor effects on soils in the park.

Floodplains: The proposed improvements would not be expected to affect the floodplain of the Taiya River. Existing and improved facilities in the vicinity of the Taiya River floodplain channels would continue to be at risk from erosion and flood damage.

Wetlands: Wetlands in the Dyea area are not expected to be affected by proposed improvements. ORV use in the Dyea Flats area would be expected to continue, resulting in the loss of some wetlands vegetation primarily on state-owned park lands. Wetlands in the Skagway and White Pass areas would be unaffected.

Vegetation: This alternative would result in the loss of some vegetation in the Dyea area as a result of facility relocations, road improvements, and vegetation trampling at use sites. The amount of vegetation lost would be minimal (less than two acres total).

Wildlife: This alternative would have a minor effect on wildlife habitat, but no impact on wildlife populations are expected.

Fisheries: This alternative would not affect fisheries.

Land Use: This alternative would not affect existing land uses.

Visual Quality: This alternative would have a

minor effect on the visual quality of the park. Some slight reduction in visual quality would occur at campgrounds along the Chilkoot Trail.

Visitors: This alternative would affect park visitor levels; however, visitor enjoyment would be slightly improved through improved access and the expansion of interpretive programs.

Residents: Residents of Skagway would not experience any significant changes to the existing community conditions as a result of this alternative.

Local Economy: This alternative would have a minor effect on the local economy. The local economy of Skagway would be expected to receive economic benefits through projected increases in tourism, rather than the minor improvements resulting from this alternative.

Seattle Alternative B

Cultural Resources: Existing resources would be better protected, and there would be a modest increase in the number of resource holdings possible.

Natural Resources: This alternative would not affect floodplains or wetlands; the possible effect on air quality would be inconsequential.

Visitor Use/Interpretation: While there would be some increase in the quality of the visitor's experience due to fully-accessible facilities and improved content of interpretive materials, that experience would likely be eroded over time because staffing levels would not increase proportionately with the expected growth in visitation.

Park Facilities/Staffing/Operations: Both the visiting public and park employees would benefit from a slightly enlarged work area and improved accessibility; the public would be better served through modest increases in staffing levels and more opportunities for staff cross-training with Skagway unit.

State and Local Cooperation/Coordination: The existing relationships would continue to support the maintenance of the architectural and historical integrity of the Pioneer Square neighborhood. Greater cooperation with the local education community could result from the park's outreach programs.

International Cooperation/Coordination: Work with Parks Canada could be enhanced as a result of improved cooperation/coordination.

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Alaska Alternative C, Proposed Action

Cultural Resources: The effect of Alternative C on cultural resources would be positive as artifacts are preserved, knowledge of cultural resources increases, and public awareness of the cultural resources is enhanced.

Air Quality: The effect of this alternative on air quality would be negligible.

Water Quality: Alternative C would have a negligible effect on water quality.

Soils: This alternative would have negligible effects on soils in the park.

Floodplains: The proposed improvements would not be expected to affect the floodplain of the Taiya River. Existing and improved structures in the vicinity of the Taiya River floodplain channels would continue to be at risk from erosion and flood damage, but the risk would be reduced.

Wetlands: Wetlands in the Dyea area are not expected to be affected by proposed improvements. ORV use in the Dyea Flats area would be expected to continue, resulting in the loss of some wetlands vegetation primarily on state-owned park lands. Wetlands in the Skagway and White Pass areas would not be affected.

Vegetation: This alternative would result in the loss of five acres of vegetation in the Dyea area as a result of facility relocations/development, road improvements, and vegetation trampling at use sites. The impact to vegetation will be minor with the revegetation program.

Wildlife: This alternative would have a minor effect on wildlife.

Fisheries: This alternative would not affect fisheries.

Land Use: This alternative would not affect existing land uses.

Visual Quality: This alternative would have a positive effect on the long-term visual quality as a result of the upgrading and relocation of facilities in Dyea. Construction activities would impair the park's visual quality in the short term. Some slight reduction in visual quality would occur at campgrounds along the Chilkoot Trail.

Visitors: This alternative would increase park visitation in the Dyea area. Visitor enjoyment would be enhanced through improved access and the expansion of interpretive programs and

facilities.

Residents: Residents of Skagway would not experience any significant changes to the existing community conditions in Skagway, but may experience a minor increase in seasonal crowding in the Dyea area as a result of this alternative.

Local Economy: This alternative would have a small effect on the local economy. The local economy of Skagway would be expected to receive economic benefits primarily through projected increases in tourism rather than the improvements resulting from this alternative.

Seattle Alternative C, Proposed Action

Cultural Resources: The potential for cultural resource protection would be enhanced considerably.

Natural Resources: The proposed action would not affect floodplains or wetlands; the possible effect on air quality would be inconsequential.

Visitor Use/Interpretation: The quality of the visitor's experience would be enhanced substantially due to increases in staffing, improved interpretative exhibits and research capability, and an expanded educational outreach program.

Park Facilities/Staffing/Operations: Both the visiting public and park employees would benefit from fully accessible administration and interpretive facilities. Information gained by park staff as a result of cross-training with Skagway unit staff would enhance the interpretive program.

State and Local Cooperation/Coordination: In addition to maintaining the architectural and historic integrity of the Pioneer Square neighborhood, greater cooperation with the local education community could result from the park's outreach programs. The potential for research opportunities would be enhanced through formal agreements between the NPS and local universities.

International Cooperation/Coordination: a more cost-effective operation between the National Park Service and Parks Canada would be realized as a result of improved cooperation/coordination.

Alaska Alternative D

Cultural Resources: Alternative D would provide a more positive effect on cultural resources as additional artifacts are preserved, knowledge of cultural resources increases, and public awareness of the park resources is enhanced with additional

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cultural, natural, curatorial, and interpretive programs and materials.

Air Quality: The effect of this alternative on air quality would be negligible.

Water Quality: Alternative D would have a minimal effect on water quality.

Soils: This alternative would have minor effects on soils in the park.

Floodplains: The proposed improvements would not be expected to affect the floodplain of the Taiya River. Existing and improved structures in the vicinity of the Taiya River floodplain channels would continue to be at risk from erosion and flood damage, but the risk would be reduced.

Wetlands: Wetlands in the Dyea area are not expected to be affected by proposed improvements. ORV use in the Dyea Flats area would be expected to continue, resulting in the loss of some wetlands vegetation primarily on state-owned park lands. Wetlands in the Skagway and White Pass areas would not be affected.

Vegetation: This alternative would result in the loss of about five acres of vegetation in the Dyea area as a result of facility relocations/development, road improvements, and vegetation trampling at use sites.

Wildlife: This alternative would have a minor effect on wildlife.

Fisheries: This alternative would not affect fisheries.

Land Use: This alternative would not affect existing land uses, although the boundary adjustment would allow land uses on these parcels to be included in the park.

Visual Quality: This alternative would have a positive effect on the long-term visual quality as a result of the upgrading and relocation of facilities. Construction activities would impair the park's visual quality in the short term. Some slight reduction in visual quality would occur at campgrounds along the Chilkoot Trail.

Visitors: This alternative would increase park visitation in the Dyea area. Visitor enjoyment would be enhanced through improved access and the expansion of interpretive programs and facilities.

Residents: Skagway residents would experience slightly more crowded conditions seasonally.

Local Economy: This alternative would have a minor effect on the local economy. The local economy of Skagway would be expected to receive economic benefits through projected increases in tourism, rather than the improvements resulting from this alternative.

There is no Alternative D for Seattle.



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CHAPTER 1 - PURPOSE AND NEED FOR PLAN

PURPOSE AND NEED

The purpose of the Klondike Gold Rush National Historical Park General Management Plan (GMP) is to provide a guide for future management, use, and interpretation of the park for the 10 to 15 years following the approval of this plan. The plan provides ways to accomplish park development and operation in a manner that best serves the visitors while preserving the historic character and protecting cultural and natural resources.

In 1973, the National Park Service developed a master plan, outlining basic management, restoration, preservation, interpretation, and public use for the proposed park. In 1976, Congress authorized the Klondike Gold Rush National Historical Park (Park statutes are found in Appendix A), and the master plan became the guiding management document for the park. The master plan is outdated with many of its proposals having been accomplished, and others no longer appropriate. The GMP is necessary to guide park management in dealing with current and future changes, issues, and concerns facing the park.

GMP revision is also required to fulfill the mandate set forth in Public Law 94-323 (June 1976) to preserve the historic structures and trails. The 1976 legislation directed the National Park Service

"...to preserve in public ownership for the benefit and inspiration of the people of the United States, historic structures and trails associated with the Klondike Gold Rush of 1898, the Secretary of the Interior is authorized to establish the Klondike Gold Rush National Historical Park, consisting of a Seattle unit, a Skagway unit, a Chilkoot Trail unit, and a White Pass Trail unit. ..."

The Secretary of the Interior may restore and rehabilitate property within the park. The secretary is also authorized to consult and cooperate with the government of Canada and provincial officials regarding planning and development of the park and an international historical park.

Visitor use is expected to climb at a steady rate (more than 5% annually) for at least the next decade. The 1997-98 Klondike Gold Rush Centennial will stimulate increased interest in the park and increase the demand on staff for time and expertise to deal with public inquiries. To respond to this, several alternatives need to be explored to address these changing conditions. These include operations, facilities, resource protection, and interpretive activities.

The alternatives presented in this document recommend actions that could be taken to preserve the

historic structures and trails related to the turn-of-the-century gold rush. It also provides for protection, interpretation, development, and use by park visitors. Alternative C for Alaska and Alternative C for Seattle, represent the National Park Service's proposed actions and draft general management plan.

BRIEF DESCRIPTION OF THE PARK

The four park units are managed by two National Park Service field areas. The Seattle unit (KLSE) is managed as part of the Columbia Cascades Cluster of the Pacific West Field Area, while the other three units (KLGO) are part of the Alaska Field Area of the National Park Service. The respective park headquarters are located in Seattle, Washington, and Skagway, Alaska.

The majority of Klondike Gold Rush National Historical Park is located at the northern limit of navigation along the Inside Passage of southeast Alaska. Skagway, the only community within the Alaska units, is about 110 road miles south of Whitehorse, Yukon Territory, Canada; and 80 air miles north of Juneau (Alaska state capital); about 500 air miles east of Anchorage; and 900 air miles northwest of Seattle. The Alaska portion consists of three separate, but related, units: Skagway and the historic district; the Chilkoot Trail, including the old townsite of Dyea; and the White Pass Trail and city area.

The Skagway unit consists of about 12 square city blocks within the historic district. Fifteen historic buildings have been acquired by the Park Service, of which 13 have been restored. The park has administrative offices and a visitor center with an auditorium located in the restored White Pass and Yukon Route Railroad depot and general office buildings. Six restored buildings are leased to private operators for commercial business. Five other restored buildings house historical exhibits, archaeological processing and curatorial storage facilities, offices, and seasonal employee housing. Two other nonhistorical buildings are located outside the historic district; the seasonal housing duplex and the maintenance facility.

The Chilkoot Trail unit, including Dyea, is located about eight road miles west of Skagway and has about 9,670 acres. The Dyea area encompasses the tidal flats, remnant wharf pilings, encroaching forest of what was once the town of Dyea, numerous building remains, Slide Cemetery, and the Chilkoot Trailhead. Adjoining the Dyea area and partially outside the park boundary on state land near the Dyea road are portions of a Park Service campground, a ranger station, and seasonal ranger residence.



The Chilkoot Trail begins on the north edge of Dyea and extends 16.5 miles north in a narrow corridor following the east side of the Taiya River to the Canadian border. This unit contains four camping areas (Finnegan's Point, Canyon City, Pleasant Camp, and Sheep Camp) and a seasonal ranger station at Sheep Camp. Most of the Chilkoot Trail corridor is owned by the state of Alaska and is managed by NPS under a 15-year cooperative agreement that expires in 2005.

The White Pass Trail unit starts seven miles northeast of Skagway and extends about five miles north to the Canadian border. This unit (3,320 acres) is undeveloped and contains portions of the historic Brackett Wagon Road, remnants of White Pass City, and segments of the White Pass Trail. From the post gold rush era, portions of the White Pass and Yukon Route Railroad right-of-way, the 1940s Canol Oil Pipeline (mostly adjacent to the rail line), and a one-mile segment of the 1970s era Klondike Highway are in the White Pass unit. About half of the unit is owned by the state. Access to the unit is usually from the railroad as there are no developed trails to, or through, the unit.

Skagway and Dyea were established in the late 1890s as a result of the discovery of gold in the

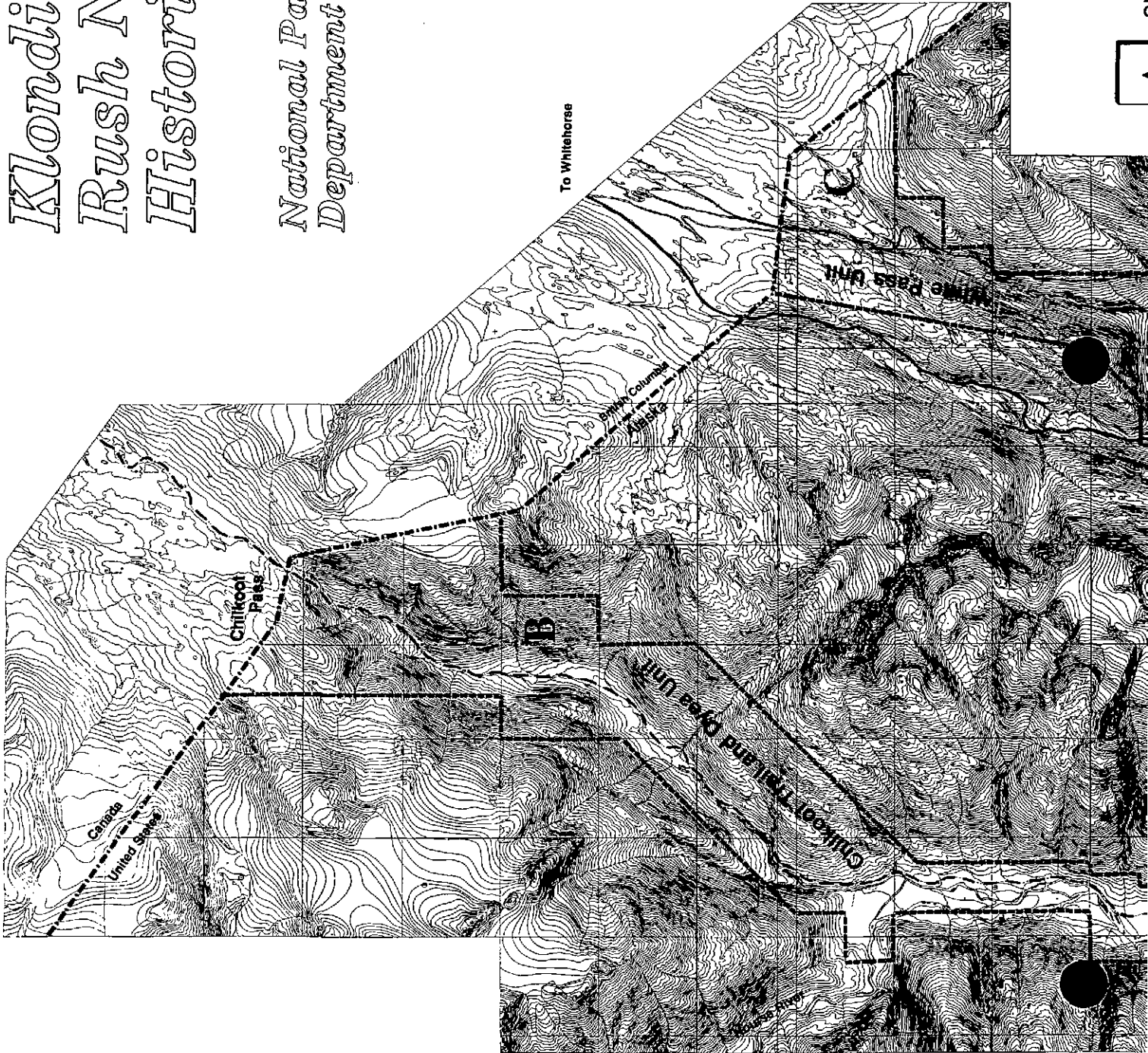
Klondike region near the Yukon River in Canada. Each community served as a major port of entry for access to the White Pass and Chilkoot Trails respectively. At their peak in 1898, each town provided services to more than 10,000 people. By 1900, the gold rush fever had ended, and the railroad was completed over the White Pass to Whitehorse, Yukon Territory. Dyea was a dying community, and Skagway was a city of more than 3,000 people. By 1910, Skagway's population dropped to less than 1,000. Today's population is about 700.

The Seattle, Washington, unit consists of a visitor center in the Pioneer Square Historic District in downtown Seattle. The Seattle unit is in 7,540 square feet of leased space in a privately owned, restored historic building. The building houses the administrative offices and a visitor center with an auditorium, along with some private businesses. Historically, Seattle served as a primary gateway and source of required supplies for the gold seekers on their way to the Klondike gold fields.

The Alaska units of the park cover 13,191 acres. The state of Alaska owns 10,200 acres; federal ownership is 2,419 acres; and 572 acres are privately owned. There is no federally owned land in the Seattle unit.

Klondike Gold Rush National Historical Park

National Park Service
Department of the Interior

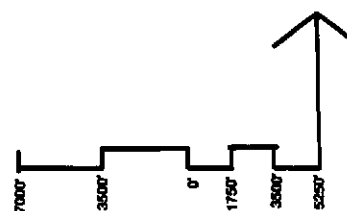




PARK UNITS:

- A** SKAGWAY HISTORIC DISTRICT
- B** CHILKOOT TRAIL and DYEA TOWNSITE
- C** WHITE PASS TRAIL and CITY AREA
- D** SEATTLE⁽¹⁾

(1) See Vicinity Map



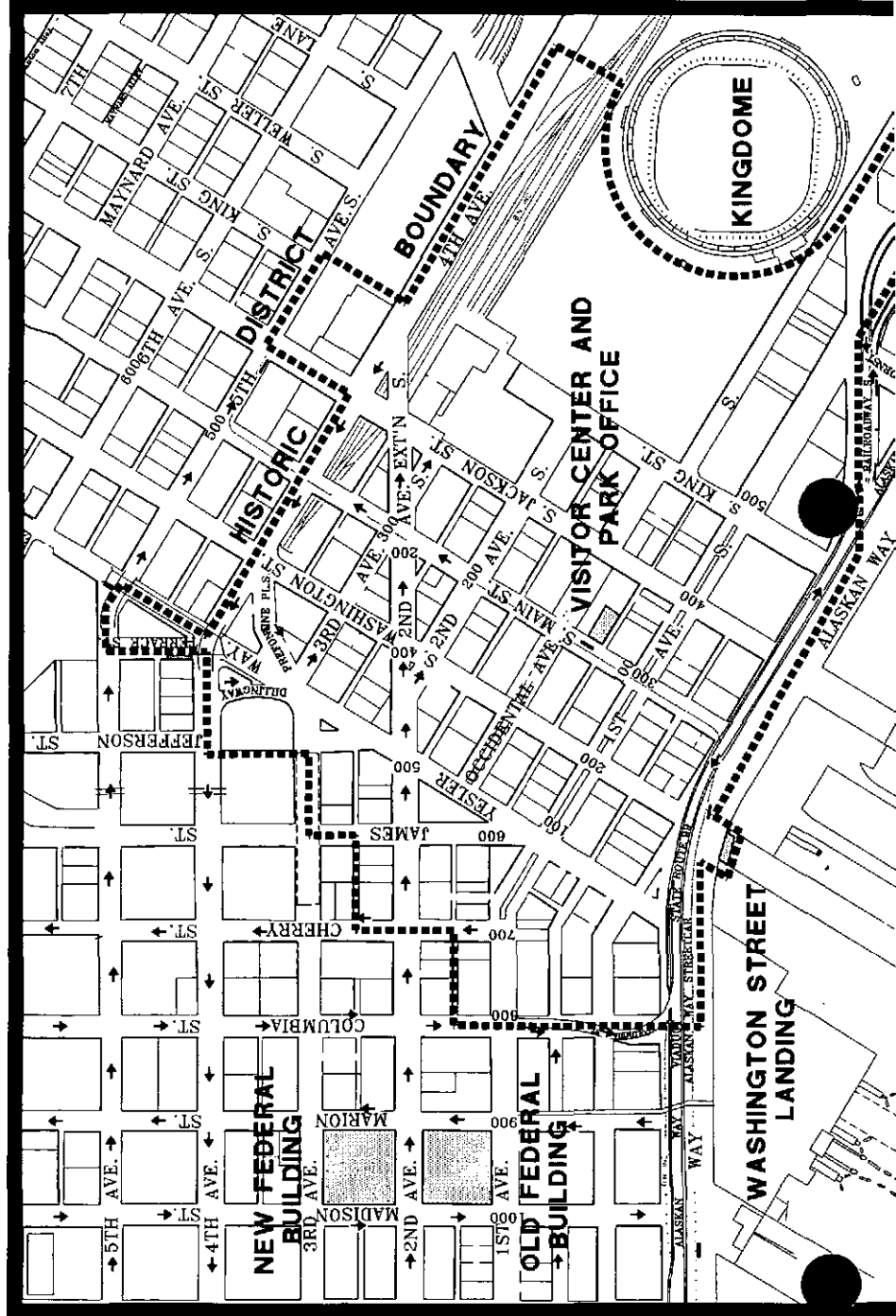
General Management Plan

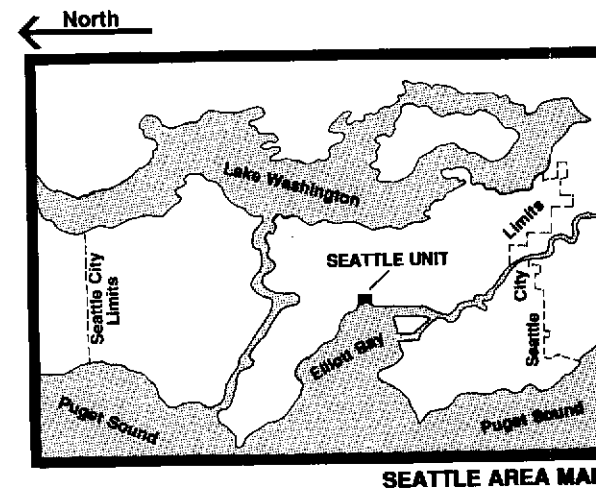
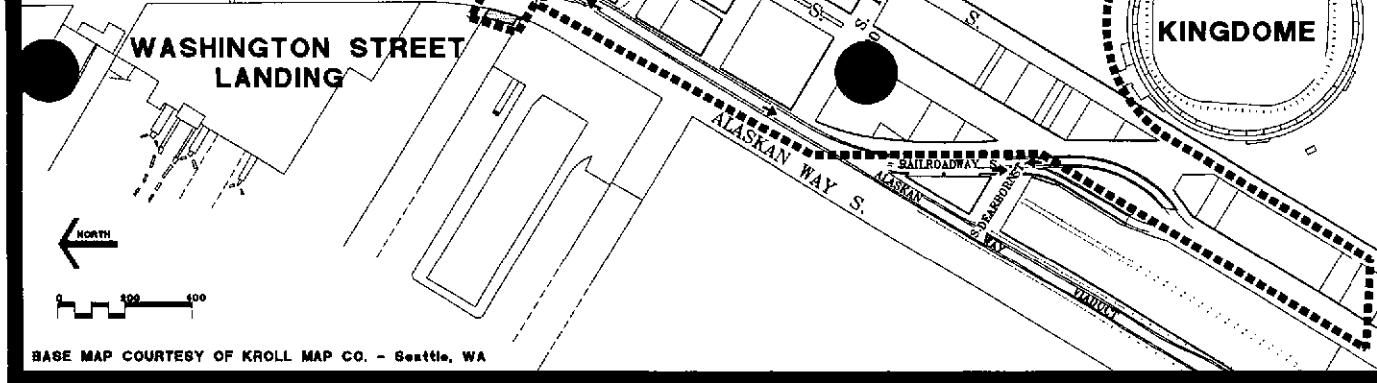
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Klondike Gold Rush National Historical Park

National Park Service
Department of the Interior





Seattle Unit General Management Plan

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ALASKA UNITS MANAGEMENT OBJECTIVES

The following objectives are modified and taken from the approved KLGO Statement for Management:

RESOURCE MANAGEMENT

Manage the park's cultural and natural resources based upon research, policy, and in the best interest of the resources.

Cultural Resources

- ☐ Develop and follow a comprehensive approach to the management of the park's varied cultural resources.
- ☐ Continue archeological investigations in advance of building restoration in the Skagway Historic District.
- ☐ Complete restoration of government-owned historic buildings as funding allows.
- ☐ Continue to examine the cultural components of Dyea and the Chilkoot Trail and initiate a cultural resource investigation in the White Pass unit of the park.
- ☐ Continue to expand historic and archeological investigations from a compliance orientation to one of inventory and research.

Natural Resources

- ☐ Protect the natural resources in a manner that ensures perpetuation of natural succession and recovery compatible with the historic scene.
- ☐ Complete an inventory of natural resources and include recommendations for future resource management actions.
- ☐ Develop a natural resources program that will establish a course of action for park management to follow.

INTERPRETATION AND VISITOR USE

- ☐ Encourage awareness of and appreciation for the events and conditions in Skagway and the surrounding area at the time of the Klondike Gold Rush.
- ☐ Provide for appropriate types and levels of education and visitor use to ensure enjoyable and safe experiences consistent with resource protection.

DEVELOPMENT

- ☐ Implement the land protection plan to preserve a land base that facilitates protection of the historic resources and interpretation of natural and cultural values within the park's boundary.
- ☐ Maintain facilities to provide adequate work areas, office space, and storage space essential for management of the park.
- ☐ Allow opportunities for appropriate public use facilities along the Chilkoot Trail.
- ☐ Implement the housing management plan to upgrade existing employee housing and to add new housing for permanent and seasonal employees.

COORDINATION AND COOPERATION

- ☐ Encourage the preservation, protection, and public appreciation of the cultural and natural values of the park by coordinating activities with federal, state, and local agencies and organizations in planning, management, and cooperative agreements.

INTERNATIONAL PARK COORDINATION

- ☐ Work toward the establishment of the Klondike Gold Rush International Historical Park by coordinating planning and development programs with appropriate representatives of the Canadian government.
- ☐ Cooperate with representatives of Parks Canada on cross-boundary park management concerns, planning for the 1997-1998 Klondike Gold Rush Centennial, and for on-going international events.

HISTORIC PROPERTY LEASING PROGRAM

- ☐ Manage a program by which selected historic structures restored by the National Park Service are leased for commercial or public purposes.
- ☐ Maintain these buildings in a manner consistent with guidelines established in the Historic Structures Preservation Guides.
- ☐ Interpret to the public the benefits of the historic property leasing program.

ALASKA UNIT MANAGEMENT OBJECTIVES BY AREA

The Alaska park consists of three units: (1) the historic district in the Skagway Unit with its restored historic structures lining the bustling main street filled with crowds of summer visitors shopping, exploring, and learning while experiencing the character of a small turn-of-the-century gold rush town; (2) the Chilkoot Trail/Dyea Unit with its ease of access to the naturally reclaimed townsite of Dyea, the stepping off point for the Chilkoot Trail and associated maintained trails that allow for a variety of hikes from a leisurely stroll along the Dyea River to a multi-day arduous climb over the Chilkoot Pass; and (3) the natural, undeveloped, and rugged White Pass Unit where nature has reclaimed the land and has frozen in time much of man's influence on the area.

Because the units are distinctive, with individual, unique values and character, and offer park visitors a variety of opportunities to explore, experience, and understand the significance of the gold rush era, it is the intent of the National Park Service to manage the three units in ways that will protect their special values and character.

Skagway

The Skagway historic district unit preserves a southeast Alaska "Boom Town." Some buildings have been completely restored and give the visitor a snapshot of and feel for a turn-of-the-century community, busy and thriving.

The National Park Service intends to complete the restoration program, continue the Historic Property Leasing Program, and strengthen existing interpretive programs.

Chilkoot Trail/Dyea

The Chilkoot Trail/Dyea Unit is intended to offer an intermediate look into the past. Some development and visitor services will be provided to assist the visitor in understanding the events that took place in the valley and the changes that have occurred since the gold rush, yet provide protection to the remnant townsites. Access to the Dyea flats area will be provided along with small picnic and primitive camping areas. Limited facilities along the Chilkoot Trail (shelters, camping areas, and interpretive kiosks) will be maintained as well as a continued management presence.

White Pass

The White Pass Unit offers the visitor a look into the final stages of a "Boom Town" gone bust. Overgrown remnant wagon and foot trails provide an opportunity for the more adventurous visitor to follow the stampede's steps through an area that once served as an alternate route into Canada. It is the intent of the NPS to protect the special and unique, isolated character of the White Pass Unit through low-impact management with no facilities and limited management presence until cultural resource inventories, mapping, studies, and mitigating measures to protect cultural resources have been developed.

SEATTLE UNIT MANAGEMENT OBJECTIVES

The following objectives are modified and taken from the approved KLSE Statement for Management:

PARK LOCATION

- ☐ Establish a permanent location for the Seattle Unit of Klondike Gold Rush National Historical Park.

INTERPRETATION

- ☐ Provide the highest quality personal services interpretation, as well as non-personal services such as exhibits and audio visual programs of park themes.

COORDINATION AND COOPERATION

- ☐ Maintain a coordinated effort with the Alaska units of the park and our Canadian counterparts in accomplishing mutual goals.

VISITOR USE AND OUTREACH

- ☐ Broaden public awareness and use of the park through increased outreach and off-site activities. This includes the planning, development, and implementation of an education program.
- ☐ Expand youth group activities to include leadership training and information service.

PLANNING ISSUES AND CONCERNS

An integral part of the planning approach for developing this GMP was identification of management issues and concerns, as well as public concerns. Six public meetings were held in Alaska, Yukon Territory, and Washington during the summer of 1992 to assist in identifying park issues and concerns. An alternatives workbook was developed representing the planning team's initial attempt to address public and management concerns and issues. The workbook was placed on public review in June 1993 for 90 days. Six public meetings to review the alternatives workbooks were held in Alaska, Yukon Territory, and Washington during July 1993.

During the summer of 1996, over 700 copies of the draft GMP were distributed to agencies and the interested public for about 75 days from early June to mid August. Three additional public meetings, attended by 14 people in June and July, were held in Seattle, Skagway, and Whitehorse. Summaries of these meetings are provided in Chapter 8, Consultation and Coordination. Copies of written comments received are included in Appendix N.

The following issues and concerns were developed through the scoping process described above and represent input from the National Park Service, other agencies, and the general public as the major issues that need attention during the life of this plan. The issues and concerns are listed by topic below. Following each issue is a summary of how the issue is resolved in the plan.

ALASKA ISSUES AND CONCERNS

Historic Property Leasing Program

Leasing historic buildings has become a local issue. The historic property leasing program was established (as an amendment to the National Historic Preservation Act) to provide a procedure for the NPS to allow the use (and thus preservation) of historic buildings and to apply the proceeds from the leases to the maintenance and preservation of those or other historic buildings. The historic property leasing program was initiated in the park in the early 1980s with the first leases being completed in 1986. In the early 1980s, the Skagway economy was in a decline due to the closing of the WP&Y railroad in 1982. The economy needed a stimulus, and the federal historic property restoration program begun in 1979 and the leasing of restored historic structures helped to provide part of that stimulus. With the reopening of the railroad in 1988 for summer tourism and the upturn in the economy, due in large part to a revitalization in tourism, and near-completion of the historic building restoration

program, there is no need for further significant expansion of the historic property leasing program, except on a willing seller-willing buyer basis.

Most leased buildings are used for tourism-related gift shops and are not open on a year-round basis. This is a concern, since the existing leases do not offer a variety of services, especially to local year-round residents. Concerns have also been expressed about the varying lease terms of the program and the effects Park Service restoration has had on property values.

Resolution: Leases are advertised and competitively bid for in an advertised public process. Only one building (The Pantheon) remains that might possibly be leased. Every effort would be made to complete the lease process in an equitable manner as possible to reflect the mandates of the Historic Property Leasing Program and the concerns of the community. There may be some minor changes of leased space in the future depending on park management needs.

Comprehensive Approach to Cultural Resource Management

For much of the park's history, cultural resource preservation activities have centered on the rehabilitation of individual historic buildings for adaptive re-use or interpretation. The emphasis on the preservation treatment of singular buildings or building complexes has nurtured a piece-meal approach to the management of the park's cultural resources. That approach has resulted in the neglect of other aspects of the cultural environment, including the buildings' historic settings, which contribute to their overall historic integrity and ability to convey an appropriate sense of time and place. A comprehensive strategy is needed for management of the park's varied cultural resources, including historic buildings and structures, archaeological resources, cultural landscapes, and museum objects and collections. That strategy would consider each category and element as part of a larger, integrated whole.

Resolution: The park will work with the city of Skagway to address cooperative opportunities for the establishment of the Klondike Resource Center with multi-agency and local opportunities for research, education, curatorial storage, and interpretation for both cultural and natural resources. Options to include the city museum and the resource center in one building would be examined. The park will explore the possibility of a voluntary notification system when construction within the community is being contemplated in

order for a field cultural survey of the site prior to ground disturbance with the understanding that NPS involvement cannot and will not delay construction - that is the option of the land owner. The park would combine, to the extent it can, cultural resource information and develop strategies to consolidate cultural resource management.

Vacant Lots

The future plans for three government-owned vacant lots on Broadway, presently used for interpretation, rest area, and open space, are uncertain. The use of the lots is a concern to the residents of Skagway. Suggested options range from leaving them as they are to filling all three lots with historic buildings.

Resolution: It is the intent of the NPS to improve and enhance public use of these lots with additional interpretative materials and as open space for relaxation and enjoyment of downtown Skagway. Other potential uses may be appropriate and would be determined on an as needed basis.

Lands

Several lands issues need resolution before future directions for the park are decided. Continued management and development of the Chilkoot Trail depend upon a long-term management commitment for the area. The present memorandum of understanding (MOU) with the state of Alaska for NPS management of state lands in the Chilkoot Trail unit, including the Dyea area, was renegotiated in 1990 for a 15-year period. The MOU is subject to a five-year review and a one-year termination clause by either party.

It is the National Park Service's objective to acquire all state land within the park boundary. Acquisition of this land is necessary to secure long-term protection of the historic scene and cultural and natural resources of the park, including the need to protect park assets such as bridges, buildings, and research areas. Adequate long-term protection is impossible under the terms of the current MOU since it does not cover the rest of the state land within the park. The Park Land Protection Plan (LPP), completed in 1991, establishes priorities for acquisition of state and privately owned lands within the park boundary. The LPP identifies state lands along the Chilkoot Trail (number one priority) and White Pass (number two priority) for fee simple acquisition by the federal government. Authorizing park legislation, however, only allows acquisition by exchange or donation of state or community lands.

There is local community concern that the federal government should not acquire any additional land within the boundaries of the park. Some residents feel it is easier to deal with the state than with the federal government, concerning activities in the park. This issue should be thoroughly discussed in the public review process to explore the possibility for partnerships with the state and/or local government for the management of the state-owned land in the park. The city of Skagway selected 1,416 acres of state land within the park for conveyance to the city under the state's Municipal Entitlement Program. The state denied 275 acres of the city's request. That action was appealed by the city, and the original decision was reversed by the state in September 1996 and most of those lands will be granted to the city. The GMP recommendations may be modified based on the final decision.

The three private parcels of land in the vicinity of the Hosford's Sawmill are of interest since the Chilkoot Trail goes through them on a 25-foot wide trail easement. One parcel near the sawmill area was sold in 1995 to a local air charter company. Potential development and/or methods of access required by the owners could easily influence the existing integrity of the first three miles of the trail. The LPP identifies these parcels as the number three priority for fee simple purchase.

Resolution: The park would continue to pursue acquisition of the identified state lands through a land exchange. Acquisition of the three sawmill area parcels would continue to be a high priority in the Land Protection Plan. The park would continue to work with the city to provide public access to the Dyea flats while protecting the cultural and natural resources of the park.

Collections Management

Care and management issues of the existing artifact collection, with the assured addition of other materials that fit within the Scope of Collections Statement for the park, must be resolved. The park collections have become a major resource unto themselves and require an investment in time, funding, and staff. They must be considered an integral portion of the overall park resources and be properly managed. Curatorial storage is another aspect of collections management that must be addressed as present storage space is filling up.

Resolution: Additional curatorial storage would be allocated in the Pantheon Building once it is restored. Additionally, the park would pursue the development of a Klondike Resource Center in

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Skagway in cooperation with the city of Skagway, state of Alaska, and other partners. Part of the center's function would be the processing, documentation, storage, research, and ongoing interpretation of the curatorial process as part of the overall park management.

Acquisition of Nonfederal Collections or Artifacts

Acquisitions of private collections on a willing-seller/willing-buyer or donation basis is possible. Whether or not this is necessary, as well as how the collections should or could be a part of ongoing park resources and interpretative services, is an issue.

For many years some Skagway residents and others outside of Skagway have collected historic artifacts and memorabilia from the early days of Skagway. Some people have indicated a willingness to negotiate with the park about a donation and/or sale of their collections of gold rush artifacts, including the buildings and lots on which they are located. This could be a very positive and desirable circumstance. With the acquisition of these collections the park would accept a sizable financial obligation to house, curate, and exhibit them. These collections, however, are one-of-a-kind assemblages of gold rush memorabilia and artifacts that could not be purchased from any other sources at any price. Obtaining some of these collections would enhance the exhibits that otherwise would be dependent upon conjecture and replication for their timeliness. The addition of related collections to the existing cataloged items would only increase the documentary value of the existing park collection.

Resolution: The park would entertain, on a willing seller/willing buyer basis, the possibility of acquiring private collections or artifacts that relate to the Klondike Gold Rush. These materials would become part of the park collections.

International Park Coordination

The establishment of a Canadian national historic site similar to KLGO on the north side of the Chilkoot Pass in British Columbia raises a concern regarding international cooperation and coordination. The GMP must address and ensure compatible and complementary management (such as coordination on numbers of visitors, resource impacts, group size, camping facilities, suitability of campfires, permit systems, and so on) throughout the U.S. portion of the trail.

Parks Canada completed a management plan in

1988, indicating improved facilities and anticipated increased visitation to the Canada park. United States legislation establishing KLGO prescribes a procedure for receiving international recognition for the parks on both sides of the border. In addition, the British Columbia government may start a land use study for the area between White Pass and Tutshi Lake in British Columbia. With mutual development and planning in United States and Canada, this may be another opportunity for international cooperation.

Resolution: The park would continue cooperation, coordination, and training with its Canadian counterparts. The park would also work with Canadian organizations, state of Alaska, and city of Skagway to complete the procedure outlined in the authorizing legislation for international historical park designation.

Cooperative Natural Resource Management

Natural resource information concerning the park is increasing. A natural resource inventory completed by the U.S. Forest Service in 1994 provided initial natural resource information. Although there are no known endangered or threatened species within KLGO, the park may contain unique flora and/or fauna. This possibility exists due to KLGO's proximity to low mountain passes and migration corridors into the interior, as well as the convergence of marine, alpine, and interior climates. The narrow valleys comprising the Chilkoot Trail and White Pass units require cooperation with U.S. and Canadian federal agencies and with the state of Alaska for effective natural resource management. That may include continuing biological surveys and studies, population censuses, and/or determination of the extent of visitor impacts upon wildlife and other natural resources. The GMP will include a strategy for obtaining any needed natural resource information and applying it to management of the park.

Resolution: The park would work cooperatively with the U.S. Forest Service, state of Alaska, Canadian agencies, and others to expand the park's natural resources knowledge and obtain any other needed natural resource information to enhance park management.

Interpretation

It is important that the park involve members of appropriate Native Communities of Alaska and the First Nations of Canada in developing and presenting interpretive themes in the Park. The park also has important natural history themes that should be

interwoven with cultural history, but not at the expense of the cultural themes.

Visitors appreciate the current level of personal service interpretation in Skagway, which includes information/orientation at the visitor center, guided walking tours of the historic district, and presentations on cruise ships by invitation. Increased popularity of the guided walking tour has resulted in the park's increasing the number of tours. As more walking tours are added, pedestrian safety and tour availability remain a concern. One suggestion has been to develop an audio tour, which would be available any time during operating hours and in multiple languages. This might reduce the frequency of large groups along the streets and provide a better quality tour for the visitors, who could pace themselves, repeat the message, and otherwise tailor an audio tour for themselves. Additional audio tours could be produced that would include Dyea and White Pass. Charging fees to conduct tours has also been suggested.

Enhancing visitor activities and interpretation in Skagway and Dyea, including additional area hikes, is a concern. There is an expressed need for more/increased interpretation in the back country, such as signs, brochures, tapes, guided walks, and talks. At Dyea, and along the Chilkoot Trail this significant outdoor museum is being destroyed. With additional interpretive materials and staff presence, further loss can be monitored and significantly reduced. An increase in international visitors demands an emphasis on multi-lingual interpretive and resource protection information materials and signs.

Increased interpretive contacts with passengers on cruise ships, the Alaska Marine Highway System ferries, and the White Pass and Yukon Route Railroad would expand the public's understanding of the park resources and themes, and would establish an NPS presence that is often overlooked. All varieties of interpretive media should be explored to achieve this increased contact. While video might be most effective on cruise ships, personal services might be most appropriate on the railroad. The NPS should work cooperatively with private and public sector owners and operators to determine which medium is best suited to their operations. There is also interest in additional interpretive media (brochures, exhibits, and so forth) for the Chilkoot Trail, Dyea, Klondike Highway, downtown Skagway, and Skagway waterfront.

Closer interaction is needed between the Seattle and Alaska units, Parks Canada and U.S. Forest Service interpreters, cities of Skagway and Seattle, and state of Alaska, concerning the Gold Rush and

the Chilkoot Trail. In light of the upcoming Klondike Gold Rush Centennial celebration, interpretation of the park story, themes, exhibit design, and publications/handouts need to complement each other and provide continuity for the total park(s) and city experience.

Resolution: Interpretive programs and facilities would be expanded to meet increasing visitor demand. Off-season visitor use and outreach programs would be encouraged. New interpretive programs would focus on Native American use of the area and their contributions to the Gold Rush. New facilities such as the Moore House and the cooperative Trail/Cabin Information Center at the Martin Itjen House would offer additional interpretive programs. Other items that might be added include: expanding visitor center hours/season, encouragement of other organization participation in training, added historic building restoration interpretation, expanded outreach programs, interpretive demonstrations, new park specific publications/audio visual programs, an historic district audio cassette tour, and interpretive site bulletins for each restored building. Additional interpretive media would be developed for Dyea, Chilkoot Trail, and White Pass. In many cases, multi-lingual (at least English, French, and German) brochures/bulletins would be available to park visitors. The park would continue to work closely with the state of Alaska and city of Skagway to develop additional interpretive programs within town and along the highway system. A fee demonstration site is proposed at the Moore House once it is restored.

Dyea

Issues at Dyea center around the protection and preservation of cultural and natural resources. The historic Dyea townsite contains archaeological remnants and cultural artifacts of the once bustling city. The boom-town townsite is the only extensive flat area at the head of Lynn Canal; and this tidal flat is heavily used for recreation by residents from Skagway, Whitehorse, Haines, and Juneau. Motorized recreational vehicle use is damaging historic building ruins, pier remains, and established vegetation. The Dyea townsite area is also being eroded by the Taiya River and consideration of appropriate management action needs to be addressed. Additional or alternative public-use areas that could provide similar recreational opportunities without negative impacts on the cultural and natural resources are needed. Continued public access to the state tidelands is an issue.

Resolution: The park would continue to cooperate with the state and city of Skagway to provide an

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alternative access route to the tidal flats area that will not involve going through the historic townsite, but that provides cultural and natural resource protection. This new access road would also include a parking area above the high tide line. A new handicapped accessible trail would lead from the parking area, through the townsite where selected streets will be signed and cleared to path width, and connect to a new, small parking area just west of the Taiya River bridge. Picnic sites currently located within the townsite would be relocated west of Nelson Slough along with at least one new picnic shelter. The road currently used in the townsite would become pedestrian use only. Additional interpretive media would be provided to interpret both the cultural and natural significance of the area. Taiya River erosion would be addressed through hydrological and cultural studies to determine the level and significance of cultural resources remaining (and which should be recovered) as well as which area(s) may be susceptible to further erosion. Federal lands continue to be closed to ORV use except street legal machines which are allowed on established roads.

Chilkoot Trail

With public and commercial use of the Chilkoot Trail increasing each year, the protection and preservation of cultural and natural resources have become issues. While most of the trail and bridges are in good condition, the two state-owned warming cabins at Canyon City and Sheep Camp are in disrepair, are inadequate, and will not support increasing use of the trail. Creating additional camping areas in the vicinity of Sheep Camp, as well as repairing or replacing existing facilities, is continuing and will continue to be needed. Sanitation is a continuing concern along the trail. Cultural resources are disappearing, being vandalized, or burned. Re-opening the historic trail alignment has also become an issue. Several parts of the trail do not follow the historic alignment because of the difficulty the state of Alaska had in finding the original trail during their trail building efforts in the early 1960s. In addition, the historic alignment would intrude on private land and the expense of maintaining several additional bridges over the Taiya River, that would be required to follow the original alignment, would be prohibitive.

Commercial operators' use of the trail, including the number of groups and group size, special events, and permit procedures, has become an issue that must be resolved. Large, commercial groups need to be contacted and broken into smaller groups that can be accommodated at designated camping areas along the trail without

impacts to the resources or their fellow travelers. Noise associated with numerous daily helicopter overflights in the Taiya River valley, their impacts to wildlife, and increasing use of overflights also need to be addressed.

The four temporary shelters constructed along the Chilkoot Trail (at Finnegan's Point, Pleasant Camp, and two near Sheep Camp) in 1993 are at issue. The issue raises several questions regarding the amount of public support for shelters, how many are needed, location, style, season of use, use of wood stoves, and whether they should be managed under a concessions permit.

Information for visitors about the conditions and available facilities along the trail is inadequate and requires additional consideration. Relocating the trailhead and Dyea ranger station closer to each other has become an issue.

Resolution: The two state owned log cabins would be replaced with shelters similar to those recently placed along the trail. Sections of the historic trail alignment would be marked, but no effort would be made to follow the historic route. Commercial use of the trail is addressed in the commercial services plan in this document where the type, number, and amount of services to be provided are identified. The park continues to work closely with the helicopter tour operator to mitigate potential noise impacts and would continue to monitor this use and identify specific impacts. New and delineated campsite and trail shelters were or would be constructed at Sheep Camp, Pleasant Camp, and Finnegan's Point. They would continue to be used for drying wet gear and cooking. A backcountry management plan would be developed to address visitor use along the trail as well as in Dyea and White Pass. Additional multi-lingual interpretive media would be provided about the trail and Dyea. The Dyea Ranger Station may be relocated to better manage use on the Chilkoot Trail.

White Pass City and Trail

The White Pass City area and historic White Pass Trail are not readily accessible to the public. The general area is accessed only by foot or by White Pass and Yukon Route Railroad drop-off during the summer months. It is also possible to bushwhack down from the Klondike Highway to reach White Pass City, which requires finding a way to cross the White Pass Fork of the Skagway River. There is no established river crossing and there are no public facilities in the area. The city of Skagway, Parks Canada, and the U.S. Forest Service have expressed interest in working with the park to open the White Pass Trail into Canada.

The eventual objective would be to connect the trail with the Chilkoot Trail near Lake Bennett as it was in the 1890s, as well as to explore the possibility of a winter spur route to Atlin, British Columbia, and connections to Skagway. This potential demand generates issues regarding what level of access, interpretation, facilities, and recreation use could be provided to White Pass Trail and City while still preserving and protecting cultural and natural resources. Interest in these connections has waned recently due to declining budgets on both sides of the border, although the city and Tongass National Forest are still interested. The mixed ownership pattern requires cooperation and coordination with federal and non-federal agencies in the White Pass Unit.

Resolution: Until the cultural resource studies of the unit are completed, no further facility development is proposed. No open fires would be permitted and backcountry permits would be required. Additional interpretive media about the unit would be developed and available in Skagway.

SEATTLE ISSUES AND CONCERNS

Permanent Location for Visitor Center/Offices

The current Seattle lease became effective in March 1992 for 7,540 square feet in a building on South Main Street. The lease will cost \$1.1 million over its 10-year effective life. NPS should examine alternatives that could provide for a permanent location for the park for the same amount of money. Current staff and activity levels exceed the leased space. Due to space constraints of the current lease arrangement, artifacts and curatorial storage is inappropriately located in the basement of the building, an area potentially subject to flooding from storm-water runoff or from leaking or ruptured water pipes. Additional space is needed for administrative staff, exhibits, educational work space, a library, collection storage, and a research facility. This will require an estimated additional 5,000 square feet, all of which should be accessible to all visitors. Two issues need to be analyzed: (1) What are the opportunities to acquire the existing building? (2) Should the park stay at the same location or investigate similar accommodations in the Historic District?

Resolution: The plan proposes the long term acquisition of a structure within the Pioneer Square National Historic District. In the interim, additional leased space is proposed for office and curatorial space.

Upgrade Exhibits to Reflect the Park's Primary Theme

As is stated in the park's 1976 Master Plan, the Seattle unit will provide an overview of the entire epic with the major interpretive theme being the impact of the gold rush on life in the contiguous 45 states and three territories during the rush, with a focus on gathering social, economic, and technological data explaining the similarities and distinctions between the Klondike Gold Rush and other various gold rushes. Modifications to existing exhibits are necessary. The typical visitor is younger and more attuned to interactive education. Most visitors still come away with the feeling the exhibits provide information about Alaska in general and the Klondike Gold Rush as it relates to Alaska history and not the contiguous states. Three-quarters of the exhibits need to be renovated to be less static and less text oriented. A greater focus on the Northwest and the contiguous states' contributions to and effects of the gold rush will provide visitors with a better understanding of this important period of American history.

Resolution: Improved interpretation and exhibits are included in the proposal.

Develop an Interpretive Plan for the Pioneer Square District

An interpretive plan was originally called for in the 1976 Master Plan. The park has developed excellent community relationships, and such a plan continues to be of interest. If coordinated with the State Historic Preservation Officer, City of Seattle's Pioneer Square Preservation Board, and park staff, the plan could include wayside exhibits throughout the district, focusing on the structures as architectural examples, the building purposes during the Klondike Gold Rush, and the restoration of Pioneer Square. This could lead to more park involvement in the special events and programs offered in and around Pioneer Square.

Resolution: An exhibit plan is part of the proposal.

International Park Coordination

Seattle park staff need to have more contact with their Whitehorse, Dawson, and Skagway park counterparts. Seattle still serves as the "jumping-off spot" for many tourists reliving the "Days of '98." The three widely separated park staffs need a more efficient, effective exchange of information about park management, interpretation, and public-use interaction between the three locations.

Resolution: Improved coordination between the Seattle Unit, the Skagway Unit, and Parks Canada is incorporated into the proposal.

Park Staffing

Visitation has increased 126% in the past six years, but park staffing levels have not been adjusted to address the increase. Additional staff are needed to continue support to educational programs already established in the Seattle public schools, and to the interpretive operations at the Klondike Seattle Unit. This would meet the minimum acceptable staff level identified in the park's Statement for Interpretation. An additional administrative staff member is critical to continued effective and efficient park management.

Resolution: An increase of six permanent staff has been included in the proposal.

Waterfront Interpretation

The Seattle waterfront played an important role in supplying and transporting materials and people to Alaska and the Klondike during the gold rush. The waterfront was where people both left, with great expectations of finding gold in the Klondike, and returned (richer or poorer) sometimes with great fanfare. (1) Should the NPS seek waterfront location(s) for commemoration and/or interpretation of the Klondike shipping activities? (2) Would the city of Seattle, Port of Seattle, and/or private businesses be interested in or capable of cooperatively developing such displays? (3) Are there suitable locations for such use?

Resolution: Opportunities for the Seattle Unit to pursue waterfront interpretation has been included in the proposal.

ISSUES AND RECOMMENDATIONS CONSIDERED BUT NOT ADDRESSED IN THIS GMP/EIS

The issues and impact topics that follow will not be addressed further in this GMP/EIS for reasons stated at each issue/topic.

Employee Housing

The need for additional employee housing was a concern by the Alaska park units when the GMP was first started. Since that time, the on-going building restoration program has alleviated this concern with the completion of the Peniel Mission building on 6th east of Broadway and the duplex at 14th and Main Street in Skagway.

Address Effects on Threatened and Endangered Species

None of the alternatives would affect individuals or populations of threatened or endangered species, and adverse impacts on federal or state species of concern are not anticipated. This determination is based on the small amount of acreage (5 acres) to be affected by the preferred alternatives, the lack of such species living in the area, the migratory nature of the endangered or threatened species potentially passing through the park in the spring and fall before to the visitor-use season (June through August), and the existing and potential increases in recreational use would occur during the summer months when falcons would not be migrating through the park. Seasonal use of the Taiya River by Steller sea lions feeding on spawning salmon, char, and eulachon would not be affected.

Address Effects on Minority and Low-income Populations

Executive Order 12898 requires federal agencies to incorporate environmental justice into their missions by identifying and addressing disproportionately high and adverse human health or environmental effects of their programs and policies on minorities and low-income populations and communities. None of the actions in this GMP/EIS would result in any known direct or indirect negative or adverse effects on any minority or low-income population or community. Effects on the socioeconomic environment would be positive through improved access, enhanced facilities, provide additional understanding of the park resources, and occur mostly within the immediate geographic area of the park units.

Address Effects on Subsistence

Subsistence uses are not allowed in the federal lands within the park. As a result, proposed developments would not affect subsistence resources or uses. Section 810 of ANILCA and NPS policy require that proposed actions within Alaska's national parks address their potential to impact the area's legally permitted subsistence users. A Section 810 subsistence statement has been prepared as part of the GMP/EIS and is in Appendix L.

Alternatives to the Care of Park Collections (Seattle Unit)

The park's cultural resources include collections, vertical files, historical photographs, library, and archives. Each resource, while having discreet standards for management, has a role in the park's management and operation. One Park Ranger GS-

5/7/9 performs routine inventory, environmental monitoring, record, and reporting duties for the park collection. In addition that position is also responsible for routine tasks to care for the park library, which consists of books, journals, vertical files, and rare books. That position's third responsibility is to the park's photographic collections. The vast majority of the park's photographic collections are copies of originals from other sources. The park museum collections consist of 21,864 objects of which 20,192 are archival. Of these 272 objects are cataloged. Removing museum collection objects, archives, historical photographs, vertical files, and library materials from on-site and storing them off-site would be inefficient. Park staff charged with collection management duty duties would have added travel time to and from the collections. Off-site monitoring of the collection by park staff; staff research use of the collection; and security of the collections would be more costly. If contracts or partnerships were developed for off-site storage and care of the collections, added contract administration duties would be placed on park staff. For these reasons, placing park collections in an off-site location is not considered a viable option by park management.

PUBLIC INVOLVEMENT IN PLAN IMPLEMENTATION

The planning for and management of the units of the national park system in Alaska is an evolving and dynamic process. The general management plan provides overall guidance and direction for the management of the park and announces the intent of the National Park Service to undertake a variety of actions pursuant to established law, regulation, and policy. Actions proposed in this plan do not become effective upon approval of this general management plan. Further information collection and analysis and public involvement, where appropriate, are needed before these actions become final.

It is recognized that involving the public in the development of significant policies and management practices and in further planning for the park can result in more comprehensive and better proposals and actions by the National Park Service, as well as better public understanding of them.

This section outlines the means by which the National Park Service will ensure continued public involvement in the ongoing planning for and management of Klondike Gold Rush National Historical Park. Described here are the procedures the National Park Service will use for public involvement in the areas of policy development,

action plans, closures, restrictions or openings, new or revised regulations, and amendments to this general management plan. The superintendent is expected to consult with all affected and interested parties as an integral part of the management of the area.

It is the policy of the Department of the Interior to offer the public meaningful opportunities for participation in decision-making processes leading to actions and policies that may significantly affect or interest them (301 DM 2.1). Accordingly, the National Park Service will integrate public participation and the decision-making process. Public participation activities will be scheduled with other elements of the decision-making process to ensure that the timing of information both to and from the public results in the expression of public comment at points in the decision-making process where it can make the greatest contribution. The overall public participation process, closely tied to the decision-making process, will be flexible enough that methods may be added or deleted as public input shows a new level of need or interest.

All public review documents will be submitted to the state of Alaska for coordinated state review. The National Park Service will maintain an active mailing list of groups, agencies, and individuals who have expressed interest in reviewing the documents. These groups, agencies, and individuals will be notified of the availability of public review documents; and upon request, copies of such documents will be made available to them.

Policy Development

The National Park Service manages the federal parks, monuments, and preserves for the national interest and recognizes that the policies and management practices implemented by the National Park Service can be of great interest to the people of Alaska and the nation. These policies and practices can also affect the lives of individuals living in or near the areas and the public using the areas.

To the extent practicable, when a new policy or management practice that affects the public is to be developed or an existing policy or practice is to be revised, there will be thorough consideration of comments received. If significant changes are made to the proposed policy or management practice as a result of public comment, there will be additional review before the policy or practice is adopted.

Action Plans

Several specific action plans are identified in this

general management plan. Future plans include revisions to the Resource Management Plan, Land Protection Plan, and development of a Backcountry Management Plan. These plans and the required public involvement are described in the appropriate management sections of this plan. These more-detailed plans will be initiated by the superintendent during the life of this general management plan. Although it is the intention of the National Park Service to initiate all of the implementing plans identified in the general management plan in a timely manner, the undertaking of these plans will depend on funding and other considerations that cannot be accurately forecast now.

As part of the ongoing planning and management for the area, internal planning documents will be prepared or revised. These include an Interpretive Prospectus, a Scope of Collections Statement, a visitor services study, and others. Formal public review of these types of plans and studies is not anticipated; however, parties expressing an interest in these plans will be involved as appropriate in plan preparation and invited to comment on them before they are finalized. Copies will be available from the superintendent upon request.

Closures, Restrictions, and Openings

In cases where the closure of areas within the unit or restrictions on activities are recommended in the general management plan, the procedures of 36 CFR 1.5, 13.30, and 43 CFR 36.11(h) must be followed before any proposed closures or restrictions take effect. These procedures also apply to any future proposals to open an area to public use or activity that is otherwise prohibited. The procedures of 36 CFR 1.5, 13.30, and 43 CFR 36.11(h) are in Appendix H.

Regulations

Any new regulations and revisions to existing regulations will be proposed according to the requirements of the Administrative Procedure Act (5 USC 553). The National Park Service will provide a minimum 60-day comment period.

Amendment of the General Management Plan

Specific parts of the general management plan may be amended to allow for changing conditions or needs, or when a significant new issue arises that requires consideration. Amendments of this general management plan will include public involvement and compliance with all laws, regulations, and policies. If the proposed amendments are minor and not highly controversial, public notice and a 60-day waiting period will occur before making decisions to

incorporate the changes into the plan. If the amendments are significant or highly controversial, the public will have opportunities to participate in the development and review of alternatives and the proposed action. This will include a minimum 60-day public comment period and public meetings as necessary and appropriate. All amendments to the general management plan must be approved by the field director.

In the future, changing conditions will warrant preparation of a new general management plan. The public will be involved throughout the development of a new plan.

PERTINENT LAWS, POLICY, AND PROCEDURES

The laws, National Park Service policies, and operational procedures related to the preparation of park planning documents are discussed below. This is not meant to be a complete list, and contains only those most pertinent to the plan.

The Act of August 25, 1916, 39 STAT 535, 16 USC 1 This act established the National Park Service. "The service thus established shall promote and regulate the use of the Federal areas known as national parks, . . . by such means and measures as conform to the fundamental purpose of said parks, . . . which purpose is to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations."

Skagway and White Pass District National Historic Landmark, June 13, 1962. This National Historic Landmark focuses attention on the exceptional value of, and recognizes the national significance of the "Skagway and White Pass District" to the history of the United States.

National Historic Preservation Act of 1966 (as amended) 80 STAT 915, 94 STAT 2987, 16 USC 470. This act declared a national policy on historic preservation. It also directed that "... a proposed Federal or federally assisted undertaking ... shall ... take into account the effect of the undertaking on any district, site, building, structure, or object that is included or eligible for inclusion in the National Register." Klondike Gold Rush National Historical Park is on the National Register. This act also requires that proposals and alternatives relating to management of cultural resources and the potential impacts of those actions be provided for review by the appropriate State Historic Preservation Officer and the Advisory Council on Historic Preservation. This plan will

be submitted to the appropriate offices for review and comment according to procedures delineated in the 1995 Programmatic Agreement signed by the National Park Service, the National Conference of State Historic Preservation Officers, and the Advisory Council. Projects arising from this plan may also have to be reviewed by the appropriate entity. This legislation also provides for the leasing of historic properties.

The National Environmental Policy Act of 1969, 42 USC 4321-4347, PL 91-90. This act requires federal agencies to use a systematic approach in planning projects that may have an impact on the environment. Agencies must assess impacts and unavoidable environmental effects to both natural and cultural resources and establish alternatives, including no action. The plan and the subsequent environmental impact statement are actions in this systematic approach.

A 1991 policy of the National Park Service specifies that an environmental impact statement (EIS) is to be prepared in conjunction with a general management plan. That position reinforces the policies and procedures of the departmental manual, which states that an EIS will be the normal rule in preparing a GMP, rather than the exception.

The Act of June 30, 1976, 90 STAT 717, 16 USC 410(bb), PL 94-323. This act authorized the Secretary of the Interior to establish the Klondike Gold Rush National Historical Park in Alaska and Washington, "... in order to preserve in public ownership for the benefit and inspiration of the people of the United States, historic structures and trails associated with the Klondike Gold Rush of 1898, ..." Section (d) authorizes the secretary to grant a highway right-of-way in the Dyea area provided specific stipulations are met. Section 3(a) authorizes cooperation with Canada, and identifies a process that may lead to international historical park recognition.

Chilkoot Trail and Dyea National Historic Landmark, June 16, 1978. This National Historic Landmark focuses attention on the exceptional value of, and recognizes the national significance of the "Chilkoot Trail and Dyea" to the history of the United States.

The Alaska National Interest Lands Conservation Act, December 2, 1980, 16 USC 1301 PL 96-487. The act expanded, modified, and created many conservation system units in Alaska and provided some direction as to how the units would be used, accessed, and managed. Section 1309 modified the park's original legislation to allow only donation or exchange of lands by the state of Alaska or any political subdivision to the park.

Management Policies, U.S. Department of the Interior, National Park Service, 1988. National Park Service Management Policies is the basic service-wide policy document of the NPS. This policy sets the framework and provides direction for management decisions.

Executive Orders 11988 ("Floodplain Management") and 11990 ("Protection of Wetlands"). The objectives of these two executive orders are to avoid to the extent possible the long- and short-term adverse impacts associated with the occupancy and modification of floodplains and wetlands. Application of the final National Park Service procedures for implementing these orders will occur if a National Park Service proposal were to affect a 100-year floodplain (500-year for critical actions), coastal high-hazard zone, flash flood area, or wetland. If a proposed action involves a floodplain or wetland areas, a statement of findings (SOF) will be prepared that documents the rationale for the selection of a site within a floodplain, the risk associated with the chosen sites, and a conceptual description of how mitigation will be achieved. The wetlands and floodplains SOF will be prepared for concurrence signature by the chief, Water Resources Division, and final approval by the Alaska Field Director.

Section 7 of the Endangered Species Act. This act requires that when a project or proposal by a federal agency has the potential to impact a known endangered, threatened, or candidate plant or animal species, that agency must enter into formal consultation with the U.S. Fish and Wildlife Service. See the Appendix K for copies of correspondence between the National Park Service and the U.S. Fish and Wildlife Service, regarding the preparation of this GMP/EIS and compliance with Section 7. National Park Service Management Policies direct the same level of protection be given to state-listed species as is given to federally listed species. Before implementing any development proposals at the Klondike Gold Rush National Historical Park, the National Park Service will consult with the U.S. Fish and Wildlife Service to obtain species listings and to ascertain the species status and will prepare a biological assessment of the proposed actions if necessary. Similar contact will be made with the appropriate state agencies if information on state-listed species is not available through the U.S. Fish and Wildlife Service. The act requires consultation with the National Marine Fisheries Service if marine mammals or anadromous fish may be impacted by a project or proposal.

This EIS describes potential impacts that may result from implementation of any of the alternatives discussed. Following public and agency review of the draft and final EIS, the

Chapter 1 - Purpose and Need for Plan

superintendents for these park units will make recommendations to their respective Field Directors, who will sign a record of decision indicating the alternative selected and the rationale for its selection; implementation of the GMP may then proceed.

Executive Order 12898. This order requires an analysis of impacts on low income populations and communities, as appropriate. The Department's

policy on environmental justices (No. ECM95-3) based on E.O. 12898, requires the NPS in all environmental documents to "specifically analyze and evaluate the impacts of any proposed projects, actions, or decisions on minority and low-income populations and communities, as well as the equity of the distribution of the benefits and risks of the decisions." If significant or no impacts are predicted on minority/low income populations, then this should be stated and the reasons given.

CHAPTER 2 - ALTERNATIVES INCLUDING THE PROPOSED ACTION

Four alternatives for Alaska and three alternatives for Seattle are presented for consideration and review. They range from maintaining existing conditions to maximum resource protection and development for visitor use. Although the alternatives propose distinct actions, they all share the common objective of preserving the history found in Skagway, Dyea, Chilkoot Trail, White Pass, and Seattle while continuing to provide for visitor understanding and appreciation of the resources and the events that took place in the park. Alternative C is the proposed action for both park offices.

Three alternatives were initially published in an alternatives document, which was made available for public review in June 1993. Based on comments received on that document and issues and concerns identified in public meetings and by National Park Service staff, a fourth alternative representing the proposed action (Alternative C) was developed for Alaska.

The Coastal Zone Management Act of 1972, as amended, requires federal agency action to be consistent with approved state coastal programs. The 1977 Alaska Coastal Management Act and Program, as amended, set forth general policy guidelines, and standards to be used for the review of projects. Portions of the Alaska Coastal zone (a boundary roughly defined as the timberline of the coastal Sitka spruce/hemlock forest or approximately the 3,000' elevation) is with the park boundary. Proposed actions in the GMP were evaluated and found to be consistent with the Alaska Coastal Management Program. The consistency determination is found in appendix F.

The Seattle unit is located outside of Washington coastal management zone.

Development concept plans (DCP) are also included for the Dyea and Chilkoot Trail areas. These include conceptual facility development for each alternative, except the No-Action alternative. These DCPs provide more development detail than would normally be found in a general management plan. These recommendations are summarized in Figure 2.9 at the end of this chapter.

ACTIONS COMMON TO ALL ALTERNATIVES

International Cooperation

The park's enabling legislation states:

"The Secretary, in cooperation with the Secretary of State, is authorized to

consult and cooperate with appropriate officials of the Government of Canada and Provincial or Territorial officials regarding planning and development of the park, and an international historical park. At such time as the Secretary shall advise the President of the United States that planning, development, and protection of the adjacent or related historic and scenic resources in Canada have been accomplished by the Government of Canada in a manner consistent with the purposes for which the park was established, and upon enactment of a provision similar to this section by the proper authority of the Canadian Government, the President is authorized to issue a proclamation designating and including the park as part of an international historical park to be known as Klondike Gold Rush International Historical Park."

Recognition of the importance of joint management of adjacent lands along the international border is essential. In the summer concern for the well-being of hikers, preservation of park resources, and daily operation of the international trail requires U.S./Canada cooperation. Throughout the year planning and management decisions about carrying capacities, management philosophy, risk assessment, and other issues must be made cognizant of the international cooperation which must take place if both the U.S. and Canadian park units are to be managed in a complementary fashion; providing for the protection of resources and opportunities for public use and appreciation.

In April 1993, the Canadian Parliament passed an Orders in Council establishing the Chilkoot Trail National Historic Site. During 1996, Parks Canada is in the process of updating their 1989 Management Plan for the site. Included in the plan are specific actions which address the long term protection and public use of Chilkoot Trail resources including international recognition of the park.

Following completion of this general management plan and the management plan update for the Chilkoot Trail National Historic Site in Canada, the National Park Service would notify the Secretary of the Interior that all legislative requirements regarding the potential establishment of an international historical park have been satisfied. All appropriate government to government (municipal, tribal, territorial,

Chapter 2 - Description of the Alternatives

provincial, state, and federal) protocols would be addressed at that time.

Land Protection Plan

The park would continue to implement its land protection plan. These actions include a mixture of land exchanges, purchase, and conservation easements. All of these actions are subject to available funding although fee acquisition, which applies only to state and its political subdivisions, would require a change in the park's enabling legislation which NPS intends to pursue.

National Studies

The Park Service would pursue a National Historical Trail Study for the Chilkoot and White Pass Trails. As part of, or in addition to that study, the possibilities of an international Gold Rush Heritage Corridor between Seattle, Washington, and Dawson, Yukon Territory, should be examined.

Both the White Pass Fork of the Skagway River and the Taiya River are listed on the National Rivers Inventory as potentially eligible for designation as components of the National Wild and Scenic Rivers System. The Park Service would examine the White Pass Fork and work with adjoining land managers (city of Skagway, state of Alaska, and Tongass National Forest) to pursue a joint study or studies of the remaining portions of the Skagway River and Taiya River and the two trails for possible inclusion in the National Wild and Scenic Rivers System and the National Trails System respectively.

Fee Interpretation

The restoration of the Ben Moore House will be completed in 1997. Current staffing levels are not adequate to support staffing this new interpretive site and funding is needed to initiate the program. KLGO staff are examining the establishment of a fee demonstration area in 1997 at the Moore House based on Public Law 91-383, Special Interpretive Fees. It is anticipated that within two years this program will be self sufficient and not require re-occurring NPS funds. The fee structure would be based on like facilities in the local area such as the Skagway City Museum. Fees would be collected and remain onsite and used to support the staff, maintenance, and upkeep of this interpretive site.

ALASKA ALTERNATIVE A: NO ACTION (EXISTING SITUATION)

The existing situation or no-action alternative describes the conditions that would exist at the park if no plan were implemented. This alternative

provides a baseline for evaluating the changes and related environmental impacts that would occur under the Proposed Alternative (C) and the other alternatives.

Alternative A would direct a continuation of minimum development of park resources. The park would be managed and maintained as it is now with little anticipated change. The major emphasis on historic-building restoration would continue as the major activity in the park with no new historic structure acquisition. Historic restoration would continue until all structures presently in the program are completed and either leased for private operation or are used for park administrative purposes. Park operations would phase from historic restoration to historic leasing and maintenance of facilities. Interpretation programs that reflect basic park themes would continue with no additional outreach or off-site programming. Natural and cultural resources would be managed for compliance only. Basic natural and cultural resource inventory and monitoring requirements would be met.

With no operational increases or initiation of new programs, the park would continue to operate at the present level. Approved action plans, such as the Land Protection Plan, Interpretive Prospectus, and Statement for Management, would be implemented. Resource management would address only the most significant problems, and no large-scale research work would be done. No major new initiatives would be undertaken that would result in substantial increases in funding, staffing, or in operational changes. Funding would increase only to accommodate new facilities that come on line as part of already existing or planned activities, in response to mandated agency initiatives and policy requirements, or to keep pace with inflation.

CULTURAL RESOURCE MANAGEMENT UNDER ALASKA ALTERNATIVE A

Cultural resource projects identified in the Resources Management Plan (RMP) would be implemented as funding becomes available (Appendix B lists current projects).

Skagway

A landscape plan was prepared in 1994 in cooperation with the city of Skagway that addresses improvements from the waterfront, through the Historic District, to the present City Hall and Museum. The present entrance to the city from the waterfront does little to introduce the visitor to Skagway, what it was historically, or what it is today. Phased implementation will be designed and constructed by the city in future years. The park would continue to assist the city of Skagway

wherever possible under this alternative.

The historic building restoration and preservation program would continue. The park presently has restored 12 buildings. Two additional historic buildings remain to be restored. When restored, the Pantheon Saloon and Moore House would be leased to private operators or used for park administrative or interpretive purposes. Plans for the preservation of the Goldberg Cigar Store includes the repair of roof structures, door, window framing and covering, and realignment to face 5th Avenue. The Park Service would provide limited technical assistance to local-private restoration efforts.

Dyea

The remains of the historic Dyea townsite would continue to be impacted by encroachment of vegetation and erosion. Only the ruins of a few buildings are still visible, as most of the city has long since blended into the landscape or has been washed away by the Taiya River as it continues eroding into the center of the Dyea townsite. Artifacts would be recovered as necessary.

Chilkoot Trail

Existing cultural surveys identified in the RMP would continue, subject to availability of funding and staff.

White Pass

The existing natural reclamation of the city and trail area will be allowed to continue. Limited archaeological inventorying and mapping may occur as funds are available. No specific projects are proposed beyond those described in the Resources Management Plan.

NATURAL RESOURCES MANAGEMENT UNDER ALASKA ALTERNATIVE A

With the Resources Management Plan and the resources inventory available, natural resources protection can more accurately be addressed. Existing natural resources projects identified in the Resources Management Plan (Appendix C lists current projects) would continue to take place subject to available funding and staff. Endangered and threatened plant and animal species would be identified, but no specific programs would be initiated for protection beyond the minimum level.

PUBLIC USE UNDER ALASKA ALTERNATIVE A

Access and Recreation

Skagway. The Skagway Historic District is accessible by all means of transportation. Busses and taxis meet incoming cruise ships to provide a range of services from tours of the historic district to excursions, including Canadian and interior Alaska destinations. Cars and bicycles are available for rent from several sources. Skagway is served by several commuter air service companies with scheduled air service to Haines and Juneau, as well as chartered flightseeing excursions. Helicopter flights take tourists to the Taiya River valley where they can walk on a glacier. A water taxi makes daily scheduled trips between Skagway and Haines during the summer. The Klondike Highway provides access to Canada and the Alaska Highway.

The downtown area receives heavy pedestrian traffic when cruise ships are in port, causing delays for vehicles attempting to negotiate Broadway. These conditions would not be changed.

Dyea. The Park Service would work cooperatively with the state and city to provide beach access. The tidal flats would be managed to protect the remaining pilings of the historic Dyea wharf, and other cultural and natural resources.

Access to Dyea and to the Chilkoot trailhead is available from Skagway by private vehicle or by local taxi and van services for a fee. Some bus tours include the Dyea area on their itinerary. Permits are required for commercial activities on park land in Dyea. This transportation service is privately managed and is not expected to change significantly.

The recreational facilities would remain status quo, with the Dyea townsite overlook and kiosk, Dyea Ranger Station, campground, and Chilkoot Trail trailhead parking area remaining in their present location. The ranger station, parking area, and the campground are located on state-owned land.

The Dyea Ranger Station consists of a bathhouse/storeroom, pit toilet, and three cabins. Two cabins are used for seasonal employee housing, while the third is used as a summer visitor contact station and employee cooking facility. A seasonal ranger presence from May through September would continue.

The 22-site campground, picnic area, outhouse, and trailhead parking area would remain near the Taiya River and adjacent to the ranger station. A quarter mile north of the ranger station - campground -

parking area is a park entrance sign and the Chil-koot Trail trailhead. These would not change.

The Slide Cemetery access road, parking area, and short trail to the cemetery would remain. The Lost Lake Trailhead and portions of the trail that are within the park, north of the Slide Cemetery, would remain unimproved.

The Dyea picnic area, located on the southern edge of the historic Dyea townsite, would continue to be used by park visitors. The Dyea flats, a popular recreation area for local residents and visitors, would be used for a variety of day-use activities such as, but not limited to, picnicking, interpretive walks, and beachcombing. After 1995, the Alaska Department of Fish and Game will not permit continued vehicle use at the ford site as the slough is an anadromous stream. A bridge or culvert will be installed at the present or another crossing for access south of the West Branch Taiya River (locally known as Nelson Slough).

There are about six miles of dirt and gravel roads in the Dyea area on private, state, and federal lands. Two of the roads, the Nelson Slough road (1.5 miles) and the Slide Cemetery road (0.25 mile), are located on federal land. These and other roads on federal land would continue to receive minimal maintenance in the summer and no maintenance in the winter by the Park Service. All roads are single lane, narrow, and constructed of dirt with limited sight distances and poor drainage. The four-car parking area at Slide Cemetery would remain.

Chilkoot Trail. The trail and existing facilities would be maintained in the present condition. A day-use self-registration sign is located 100 yards from the trailhead. A trail permit system for overnight use was initiated in 1994 to monitor a variety of use information about the trail. The permits collect trail user information as a basis for future decisions concerning cultural and natural resource protection, carrying capacities, and protection of the quality of the hiking experience. Day-use self-registration and overnight use permits will continue as a means of gathering information.

Established facilities for camping located at Finnegan's Point, Canyon City, Pleasant Camp, and Sheep Camp would continue to be available for hikers. The two older log-cabin shelters located at Canyon City and Sheep Camp would be allowed to continue to deteriorate until such time as they become unsafe when they would be removed. The four new public-use shelters at Finnegan's Point, Pleasant Camp, and Sheep Camp provide for warming people and drying gear during inclement weather. The shelters do not provide overnight sleeping accommodations. Camping areas are

located near each shelter. The shelter at Pleasant Camp will be moved about .25 mile north, and 10-12 replacement campsites will be constructed at the new location in 1996. The 0.5-mile trail crossing the Taiya River from Canyon City to the old townsite would also be maintained. The seasonal ranger residence would remain at Sheep Camp.

Incidental business permits for companies guiding on the trail would continue. Applicants would generally be licensed annually upon request.

White Pass. The White Pass unit would remain undeveloped and inaccessible to all but the visitor with an ardent interest in the area. Access into this area would continue to be limited to the White Pass and Yukon Route Railroad, a private rail company, which during the summer provides several round trips daily through the unit from Skagway to destinations in Canada. Additional access is also possible from the Klondike Highway, although there is no established trail. The park would not develop trails or facilities to or within the unit.

Interpretation and Visitor Services

Skagway. Existing interpretive programs reflecting park themes and recommendations of the Interpretive Prospectus using existing facilities would remain status quo. Programs presently include visitor orientation and gold rush exhibits in the visitor center, city life exhibits in the Mascot Saloon, and in the future, family life exhibits in the Moore House. Programs are presented as audio-visual programs, interpretive talks, guided walks, self-guided tours, and wayside exhibits. A cultural landscape report was developed for the Moore House and Peniel Mission area. The Moore House will be furnished to show family life in Skagway shortly after the gold rush.

A ferry terminal exhibit has been installed at the Skagway Alaska Marine Highway terminal in cooperation with the Alaska Department of Transportation and Public Facilities, Alaska Marine Highway, and the city of Skagway. Interpretive education would be provided to the community as requested.

Dyea. The wayside exhibit with two interpretive panels located on the east side of the Taiya River, providing a view toward historic Dyea, would be upgraded in cooperation with the state Department of Transportation through the ISTE program. Interpretation at other sites would continue, such as the Slide Cemetery, consisting of wooden headboards marking some of the graves; the remains of the Pullen Barn; and the warehouse on the southern edge of the townsite.

Park Service rangers will continue to provide weekday walking tours of the old Dyea townsite during the summer visitor season. Interpretive themes focus on human and natural history of the Dyea area.

Chilkoot Trail and Trailhead. The Chilkoot Trail trailhead would remain at the present location just east of the Taiya River Bridge on the Dyea Road. The trailhead is signed on the Dyea Road by the state. The 12 wayside exhibits describing events that took place during the gold rush would remain at their present locations along the 16.5-mile trail to the Canadian border.

White Pass. The interpretive waysides along the Klondike Highway overlooking the Skagway River, Goat Lake Falls, and the White Pass city area would remain. These exhibits are planned to be upgraded in cooperation with the Alaska Department of Transportation.

PARK OPERATIONS UNDER ALASKA ALTERNATIVE A

The staff would remain at 19 permanent and approximately 20 seasonal employees, with the number of seasonal employees varying from year to year. Discussions with the Parks Canada staff would continue to occur as needed. Annual or more frequently shared training or meetings occur as necessary between various staff members in Skagway, Whitehorse, and Dawson. The park would continue to rely heavily upon the Alaska System Support Office in such areas as administrative support, law enforcement emergencies, and environmental compliance. The Denver Service Center and AKSO would provide architectural and engineering support for construction and historic restoration programs.

The existing housing plan would be implemented by replacing the administrative site trailer housing with a duplex in 1996. Housing (10 beds) for seasonal employees is provided at the Peniel Mission and the Dyea ranger and station and bunk house (7 beds).

The administrative offices, visitor center, and curatorial storage would remain in the restored train depot building. It is expected that the majority of curatorial storage at the depot will eventually be moved to the upstairs of the Pantheon Saloon after it is restored. The second floor of the Mascot Saloon would continue serving as an archaeological lab and curatorial storage area. The storage areas are near capacity, and a great deal of archival material remains to be protected. The maintenance complex houses the restoration - wood shop, the painting and finishing room, a warehouse and storage area, maintenance offices, trail crew shop, and vehicle maintenance shop.

Park vacant lot properties in the historic district include three lots on Broadway. These vacant lots would continue to be used for open space and interpretation (Kirmse's and Kalem's) and for parking and picnic space (Pantheon).

Government-owned quarters located along the Dyea road would remain for year-round and seasonal employee housing. The campground with a seasonally staffed ranger station and two seasonal housing units would continue to serve employee and visitor needs without change.

Estimated costs for this alternative are \$723,000 for development and \$1.4 million for annual staff and operating expenses.

FIGURE 2.1 ALTERNATIVE A ALASKA EXISTING STAFFING

Administrative	Resource Management & Interpretation	Maintenance	Total Staff
5	7 + seasonals	7 + seasonals	19 + seasonals

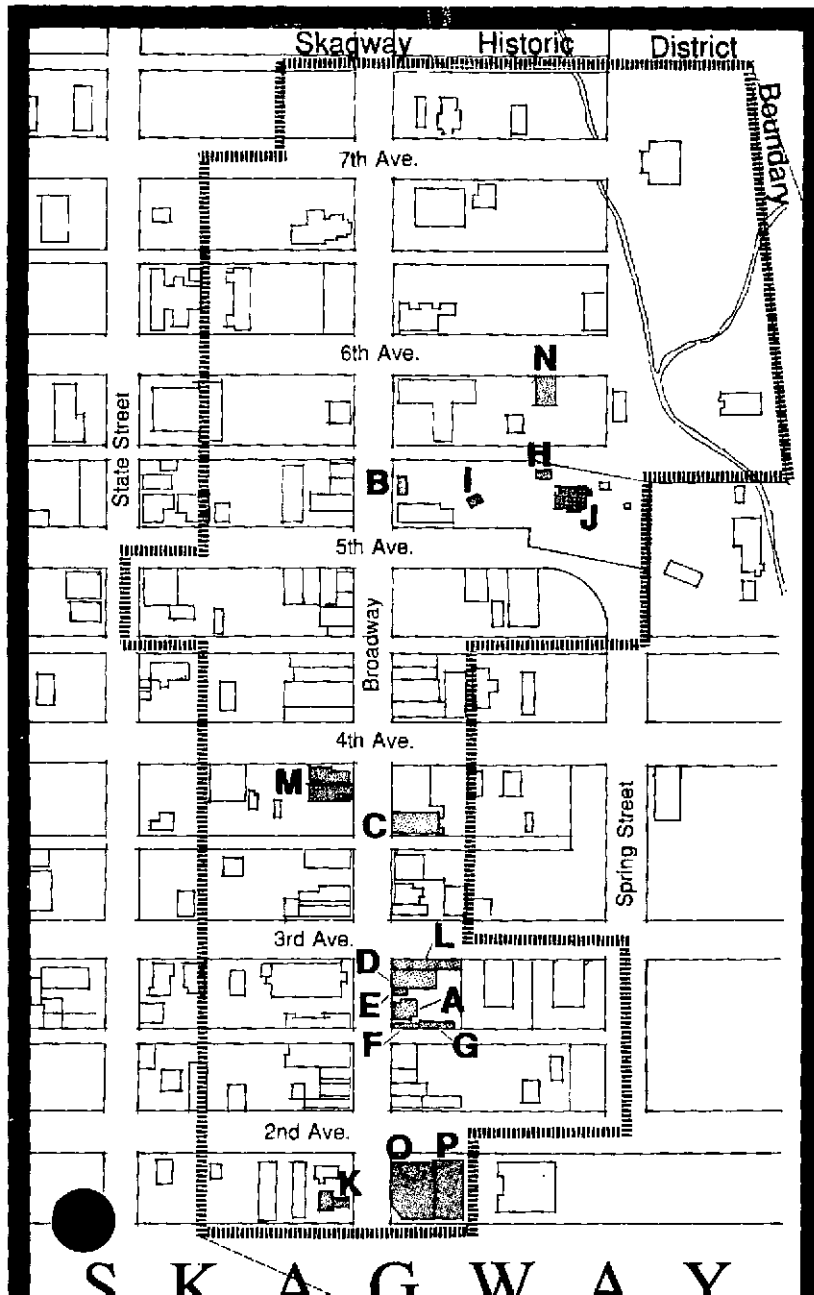
Klondike Gold Rush National Historical Park

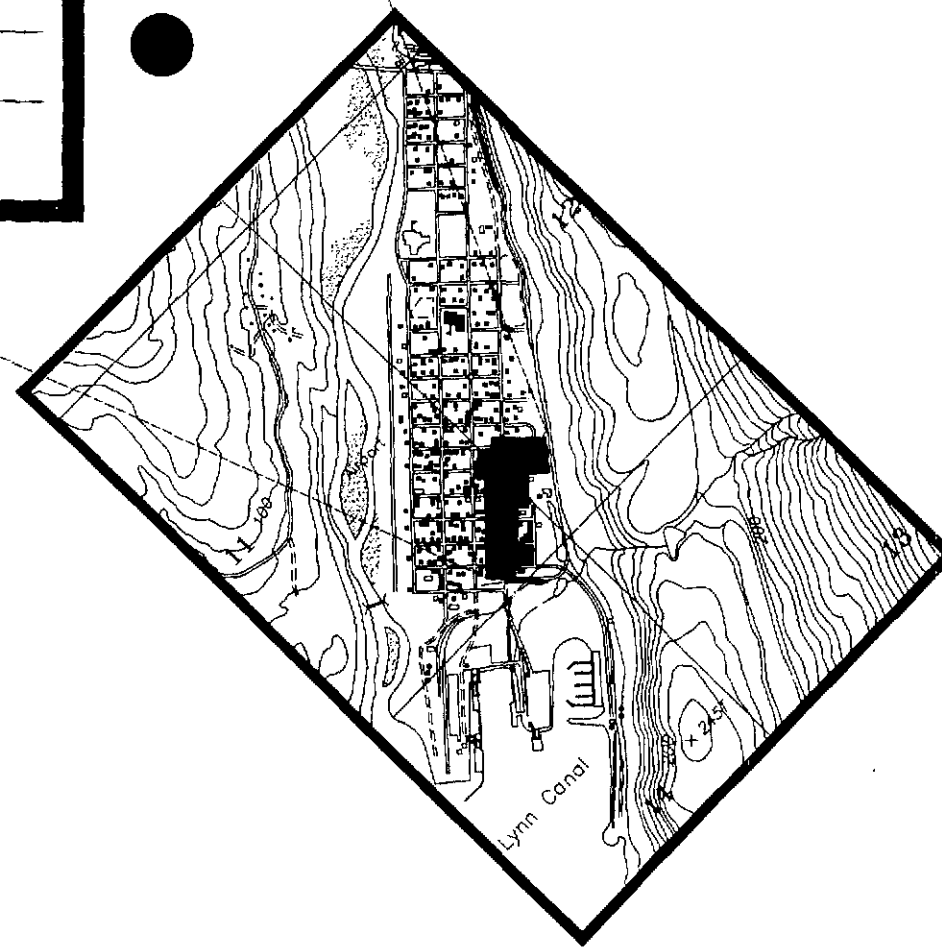
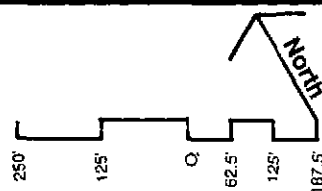
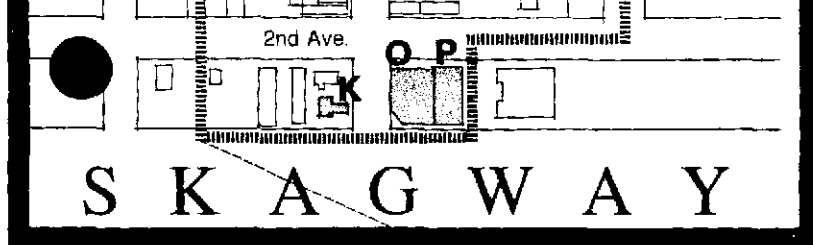
National Park Service
Department of the Interior

Existing Conditions

ALTERNATIVE 'A'

- * Manage and maintain the units with little anticipated change
- * Maintain current resource (cultural and natural) management activities with no increase or improvement to staff or operational space
- * Sustain existing interpretive and maintenance programs
- * Continue to implement historic building restoration





Vicinity Map

EXISTING HISTORIC BUILDINGS

Leased Buildings:

- A Boas Tailor and Furrier
- B Boss Bakery
- C Lynch & Kennedy Dry Goods
- D Pacific Clipper Line Office
- E Horn Liquor Store
- F Verbaudhede Confectionery
- G Verbaudhede Crib

Constructed:

- 1899
- 1897
- 1908
- 1898
- 1937
- 1899
- 1902

Other Uses:

- H Captain William Moore Cabin (exhibit) 1897
- I Goldberg Cigar Store (exhibit) 1897
- J J. Bernard Moore House (to be restored for exhibit) 1897
- K Martin Itjen House (to be leased or retained for park use) 1901
- L Mascot Saloon (exhibit and archeological lab) 1898
- M Pantheon Saloon (to be partially leased) 1903
- N Peniel Mission (employee housing) 1900

Park Headquarters & Visitor Center:

- O White Pass & Yukon Route Railroad Depot 1898
- P White Pass & Yukon Route Railroad General Offices 1900

ALTERNATIVE 'A'
"No Action"



Skagway General Management Plan

ON MICROFILM

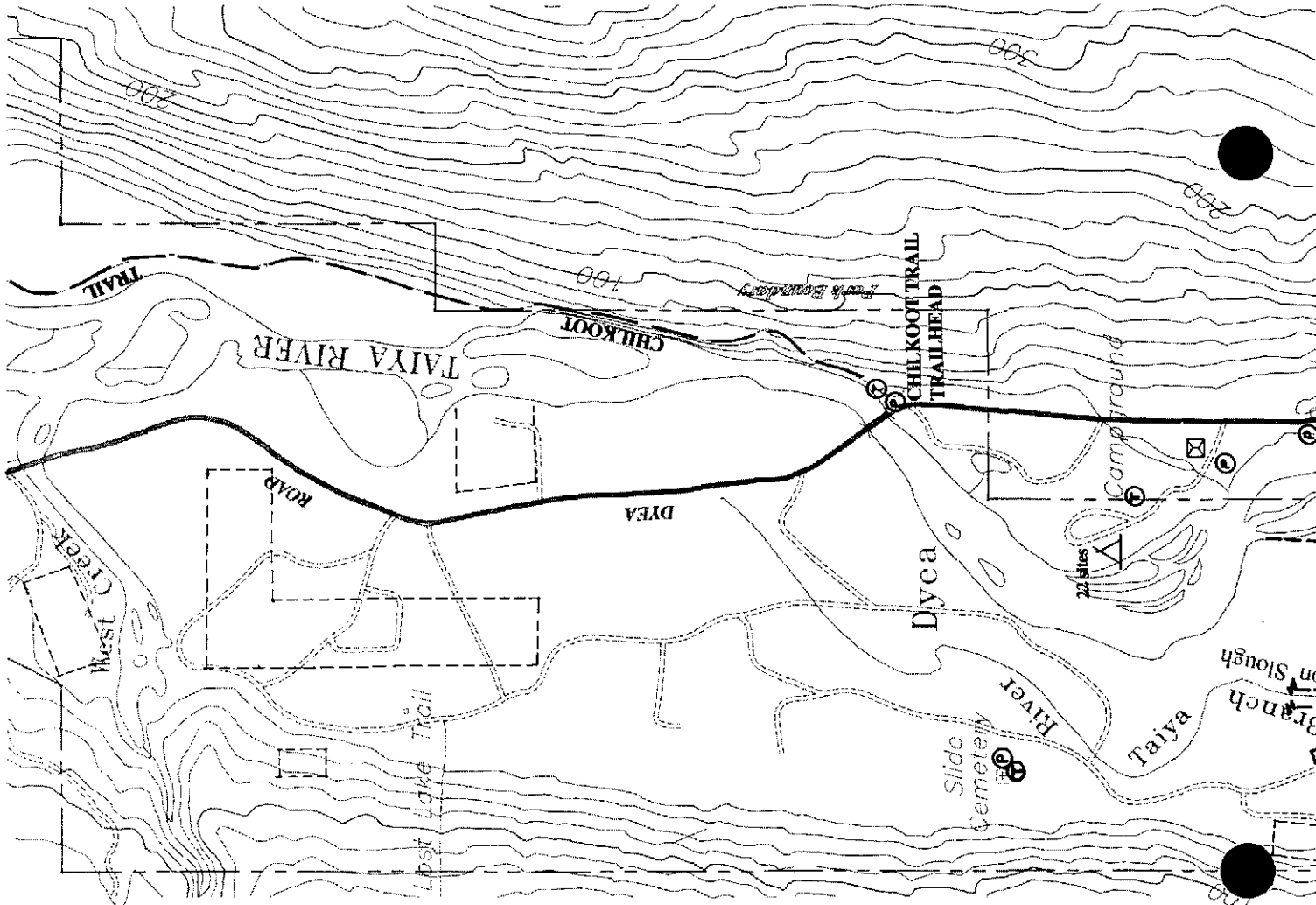
Klondike Gold Rush National Historical Park

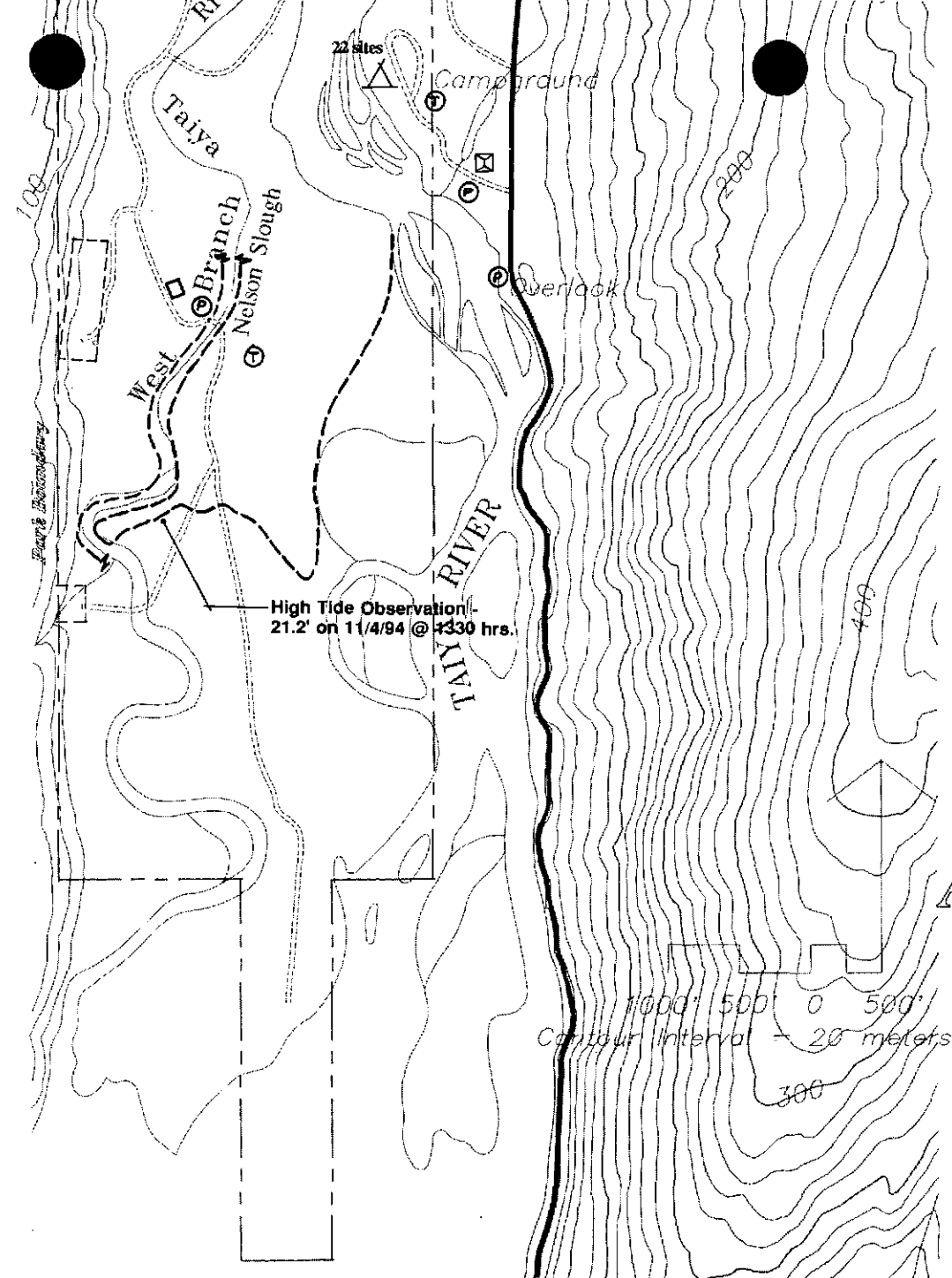
National Park Service
Department of the Interior

Legend

EXISTING CONDITIONS:

	TWO-LANE ROAD
	UNIMPROVED ONE-LANE ROAD
	CHILKOOT TRAIL
	CAMPGROUND
	RANGER STATION
	PRIVATE LANDS
	PULLEN BARN RUINS
	PIT TOILET
	PARKING





PRIVATE LANDS

PULLEN BARN RUINS

PIT TOILET

PARKING



ALTERNATIVE 'A'

'No Action'

Dyea Area

Development Concept Plan



ON MICROFILM

Klondike Gold Rush National Historical Park

National Park Service
Department of the Interior

Legend

EXISTING CONDITIONS:



CHILKOOT TRAIL



INTERPRETIVE SIGN(S)



DESIGNATED TENT SITES



PIT / VAULT TOILETS



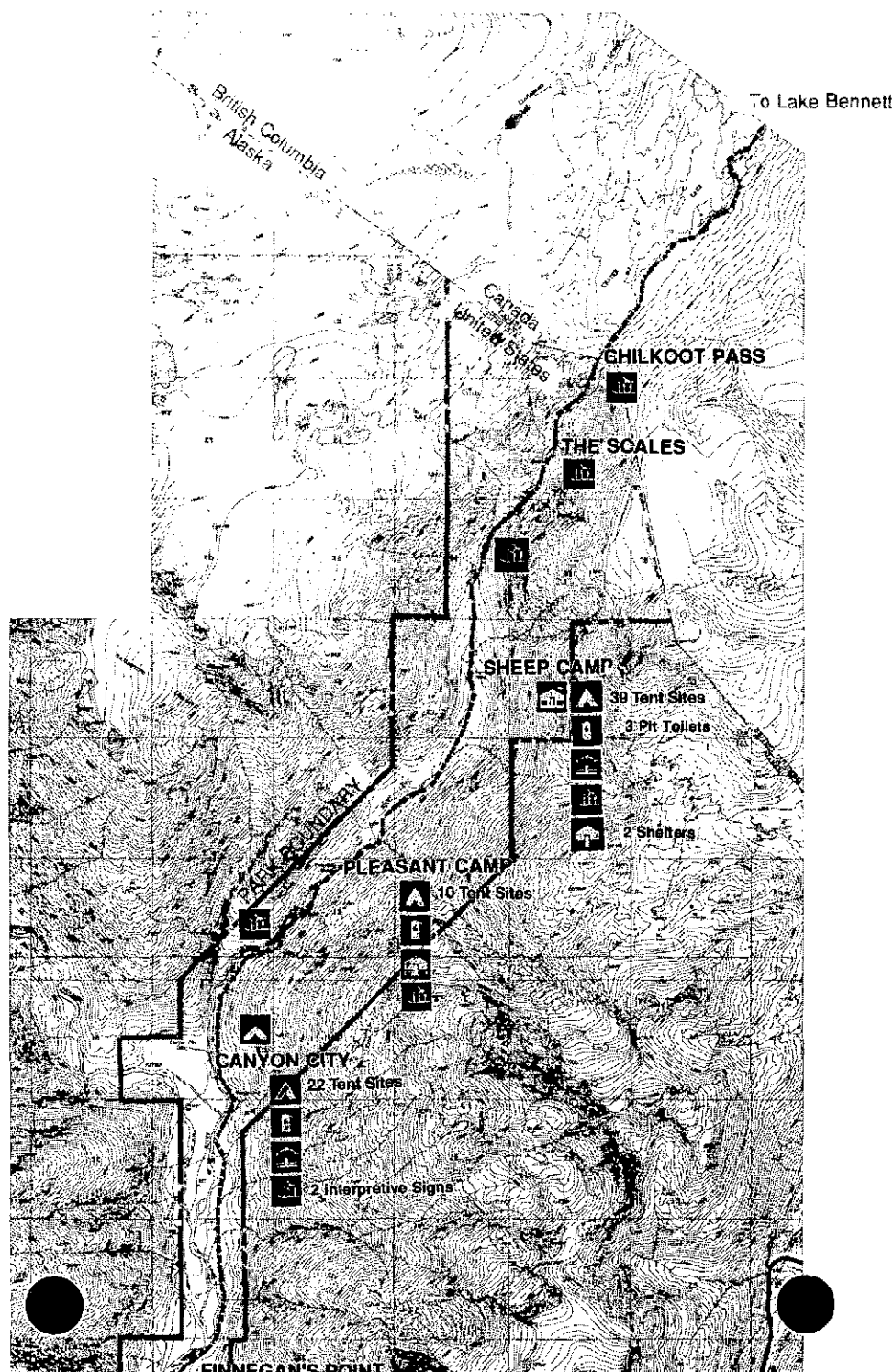
WARMING SHELTER (CANVAS)



WARMING SHELTER (LOG)

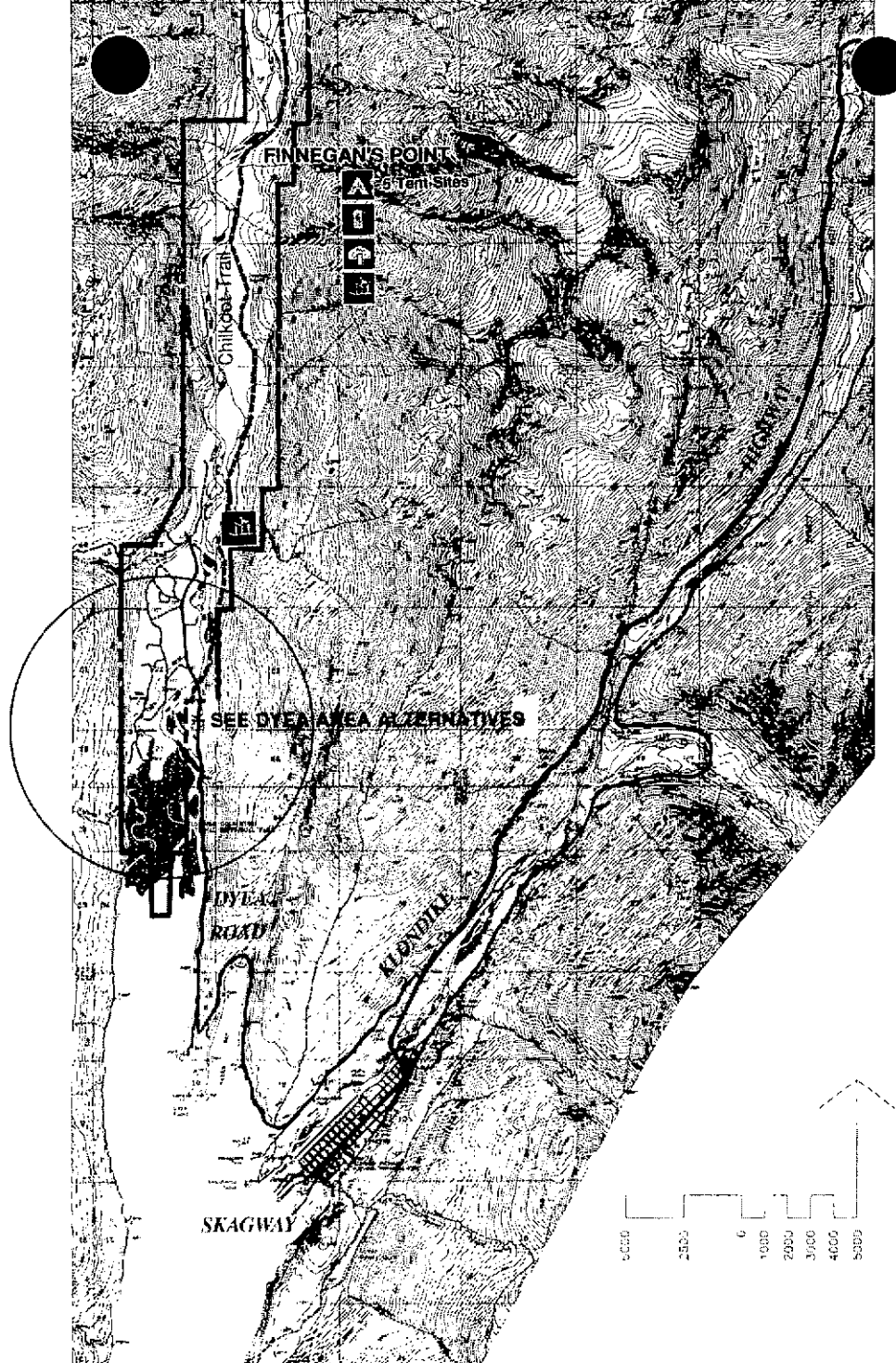


TRAIL MAINTENANCE CAMP





- WARMING SHELTER (CANVAS)
- WARMING SHELTER (LOG)
- TRAIL MAINTENANCE CAMP
- RANGER RESIDENCE



ALTERNATIVE 'A'

"No Action"

Chilkoot Trail Development Concept Plan

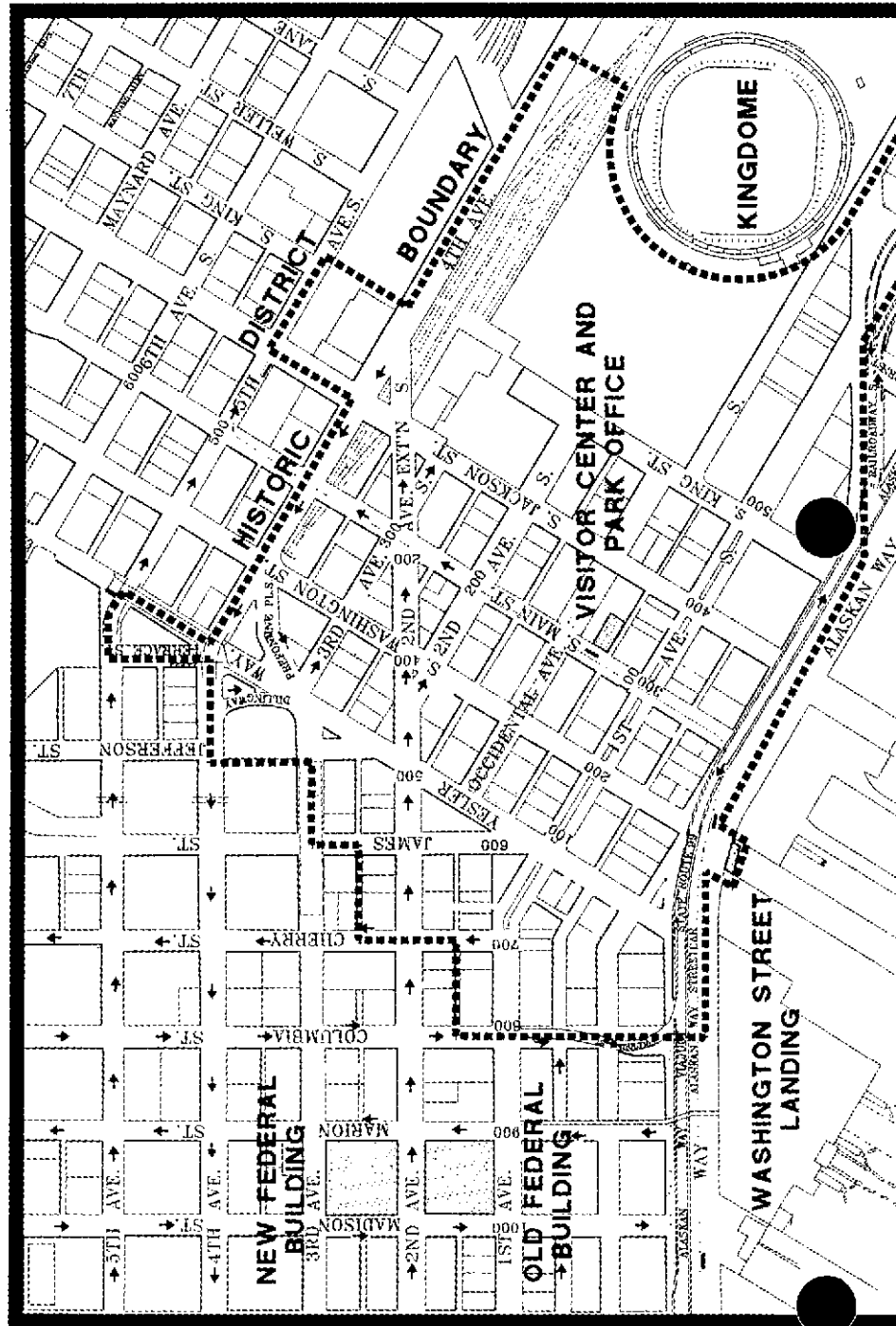


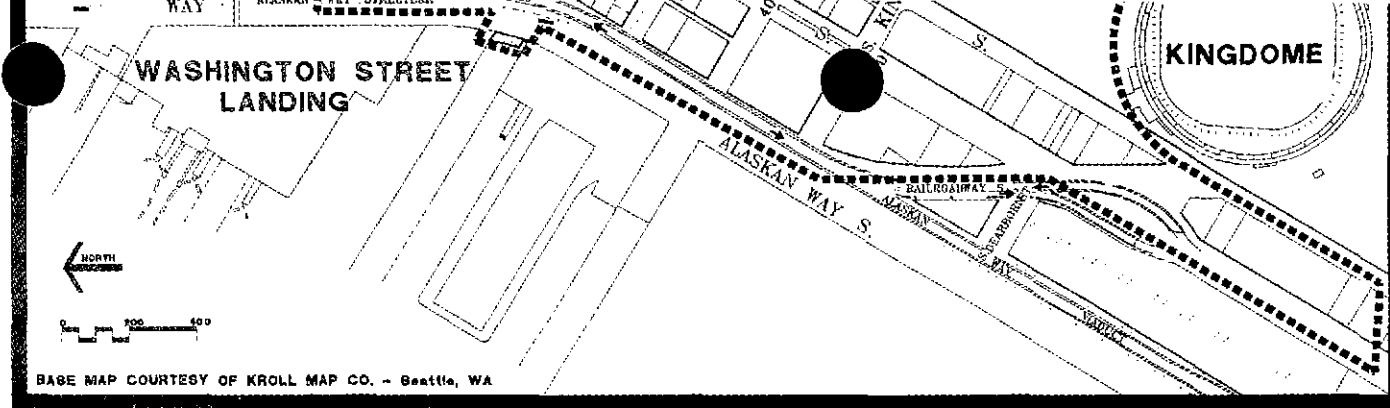
461 AKSO
80,032 Jan. 95

ON MICROFILM

Klondike Gold Rush National Historical Park

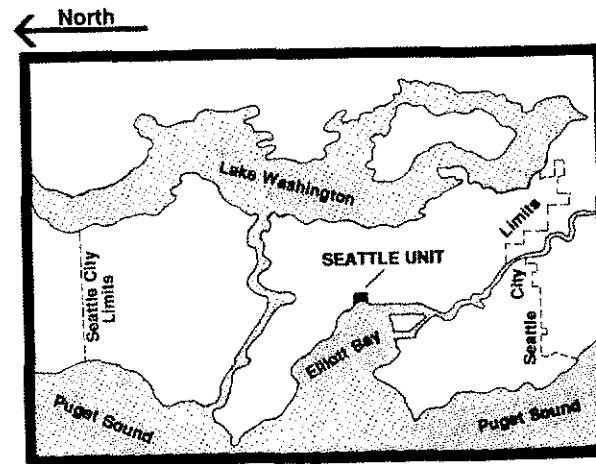
National Park Service
Department of the Interior





ALTERNATIVE 'A' No Action

- * Manage and maintain the unit with little anticipated change.
- * Maintain current cultural resource holdings and activities with no increase or improvement in staffing members or operational space.
- * Sustain existing interpretive programs
- * Continue relationship with other units and areas by phone and written communications.



SEATTLE AREA MAP

ALTERNATIVE 'A'



Seattle Unit General Management Plan

ON MICROFILM

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SEATTLE ALTERNATIVE A: NO ACTION (EXISTING SITUATION)

The objectives of Alternative A for the Seattle unit are to:

- ☐ Manage and maintain the unit as is with little anticipated change.
- ☐ Maintain current cultural resource holdings and activities with no increase or improvement in staffing members or operational space.
- ☐ Sustain interpretive programs that reflect the park's primary theme.

PARK FACILITIES UNDER SEATTLE ALTERNATIVE A

The park would remain in its current location at the Union Trust Annex Building at 117 South Main in the Pioneer Square National Historic District. The Union Trust Annex is a privately owned, restored, historic building. The park would continue to occupy 7,540 square feet within the building for administrative and visitor purposes. Continuing in this location would comply with the park's enabling legislation, which calls for Klondike Seattle to be located within the confines of the Historic District.

The park would complete its current lease, which became effective in April 1992 for a ten-year period costing \$1.1 million (or \$110,000 per year). Lease renewal would be proposed upon expiration of the current lease as long as circumstances remain favorable to the National Park Service.

Park facilities would continue to consist of an exhibit area, auditorium, administrative work spaces, a projection room, classroom, and collections storage with minimal space for office, education, or research functions.

INTERPRETATION AND VISITOR USE UNDER SEATTLE ALTERNATIVE A

Approximately 50 percent of the exhibits at the Seattle unit focus on the park's primary theme: the impact the Klondike Gold Rush had on Seattle and

the contiguous United States. The remaining 50 percent reflect the Chilkoot Trail, Dawson City, general Alaskan, and Skagway. This interpretive focus in non-personal services would continue. However, the existing exhibits need to be replaced to provide for improved accessibility. The park unit's education program would continue during the school year, September through mid-June.

Under this alternative, the self-guided walking tour of the Pioneer Square Historic District would continue during the non-peak season. During the summer months, park staff would be available to conduct the tour. The park would not interpret the Seattle waterfront beyond one photomural in the exhibit area.

CULTURAL RESOURCES PROTECTION AND MANAGEMENT UNDER SEATTLE ALTERNATIVE A

Curatorial storage space for the park's historical collections would be maintained in its current basement location, an area potentially subject to flooding from storm-water runoff or from leaking or ruptured water pipes. No cultural resources staff currently exist or would be added under this alternative.

COOPERATION/COORDINATION UNDER SEATTLE ALTERNATIVE A

The Seattle unit would maintain its current working relationship with its Skagway counterpart via phone calls and written communication. Contact with the Canadian areas would continue as needed and as financial resources permit.

STAFFING AND OPERATIONS UNDER SEATTLE ALTERNATIVE A

The present staffing levels of eight permanent employees would be maintained as follows:

Estimated costs for this alternative are \$0 for development and \$473,000 for annual staff and operating expenses.

FIGURE 2.2 ALTERNATIVE A SEATTLE EXISTING STAFFING

Administrative	Interpretation	Total Staff
3	5	8

ALASKA ALTERNATIVE B: MINIMAL CHANGE

The minimal management approach of Alternative B for Alaska allows for the addition of some new developments to meet resources protection requirements and increasing visitation. In order to accommodate continued increases in visitation, minor changes in operational activity would allow the park to initiate some new projects and resources protection programs.

Park management, development, and maintenance needs would be expanded to meet some, but not all, of the expected visitor-use increases and interest in the park. There would be an increased emphasis on maintenance of restored NPS buildings that are leased. There would be an increased emphasis on natural resources management.

Only changes from those facilities or management actions described in Alternative A, the existing situation are noted below.

CULTURAL RESOURCES MANAGEMENT UNDER ALASKA ALTERNATIVE B

The park would begin to take a more pro-active role in managing the park's cultural resources. Projects addressed in the Resources Management Plan would continue to be implemented subject to available funding, but the quest for funding would intensify.

Skagway

The historic building restoration and preservation program would continue. In addition to the two remaining buildings the Park Service is restoring, historic properties that relate to park themes and purposes would be considered for acquisition and restoration or preservation as they become available for potential acquisition. This would be done only on a willing-seller/willing-buyer basis. Limited technical assistance to local and private restoration efforts would continue subject to available staff and funding.

Curatorial storage would be slightly expanded (300-400 ft²) to meet growing needs. The possibility of coordinating this effort with the city museum would be explored.

Dyea

The townsite would continue to be reclaimed by natural processes. Taiya River erosion would continue to be evaluated and proposals developed in cooperation with the city and state to monitor or mitigate additional loss of cultural resources, especially in the Dyea townsite area. This would

depend upon available funds.

Chilkoot Trail

An artifact collection and protection plan would also be completed in cooperation with the state and city to prioritize any necessary collection work.

White Pass

No change.

NATURAL RESOURCES MANAGEMENT UNDER ALASKA ALTERNATIVE B

Integrated resource management programs as addressed in the Resources Management Plan would continue to be implemented subject to available funding. Resource management programs will be integrated with agencies having management responsibilities on land within and adjacent to the park. This includes the city of Skagway, U.S. Forest Service and the state of Alaska, as well as Parks Canada.

PUBLIC USE UNDER ALASKA ALTERNATIVE B

Access and Recreation

Dyea. The Park Service would work cooperatively with the state and city to provide beach access, manage the historic character of the tidal flats, and protect the remaining pilings of the historic Dyea wharf. The Dyea Ranger Station, parking area, day-use facilities, and campground currently located on state land would be moved onto federal land. A trail built near the river would connect with the Chilkoot Trail trailhead. Trailhead parking east of the bridge would be rehabilitated and delineated for day-use.

The campground would be moved and/or rehabilitated for additional walk-in use, including improvement to individual camping sites, signing, drainage, and road access within the park boundary. The picnic area at the campground would remain, but would be moved within the park boundary.

Six new individual picnic sites and a new group-picnic site (including a new covered shelter) would be built along the Nelson Slough road south and west of the Pullen Barn. After these new sites are built, the existing picnic area in the townsite would be removed.

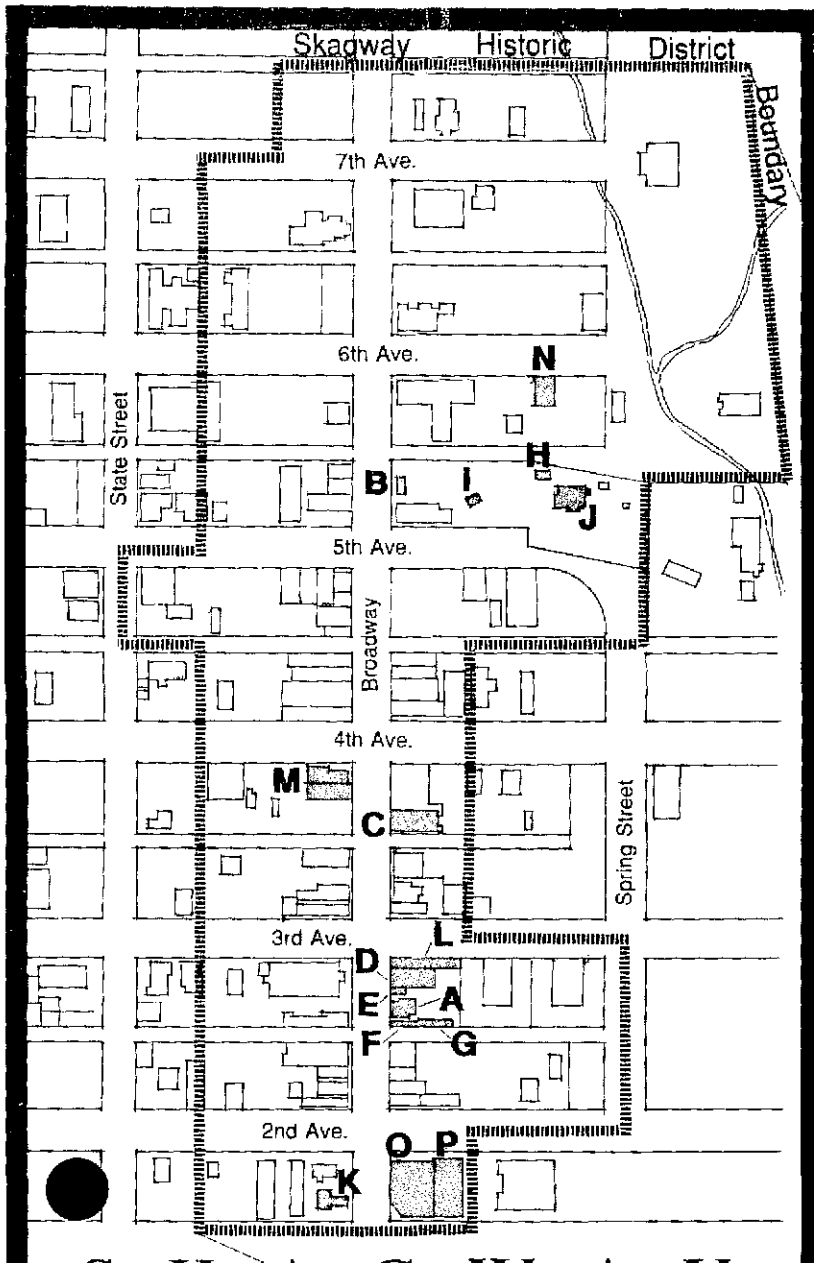
The existing road leading to the Nelson Slough area (West Branch Taiya River) would be

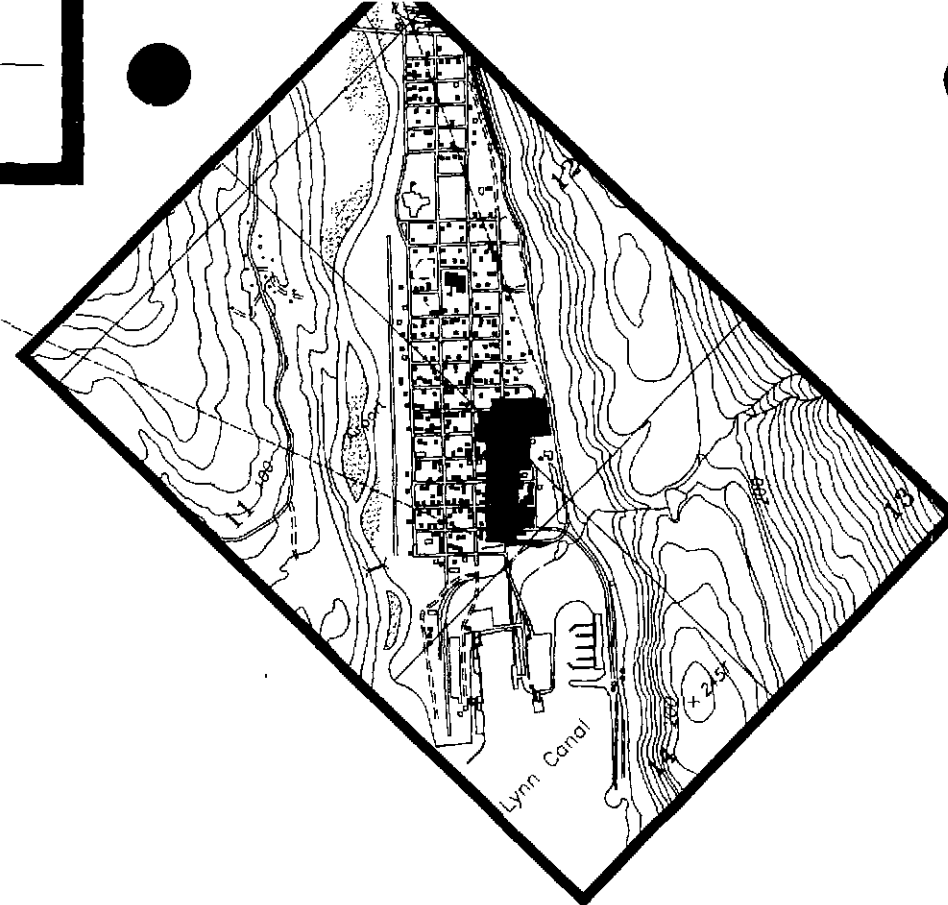
Klondike Gold Rush National Historical Park

*National Park Service
Department of the Interior*

ALTERNATIVE 'B'

- * Limited technical assistance to local/private restoration efforts
- * Acquire additional building (historic preferred) for curatorial storage
- * Continue to implement historic building restoration
- * Develop site bulletins for restored buildings
- * Staff increase by four (4)





Vicinity Map

ALTERNATIVE 'B'



Skagway General Management Plan

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80,032 Jan. 95

ON MICROFILM

EXISTING HISTORIC BUILDINGS

Leased Buildings:

- A Boas Tailor and Furrier
- B Boss Bakery
- C Lynch & Kennedy Dry Goods
- D Pacific Clipper Line Office
- E Herrn Liquor Store
- F Verbaudhede Confectionery
- G Verbaudhede Crib

Constructed:

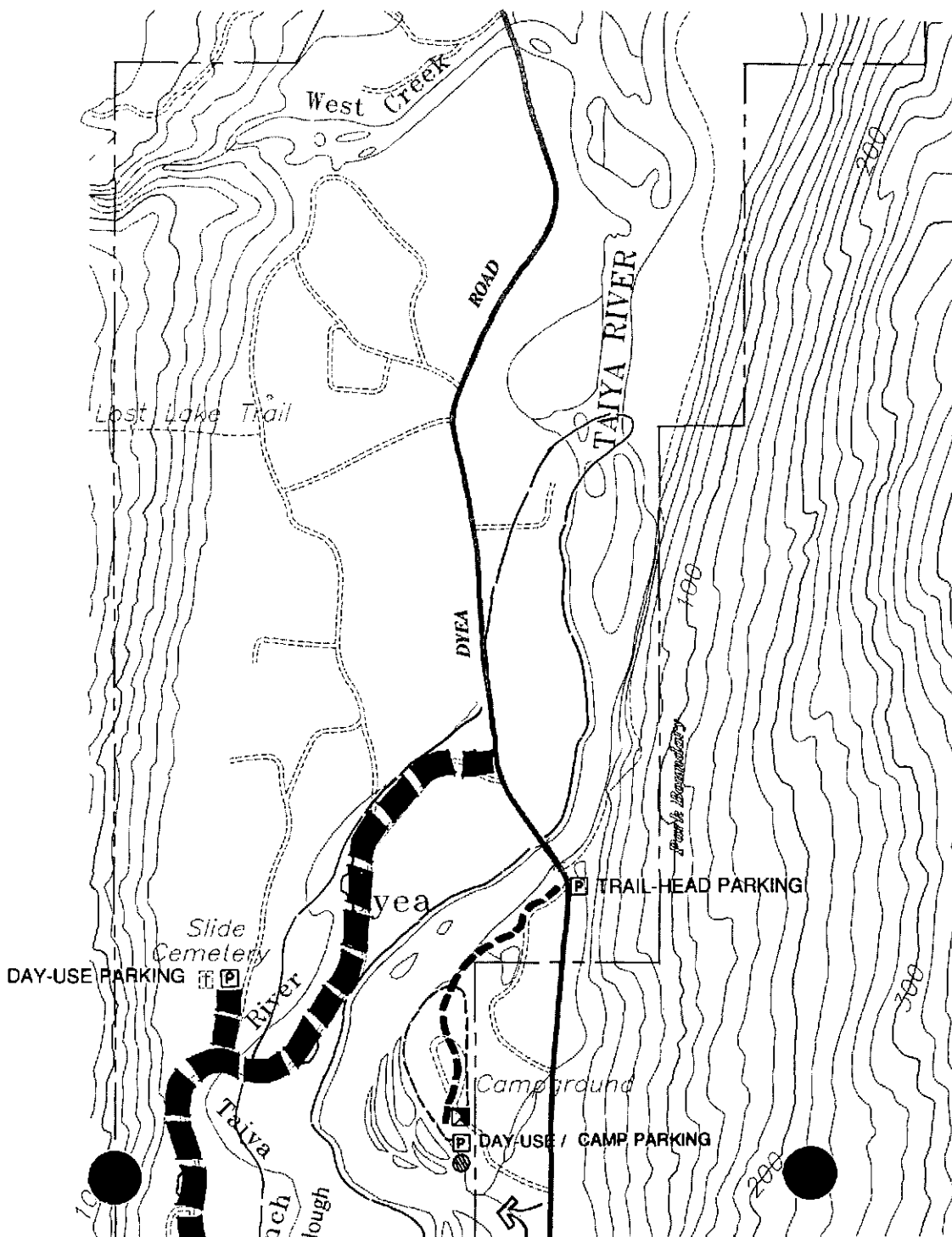
- 1899
- 1897
- 1908
- 1898
- 1937
- 1899
- 1902

Other Uses:

- H Captain William Moore Cabin (exhibit) 1897
- I Goldberg Cigar Store (exhibit) 1897
- J J. Bernard Moore House (to be restored for exhibit) 1897
- K Martin Hjen House (to be leased or retained for park use) 1901
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- N Peniel Mission (employee housing) 1900

Park Headquarters & Visitor Center:

- O White Pass & Yukon Route Railroad Depot 1898
- P White Pass & Yukon Route Railroad General Offices 1900



Klondike Gold Rush National Historical Park

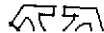
National Park Service
Department of the Interior

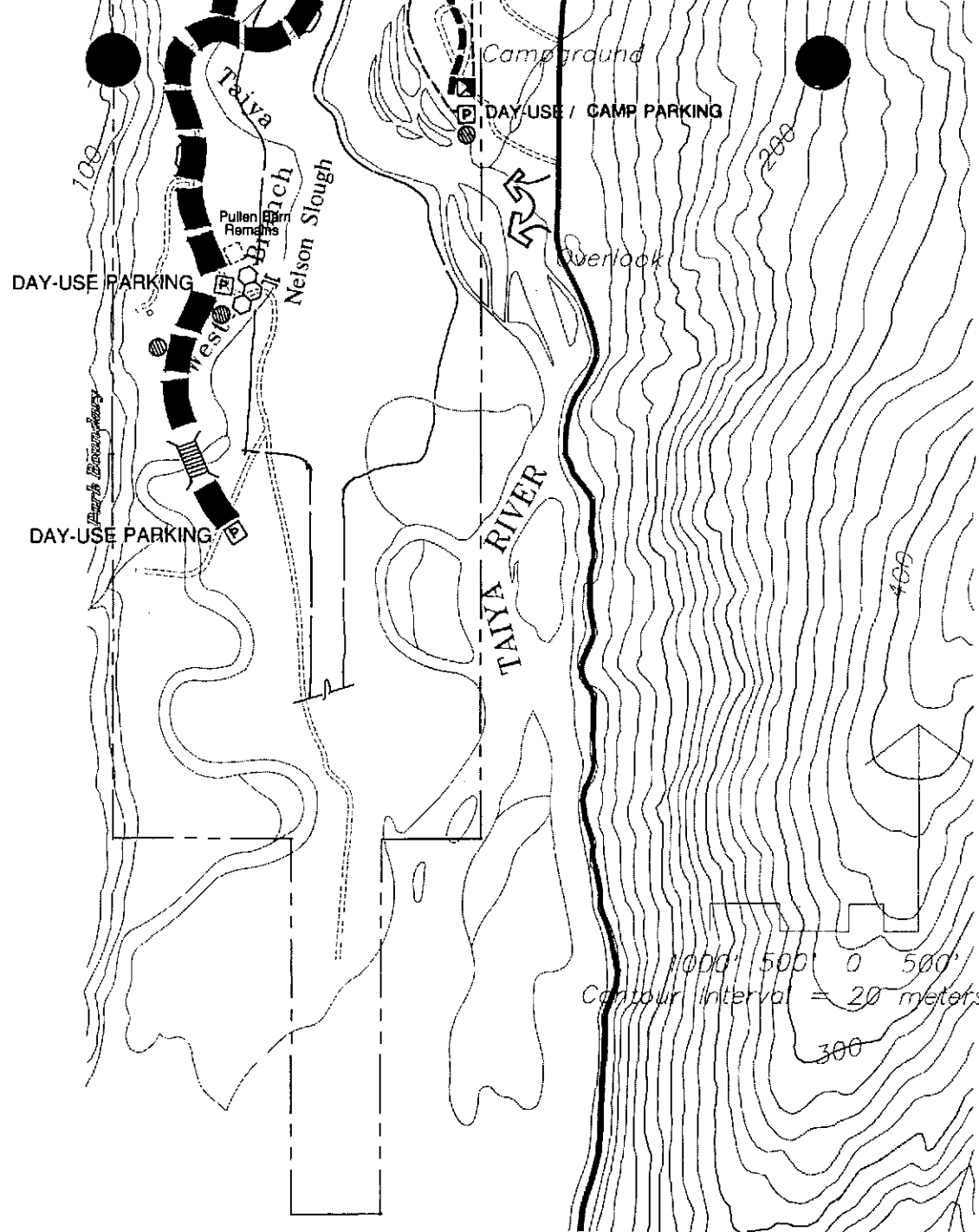
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EXISTING CONDITIONS:

-  TWO-LANE ROAD
-  UNIMPROVED ONE-LANE ROAD
-  CHILKOOT TRAIL
-  CULTURAL / HISTORICAL RESOURCES

PROPOSED IMPROVEMENTS:

-  ROAD BASE W/ PULL-OUTS
-  ONE-LANE BRIDGE
-  PARKING
-  DVEA TOWNSHIP OVERLOOK



- PROPOSED IMPROVEMENTS:**
- ROAD BASE W/ PULL-OUTS
 - ONE-LANE BRIDGE
 - PARKING
 - DYEA TOWNSITE OVERLOOK
 - CAMPGROUND
 - OUTDOOR VISITOR INTERPRETIVE / ORIENTATION AREA
 - RANGER STATION
 - PICNIC SITE
 - PEDESTRIAN BRIDGE
 - NEW TRAIL

ALTERNATIVE 'B' "Outdoor Museum"

Dyea Area Development Concept Plan



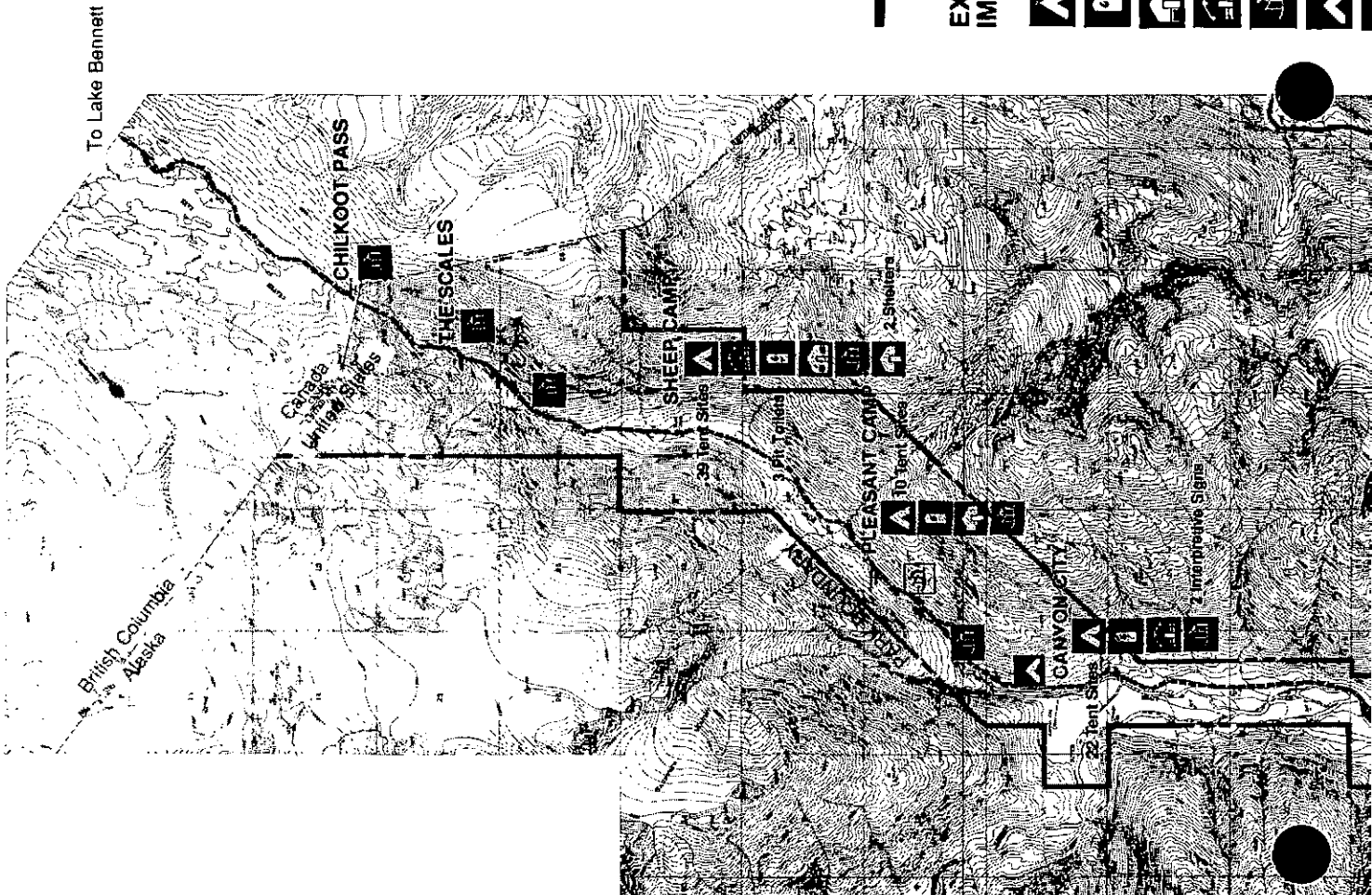
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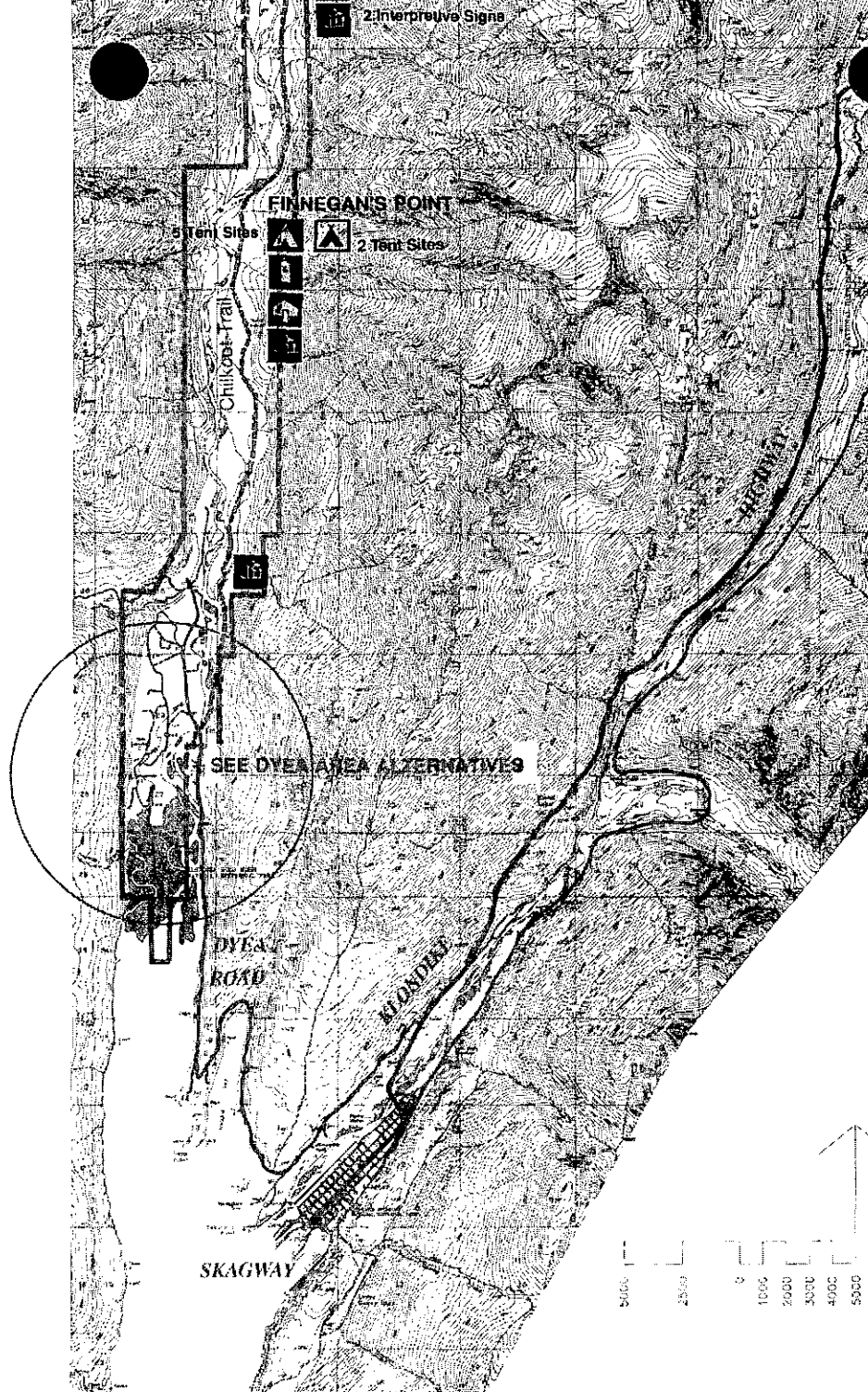
Klondike Gold Rush National Historical Park

National Park Service
Department of the Interior

Legend

EXISTING IMPROVEMENTS:	PROPOSED IMPROVEMENTS:
 DESIGNATED TENT SITES	 DESIGNATED TENT SITES
 PIT / VAULT TOILETS	 INTERP. SIGNS
 WARM. SHELTER (CANVAS)	
 WARM. SHELTER (LOG)	
 INTERPRETIVE SIGNS	
 TRAIL MAINT. CAMP	





ALTERNATIVE 'B' RECOMMENDATIONS

- * Continue archeological investigations/collections
- * Protect remaining historical structures
- * Mark and sign all historic trail segments on existing trail
- * Develop 'primitive' level tent sites only
- * Maintain all bridges/trails for basic public safety and resource protection
- * Provide safety cache at 'The Scales' area
- * Conduct intensive historic/natural resource inventories within the vicinity of all camping areas

ALTERNATIVE 'B' "Outdoor Museum"

Chilkoot Trail Development Concept Plan



ON MICROFILM

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improved (but not widened) by raising it with a base layer of gravel and providing pullouts. A small parking area near the Pullen Barn site and the upper Nelson Slough pedestrian bridge crossing would be developed to meet increasing day use. A foot bridge accessible by physically challenged users would replace the existing plank bridge to the Dyea townsite. A new, vehicular bridge farther downstream on Nelson Slough would be cooperatively developed with the city of Skagway and the state to provide continued access to the beach area. A new parking area would be constructed just south of the new bridge on the flats above the high-tide line. Vehicular traffic fording through the slough and through the townsite area would be prohibited after the new stream crossing is completed. Since the park will not have any Dyea visitor activities scheduled in the winter, no Park Service road maintenance is planned for that time. The park, however, will work with adjoining year-round residents to explore means of maintaining the road to access their property in the winter.

Chilkoot Trail. The park would continue to work cooperatively with Parks Canada to monitor use of the Chilkoot Trail. This cooperative management is necessary to prevent permitted activities on one side of the border from affecting resources and facilities on adjacent areas. A safety cache would be located seasonally near The Scales area due to the potential increase in hikers.

The trail and bridges would be maintained to meet public safety and resource protection requirements.

Backcountry permits (designed to monitor trail use and to collect visitor information) would continue to be required. Initially there would be no limit to the number issued. It may, however, be necessary to redistribute backcountry use in the future during the peak summer months. The information gathered will enable the park to determine when, where, and how many people are using the trail and prevent the destruction of the very historic and natural resources people have come to enjoy.

Interpretation and Visitor Services

Skagway. As part of the on-going historic restoration program, there would be a slight increase in interpretive program offerings in response to the addition of new exhibit centers in the Moore House and the Goldberg Cigar Store. Other new interpretive programs would focus on Native American use of the area and the contributions of Native Americans, women, and minorities to the Gold Rush.

Increased interpretation would add to the visitors understanding of, and appreciation for, the park

and its resources. Other items that may be added, following the updating and completion of the interpretive prospectus, are as follows:

- ☐ an expanded visitor center season
- ☐ encouragement of other agency participation in training (city of Skagway, U.S. Forest Service, Parks Canada, British Columbia Parks, Alaska State Parks)
- ☐ added historic building restoration interpretation

Visitor center operation hours would increase slightly, as would interagency training and cooperation. Should cruise ships continue to stay later in the day in Skagway, it may also require longer visitor center hours. Site bulletins would be developed for each of the restored buildings.

The Martin Itjen House would be proposed to adaptive-use as a Chilkoot and Skagway area trail information center. The center could be cooperatively operated between KLGO, the Juneau Ranger District of the Tongass National Forest, and city of Skagway. Parks Canada could also participate to provide information for visitors utilizing Canadian portions of the Chilkoot Trail and campsites.

Dyea. The interpretive wayside by the Dyea Road south of the campground would be upgraded in cooperation with the state Department of Transportation through the ISTE program.

Chilkoot Trail. Historic trail segments would be marked where they intersect with the current recreational trail.

White Pass. No change.

PARK OPERATIONS UNDER ALASKA ALTERNATIVE B

The present staff of permanent and approximately 20+ seasonal employees would be increased by up to four permanent staff positions (park ranger, cultural resource specialist, interpreter, and carpenter). These positions would be added to provide additional visitor services, resource protection, ranger activities, and facility maintenance.

Additional resource management and parkwide resource protection partnerships would be sought with the city of Skagway, U.S. Forest Service, state of Alaska, Parks Canada, British Columbia, and private organizations.

The three vacant lots in the Skagway Historic District would continue to be used for

Chapter 2 - Description of the Alternatives

interpretation, rest area, and open space.

Maintenance needs will be increased as the buildings scheduled for restoration by the turn of the century are completed and leased or used for administrative purposes.

The park boundary in the Dyea area would be marked to delineate between federal, state, city,

and private lands for easy identification in the field.

Estimated costs under this alternative are \$2.17 million for development and \$1.62 million for annual staff and operating expenses.

FIGURE 2.3 ALTERNATIVE B ALASKA STAFFING

Administrative	Resource Management & Interpretation	Maintenance	Total Staff
5	10 + seasonals (3 new)	8 (1 new)	23 + seasonals

SEATTLE ALTERNATIVE B: MINIMAL CHANGE

The objectives for Alternative B for the Seattle unit are to:

- ☐ Expand the capability of the park to provide for improved management and employee development and to meet short- and mid-term (5 to 15 years) administrative and interpretive space requirements.
- ☐ Address the expected increases in visitor use and interest in the park.
- ☐ Address deficiency in space and location for the park's historic collections.
- ☐ Enhance interpretation of Seattle's role in Klondike history.
- ☐ Increase the capability for educational outreach.
- ☐ Identify additional staffing necessary to meet park needs.
- ☐ Meet minimum NPS requirements for safe and efficient operation of the park unit.
- ☐ Participate in the 1997-98 Klondike Gold Rush Centennial.

PARK FACILITIES UNDER SEATTLE ALTERNATIVE B

The long-term goal for Klondike Seattle remains to acquire a permanent, publicly owned building within the Pioneer Square National Historic District, as authorized by the Seattle unit's enabling legislation.

Until appropriations are secured for this purpose, Alternative B recommends the addition of new, leased space within the presently occupied building to meet short- and mid-term staffing and space needs. The unit would remain in its current location. Due to staffing levels, size of collections, and educational program demand, an additional 2,760 square feet would be added to the leased space within the building for a total of approximately 10,300 square feet. This additional space is needed for administrative work space, educational outreach, and collections management.

Under this alternative, the park unit's historic collections and library would be moved to the mezzanine level of the building. Accessibility to the mezzanine level would be improved. The projection room would remain on that level. Administra-

tive offices would be relocated to the third floor of the building, and the basement level would be devoted to educational programs and classroom space. Primary visitor services and interpretation, including the exhibit area and auditorium, would remain on the main floor.

The park unit would amend its current lease to add the required 2,760 square feet of leased space. Lease renewal would be proposed upon expiration of the current lease if circumstances remain favorable to the National Park Service.

INTERPRETATION AND VISITOR USE UNDER SEATTLE ALTERNATIVE B

All exhibits that do not meet accessibility standards would be replaced with accessible exhibits. Several of the exhibits would be replaced to focus on Seattle history and the impact of the gold rush on the contiguous United States. The revised text and graphics of other exhibits would highlight the role and contributions of people from diverse cultures to the gold rush history. The exhibit area would be redesigned to permit environmental monitoring, to lead the visitor from the pre-rush era into the excitement of Klondike fever, and to highlight the Klondike legacy. Allowance would be made for changing exhibit topics.

The previous 1976 Master Plan requirement that calls for a wayside exhibit plan for Pioneer Square would be retained. The exhibits would be completed and put into place. The park unit brochure includes a self-guided walking tour of the historic district and the neighborhood.

A curriculum-based education program would be established in the basement area of the Union Trust Annex. The program would include a regular schedule of both on-site and in-school programs, summer programs, teacher workshops, and special training events on topics pertaining to the unit's primary and secondary themes. Staffing would be increased to include a park historian/curator to support these functions. Park staff would actively seek partners in the local education community to coordinate field trips, curricula, and other activities.

Interpretive media would be added to reflect the cultural diversity of the Klondike Gold Rush, as well as the dramatic effect the Klondike Gold Rush had on Seattle as a community and major trade center.

Located 1.5 blocks from the park site is the Washington Street Landing, a small city park that would be enhanced and planned in conjunction with the

Port of Seattle to interpret the Seattle waterfront's role in the gold rush and tie the waterfront story in with the Pioneer Square story. Interpretive exhibits would also be added to the site. Other waterfront locations may be considered for interpretation as well.

CULTURAL RESOURCE PROTECTION AND MANAGEMENT UNDER SEATTLE ALTERNATIVE B

The park's historic collections (library, archives, collections, historic photos, and vertical files) would be moved from the basement area to the mezzanine level of the building. Here a single, multi-purpose, climate-controlled storage environment would be provided. The park's collection management plan would be updated. Emphasis would remain on collections most directly related to Seattle and Pacific Northwest history connected to the Klondike Gold Rush theme, as recommended in the Scope of Collections Statement. The park historian/curator would support these functions as a collateral duty and would be able to integrate park collections in the education program.

COOPERATION AND COORDINATION UNDER SEATTLE ALTERNATIVE B

Under this alternative, the Seattle Unit would pursue additional opportunities for staff and information sharing with the Skagway Unit for cross training. Contact with the Canadian areas would continue as needed and as financial resources would permit.

A formal "friends" group is recommended for establishment for the Seattle Unit. The group would be intended to assist the park in coordinating volunteer recruitment, fund-raising, involvement of

the Seattle business community, historic interests, and in meeting annual operating expenses. The "friends" group could also play a key role in the Klondike Gold Rush Centennial celebration by assisting in the creation and development of a Seattle Centennial Committee, which would work with park staff and others to coordinate centennial events in cooperation with Alaskan and Canadian partners.

The current Volunteer in the Parks (VIP) program at the Seattle Unit would be expanded. Enhanced training for volunteers would occur along with goals to increase the pool of volunteers.

The Seattle Unit would be a key participant in the international celebration and commemoration of the Klondike Gold Rush Centennial to be held in 1997-98. Coordination would occur with the Alaska Unit of Klondike Gold Rush, Parks Canada, city of Seattle, state of Washington, and private groups and citizens. Park staff would be expected to participate in centennial planning activities.

STAFFING AND OPERATIONS UNDER SEATTLE ALTERNATIVE B

Three permanent employees would be added to provide additional visitor services, administrative duties, and cultural resource management. Any additional seasonal staff that may be employed to augment permanent staff would be conditioned on the availability of both a Full Time Equivalent (FTE) position and funding and have not been included in the alternative estimates. The staffing levels and distribution under Alternative B would be as follows:

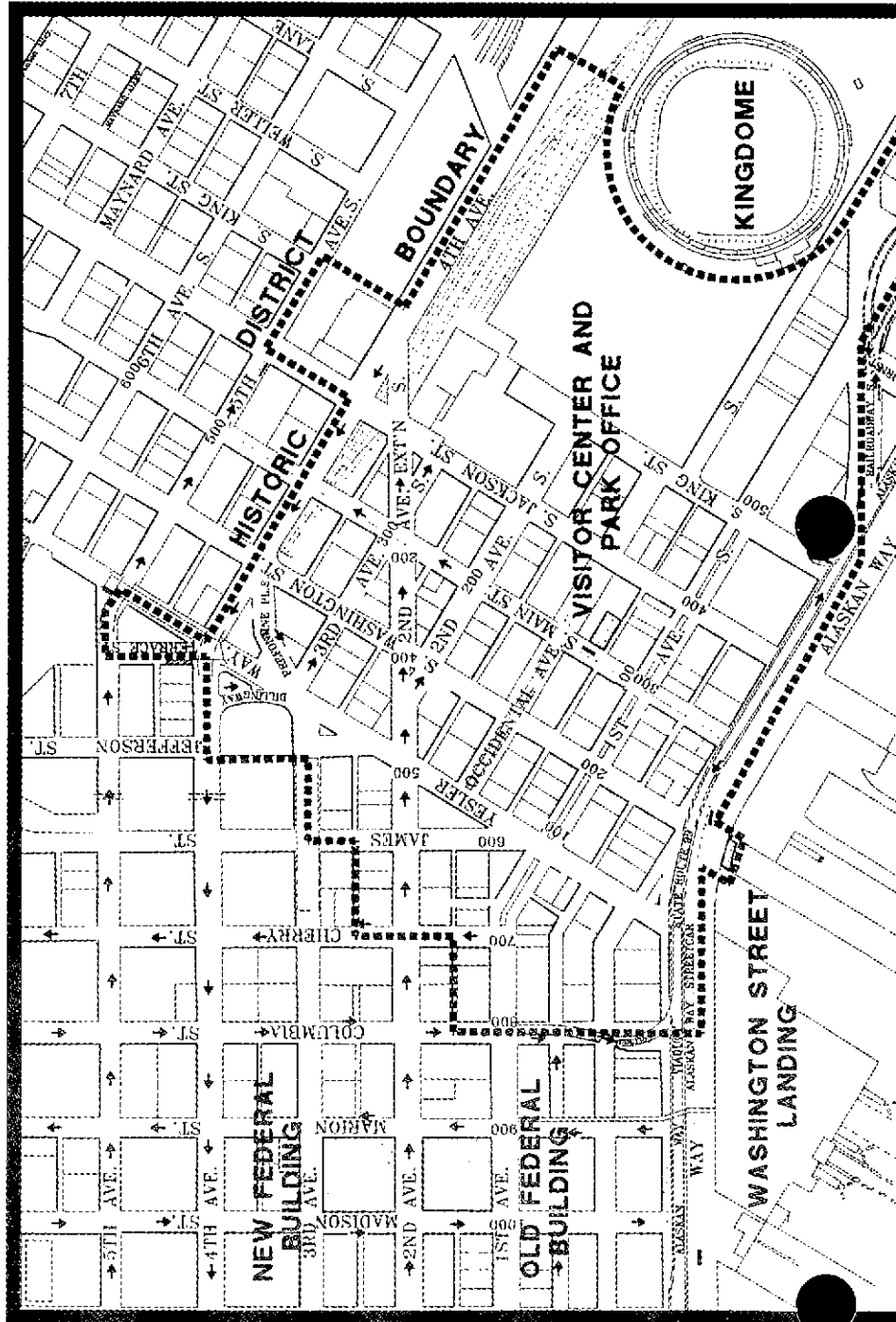
Estimated costs under this alternative are \$297,000 million for development and \$607,000 for annual staff and operating expenses.

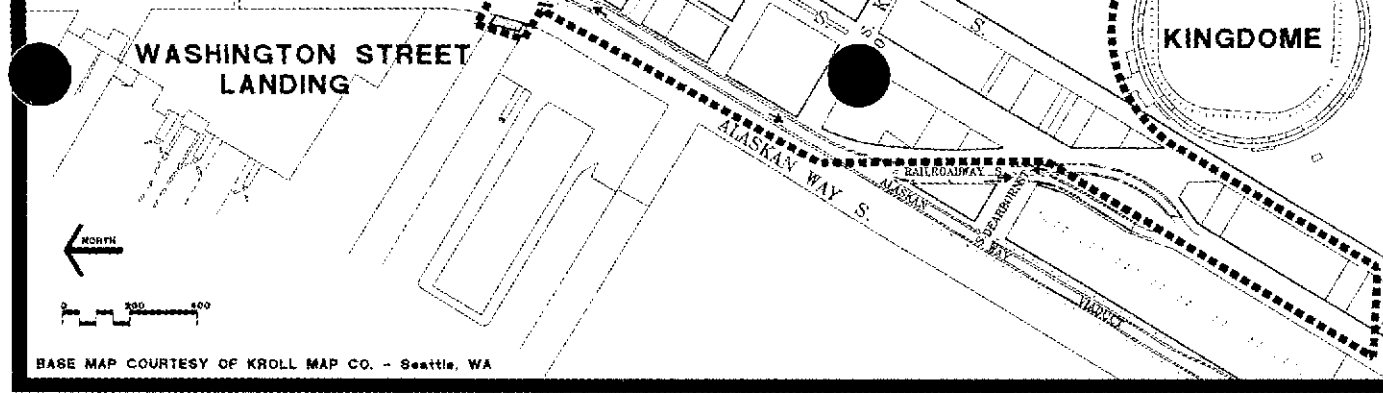
FIGURE 2.4 ALTERNATIVE B SEATTLE STAFFING

Administrative	Interpretation	Cultural Resource	Total Staff
4	6	1	11

Klondike Gold Rush National Historical Park

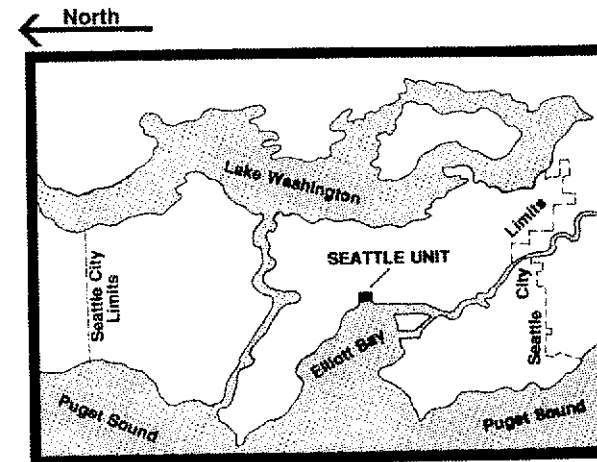
National Park Service
Department of the Interior





ALTERNATIVE 'B' Moderate Change

- * Expand capability of park to provide for improved management, employee development, and meet short and mid-term (5-15 years) administrative and interpretive space requirements.
- * Address the expected increases in visitor use and interest in park.
- * Address deficiency in space and location for park's historic collections.
- * Enhance Seattle role in Klondike Gold Rush history.
- * Increase capability for educational outreach
- * Identify additional staffing necessary to meet park needs.
- * Meet minimum NPS requirements for safe and efficient operation of the park unit.
- * Participate in the 1997-98 Klondike Gold Rush Centennial.



SEATTLE AREA MAP

ALTERNATIVE 'B'



Seattle Unit General Management Plan

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ALASKA ALTERNATIVE C: PROPOSED ACTION

Under this alternative, park management, development, resource protection, and maintenance needs would expand to meet most of the expected visitor-use increases and interests in the park. Visitor use throughout southeast Alaska is increasing dramatically due to the popularity of Alaska as a travel destination. In addition, the Klondike Gold Rush Centennial will be celebrated in 1997-98 and will stimulate increased interest in historic and contemporary gold rush events into the next century.

To accommodate the additional visitor use there would be an increase in operational activities, maintenance, interpretation, and resource management, while protecting park resources from degradation. Park facilities would be upgraded with improvements to the visitor and administrative facilities in Skagway and the development of new facilities in Dyea. This would provide visitors with additional activity options for a better understanding of park themes. Additional historic buildings would be acquired for restoration and lease for commercial activities or retention for administrative purposes.

The park would continue to work with the state of Alaska to provide better access for the Dyea and Chilkoot Trail areas. The park would also initiate and maintain additional cooperation with Parks Canada and U.S. federal land management agencies to assure compatible uses in areas adjacent to the park. Added protection of cultural and natural resources would be provided.

CULTURAL RESOURCE MANAGEMENT UNDER ALASKA ALTERNATIVE C

Long-term integrated cultural and natural resource management programs that pro-actively address resource issues and impacts would be developed along with additional interagency partnerships. The park would actively pursue resource protection actions as outlined in the Resource Management Plan.

Architecture for all new construction and rehabilitation of older facilities would follow the historic period and disturbed areas would be revegetated with native plant material. All construction on federally managed lands would be preceded by archaeological survey, testing, and possible excavation depending on what is found.

Skagway

The cultural aspects of the Skagway Historic District would be changed with the restoration of additional historic structures on Broadway and possible reconstructions of historic buildings or

historic structures or new interpretive exhibits. Any new structure would meet Cultural Resource Management Policies for either new construction or movement of historic structures.

The historic restoration program would continue. The Skagway Historic District Commission could investigate acquiring facade easements to assist in the retention of the exterior integrity of historic structures where building ownership and interior uses remain private.

The three NPS vacant lots on Broadway would continue to be used for interpretation, rest areas, and open space. New interpretive exhibits may be appropriate in some instances. Other potential uses may be appropriate and would be determined on an as needed basis.

Cooperative conservation easements with adjacent property owners could be sought to maintain the open space around the Moore House and Cabin area.

The downtown area would maintain its gold rush aura with the mix of NPS and private buildings that retain the historic streetscapes from the 1900 to 1912 era. No changes in pedestrian flow through the historic district or changes in vehicle management are expected.

Skilled NPS employees from KLGO would continue to implement the historic building program in Skagway. Specialized skills and equipment from KLGO would be available to other parks. NPS technical assistance would be expanded to assist local and private restoration efforts on a cost-recoverable basis as appropriate and dependent upon the extent of the assistance provided. A Klondike Gold Rush Restoration lab would be established in Skagway as a center to house the historic building program for the park, and to provide technical assistance for Skagway community restoration projects. The restoration center could also provide assistance to other Alaska NPS units upon request on a cost recoverable basis.

In cooperation with the city of Skagway, the park would establish a voluntary cooperative advance excavation notification system so that archeological resources on city-owned and private land, in danger of being damaged or destroyed by construction activities, could be properly recorded or possibly mitigated before construction took place. This would be subject to available funding as well as a willingness on the part of the property owner / developer to take part in the program. It should be noted that NPS involvement cannot and will not delay private or city-owned construction - that is

the sole option of the land owner.

An additional building (historic preferred) would be acquired to establish a Klondike History Resource Center with multi-agency opportunities for research, curatorial storage and services, education, and interpretation. Historical, ethnographic, and natural history artifacts would be processed, studied, conserved, exhibited, and stored. Using an historic building for this purpose would add to the integrity of the Skagway Historic District and support the community economy. Part of the center's function would be interpretive and educational programs, as well as the opportunity for interagency training and academic research. Additional curatorial storage capacity in this building or another would also be needed to house the expanding park artifact collection. The potential to combine the proposed Klondike History Resource Center with a museum would be explored. A museum could feature both Klondike Gold Rush history and post gold rush community history. Opportunities to develop the museum cooperatively with the city of Skagway, state of Alaska, University of Alaska, and other interested organizations would be pursued.

The Klondike History Resource Center would be in a separate structure from the Historic Restoration Center which may be located in the existing park maintenance facility.

Dyea

The cultural landscape at Dyea would be changed. Selected townsite streets and ruins, now overgrown with trees and brush, would be cleared to trail width and/or signed to interpret a portion of the historic town.

The tidal flats would be managed to protect the remaining historic Dyea wharf features and other resources. The draft cultural landscape plan recommends preservation of the existing wharf piling and replacing deteriorated pilings, in danger of being lost, with new pilings. The goal is to retain the "wharf feature" as a symbol of the scale of Dyea's development and connect the Dyea/Chilkoot Trail to the larger world. With this type of routine replacement, the feature will not be lost in the near future.

The Taiya River erosion would be evaluated, monitored and a plan cooperatively developed with the state and city of Skagway to prevent additional loss of cultural resources, especially in the Dyea townsite area. The park would specifically target areas containing archeological resources that may be lost from erosion (to be determined by hydrologic and archeological studies) so they may be recovered ahead of the erosion. The park would

actively seek available funding to implement the plan.

A conservation easement for the Dyea-Klondike Transportation Company Wagon Road would also be sought from the state and private land owner(s) to provide long-term protection for the road remnants and its connection with the park.

Financial considerations hinder the preservation of everything the stampede left behind. The NPS would attempt to preserve and interpret *in situ* selected artifacts, features, or ruins, such as the Matthews cabin on the Dyea Road and the wharf piling, through a policy of collection and preservation.

Chilkoot Trail

An artifact collection and protection plan for the entire trail would be completed in cooperation with the state and city to prioritize any necessary collection or stabilization work. Historic trail segments would be marked where they intersect with the current recreation trail. Historic landscape management guidelines would be developed. These would address, but not be limited to, vegetative management where vegetation is encroaching around historic features, criteria for recreating selected historical views or viewsheds, guidelines for locating the present trail on or near or away from the historic route, and criteria to determine when natural processes are manipulated to preserve the cultural scene. These guidelines would address the entire park.

White Pass

Under this alternative the archeological inventorying, surveying, and mapping of the entire unit would be completed to document existing cultural resources. An artifact collection and protection plan would also be completed in cooperation with the state to prioritize any necessary collection work. The historic trail would be located and recorded, but not cleared. The park would pursue a conservation easement for the remains of the Brackett Wagon Road south of the unit on U.S. Forest Service land.

NATURAL RESOURCE MANAGEMENT UNDER ALASKA ALTERNATIVE C

Long-term integrated resource management programs that pro-actively address resource issues and impacts and additional interagency partnerships would be developed. Natural resource management programs will be integrated with agencies having management responsibilities on land within and adjacent to the park. This includes the city of Skagway, U.S. Forest Service, and the state of

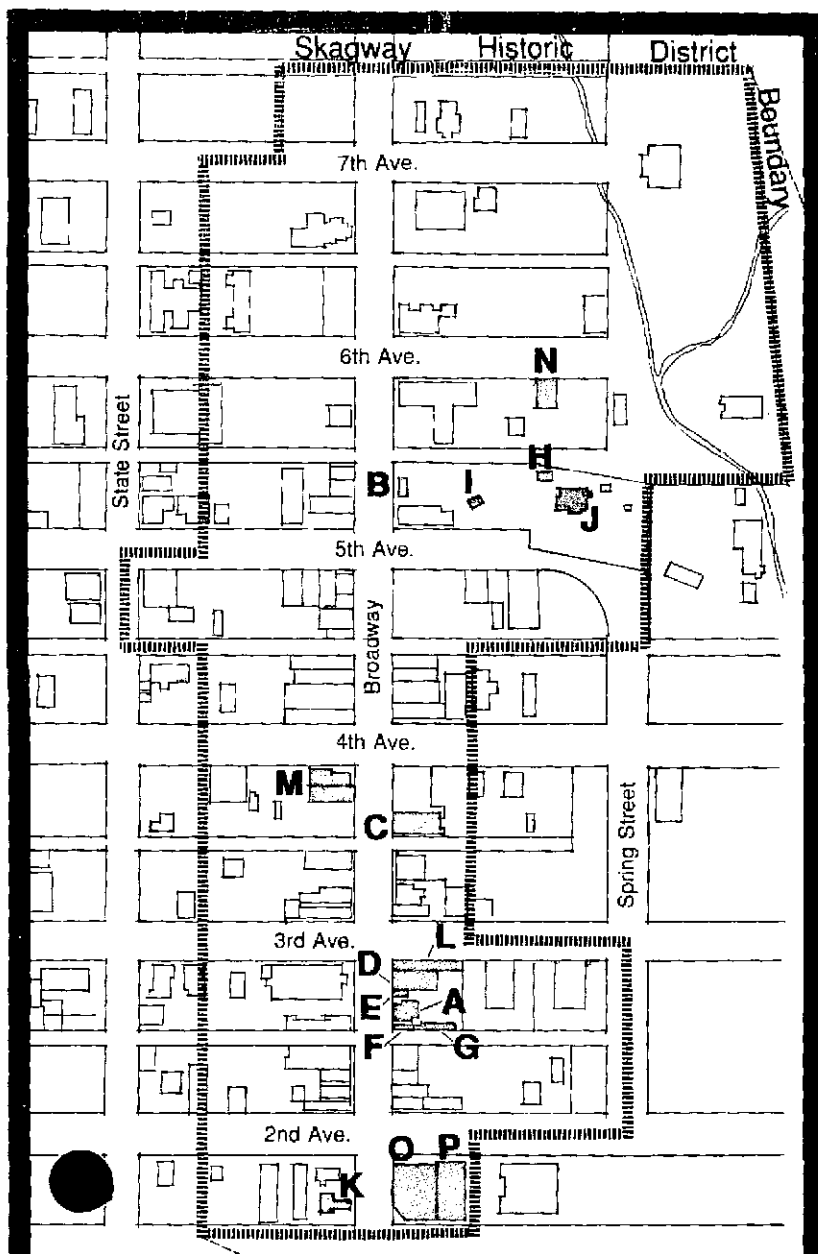
Klondike Gold Rush National Historical Park

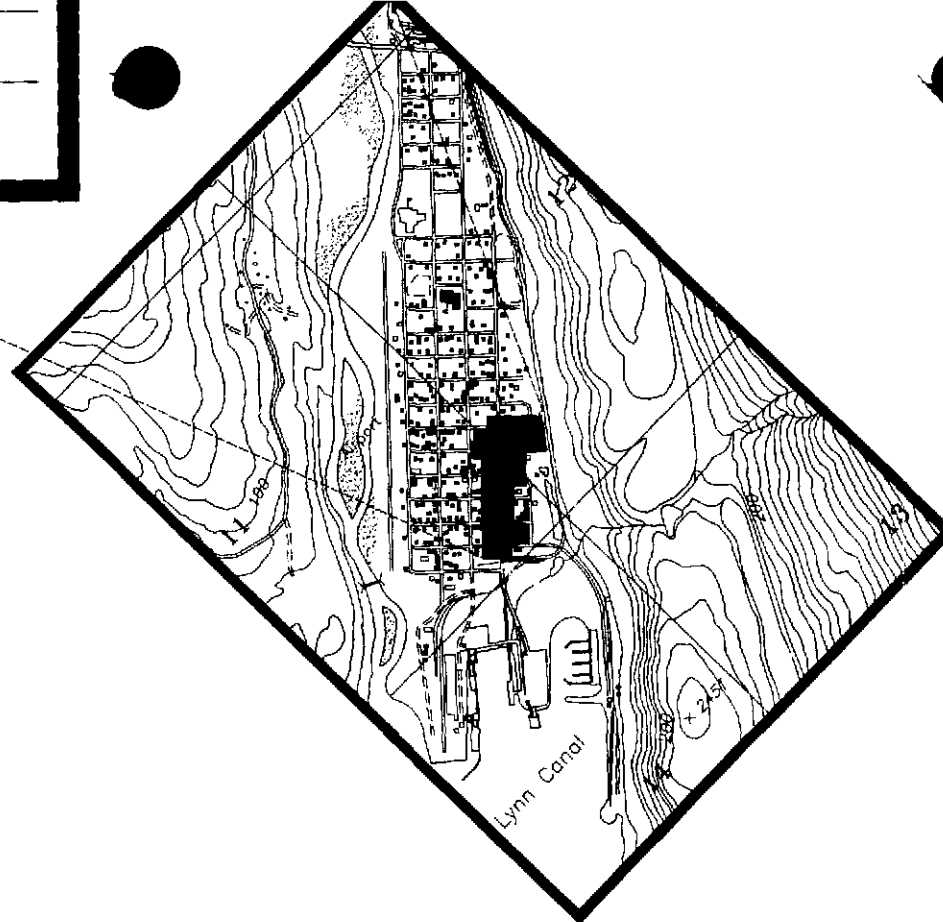
National Park Service
Department of the Interior

Preferred Alternative

ALTERNATIVE 'C'

- * Establish a Klondike History Resource Center
- * Make skilled restoration employees available to others on reimbursable basis
- * Establish Historic Restoration Center
- * Expand interpretive season and programs for Skagway and Dyea areas; encourage off-season use
- * Staff increase by seven (7)





Vicinity Map

ALTERNATIVE 'C'



Skagway General Management Plan

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EXISTING HISTORIC BUILDINGS

Leased Buildings:

- A Boas Tailor and Furrier
- B Boss Bakery
- C Lynch & Kennedy Dry Goods
- D Pacific Clipper Line Office
- E Hern Liquor Store
- F Verbaudhede Confectionery
- G Verbaudhede Crib

Constructed:

1899
1897
1908
1898
1937
1899
1902

Other Uses:

- H Captain William Moore Cabin (exhibit) 1897
- I Goldberg Cigar Store (exhibit) 1897
- J J. Bernard Moore House (to be restored for exhibit) 1897
- K Martin Itjen House (to be leased or retained for park use) 1901
- L Mascot Saloon (exhibit and archeological lab) 1898
- M Pantheon Saloon (to be partially leased) 1903
- N Peniel Mission (employee housing) 1900

Park Headquarters & Visitor Center:

- O White Pass & Yukon Route Railroad Depot 1898
- P White Pass & Yukon Route Railroad General Offices 1900

Klondike Gold Rush National Historical Park

National Park Service
Department of the Interior

Preferred Alternative

Legend

EXISTING CONDITIONS:

TWO-LANE ROAD

UNIMPROVED ONE-LANE ROAD

CHILKOOT TRAIL

CULTURAL / HISTORICAL RESOURCES

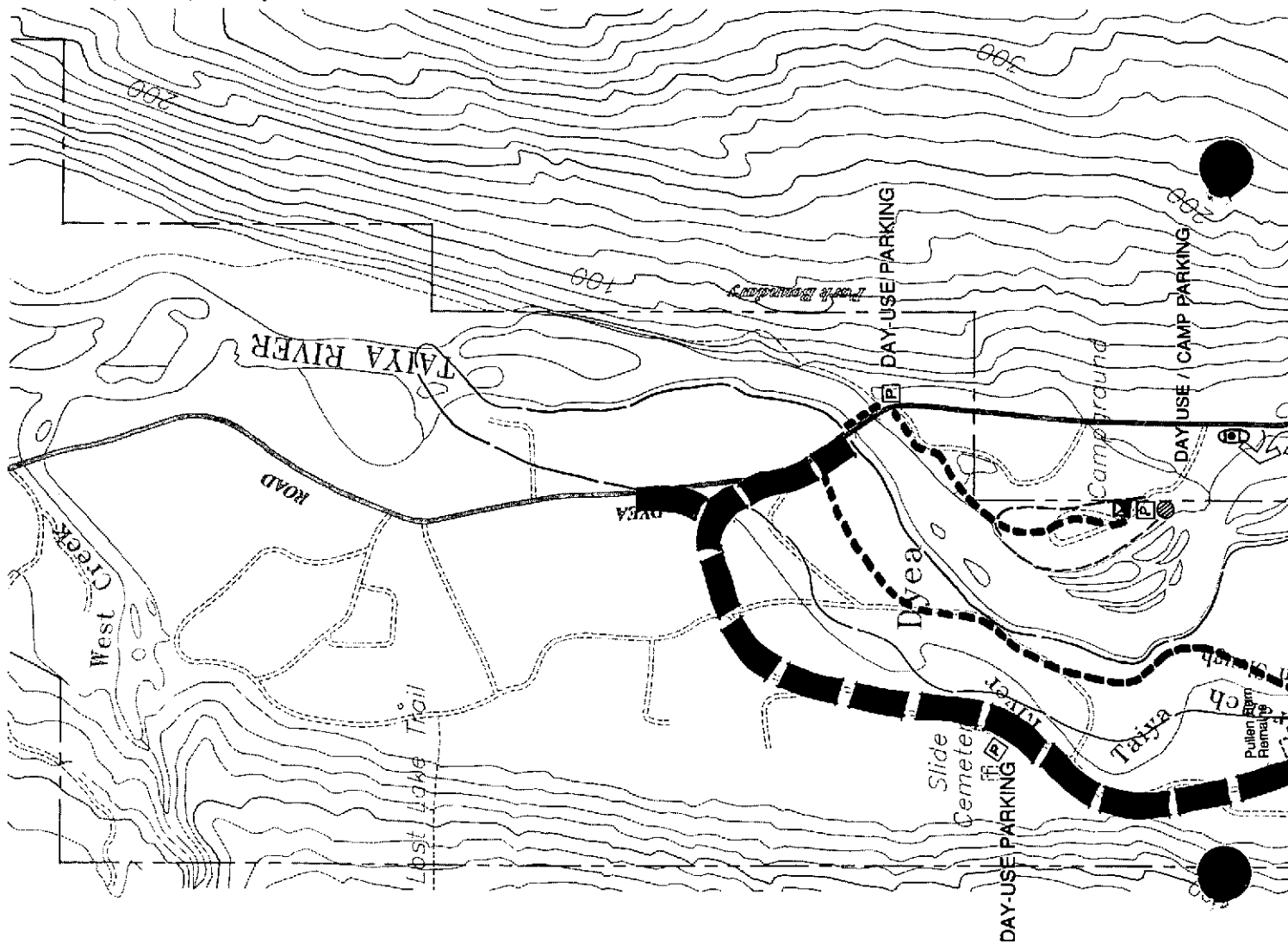
PROPOSED IMPROVEMENTS:

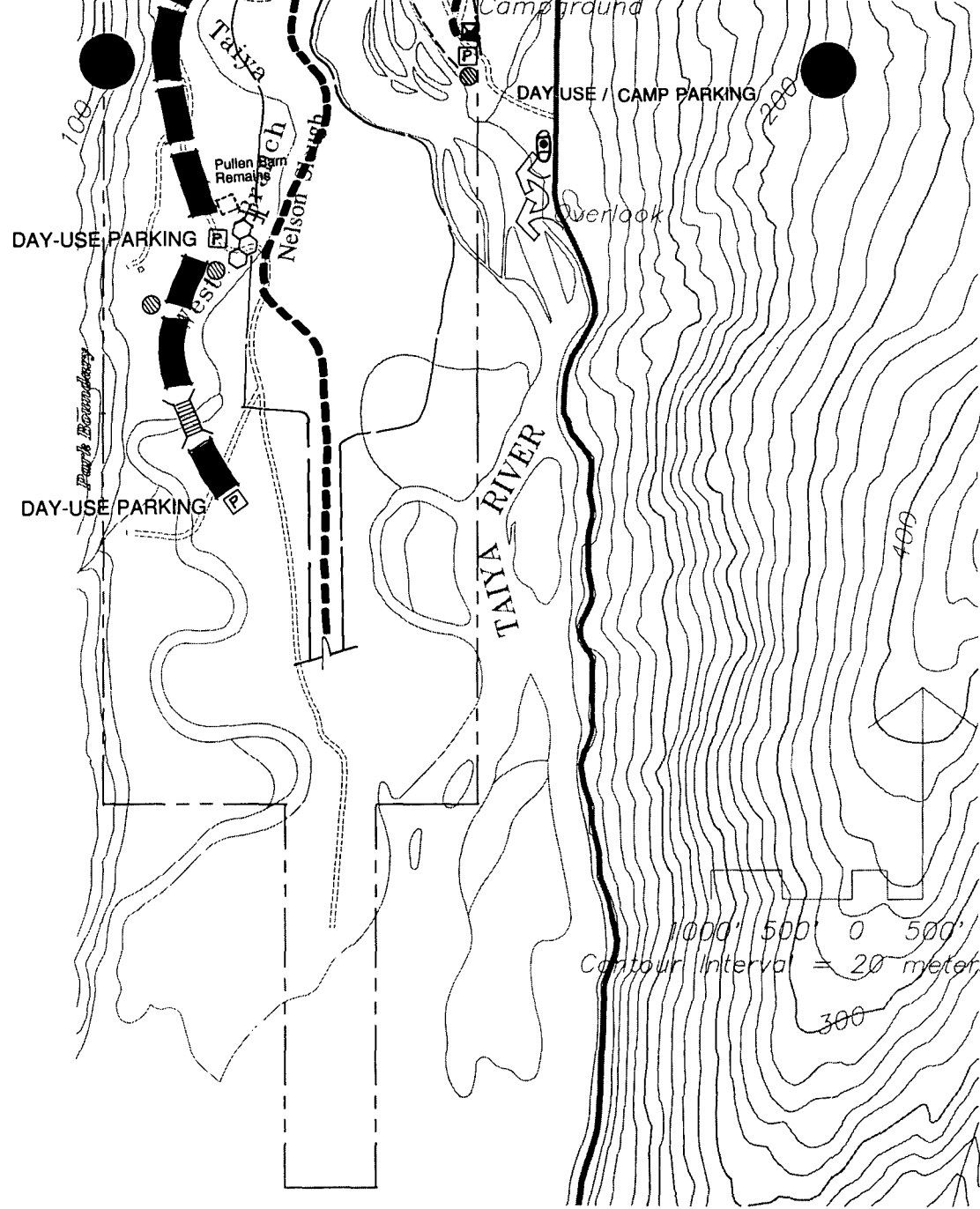
TWO-LANE ROAD
(One lane south of Slide Cemetery)

ONE-LANE BRIDGE

PARKING

DYEA TOWNSITE OVERLOOK

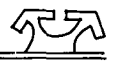
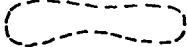




ALTERNATIVE 'C' 'Living Legacy'

Dyea Area Development Concept Plan



-  TWO-LANE ROAD
(One lane south of Slide Cemetery)
-  ONE-LANE BRIDGE
-  PARKING
-  DYEA TOWNSITE OVERLOOK
-  CAMPGROUND
-  OUTDOOR VISITOR INTERPRETIVE /
ORIENTATION AREA
-  RANGER STATION
-  DYEA INTERPRETIVE FACILITY
-  PICNIC SITE
-  PEDESTRIAN BRIDGE
-  NEW ACCESSIBLE TRAIL (ADA)
-  PARK ENTRANCE KIOSK

Klondike Gold Rush National Historical Park

National Park Service
Department of the Interior

Preferred Alternative

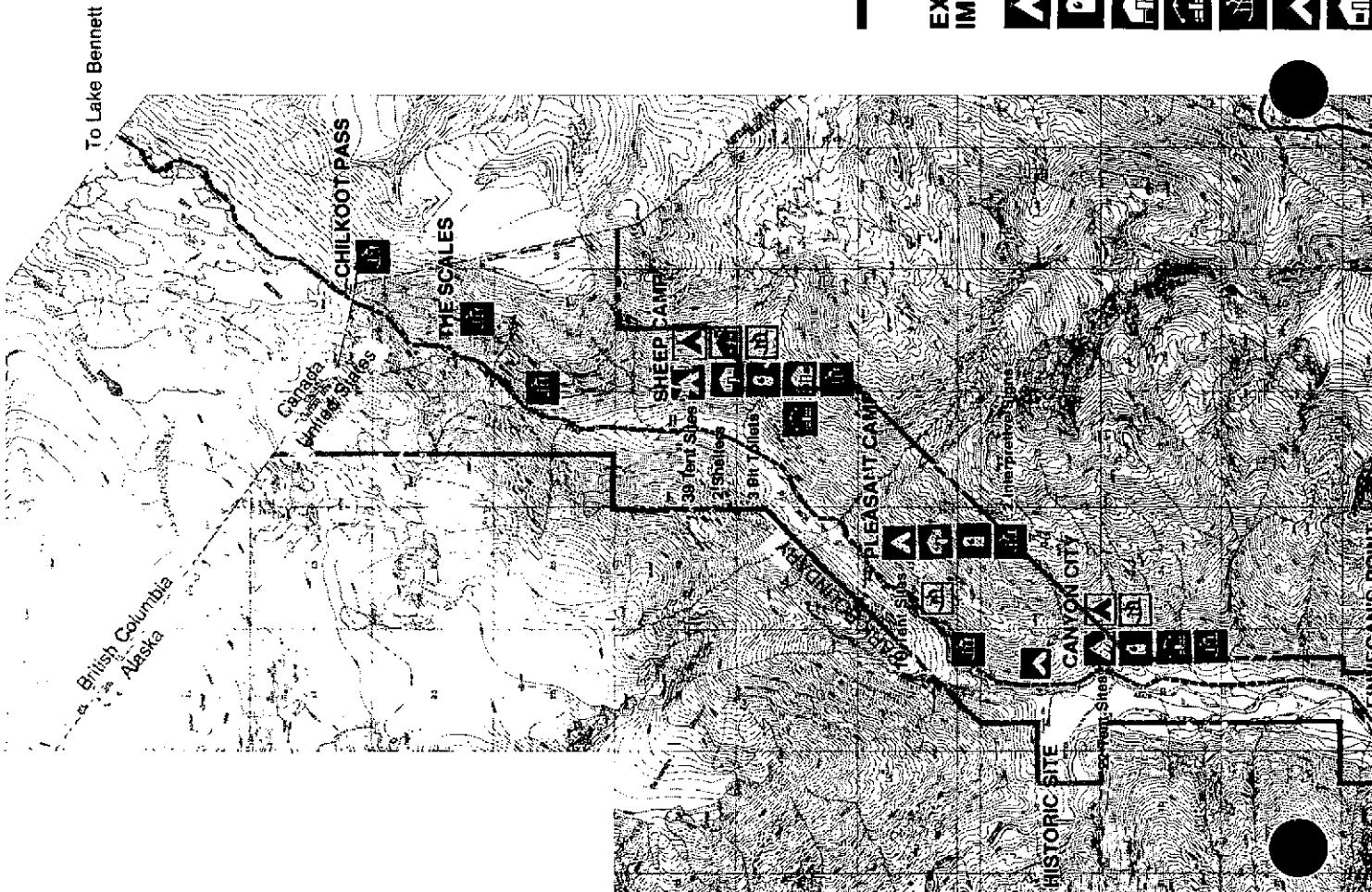
Legend

EXISTING IMPROVEMENTS:

-  DESIGNATED TENT SITES
-  PIT / VAULT TOILETS
-  WARM. SHELTER (CANVAS)
-  WARM. SHELTER (LOG)
-  INTERPRETIVE SIGNS
-  TRAIL MAINT. CAMP
-  RANGER RESIDENCE

PROPOSED IMPROVEMENTS:

-  DESIGNATED TENT SITES
(add group camp sites)
-  MODIFY SHELTER /
MULTI-PURPOSE USE
-  RANGER STATION
-  INTERP. SIGNS





INTERPRETIVE SIGNS

TRAIL MAINT. CAMP

RANGER RESIDENCE



INTERP. SIGNS

ALTERNATIVE 'C' RECOMMENDATIONS

- * Continue archeological investigations/collections
- * Continue all field research activities
- * Protect remaining historical structures
- * Conduct intensive historic/natural resource inventories within vicinity of all camping areas
- * Mark & sign historic trail segments on existing trail
- * Provide multi-lingual interpretive materials
- * Develop site plans for each tent camping area
- * Maintain all bridges/trails for basic public safety & resource protection
- * Provide safety cache at 'The Scales' area
- * Develop natural history/interpretation program
- * Add group camp sites at Canyon City & Sheep Camp

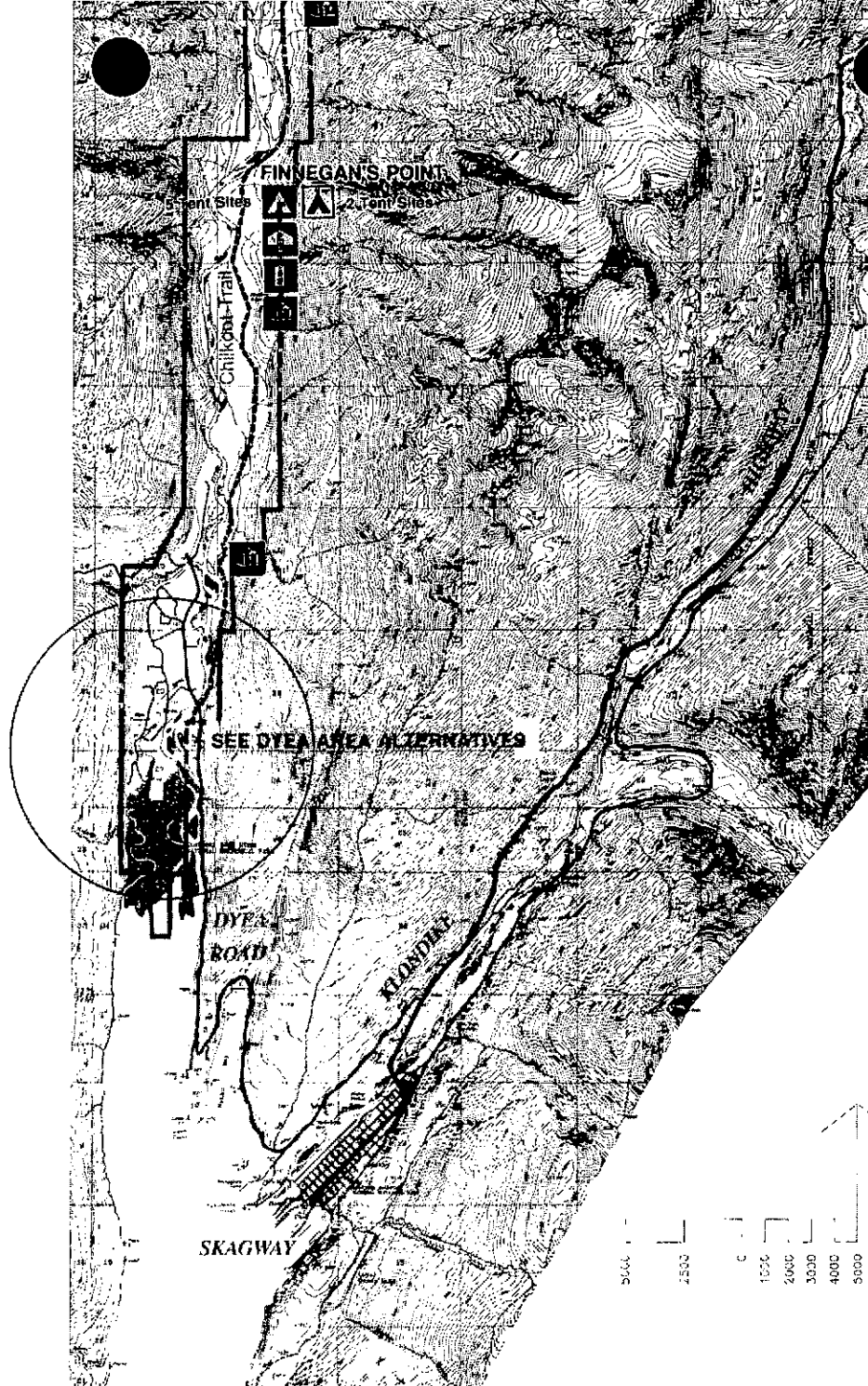
ALTERNATIVE 'C' 'Living Legacy'

Chilkoot Trail Development Concept Plan



ON MICROFILM

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Alaska, as well as Parks Canada. The park would actively pursue resource protection actions outlined in the Resource Management Plan and seek additional interagency cooperation.

PUBLIC USE UNDER ALASKA ALTERNATIVE C

Access and Recreation

Dyea. The Park Service would work cooperatively with the state and city to provide beach access. The Nelson Slough road would be relocated and widened with gravel to two lanes to the Slide Cemetery, then a one lane gravel road with pull-outs to the west of the townsite. The existing Slide Cemetery parking area would be rehabilitated. Parking would be improved to meet increased visitor needs along the west edge of Nelson Slough. A trail route from the wharf area through the townsite to the existing Chilkoot Trailhead would be marked and re-established to meet accessibility standards for the handicapped.

A new one lane gravel road with pull-outs and a vehicular bridge farther downstream on Nelson Slough would be cooperatively developed with the state and city of Skagway to provide continued access to the beach area. A new parking area would be constructed just south of the new bridge on the flats above the high tide line. Vehicular traffic fording through the slough and townsite area would be prohibited after the new bridge is completed.

A new accessible day-use parking area for at least three vehicles would be developed near the junction of Nelson Slough and Dyea roads at the northern end of the townsite trail. The Dyea visitor contact station and employee cabins would be moved within the park boundary.

The existing campground would be rehabilitated for additional walk-in camping. The development of a private campground would be encouraged on non-NPS lands in cooperation with the city and state governments. The existing picnic area would be moved within the park boundary. A new unmanned park entrance interpretive kiosk would also be located next to the Dyea Road in cooperation with the state and city. A new trail connecting the camping area and trailhead would also be constructed near the Taiya River. Day-use trailhead parking on the east side of the river would be delineated. Long-term trailhead parking and the ranger station may be moved from the existing camping area closer to the trailhead and, in cooperation with the state, include a pedestrian walkway across the Taiya River bridge. At this location, a new interpretive kiosk would be built.

Parking at the Pullen Barn and former ford site would be rehabilitated and improved. A new bridge accessible by the mobility impaired to replace the existing plank pedestrian bridge and a new outdoor interpretive / orientation kiosk will be completed at the same site.

The picnic area in the southern edge of the Dyea townsite would be removed and at least 10 new individual picnic sites developed along the improved Nelson Slough road south and west of the Pullen Barn. A group picnic site, including a new covered shelter would also be developed in this area. All trash cans will be bearproof.

Since the park will not have any Dyea visitor activities scheduled in the winter, no Park Service road maintenance is planned. The park, however, will work with adjoining year-round residents to explore other non-federal means of maintaining the road for access to their property in the winter.

Chilkoot Trail. The existing trail would be marked where it follows the historic route. All trail signage and interpretive materials would be multi-lingual (at least English, French, and German). A site plan for each camp area would be developed.

NPS would build two new additional campsites or tent platforms at Finnegan's Point; at Canyon City replace the existing, state-owned log cabin, build a new pit/vault toilet, and provide multi-lingual interpretive materials; and Sheep Camp replace the existing, state-owned log cabin, modify the two existing shelters for cooking and as a potential gathering and interpretive site, and provide multi-lingual interpretive materials. New group campsites would be delineated at Canyon City and Sheep Camp to provide a separate site for group camping and to alleviate crowding, congestion, and minimize conflicts between individual site users and groups.

All campsites would have a bear pole for a food cache. A safety cache would be located seasonally in The Scales area due to the potential increase in hikers.

The existing NPS Incidental Business Permit (IBP) program, which allows unlimited authorizations to provide commercial services, would be replaced by the NPS Concession Permit program. A limited number of permits would be issued to replace incidental business permits. Additional commercial services requested would be reviewed in conjunction with the state.

Limits may be placed on the number of backcountry permits issued during the peak visitor-use periods to protect cultural and natural resources. The

Park Service intends to maintain our international rapport with Parks Canada by not inundating the Canadian Chilkoot Trail National Historic Site with more people than can be adequately managed. During the remainder of the year, depending on the number of visitors, permits probably would not be limited.

A backcountry management plan will be developed. It will include, but not be limited to, addressing park management and visitor facilities, visitor use, carrying capacities, signing, interpretation, structural stabilization and preservation guidelines, trail design criteria including water crossings, and trail maintenance. It will include Dyea and the White Pass unit. A component of the plan would include a campsite plan for each of the camping areas in the park.

White Pass. The historic trails from the Skagway River north to the Canada border would be inventoried, mapped, and marked with rebar or other appropriate material but not cleared. Although, no development in the unit is proposed at this time, the park may pursue additional future means of access into White Pass after the cultural and natural resources have been inventoried, documented, and potential impacts mitigated.

Due to the amount of potentially perishable historic artifacts remaining in the area, no open fires would be permitted in the unit. Backcountry permits would be required and may be limited during the peak visitor use season. During the remainder of the year, depending on the number of visitors, permits probably would not be restricted.

Interpretation and Visitor Services

The interpretive programs and facilities would be expanded to meet the increased visitor demand. Off-season visitor use and outreach programs would be encouraged.

Skagway. As part of the on-going historic restoration program, there would be increases in interpretive program offerings in response to the addition of new exhibit centers in the Moore House and the Goldberg Cigar Store. Other new interpretive programs would focus on Native American use of the area and the contributions of Native Americans, women, and other minorities to the Gold Rush.

Increased interpretation would add to visitors' understanding of, and appreciation for, the park and its resources. Other items that may be added are as follows:

- ☐ expanded interpretive program and visitor

center season

- ☐ encouragement of other agency participation in training (city of Skagway, U.S. Forest Service, Alaska State Parks, British Columbia Parks, Parks Canada)
- ☐ added historic building restoration interpretation
- ☐ expanded outreach programs (local schools, Elderhostel, Canada schools, Juneau, Haines, etc.)
- ☐ additional interpretive tours in the historic district
- ☐ development of interpretive demonstrations
- ☐ development of off-site interpretive exhibits
- ☐ development of a historic district interpretive brochure featuring park buildings
- ☐ development of park specific publications and audio visual programs
- ☐ explore cooperative opportunities with the Forest Service to provide a forest interpreter in Skagway.

Visitor center operation hours would increase, as would interagency training and cooperation. Site bulletins would be developed for each of the restored buildings. An audio cassette tour would be developed for the historic district. An Alaska Natural History Association outlet would provide services and information concerning natural and cultural history items for the park, southeast Alaska, and the rest of the state. An archaeological sites education/protection program would be developed as part of the park's outreach program.

The Martin Itjen House would be proposed for adaptive re-use as a Chilkoot and Skagway area trail-cabin information center. The center could be cooperatively operated between KLGO, the Juneau Ranger District of the Tongass National Forest, and city of Skagway. Parks Canada could also participate to provide information for visitors utilizing Canadian portions of the Chilkoot Trail and campsites.

Dyea. The interpretive overlook/parking area south of the existing campground would be upgraded in cooperation with the state. If moved, the newly sited ranger/contact station would include an outdoor interpretive kiosk. The Matthews cabin

Chapter 2 - Description of the Alternatives

along the Dyea Road would be interpreted. An interpretive trail would intersect and be part of the wharf area - Chilkoot Trailhead trail encompassing the major remnants of Dyea (collapsed warehouse, Pullen Barn remnants, pilings, false front, and so on). An interpretive plan for the Dyea area would be completed.

Chilkoot Trail. Multi-lingual information/interpretation materials for the entire trail as well as for each camping area would be developed to better inform the user about the historic use and significance of the site. A brochure explaining the archaeological importance of the trail would be developed. Trail corridor natural history would be interpreted. New interpretive media would be considered for the existing log cabins at Canyon City and Sheep Camp after they are replaced.

White Pass. Additional interpretive programs about the unit would be given in Skagway and additional wayside exhibits would be developed along the Klondike Highway. Development in the unit is not proposed.

PARK OPERATIONS UNDER ALASKA ALTERNATIVE C

Skagway

The present staff of permanent and approximately 20+ seasonal employees would be increased by

seven permanent staff positions (park ranger, archaeologist, historian, interpreter, cultural resource specialist, carpenter, and mechanic). These positions would be added to provide additional visitor services, resource protection, ranger activities, and increased maintenance coverage.

With an increase in staff, employee housing needs would be evaluated; and if housing is to be provided by the park, these needs would be met through purchase (willing seller/willing buyer), lease, and/or construction. Additional housing could be added to the administrative site or another suitable location in town. The possibility of shared housing with the Forest Service would be examined.

Dyea

An additional house would be acquired (leased, rented, or purchased) or built on property already owned by the federal government for employee housing. Park boundaries in the Dyea area and Chilkoot Trail would be surveyed and marked for easier recognition by the public, private land-owners, and park staff.

Estimated costs under this alternative are \$4.77 million for development and \$1.7 million for annual staff and operating expenses.

FIGURE 2.5 ALTERNATIVE C ALASKA STAFFING

Administrative	Resource Management & Interpretation	Maintenance	Total Staff
5	12 + seasonals	9 + seasonals	26 + seasonals

SEATTLE ALTERNATIVE C: PROPOSED ACTION

Alternative C Seattle Objectives:

- ☐ Expand park management and interpretation to meet the expected visitor-use increases and interest in the park during the next decade and a half.
- ☐ Obtain an historic structure within Pioneer Square as a permanent park location to meet visitor and administrative needs and to provide protection of cultural resources.
- ☐ Establish a research program with local universities. Provide space for archival storage.
- ☐ Become the coordination center for educational outreach for the Klondike Gold Rush theme within the Pacific Northwest Region.
- ☐ Establish a Klondike Gold Rush Environmental Education program.
- ☐ Participate in the 1997-98 Klondike Gold Rush Centennial.

PARK FACILITIES UNDER SEATTLE ALTERNATIVE C

A permanent location for the park would be acquired in the Pioneer Square National Historic District via purchase or donation. The new facility would be located in an historic structure that will be adapted to be fully accessible to the mobility impaired. Under this alternative about 10,300 ft² would be needed to meet park requirements. The building acquired could consist of several floors. The possibility of one or two floors being leased to a compatible business via the leaseback program to defray the costs of maintaining the facility would be explored. This additional space is needed for administrative work space, educational outreach, collections management and enhanced interpretive programs. Until such time as a permanent location would be acquired, the park would continue to lease at its present location on Main Street.

INTERPRETATION AND VISITOR USE UNDER SEATTLE ALTERNATIVE C

Interpretive activities would increase. A new exhibit area would be constructed through an exhibit plan to meet park themes and would employ a wide variety of media and visitor opportunities. Exhibits would lead the visitor from the pre-rush era into the excitement of Klondike

fever and would also highlight the Klondike legacy. Interpretive media would be added to reflect the cultural diversity of the Klondike Gold Rush, as well as the dramatic effect the Klondike Gold Rush had on Seattle as a community and major trade center. Allowance would be made for changing exhibit topics.

The Pioneer Square wayside plan would be implemented and supplemented by the park brochure. Walking tours would include not only the blocks adjacent to the park, but would take in more of the overall historic district and would focus on the architectural and cultural heritage of the district.

As part of the park's education outreach program, a full-time park historian/curator would be hired to plan a regular schedule of school programs and teacher workshops. The park would actively seek partners in the local education community for the coordination of offsite visits, curricula, and other materials whenever possible.

Located 1.5 blocks from the park is the Washington Street Landing, a small city park that would be enhanced and planned in conjunction with the Port of Seattle to interpret the Seattle waterfront's role in the gold rush and tie the waterfront story in with the Pioneer Square story. Interpretive exhibits would also be added to the site. Other waterfront locations may be considered for interpretation as well.

Materials interpreting the Klondike Gold Rush would be provided at the Alaska ferry terminal in Bellingham, Washington.

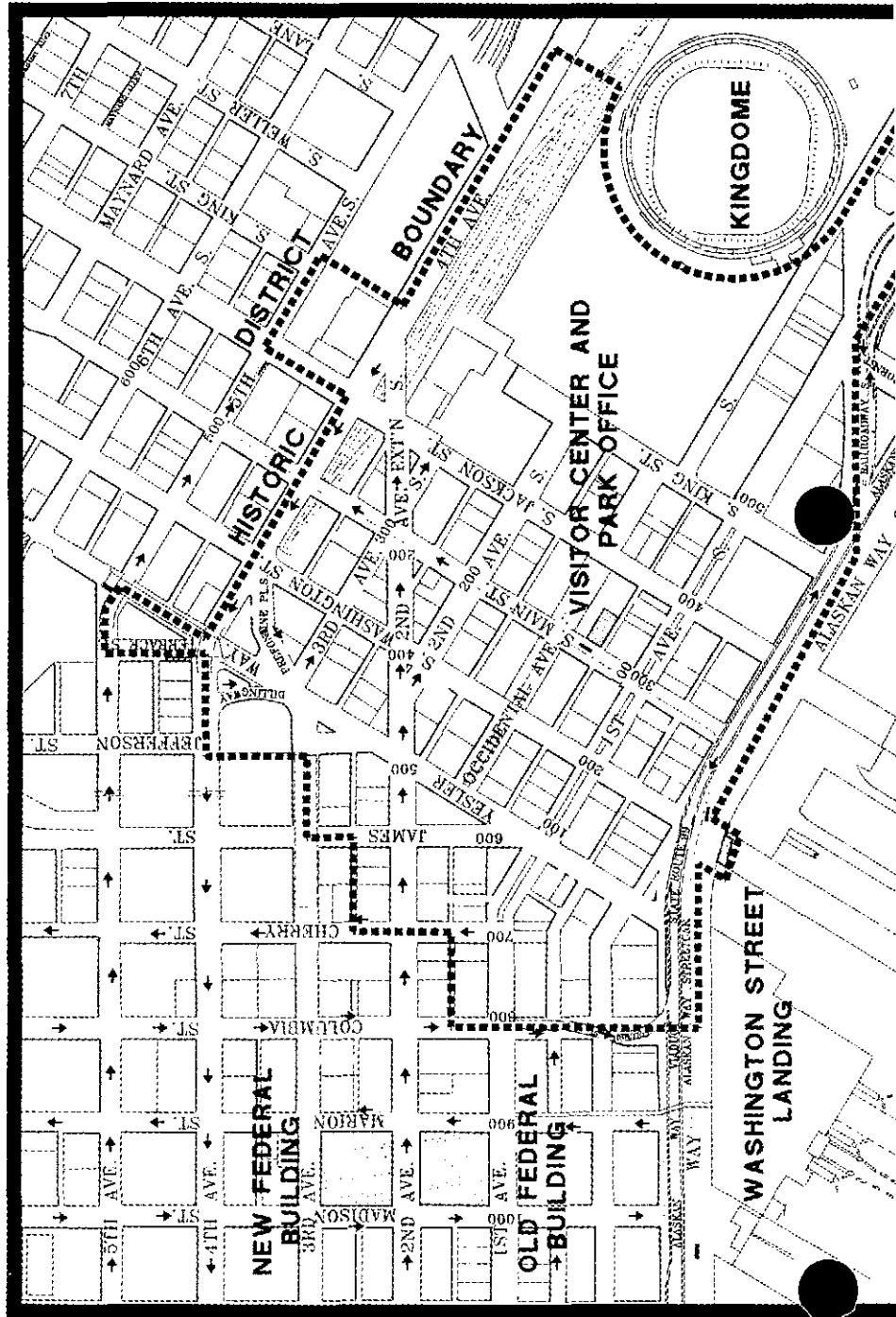
CULTURAL RESOURCE PROTECTION AND MANAGEMENT UNDER SEATTLE ALTERNATIVE C

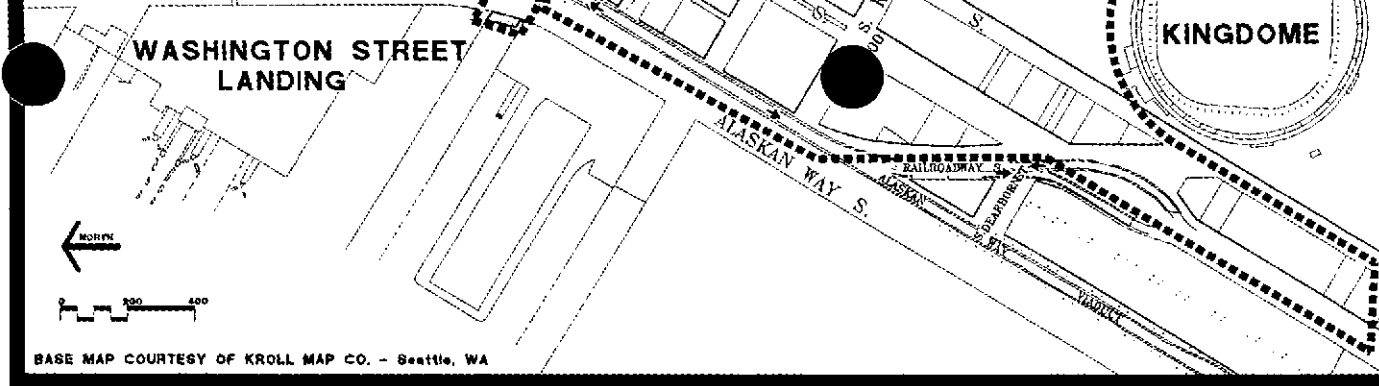
A small center for Klondike Gold Rush research would be established at Klondike Seattle. The park unit historic collections (library, archives, collections, historic photos, and vertical files) would be protected in a single, multi-purpose, climate-controlled environment. The park's collection management plan would be updated. Emphasis would remain on collections most directly related to Seattle and Pacific Northwest history connected to the Klondike Gold Rush theme as recommended in the Scope of Collections Statement. The park historian/curator would also be expected to work on a variety of cultural resource preservation initiatives and to serve as a liaison between the park and other public and private entities within the historic preservation community.

Klondike Gold Rush National Historical Park

National Park Service
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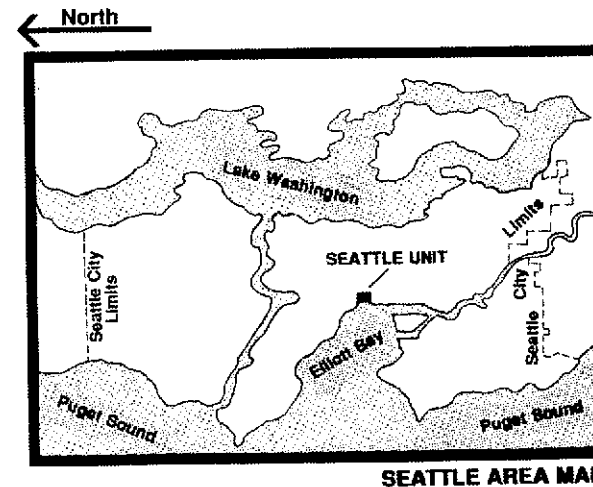
Preferred Alternative





ALTERNATIVE 'C' Substantial Change

- * Expand management and interpretation to meet the expected visitor-use increases in the park during the 15 year planning period.
- * Obtain an historic structure within Pioneer Square as a permanent park location to meet visitor and administrative needs and to provide protection of cultural resources.
- * Establish a research program with local universities. Provide space for archival storage.
- * Become the coordination center for educational outreach for the Klondike Gold Rush theme within the Pacific Northwest Region.
- * Establish a Klondike Gold Rush Environmental Education Program.
- * Participate in the 1997-98 Klondike Gold Rush Centennial.



SEATTLE AREA MAP

ALTERNATIVE 'C'



Seattle Unit General Management Plan

ON MICROFILM

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COOPERATION AND COORDINATION UNDER SEATTLE ALTERNATIVE C

Under this alternative, the Seattle Unit would pursue additional opportunities for staff and information sharing with the Skagway Unit for cross training. Contact with the Canada areas would continue as needed and as financial resources would permit.

Klondike Seattle would send at least one interpretive ranger to the Alaska Unit each year to meet and work with park staff, do field work in the Chilkoot/White Pass trail areas, meet with their Canadian counterparts, and conduct research.

The park would enter into memoranda of agreement with local universities to conduct research into primary and secondary park themes.

Establishing formal friends of the park group is recommended for the Seattle Unit. The group would assist the park in coordinating volunteer recruitment, fund-raising, involvement of the Seattle business community, historic interests, and in meeting annual operating expenses. The friends group could also play a key role in the Klondike Gold Rush Centennial celebration by assisting in the creation and development of a Seattle Centennial Committee, which would work with the park staff and others to coordinate centennial events in cooperation with Alaskan and Canadian partners.

The current Volunteer in the Parks program at the Seattle Unit would be expanded. Enhanced training for volunteers would occur along with goals to increase the pool of volunteers.

The Seattle Unit would be a key participant in the international celebration and commemoration of the Klondike Gold Rush Centennial to be held in 1997-98. Coordination would occur with the AlaskaPark units, Parks Canada, city of Seattle, state of Washington, and private groups and citizens. Park staff would be expected to participate in centennial planning activities.

STAFFING AND OPERATIONS UNDER SEATTLE ALTERNATIVE C

Six permanent, full-time employees would be added to provide for additional visitor services, administrative duties, cultural resource management, as well as maintenance functions. Maintenance may be contracted dependent upon building ownership and other factors. Any additional seasonal staff that may be employed to augment permanent staff would be conditioned on the availability of both FTE and funding and have not been included in the alternative estimates. The staffing levels and distribution under Alternative C would be as follows:

Estimated costs under this alternative are \$297,000 for development and \$742,000 for annual staff and operating expenses.

FIGURE 2.6 ALTERNATIVE C SEATTLE STAFFING

Administrative	Interpretation	Maintenance	Cultural Resource	Total Staff
4	8	1	2	14

ALASKA ALTERNATIVE D: SUBSTANTIAL CHANGE

Under this alternative, park management, development, resource protection, and maintenance needs would expand to meet all of the expected visitor-use increases and interests in the park well into the next century. Visitor use throughout southeast Alaska is increasing dramatically due to the popularity of Alaska as a travel destination and the increasing number and size of cruise ships. In addition, the Klondike Gold Rush Centennial will be celebrated in 1997-98 and will stimulate increased interest in historic and contemporary gold rush events.

To accommodate the additional visitor use, there would be an increase in operational activities, maintenance, interpretation, and resources management, while protecting park resources from degradation. Park facilities would be upgraded with improvements to visitor and administrative facilities in Skagway and the development of new facilities in Dyea and along the Chilkoot Trail, providing visitors with additional activity options for a better understanding of park themes. Additional historic buildings would be acquired for restoration and lease for commercial activities or retention for administrative purposes.

The park would work with the state of Alaska and city of Skagway to provide better access for the Dyea and Chilkoot Trail areas. The park would also initiate and maintain additional cooperation with the city of Skagway, Parks Canada, and state and federal land management agencies to assure compatible uses in areas adjacent to the park. Maximum protection of cultural and natural resources would be provided. Connections with the Brackett Wagon Road and Canadian trails would be examined, as would additional trail opportunities along the Chilkoot Trail.

CULTURAL RESOURCE MANAGEMENT UNDER ALASKA ALTERNATIVE D

Skagway

The cultural landscape of the Skagway Historic District would be changed with the restoration of additional historic structures on Broadway.

The three vacant lots on Broadway would continue to be used for interpretation, rest area, and open space. The existing uses, as well as some of the following possibilities, would be considered during the life of the plan to use these lots: (1) filling them with historic buildings or new construction for administrative or lease use (in either event, such buildings would meet Cultural Resource Management Policies for movement or new construction of historic buildings); (2) install additional

interpretive exhibits about historic restoration or other park themes; or (3) leasing the new buildings or open space for commercial or public use. Other potential uses may be appropriate and would be determined on an as needed basis.

The historic restoration program would continue. In addition to the remaining buildings the Park Service plans to restore, historic buildings that relate to park themes and purposes would be actively sought for acquisition and restoration/preservation on a willing seller/willing buyer basis.

Cooperative conservation easements would be sought to maintain the open space around the Moore cabin and house.

In cooperation with the city of Skagway, the park would establish an advance excavation notification system so that archaeological resources, in danger of being damaged or destroyed by construction activities, could be properly recorded before construction took place.

The downtown area would maintain its gold rush aura with the mix of NPS and private buildings that retain the appearance of the "Days of '98." There would be no changes in pedestrian flow through the historic district nor changes in vehicle management.

An additional building (historic preferred) would be acquired to house a Klondike History Resource Center with multi-agency opportunities for research, education, and interpretation. Historical, ethnographic, and natural history artifacts would be processed, studied, conserved, exhibited, and stored. Using an historic building for this purpose would add to the integrity of the Skagway Historic Landmark designation and support the community economy. Part of the center's function would be to offer interpretive and educational programs, as well as the opportunity for interagency training and academic research. Additional curatorial storage capacity in this building or another would also be needed to house the expanding park artifact collection.

Dyea

The cultural landscape at Dyea would be changed. All townscape streets and selected ruins, now overgrown with trees and brush, would be cleared and/or signed to show the historic townscape.

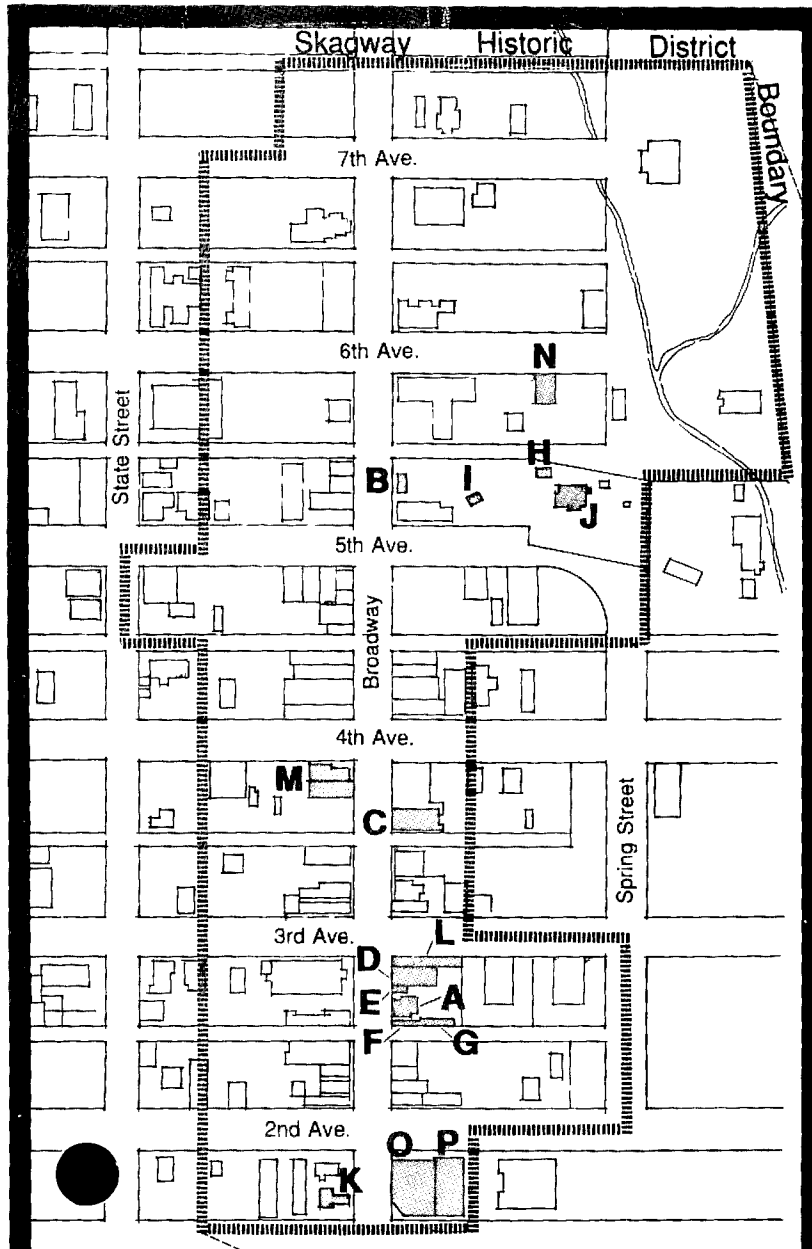
The tidal flats would be managed to protect the remaining historic Dyea wharf features and other resources. The cultural landscape plan

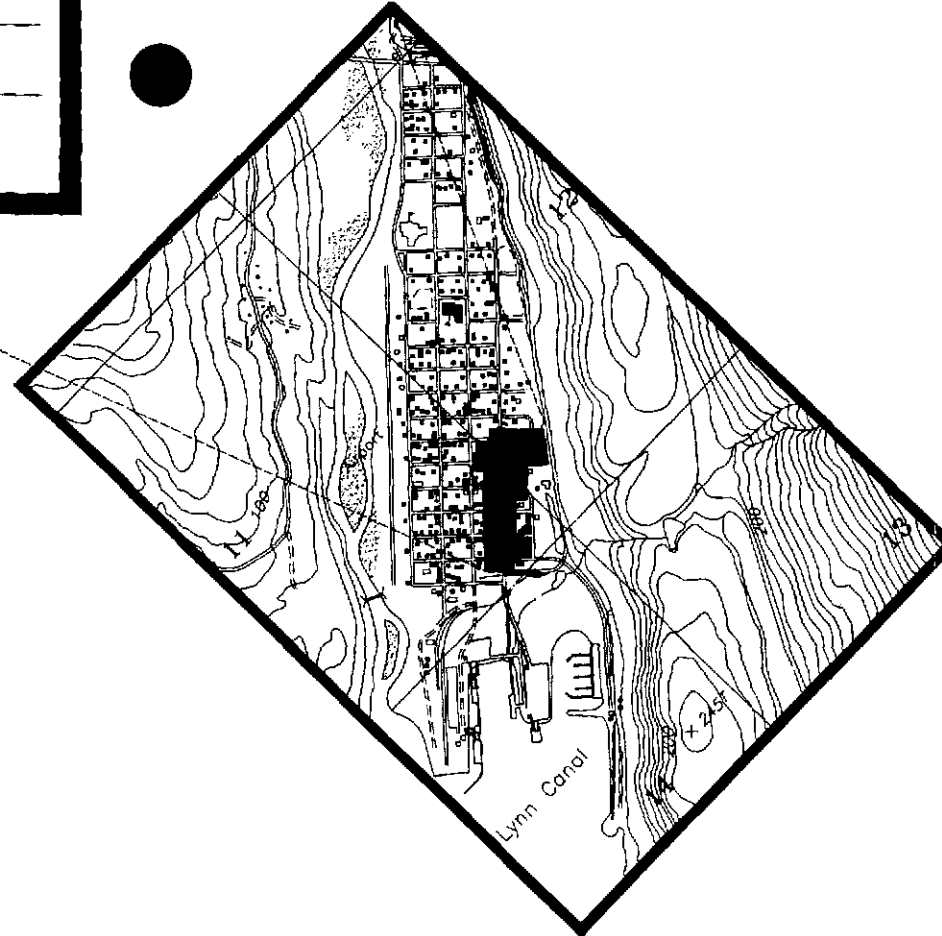
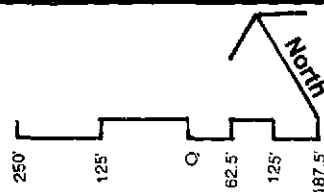
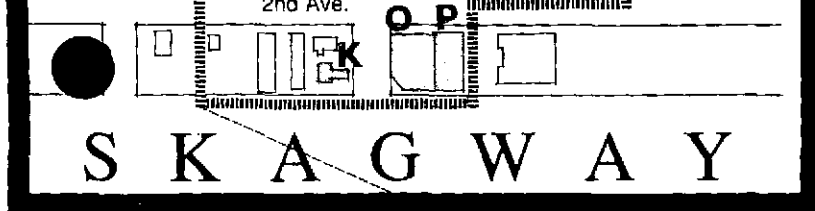
Klondike Gold Rush National Historical Park

*National Park Service
Department of the Interior*

ALTERNATIVE 'D'

- * Consider additional historic building for restoration
- * Expand Historic Restoration Center to serve other agencies & communities on reimbursable basis
- * Staff increase by nine (9)





Vicinity Map

EXISTING HISTORIC BUILDINGS

Leased Buildings:

A	Boas Tailor and Furrier	1899
B	Boss Bakery	1897
C	Lynch & Kennedy Dry Goods	1908
D	Pacific Clipper Line Office	1898
E	Hern Liquor Store	1937
F	Verbauwhede Confectionery	1899
G	Verbauwhede Crib	1902

Constructed:

Other Uses:

H	Captain William Moore Cabin (exhibit)	1897
I	Goldberg Cigar Store (exhibit)	1897
J	J. Bernard Moore House (to be restored for exhibit)	1897
K	Martin Itjen House (to be leased or retained for park use)	1901
L	Mascot Saloon (exhibit and archeological lab)	1898
M	Pantheon Saloon (to be partially leased)	1903
N	Peniel Mission (employee housing)	1900

Park Headquarters & Visitor Center:

O	White Pass & Yukon Route Railroad Depot	1898
P	White Pass & Yukon Route Railroad General Offices	1900

ALTERNATIVE 'D'

Skagway General Management Plan



ON MICROFILM

Klondike Gold Rush National Historical Park

National Park Service
Department of the Interior

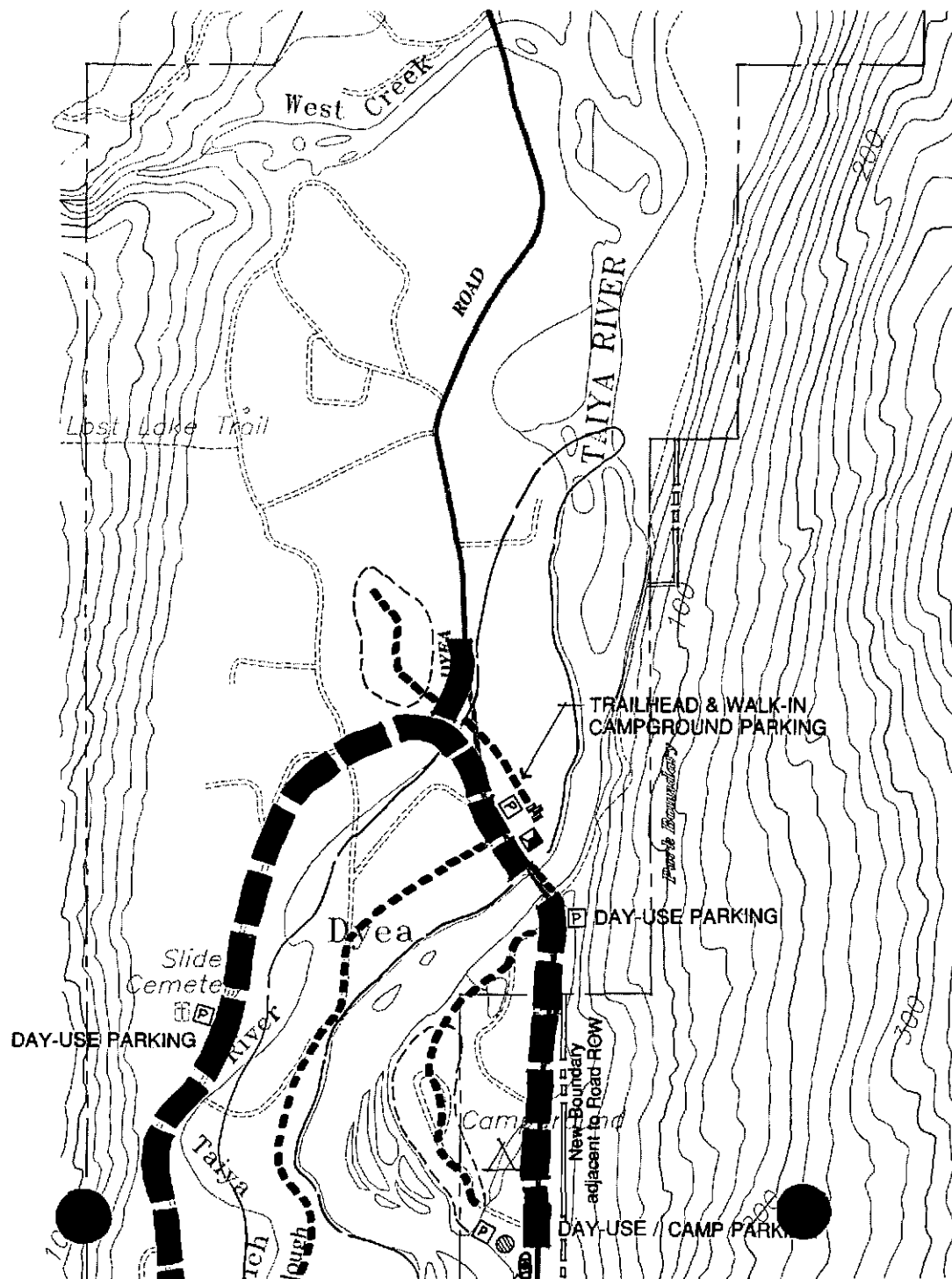
Legend

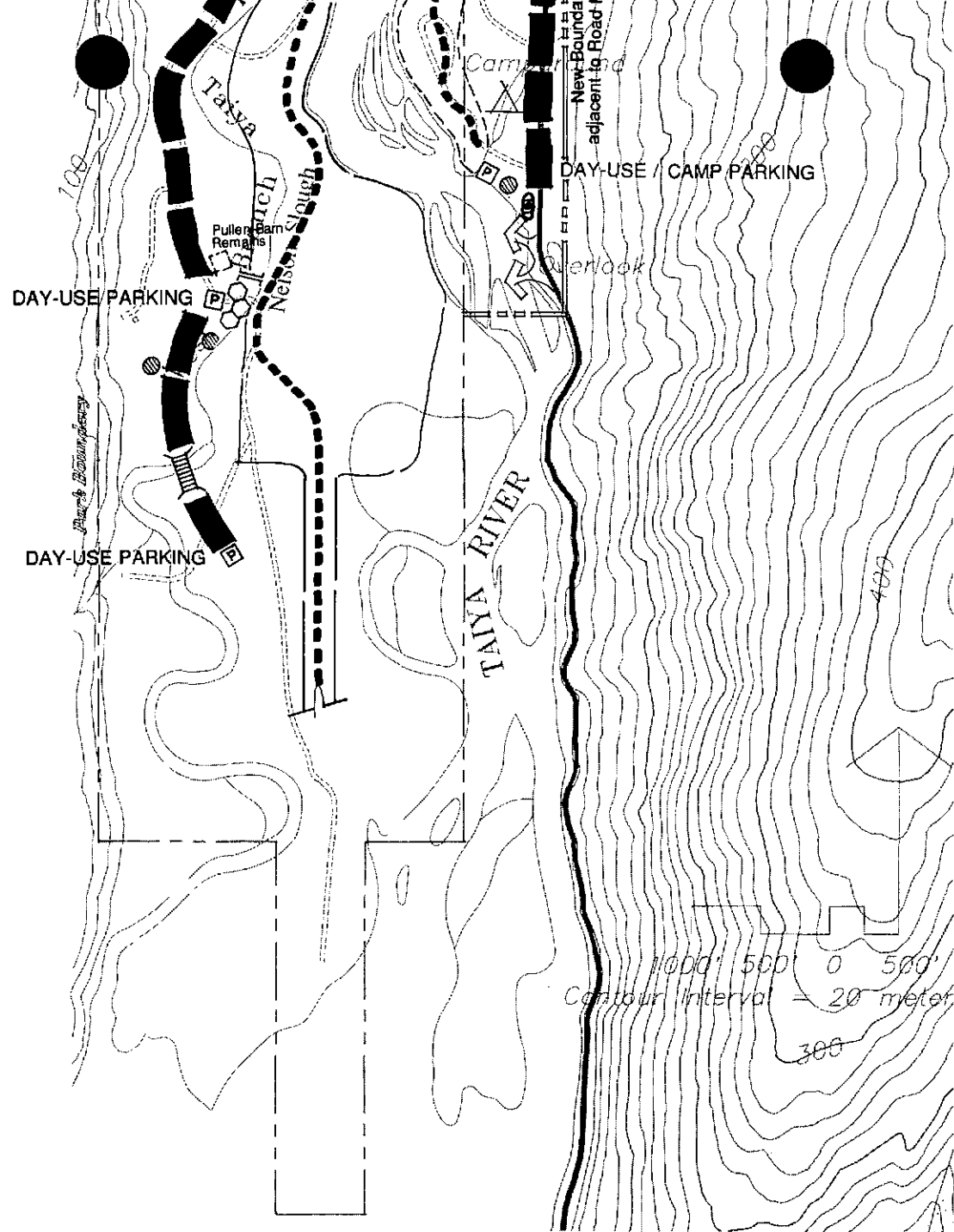
EXISTING CONDITIONS:

-  TWO-LANE ROAD
-  UNIMPROVED ONE-LANE ROAD
-  CHILKOOT TRAIL
-  CULTURAL / HISTORICAL RESOURCES

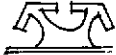
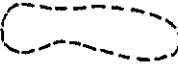
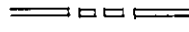
PROPOSED IMPROVEMENTS:

-  TWO-LANE ROAD (GRAVEL)
-  ONE-LANE BRIDGE
-  PARKING





PROPOSED IMPROVEMENTS:

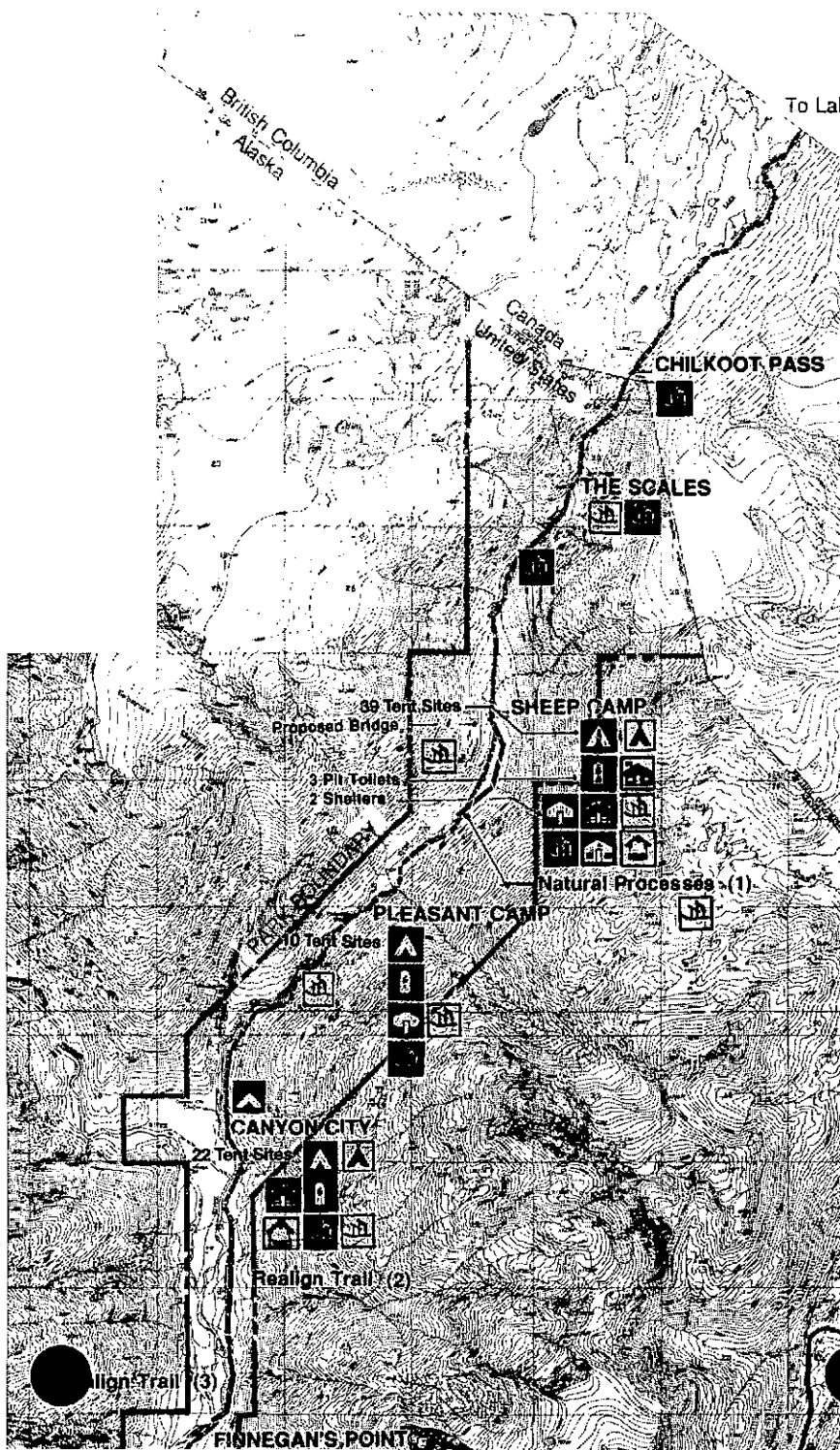
-  TWO-LANE ROAD (GRAVEL)
-  ONE-LANE BRIDGE
-  PARKING
-  DYEA TOWNSITE OVERLOOK
-  CAMPGROUND
-  OUTDOOR VISITOR INTERPRETIVE / ORIENTATION AREA
-  RANGER STATION
-  DYEA INTERPRETIVE FACILITY
-  PICNIC SITE
-  PEDESTRIAN BRIDGE
-  NEW ACCESSIBLE TRAIL (ADA)
-  PARK ENTRANCE KIOSK
-  NEW PARK BOUNDARY

ALTERNATIVE 'D'
"Dyea in the 21st Century"

Dyea Area
Development Concept Plan



ON MICROFILM



To Lake Bennett

Klondike Gold Rush National Historical Park

National Park Service
Department of the Interior

Legend

EXISTING IMPROVEMENTS:

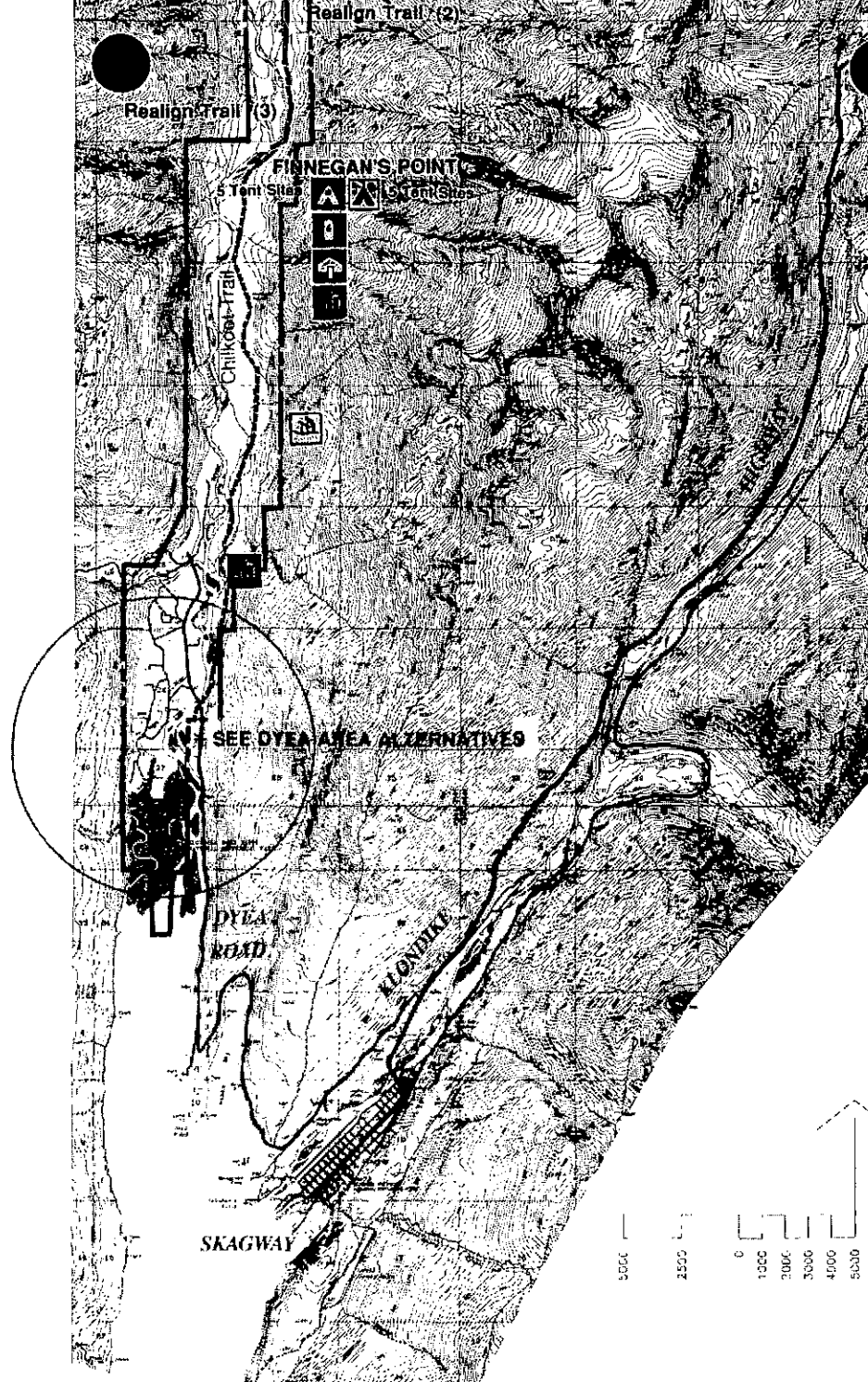


DESIGNATED TENT SITES
PIT / VAULT TOILETS
WARMING SHELTER (CANVAS)
WARM. SHELTER (LOG)
INTERPRETIVE SIGNS
TRAIL MAINT. CAMP
RANGER RESIDENCE

PROPOSED IMPROVEMENTS:



DESIGNATED TENT SITES
(add group camp sites)
PIT / VAULT TOILETS
MODIFY SHELTER /
MULTI-PURPOSE USE
NEW TRAILS
INTERP. SIGNS
RANGER STATION
INTERPRETIVE CENTER /
MUSEUM



TRAIL MAINT. CAMP

RANGER RESIDENCE



RANGER STATION

INTERPRETIVE CENTER / MUSEUM

TRAIL NOTES:

- (1) Views of valley, interpretation of vegetation, & natural land forms & processes
- (2) Realign trail for new valley views & interpretation of the landscape evolution since 1898
- (3) Realign trail to avoid undercutting & river erosion

ALTERNATIVE 'D' RECOMMENDATIONS

- * Continue archeological investigations/collections
- * Continue all field research activities
- * Protect remaining historical structures
- * Conduct intensive historic/natural resource inventories with the vicinity of all camping areas
- * Mark & sign all historic segments on existing trail
- * Provide multi-lingual interpretive materials
- * Develop site plans for each tent camping area
- * Maintain all bridges/trails for basic public safety & resource protection
- * Provide safety cache at 'The Scales' area
- * Develop natural history/interpretation program
- * Develop visitor contact station/interpretive facility at Sheep Camp
- * All camping confined to Finnegan's Point, Canyon City, Pleasant Camp, & Sheep Camp
- * Construct new bridge at Sheep Camp (future guided interpretive tours)

ALTERNATIVE 'D'

"Chilkoot Trail in the 21st Century"

Chilkoot Trail Development Concept Plan



ON MICROFILM

461 AKSO
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recommends preservation of the existing wharf piling and replacing deteriorated pilings, in danger of being lost, with new pilings. The goal is retain the "wharf feature" as a symbol of the scale of Dyea's development and connect the Dyea/Chilkoot Trail to the larger world. Without this type of routine replacement, the feature will be lost in the near future.

The Taiya River erosion would be evaluated, monitored, and a cooperative plan developed with the state and city of Skagway to prevent additional loss of cultural resources, especially in the Dyea townsite area. The park would actively seek available funding to implement the plan. Consideration would be given to moving or replacing the Taiya River Bridge and riprap or other possible solutions to prevent further erosion and loss of the townsite's cultural significance.

A conservation easement for the Dyea-Klondike Transportation Company Wagon Road would also be sought from the state and/or private landowners to provide long-term protection for the road remnants leading from the old townsite.

Chilkoot Trail

Scenic vistas, selected in conjunction with the state and using historic photos, would be cleared so the present-day visitor could see similar vistas that the stampedeers did.

An artifact collection and protection plan for the trail corridor would be prepared in cooperation with the state to prioritize any necessary collection work. Intensive archaeological and historic inventories in the vicinity of all camping areas would be completed. Historic trail segments would be marked. An additional bridge would be built near Sheep Camp to provide additional interpretive opportunities on the west side of the valley.

White Pass

Under this alternative the archaeological inventory, surveying, and mapping of the entire unit would be completed. An artifact collection and protection plan would also be completed in cooperation with the state to prioritize any necessary collection work. The historic trail would be located and marked on the ground, but not cleared. The park would pursue a conservation easement for the connecting remnants of the Brackett Wagon Road south of the unit on U.S. Forest Service land.

NATURAL RESOURCE MANAGEMENT UNDER ALASKA ALTERNATIVE D

Long-term integrated resource management programs that pro-actively address resource issues and

impacts and additional interagency partnerships would be developed. Natural resource management programs will be integrated with agencies having management responsibilities on land within and adjacent to the park. This includes the city of Skagway, U.S. Forest Service, and the state of Alaska, as well as Parks Canada. The park would actively pursue resource protection actions outlined in the Resource Management Plan and seek additional interagency cooperation. Plan review would be provided to the city of Skagway.

PUBLIC USE UNDER ALASKA ALTERNATIVE D

Access and Recreation

Dyea. In cooperation with the city and state, the Dyea townsite overlook and kiosk area along the Taiya River would be upgraded and landscaped. A new park entrance kiosk or sign would be constructed in this vicinity on the west side of the road. The existing 22-site campground would be modified with upgrades to the access road, parking area, and additional campsites for walk-in use. A new foot trail would be built between the campground and Chilkoot Trailhead near the river. Consideration would be given to developing a second walk-in campground northwest of the junction of West Creek and Nelson Slough roads. Opportunities would be evaluated for a concessioner campground.

A boundary change of about 29 acres would be proposed to add the area west of the road between the Taiya River bridge and the existing Dyea overlook kiosk. Although already a part of the state MOU, the existing ranger station, trailhead parking, and portion of the campground are outside of the park boundary between the Dyea Road and Taiya River. Extending the boundary to the west edge of the road would provide for a boundary readily identifiable on the ground, would provide continued opportunities for public enjoyment related to the purposes of the park, would not pose any additional requirements on park staff, and could be accomplished within existing management strategies. This could be accomplished by a land exchange with the state (no suitable exchange lands have been identified by either party to date) or by seeking a change to ANILCA Section 1309 to allow such purchase.

In cooperation with the state, the Nelson Slough Road would be relocated, widened, and graveled to pass by the Slide Cemetery and to the west of the Dyea townsite for two-lane traffic. South of the Pullen Barn area, the existing dirt road would be upgraded to a two-lane gravel road across the new, single-lane bridge to the new parking area above the high tide line. This would involve constructing

approximately 3,000 feet of new road, graveling approximately 9,600 feet of two-lane roadway, and constructing approximately 1,850 feet of new gravel roadway.

A new accessible day-use parking area for at least three vehicles would be developed near the junction of Nelson Slough Road and Dyea Road at the northern end of the townsite trail. The existing Dyea visitor contact and ranger station and trailhead parking area would be moved from its present location near the campground and relocated just west of the Taiya River bridge. At this site, a new Dyea interpretive panel or facility would also be developed.

Parking would be improved to meet increasing visitor needs along the west edge of Nelson Slough. An improved parking area and an outdoor interpretive orientation panel or kiosk would be developed near the Pullen Barn remains. A new handicapped accessible foot bridge to the Dyea townsite would be built at this location to replace the existing plank pedestrian bridge.

At least 10 new individual picnic sites would be developed along the Nelson Slough Road south and west of the Pullen Barn. A group picnic site and covered shelter would be developed in this area. The picnic area in the southern edge of the Dyea townsite would then be removed. As demand warrants, a second covered picnic shelter and additional individual picnic sites west of Nelson Slough could be added to meet the increasing visitor use, provided such increases are within resource capabilities.

A new vehicular bridge farther downstream on Nelson Slough would be cooperatively developed with the state and city of Skagway to provide continued access to the beach area. A new parking area would be constructed south of the new bridge on the flats above the high tide line. Vehicular traffic fording through the slough and driving through the southern edge of the townsite area would be prohibited after the new bridge is completed.

The Park Service would work cooperatively with the state and city to continue to provide beach access. The tidal flats would be managed to protect the historic wharf pilings and other resources. The historic trail route from the wharf area through the townsite to the new Chilkoot Trailhead would be marked and re-established (about 7,000 feet) to meet accessibility standards as a new trail.

Some visitor facilities in the Dyea area are on the floodplain and subject to potential and occasional sheet flooding as well as a tidal wave. An emergency notification and evacuation plan for the

Dyea area park facilities will be prepared.

Since the park will not have any Dyea visitor activities scheduled in the winter, no Park Service road maintenance is planned for that time. The park, however, will work with adjoining year-round residents to explore other means of maintaining the road for access to their property in the winter.

Chilkoot Trail. An extension of the state MOU would be sought to include about five acres just north of the trailhead where the trail goes outside of the existing park boundary. At that location, due to terrain and river bluff constraints, it is impossible to relocate the trail within the park boundary. If an extension is not possible, then a minor boundary adjustment of five acres would be recommended near the trailhead so the present trail would be within the park boundary. Addition of this trail segment within the park would provide continued opportunities for public enjoyment related to the purposes of the park, would not pose any additional requirements on park staff, and could be accomplished within existing management strategies.

Historic trail segments would be marked. A new long-term hiker parking area would be added at the location of the relocated ranger station west of the Taiya River bridge.

NPS would build two new additional campsites or tent platforms at Finnegan's Point; at Canyon City replace the existing, state-owned log cabin, build a new pit/vault toilet, and erect a multi-lingual interpretive materials; and Sheep Camp replace the existing, state-owned log cabin, modify the two existing shelters for cooking and as a potential gathering and interpretive site, and erect a multi-lingual interpretive materials. New group campsites would be delineated at Canyon City and Sheep Camp to provide a separate site for group camping and to alleviate crowding, congestion, and minimize conflicts between individual site users and groups.

The existing NPS Incidental Business Permit program, which allows unlimited authorizations to provide commercial services, would be replaced by the Park Service Concession Permit program. A limited number of permits would be issued to replace Incidental Business Permit. Additional commercial services requested would be reviewed in conjunction with the state.

Limits may be placed on the number of backcountry permits issued during the peak visitor-use periods to protect cultural and natural resources. The Park Service intends to maintain our international rapport with Parks Canada by not inundating the

Canadian Chilkoot Historical Park with more people than can be adequately managed. During the remainder of the year, depending on the number of visitors, permits probably would not be limited.

White Pass. The historic trails from the Skagway River north to the Canada border would be inventoried, mapped, and marked with rebar or other appropriate material but not cleared. Although, no development in the unit is proposed at this time, the park may pursue additional future means of access into White Pass after the cultural and natural resources have been inventoried, documented, and potential impacts mitigated. The park would work cooperatively with the Forest Service to examine the possibility of developing the Brackett Wagon Road as a hiking trail.

Due to the amount of potentially perishable historic artifacts remaining in the area, no open fires would be permitted in the unit. Backcountry permits would be required and may be limited during the peak visitor use season. During the remainder of the year, depending on the number of visitors, permits probably would not be restricted.

Interpretation and Visitor Services

Skagway. As part of the ongoing historic restoration program, there would be increases in interpretive program offerings in response to the addition of new exhibit centers in the Moore House and the Goldberg Cigar Store. Other new interpretive programs would focus on Native American use of the area and the role of Native Americans, women, and other minorities during the gold rush.

Increased interpretation would add to visitors' understanding of, and appreciation for, the park and its resources. Other items that may be added are as follows:

- ☐ expanded visitor center season
- ☐ encouragement of other agency participation in training (city of Skagway, U.S. Forest Service, Alaska State Parks, British Columbia Parks, Parks Canada)
- ☐ added historic building restoration interpretation
- ☐ expanded outreach programs (local schools, Elderhostel, Canadian schools, Juneau and Haines, and so on)
- ☐ additional interpretive tours in the historic district
- ☐ development of interpretive demonstrations
- ☐ development of off-site interpretive exhibits
- ☐ development of an historic district interpretive loop trail

- ☐ development of park-specific publications and audio visual programs
- ☐ additional interpretation on the state ferry system and on cruise ships, where possible
- ☐ implementation of a plan to provide multi-lingual, audio-cassette tours of the Skagway Historic District
- ☐ opening an Alaska Natural History Association sales outlet

Visitor center operation hours would increase, as would interagency training and cooperation. Site bulletins would be developed for each of the restored buildings. An audio-cassette tour would be developed for the historic district. An Alaska Natural History Association outlet would provide services and information concerning natural and cultural history items for the park, southeast Alaska, and the rest of the state. An archaeological sites education/protection program would be developed as part of the park's outreach program.

Dyea. The interpretive overlook/parking area south of the campground would be upgraded in cooperation with the state. An interpretive education facility would be created for overnight use north of the Nelson Slough Road. The site would provide a parking area for at least one bus and for day-use staging for environmental and cultural education purposes. Under this alternative, the interpretive education facility would include at least one enclosed classroom, cooking facilities, and overnight accommodations. Approximately one acre would be disturbed.

Chilkoot Trail. Historic segments of the trail would be marked. Site bulletins for all camping areas would be developed to better inform the user about the historic use and significance of each site. A brochure explaining the archaeological importance of the trail would be developed. Interpretive programs explaining the archaeological, historical, and natural history changes of the trail would be developed and given at Sheep Camp. A bridge across the Taiya River would be built near Sheep Camp for park led interpretive programs.

White Pass. Additional interpretive programs about the unit would be given in Skagway, and a site bulletin for the unit would be completed.

PARK OPERATIONS UNDER ALASKA ALTERNATIVE D

Skagway

The present staff of permanent and approximately 20⁺ seasonal employees would be increased by nine permanent staff positions (park ranger, archaeologist, historian, interpreter, cultural resource

Chapter 2 - Description of the Alternatives

specialist, natural resource specialist, carpenter, mechanic, and custodian). These positions would be added to provide additional visitor services, resource protection, ranger activities, and increased maintenance coverage.

With an increase in staff, employee housing needs would be evaluated. If housing is to be provided by the park, these needs would be met through purchase, lease, and/or construction. Additional housing could be added to the administrative site or another suitable location in town.

Dyea

An additional house would be acquired (leased, rented, or purchased) or built on property already

owned by the federal government for employee housing. All inholding and park boundaries in the Dyea area and along the Chilkoot Trail would be surveyed and marked for easier recognition by the public, private land owners, and park staff.

White Pass

The park unit boundary would be surveyed and marked for easier identification in the field by the public and park staff.

Estimated costs under this alternative are \$5.46 million for development and \$1.87 million for annual staff and operating expenses.

FIGURE 2.7 ALTERNATIVE D ALASKA STAFFING

Administrative	Resource Management & Interpretation	Maintenance	Total Staff
5	13 + seasonals (6 new)	10 + seasonals (3 new)	28 + seasonals

THERE IS NO ALTERNATIVE D FOR SEATTLE.

FIGURE 2.8 SUMMARY OF ALASKA ALTERNATIVES

TOPIC	ALTERNATIVE A EXISTING SITUATION	ALTERNATIVE B MINIMAL CHANGE	ALTERNATIVE C PROPOSED ACTION	ALTERNATIVE D SUBSTANTIAL CHANGE
BUILDING RESTORATION & PRESERVATION	Historic building restoration program continues.	Same as ALT. A & consider historic properties that relate to park themes & purposes for acquisition & restoration-preservation as they become available on a willing seller/willing buyer basis.	Same as ALT. B & consider facade & conservation easements.	Same as ALT. C
HISTORIC RESTORATION CENTER	Center not established; provide limited technical assistance to local-private restoration efforts.	Same as ALT. A	Establish a Historic Restoration Center where specialized skills and equipment are available to other parks, National Historic Landmarks, and local & private restoration efforts on a cost recoverable basis.	Same as ALT. C
KLONDIKE HISTORY RESOURCE CENTER	Not established.	Not established.	Establish a Klondike History Resource Center with multi-agency opportunities for research, education, and interpretation; examine opportunity to combine with museum.	Same as ALT. C
HISTORIC PRESERVATION	Historic features (ruins) are documented.	Historic features (ruins) are documented & monitored.	Develop with the city a voluntary cooperative advanced excavation notice system. Preserve selected ruins such as the wharf pilings, false front, Matthews cabins, standing tram towers, etc.	Same as ALT. C
NPS VACANT LOTS ON BROADWAY	Three vacant lots continue to be used for interpretation, rest area, parking, and open space.	Same as ALT. A	The three NPS vacant lots on Broadway would continue to be used for interpretation, rest areas, and open space; new interpretive exhibits may be appropriate in some instances; & other potential uses may be appropriate and would be determined on an as needed basis.	The three vacant lots on Broadway would continue to be used for interpretation, rest area, and open space. The existing uses, as well as other uses, would be considered during the life of the plan. Other potential uses may be appropriate and would be determined on an as needed basis.

TOPIC	ALTERNATIVE A EXISTING SITUATION	ALTERNATIVE B MINIMAL CHANGE	ALTERNATIVE C PROPOSED ACTION	ALTERNATIVE D SUBSTANTIAL CHANGE
CURATORIAL SERVICES	Curatorial storage at Park Office and Mascot Saloon almost filled.	Slightly expand curatorial storage to meet growing needs; curatorial research remains an internal function; explore coordination w/city museum.	Implement ALT. B & develop w/city a cooperative voluntary advance excavation notification system; replace wharf pilings; preserve & interpret <i>in situ</i> selected artifacts, features, or ruins.	Same as ALT. C
RESOURCE MANAGEMENT	Integrated resource (cultural and natural) management programs as addressed in the Resources Management Plan would continue to be implemented subject to available funding.	Same as ALT. A	Develop long-term, integrated resource management programs that proactively address resource issues & impacts; pursue additional inter-agency partnerships; actively pursue increased funding for resource protection.	Same as ALT. C
TAIYA RIVER EROSION	The Taiya River continues eroding the center of the Dyea townsite; recover artifacts as necessary; continue to monitor erosion.	Same as ALT. A & develop & implement studies of area(s) most likely to be lost based on archaeological & hydrological studies.	Same as ALT. B	Develop and implement plan to prevent additional loss of cultural resources from Taiya River erosion; actively pursue funding to prevent loss of Dyea historic townsite.
INTERPRETIVE PROGRAMS & FACILITIES	Interpretive programs reflect park themes & recommendations of Interpretive Prospectus using existing facilities; providing interpretive education as requested.	Slightly expand interpretive programs & facilities to meet some increased demand; add Native American programs; construct visitor contact/ranger station (see Dyea visitor contact station & ranger station topics).	Same as ALT. B & continue to improve Dyea area interpretation; encourage visitor use during the off-season; expand interpretive & outreach programs; develop audio cassette tour of historic district.	Implement ALT. C & expand interpretive & outreach programs.
DYEA VISITOR CONTACT STATION	Remains at Dyea campground area on state land.	Relocate within park boundary near Dyea walk-in campground.	Construct Dyea visitor contact kiosk at park entrance at Dyea Overlook.	Same as ALT. C
DYEA RANGER STATION	Remains at Dyea campground area on state land.	Relocate within park boundary near Dyea walk-in campground.	If necessary, relocate Ranger Station for best management of the trailhead & remove from existing location.	Same as ALT. C
DYEA CAMPGROUND	Existing 22 vehicular site campground remains the same.	Modify existing campground for additional walk-in use; move all campsites within park boundary; build trail from campground to trailhead.	Same as ALT. B & upgrade roads & individual sites.	Same as ALT. C & add potential future walk-in campground west of Taiya River bridge.

Chapter 2 - Description of the Alternatives

TOPIC	ALTERNATIVE A EXISTING SITUATION	ALTERNATIVE B MINIMAL CHANGE	ALTERNATIVE C PROPOSED ACTION	ALTERNATIVE D SUBSTANTIAL CHANGE
DYEA ROADS AND PARKING AREAS	West Branch Taiya River (Nelson Slough) roads (1.5 miles), Slide Cemetery access road, & 5 parking areas remain; upgrade Dyea overlook in cooperation w/state; continue cooperative efforts with city, state and Forest Service (bridge program) to provide beach access.	Same as ALT. A & manage area to protect pilings & other resources; improve parking area along west edge of Nelson Slough; build handicapped accessible foot bridge to Dyea townsite; raise existing 1-lane road with gravel & add pullouts.	Implement ALT. B & manage area to protect pilings & other resources; relocate & widen Nelson Slough Road to two gravel lanes to Slide Cemetery & then one lane gravel with pull-outs to the west of the townsite; reconstruct Slide Cemetery parking area; construct parking area along west edge of Nelson Slough near Pullen Barn-pedestrian bridge.	Same as ALT. C, except road improvements would be two lane gravel from Taiya River bridge to the Pullen Barn area, then 1-lane gravel road to the Dyea flats parking area.
DYEA PICNIC AREAS	Picnic areas located in Dyea townsite & next to Chilkoot Trailhead parking area remain.	Remove & replace Dyea townsite picnic area with at least six individual picnic sites & one covered group site (including shelter), located west of Nelson Slough; move trailhead picnic area onto federal land.	Implement ALT. B &, as demand warrants, add at least 4 additional picnic sites (10 total) west of Nelson Slough.	Same as ALT. C &, as demand warrants and as resources allow, add second covered picnic shelter and additional picnic sites.
DYEA TOWNSITE	Natural processes are reclaiming historic townsite & continue to be monitored; artifacts recovered as necessary.	Same as ALT. A	Clear & sign selected townsite streets (path width only) & building ruins; construct physically challenged accessible trail on historic route through townsite between northern edge of remnant wharf pilings & Taiya River bridge.	Same as ALT. C, but all townsite streets & selected ruins cleared and/or signed.
MOBILITY IMPAIRED ACCESSIBLE FACILITIES	First floor of restored buildings in Skagway only.	Replace picnic sites; 10% of new walk-in campground; Dyea footbridge; ranger (visitor contact) station.	Dyea: new picnic sites; 10% of campground; footbridge; ranger (visitor contact) station; and wharf piling to Dyea bridge trail. Skagway: Klondike History Resource Center.	Dyea: new picnic sites; 10% of new walk-in campground; footbridge; ranger (visitor contact) station; and wharf piling to Dyea bridge trail. Skagway: Klondike History Resource Center & Historic Restoration Center.

TOPIC	ALTERNATIVE A EXISTING SITUATION	ALTERNATIVE B MINIMAL CHANGE	ALTERNATIVE C PROPOSED ACTION	ALTERNATIVE D SUBSTANTIAL CHANGE
DYEA AREA BOUNDARY CHANGES	Two boundary areas were examined in the Dyea area: one along the lower Chilkoot Trail and one in the vicinity of the existing campground - no recommendation	Same as ALT. A	Same as ALT. A	Propose boundary change to include lower Chilkoot Trail, walk-in campground, and entrance area to the park.
CHILKOOT TRAIL	16.5-mile trail to Canada border; two existing deteriorating log cabins at Canyon City & Sheep Camp; 4 shelters at Finnegan's Point, Pleasant Camp, and Sheep Camp; continue backcountry registration program; continue archaeological surveys & mapping.	Same as ALT. A & complete artifact collection & protection plan for Sheep Camp in cooperation w/state & city; mark historic trail segments where they intersect with present recreation trail.	Implement ALT. B & mark trail segments where it intersects the recreation trail, add tri-lingual signs, add new or delineate camping sites along trail, work cooperatively with others to develop backcountry management plan; complete artifact collection & protection plan for entire trail.	Implement ALT. C & clear selected Chilkoot Trail vistas; intensive archaeological and historic inventories completed for all camp areas.
CHILKOOT TRAILHEAD FACILITIES	Toilet at Chilkoot trailhead; constructing toilet at trailhead parking area near campground.	Rehabilitate & delineate trailhead parking on east side of Taiya River bridge for day-use.	Construct parking at visitor contact - ranger station & rehabilitate day-use parking on east side of bridge.	Same as ALT. C
ALTERNATIVE TRAILS	Unimproved Lost Lake trailhead near Dyea.	Same as ALT. A	Same as ALT. A	Same as ALT. A
WHITE PASS UNIT	Railway provides access to & through the unit; no developed facilities exist; unit partially visible from Klondike Highway; continue unit archaeology surveys & mapping subject to available funding.	Same as ALT. A	Archaeological inventory, surveying, & mapping to be completed; historic route mapped & marked (rebar), but not cleared; seek conservation easement for Brackett Wagon Road with U.S. Forest Service; no open fires permitted; backcountry permits required; develop unit interpretive bulletin & program for use in Skagway; no development proposed, but maybe pursued after all resource surveys done & potential impacts mitigated.	Same as ALT. C
SURVEYING & MARKING PARK BOUNDARY	Not Done.	Dyea area only showing exterior boundary, state, federal, & small tracts.	Implement ALT. B & add rest of Chilkoot Trail.	Implement ALT. C & add White Pass.

Chapter 2 - Description of the Alternatives

TOPIC	ALTERNATIVE A EXISTING SITUATION	ALTERNATIVE B MINIMAL CHANGE	ALTERNATIVE C PROPOSED ACTION	ALTERNATIVE D SUBSTANTIAL CHANGE
STAFFING	19 permanent + 20 seasonals	23 permanent+ 20+ seasonals	26 permanent + 20+ seasonals	28 permanent + 20+ seasonals
DEVELOPMENT COSTS	\$760,000	\$2,137,000	\$4,774,000	\$5,460,000
ANNUAL OPERATING COSTS	\$1,441,000	\$1,628,000	\$1,788,000	\$1,877,000

FIGURE 2.9 CHILKOOT TRAIL AND DYEA DCP SUMMARY OF ALTERNATIVES

Improvements to:	Alternative A No Change	Alternative B	Alternative C	Alternative D
CHILKOOT TRAIL				
TRAILS				
Self-guided	Yes	Yes	Yes	Yes
Interpretive	No	No	Yes	Yes
Re-alignment	No	Minimal as needed	Minimal as needed	Minimal as needed
CAMPING				
FINNEGAN'S POINT				
Camping plan	No	No	Yes	Yes
Tentsites or platforms	5	5	7	10
Warming shelter - canvas	1	1	1	1
Food storage system	Yes	Yes	Yes	Yes
Surface water	Yes	Yes	Yes	Yes
Dishwater drain	No	No	Yes	Yes
Pit toilets	1	1	1	1
CANYON CITY				
Camping plan	No	Yes	Yes	Yes
Tentsites or platforms	22	22	22	22
Warming shelter - log	Yes	Maintain	Replace	Replace
Food storage system	Yes	Yes	Yes	Yes
Surface water	Yes	Yes	Yes	Yes
Dishwater drain	No	No	Yes	Yes
Pit toilets	Yes	Yes	Yes	Yes
Group Camp Site	No	No	Yes	Yes
PLEASANT CAMP				
Camping plan	No	No	Yes	Yes
Tentsites or platforms	10	10	10	10
Warming shelter - canvas	1	1	1	1
Food storage system	Yes	Yes	Yes	Yes
Surface water	Yes	Yes	Yes	Yes
Dishwater drain	No	No	Yes	Yes
Pit toilets	1	1	1	1
SHEEP CAMP				
Camping plan	No	Yes	Yes	Yes
Tentsites or platforms	39	39	39	39
Warming shelter - log	1	Maintain	Replace	Replace
Warming shelter - canvas	2	2	2	2
Food storage system	Yes	Yes	Yes	Yes
Surface water	Yes	Yes	Yes	Yes

Chapter 2 - Description of the Alternatives

Improvements to:	Alternative A No Change	Alternative B	Alternative C	Alternative D
Dish water drain	No	No	No	2
Pit toilets	4	4	4	4
Group Camp Site	No	No	Yes	Yes
Ranger residence	1	1	1	1
Ranger contact station	No	No	1	1
Interpretive facility (in log shelter at townsite)	No	No	Yes	Yes
New Taiya River bridge	No	No	No	1
OTHER FEATURES				
Warming shelters: canvas Maintain	4	4	4	4
Log shelters: Maintain Replace	2	2	2	2
Tri-lingual interpretive media	No	Yes	Yes	Yes
Safety cache at Scales	No	Yes	Yes	Yes
Backcountry permits required	Yes	Yes	Yes	Yes
Day-use permits for lower trail use	Yes	Yes	Yes	Yes

Chapter 2 - Description of the Alternatives

Improvements to:	Alternative A No Change	Alternative B	Alternative C	Alternative D
DYEA DCP				
NELSON SLOUGH ROAD				
Base on existing alignment	1 lane, dirt	1 lane, gravel w/pullouts	No	No
Widen & partially relocate	No	No	One & two lane gravel	Two lane gravel
New access to Dyea flats	New gravel road	New gravel road	New gravel road	New gravel road
Bridge/culvert access to Dyea flats	Yes - new 1 lane	Yes - new 1 lane	Yes - new 1 lane	Yes - new 1 lane
PARKING AREAS				
Dyea overlook area	Remains dirt	Yes - gravel	Yes - gravel	Yes - gravel
Chilkoot Trail parking at campground	Remains same	Move within park boundary	If necessary, relocate closer to trailhead	If necessary, relocate closer to trailhead
Chilkoot trailhead	Remains same	Construct & delineate up to 6 gravel spaces day use only	Construct & delineate up to 6 gravel spaces day use only	Construct & delineate up to 6 gravel spaces day use only
Ranger station	Remains same	Move within park boundary	If necessary, move for best trailhead management	If necessary, move for best trailhead management
Slide Cemetery	Gravel pad remains same	Rehab & delineate gravel pad	Rehab & delineate gravel pad	Rehab & delineate gravel pad
Pullen Barn-pedestrian bridge area	Informal dirt	Construct & delineate gravel pad	Construct & delineate gravel pad	Construct & delineate gravel pad
Dyea flats	New gravel pad above high tide	New gravel pad above high tide	New gravel pad above high tide	New gravel pad above high tide
EXISTING CAMPGROUND AREA				
Enhance existing vehicle campground with additional walk-in sites	No change	Yes	Yes	Yes
Move within park boundary	No, remains in same location	Yes	Yes	Remains in same location due to boundary change
Picnic area	Same location	Move within park boundary	Move within park boundary	Same location
Ranger station	Remains same	Move within park boundary	If necessary, move for mgt of trailhead	Move west of Taiya bridge
Water system	Surface	Surface	Surface	Surface
TRAILS				
New mobility impaired accessible (from campground to trailhead)	None	2,100'	2,100'	2,100'
New mobility impaired trail (Old Wharf area to Chilkoot Trailhead)	None	None	7,000'	7,000'

Chapter 2 - Description of the Alternatives

Improvements to:	Alternative A No Change	Alternative B	Alternative C	Alternative D
OTHER ACTIONS / FACILITIES				
Construct unmanned entry kiosk near Dyea overlook	None	None	Yes	Yes
Boundary change (north edge of Saintly Hill & campground)	None	None	None	Yes
Monitor Taiya River by park staff	Yes	Yes, include hydrological study & recover artifacts as necessary	Yes, include hydrological study & recover artifacts as necessary	Yes & implement plan to prevent additional loss
Taiya River study by hydrologist	None	None	Yes	Yes
Townsite picnic sites	Remain in southern townsite	Move west of slough ≥ 6	Move west of slough ≥ 10	Move west of slough 10+
Covered picnic shelter	None	One	One	Two
Outdoor visitor orientation structure	None	Near pedestrian bridge - Pullen Barn area	Near Pedestrian bridge - Pullen Barn area	Near pedestrian bridge - Pullen Barn area

FIGURE 2.10 SUMMARY OF SEATTLE ALTERNATIVES

TOPIC	ALTERNATIVE A (EXISTING SITUATION)	ALTERNATIVE B (MINIMAL CHANGE)	ALTERNATIVE C (PROPOSED ACTION)
PARK FACILITIES	Park would remain at current location with existing facilities in leased space (7,540 ft ²).	Long-term goal: Park would acquire building for permanent location in Pioneer Square Historic District. Short-term goal, park would lease an additional 2,760 ft ² at current location. (10,300 ft ² total)	Permanent location would be established in Pioneer Square Historic District by acquiring at least 10,300 ft ² in historic building. Interpretive exhibits added to other locations in Pioneer Square.
INTERPRETATION/ VISITOR USE	Interpretive focus using present exhibits would continue; accessibility would be improved; NPS-conducted walking tours of the Historic District would continue during the summer.	Interpretive focus would include more on Seattle history and context of gold rush within contiguous U.S.; some exhibits would highlight cultural diversity; all exhibits would be physically challenged accessible; curriculum-based heritage education program would be established; wayside exhibits would be installed in the Historic District; walking tours would be expanded; Washington Street Landing and other waterfront locations.	Interpretive focus would be comprehensive: from pre-gold rush era to the Klondike legacy; new exhibit area would be constructed; exhibit topics would be changed periodically; Pioneer Square wayside plan would be implemented; walking tours would be extensive throughout the Historic District; full education program would be offered; Washington Street Landing and other waterfront locations.
CULTURAL RESOURCE PROTECTION/ MANAGEMENT	Curatorial storage would be maintained in its current location.	Historic collections would be moved to the mezzanine level for climate-controlled storage; collection management plan would be updated; park historian/curator would be added to staff.	Small research center would be established; historic collections would be protected in climate-controlled storage; park historian/curator would be added to staff.
COOPERATION/ COORDINATION	Contact with Skagway Unit would be maintained via telephone and written communication; contact with Canada areas would be as needed and as funding permits.	Contact with Skagway Unit would be expanded, offering opportunities for information sharing and cross-training; contact with Canada areas as needed; Friends group would be organized; Seattle Unit would have major role in coordinating the Klondike Gold Rush Centennial.	Seattle Unit staff would visit Alaska annually to meet with Skagway/Canada staff and conduct research; formal agreements would be sought with local universities to conduct research on suitable park themes; Friends group would be organized; Seattle Unit would have major role in coordinating the Klondike Gold Rush Centennial; staff would cooperate with city and Port of Seattle and Maritime Museum to promote inclusion of gold rush history in the maritime history of the region.
STAFFING	8 permanent	11 permanent	14 permanent
DEVELOPMENT COSTS	\$0	\$297,000	\$297,000
ANNUAL OPERATING COSTS	\$473,000	\$607,000	\$742,000



REGIONAL SETTING

The following two sections for Alaska and Seattle describe the regional land use, economy, access and transportation systems, visitor and tourism facilities and attractions, cultural resources, and other public and private infrastructures that may affect park and visitor use.

ALASKA

Access

The park is accessible by sea, land, and air. Skagway is the northernmost stop on the Alaska Marine Highway, which connects park areas with other communities in Southeast Alaska, British Columbia, and as far south as Bellingham, Washington. The Klondike Highway from Skagway extends 99 miles north and connects with the Alaska Highway 13 miles south of Whitehorse, Yukon. Travellers can reach the park from virtually any location in North America via the Alaska Highway. Several air carriers serve Skagway, providing scheduled service to Juneau. In Juneau, travelers can board major airlines to go south to Seattle or north to Anchorage or Whitehorse.

Climate

Skagway is located at the 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 Southeast Alaska, it is relatively dry. The precipitation at Skagway is approximately 28 inches per year, compared to 83 inches at Juneau.

Temperature variations, both daily and seasonally, are confined to relatively narrow limits. The difference between daily maximum and minimum temperature readings averages about 14° Fahrenheit during all months of the year. The coldest month is January, with a mean temperature of 21° Fahrenheit. July is the warmest month, with a mean temperature of 58° degrees. The absolute minimum recorded at Skagway was -24° Fahrenheit in February 1947. An absolute maximum of 92° Fahrenheit was recorded in July 1899 and August 1923. The average length of the frost-free season is 180 days, extending generally from about the first of May to the end of October (National Weather Service, 1994).

Strong winds may occur in any season, but they are common in winter. A northerly wind generally prevails from November to March and a southerly one from March to November.

The mountains surrounding Skagway and Dyea are

covered by deep snow in the winter, but most of the snow melts during the summer, except above the 4,500-foot level where perennial ice fields can remain. Avalanches occur mostly during the middle and late spring and primarily affect the steeper mountainous areas. Climate conditions in the mountains are sub-arctic extreme, with temperatures varying from more than 80 degrees Fahrenheit in summer to -50 degrees Fahrenheit in winter. Total precipitation is around 30 inches, including more than 200 inches of snow per year.

Landownership

The park is surrounded by city of Skagway, state, and federally administered land. Much of the land surrounding the Chilkoot Trail unit of the park is state owned, with a small tract near the U.S./Canada border in the upper Taiya River valley administered by the Bureau of Land Management (BLM). Most of the lower Taiya River valley is state owned along with several private parcels in the Dyea area. The White Pass unit of the park is bordered by the Tongass National Forest on the south and east. West of the White Pass Fork of the Skagway River is state land. Both units abut Canada on the north. The Chilkoot Trail extends into Canada's Chilkoot Trail National Historic site in British Columbia.

The White Pass and Yukon Route Railroad shops and switch yard span the Skagway valley north of town. West of the Skagway River ownerships are a mix of private and state. The north end of the Lynn Canal forms the southern boundary of all coastal areas.

Land Uses

A majority of the land surrounding the park is covered with snow and ice most of the year, and extremely rugged which tends to naturally limit use. Little economically harvestable timber and no mineral resources are known within areas near the park. Agricultural use of land is limited, and minimal tillable land is available in the river valleys adjacent to Skagway.

Public recreation is the primary use of USFS, BLM, and state land adjacent to the park. The USFS plans to increase the level of recreational activity in the area by improving trails and building additional recreational use cabins in the upper Lynn Canal.

Population

Population centers within the park's area of influence in Alaska, in addition to Skagway, are

Juneau and Haines, and in Canada's Yukon Territory are Whitehorse and Carcross. Whitehorse shows the most significant population changes in the past 10 years as it has 65% of the total Yukon Territory population.

The nearest community is Haines, Alaska, population 1,195, which is only 17 air miles from Skagway but 360 road miles due to the Coast Mountains and precipitous mountain slopes above Taiya Inlet that separate the two towns.

The following table compares census figures and shows recent trends for Skagway and nearby communities:

FIGURE 3.1 - ALASKA AND YUKON TERRITORY REGIONAL POPULATIONS

Community	1980	1985	1990	Trend (85-90)
Skagway	800	700	754	+8%
Haines	1,366	1,094	1,195	+9%
Juneau	22,105	27,500	24,267	-12%
Whitehorse	14,814*	17,265	22,249	+28%

*1981 census

Economy

Skagway is a small community, making it difficult to analyze long-term economic trends because the periods of increased and decreased population have been very pronounced and have occurred infrequently. The major economic impacts on Skagway have been the gold rush and construction of the railroad from 1897 to 1900, World War II military operation of the railroad and docks from 1942 to 1946, the opening of the Cyprus Anvil Mine in the Yukon in the 1960s and transshipment through Skagway's ore facility at various times from 1969 through the early 1990s, construction of the trans Alaska oil pipeline from 1974 to 1977, and development of the tourism economy, 1980 to present. The closing of the railroad in 1982 had major negative affect on the local economy.

When the gold rush boom ended, Skagway became a "de facto" company town with the economy dependent upon the prosperity of the White Pass and Yukon Route Railroad. The railroad, from 1900 to the early 1980s was the primary economic thread that held the community together. The railroad suspended operations in the fall of 1982, and many families left town to pursue work with other rail companies, or to escape the tough economic times that befell Skagway.

Around the same time the railroad suspended operations, the Park Service began to rebuild some

of the historic buildings downtown, the city paved most of the streets, and some private property owners renovated their downtown stores to attract more tourists. The downtown development evoked more interest in Skagway, attracting cruise ships, which began arriving in increasing numbers. In 1978 the Klondike Highway was completed, and Skagway was accessible by road from the Alaska Highway south of Whitehorse, Yukon Territory.

Skagway now supports an annual \$33-million tourism economy. With the historic atmosphere and the railroad as primary attractions, visitation continues to grow, making tourism, although highly seasonal, the focal point of the local economy. Efforts by the City Council to diversify the economy by promoting the port of Skagway for shipments of goods have been somewhat successful.

Skagway's economy is influenced by Juneau, Alaska, and Whitehorse, Yukon Territory. Both serve as regional trade centers with more amenities than would usually be attributed to cities of similar size. Juneau and Whitehorse are also the seats of government for their political units, and government is a major economic influence on the communities. The economy of Haines is dependent upon tourism, fishing, and timber.

Cultural Resources

The northern Lynn Canal was the ancestral territory of the Tlingits before the discovery of gold in the Klondike in 1896. The Tlingits were the northernmost group of maritime adapted people who occupied the coastal zones of the Pacific Northwest from the central Washington coast to Yakutat Bay in Southeast Alaska. Their territory included all of the offshore islands and adjacent mainland from the village of Metlakatla in Southeast Alaska to a point just south of Kayak Island in the northern Gulf of Alaska.

The area surrounding the present park boundaries lay within the territorial boundaries of the Chilkat and Chilkoot subdivisions of the Tlingits. They were regarded as the most powerful of all the Tlingit people. The Chilkats occupied the land west of the ridge line of the Chilkat Peninsula. The Chilkoots occupied land east of the ridge, including the Dyea and Skagway valleys. Before contact with whites, they maintained a sophisticated and complex trading network with inland tribes. Using the Chilkoot and Chilkat trails, they visited inland Native villages on a regular basis. A variety of goods flowed over those trails. Inland went eulachon oil, wooden boxes, dried clams, seaweed, and other marine products. In exchange came ground-squirrel robes, tanned moose and caribou hides, and the lichen

dyes and goat wool needed for Chilkat blankets.

Early European explorers returned with reports about the ferocious nature of these people. Because of their reputation, few outsiders ventured into the territory of the Chilkat and Chilkoot. Remarkably, however, at least one prospector, George Holt, slipped past the Tlingits and over the Chilkoot in 1874 or 1875. He returned to Sitka by the same route with some "coarse gold" from the Yukon River drainage. This awakened local miners to the possibilities of the region, and they applied pressure on the government to open up the territory. Captain Lester A. Beardslee, de-facto governor of Alaska, was able to take advantage of intra-clan warfare and persuade the northern Tlingits to give miners safe passage over the Chilkoot Pass in return for enforcing peace in the area. In the spring of 1880, the first party of white prospectors headed over the pass with the Tlingits as their guides and packers.

When the news of the gold strike in the Klondike first reached the outside world, most stampedeers made plans for travel to the Yukon interior over the Chilkoot Pass. Dyea, at the head of the Chilkoot Trail, quickly grew from a small Native village of a few hundred inhabitants to a bustling town of around 8,000 to 10,000. Skagway, at the head of the newly constructed White Pass Trail, soon began attracting the majority of stampedeers. Skagway also grew rapidly from a small homestead to a city of around 10,000. The construction of the railroad over the White Pass spelled the doom for Dyea and commercial use of the Chilkoot Trail. The gold rush was over almost as quickly as it had begun, and Dyea soon disappeared. Skagway's population quickly declined as well, but it stabilized around 800 because of the existence of the railroad. Until the construction of Alaska Highway in the early 1940s and the South Klondike Highway in the late 1970s, the White Pass & Yukon Route Railroad served as the main transportation link between the Yukon Territory and the outside world. Although the railroad operations are now limited to summer-only tourist excursions, Skagway continues to be an intermediary center of trade and transshipment for the Canadian north.

Visitor Facilities and Services

Skagway, Alaska. The city of Skagway operates the "Trail of '98 Museum" in the city-owned historic Arctic Brotherhood (AB) Hall, the local library, two RV parks, picnic area, and provides several brochures including a self-guided walking tour of Skagway and a hiking brochure describing nearby trails. The White Pass & Yukon Route Railway operates a tourist excursion train mid-May till late September with Summit turnaround and

connecting service to the Klondike Highway at Fraser, British Columbia. A number of helicopter and fixed-wing tours are available in Skagway. Cruise ships, the Alaska Marine Highway, and motorcoaches also serve Skagway. A variety of tour companies provide van/bus tours to and through town and to Dyea, as well as kayak, horse, bike, hike, and raft trips. Boat tours to the Burro Creek salmon hatchery, a water taxi between Haines and Skagway, and fishing charters vary each year. The Skagway Gold Rush Cemetery and the Dyea Slide Cemetery are popular points of interest. The U. S. Forest Service, Juneau Ranger District, has seasonally operated a visitor services office and programs in Skagway in the past and is considering a joint trails-cabin information center with the NPS in the future. The Forest Service maintains rental recreation cabins at Denver and Laughton Glaciers and at the Laughton Glacier trailhead. Additional recreation cabin opportunities are in the planning stages.

Haines, Alaska. The city and borough of Haines are 10 minutes by small plane, one hour by Alaska Marine Highway ferry, or eight hours by road from Skagway. The Chilkat Center for the Performing Arts is located in a refurbished cannery building. The building serves as a theater, radio studio for KHNS public radio, and stages the Chilkat Dancers Tlingit ceremonial dances mid-May to early September.

The Sheldon Museum and Cultural Center is also located in Haines and is operated by the Chilkat Valley Historical Society. Collections and exhibits emphasize Tlingit Indian Culture, pioneer history, military history (Ft. William H. Seward was the first "permanent" army post in Alaska), and the area's natural history.

The Southeast Alaska State Fairgrounds are located off the Haines Highway just west of town. The annual state fair for the communities of Southeast Alaska is held the third weekend in August.

The Alaska Chilkat Bald Eagle Preserve/Eagle Council Grounds is located 10 miles north of Haines on the Haines Highway. The 49,000-acre state preserve was established to protect the habitat of more than 3,000 bald eagles, which gather there each October through January.

The Chilkat State Park is located seven miles south of town. Additional facilities for Chilkat State Park are located at Chilkoot Lake State Recreation Site, 10 miles north of town; Portage Cove, one mile south of Haines; and Mosquito Lake State Recreation Site, Mile 27 of the Haines Highway. The number of visitors to area state park facilities has grown by a little more than five percent per year since 1991, reaching almost 105,500 visitors

in calendar year 1995.

Juneau, Alaska. Juneau, the state capital, is located 90 air miles south of Skagway. The Alaska State Museum has Indian, Eskimo, Athabascan, and Aleut cultural displays; wildlife and mining exhibits; Russian-American historical items and art; and a small gift shop.

Juneau also offers the Alaska State Historical Library, Juneau-Douglas City museum with displays on the history of the capital city. It also offers the House of Wickersham, an historic home once owned by Judge James Wickersham, an Alaskan statesman, historian, and pioneering federal judge.

The Mendenhall Glacier Visitor Center is located 13 miles north of Juneau. This U.S. Forest Service facility located in view of the Mendenhall Glacier has exhibits, audiovisual programs, and guided nature programs in the summer. The U.S. Forest Service Information Center (in Centennial hall) is located in downtown Juneau. The center provides information, maps, brochures, audiovisual programs, exhibits, guest lectures, cultural demonstrations, and a place to make reservations for rental of U.S. Forest Service cabins on the Tongass National Forest.

Within an hour's flight of Juneau are two other national parks. Glacier Bay National Park and Preserve is a 20-minute flight west of town, while Sitka National Historical Park is an hour's flight to the south. Both are popular cruise ship stops.

Fraser, British Columbia. Fraser is 23 miles north of Skagway on the Klondike Highway and is the port of entry to Canada. Canada Customs and Immigration provide a 24-hour operation during the summer months (May to October) and a reduced schedule the rest of the year. The Yukon Territorial Government has a highway maintenance facility at Fraser. The White Pass & Yukon Route Railroad transfer their through-service passengers from motorcoaches to railroad parlor cars and vice versa at Fraser for trips between Skagway and Whitehorse.

Bennett, British Columbia. Bennett is 33 miles north of Dyea via the Chilkoot Trail (40.6 miles from Skagway via railroad). The White Pass and Yukon Route Railroad operated a depot and restaurant there until 1982 when the railroad suspended operations. The station has remained virtually unused since 1982. Rail service between Fraser and Bennett resumed in 1989, but was again terminated in September 1995. The future of rail service to Bennett and the railroad station is uncertain.

Carcross, Yukon Territory. Carcross is located

67 miles north of Skagway along the Klondike Highway at the outlet of Bennett Lake. The Royal Canadian Mounted Police have an office here to provide law enforcement and protection functions in the Yukon and northern British Columbia. The Carcross Visitor Reception Centre, operated by the Yukon Territorial Government in the White Pass & Yukon Route Railway Station, is open from mid-May to late September. The Museum of Yukon Natural History Inc. and the Frontierland Theme Park are two miles north of Carcross.

Atlin, British Columbia. The 55-mile Atlin Road connects Atlin to the Alaska Highway near Jakes Corner, Yukon Territory. The 34-mile Tagish Road connects to the Klondike Highway at Carcross. Atlin's 1902 schoolhouse opened as a museum in 1972 and displays the town's gold rush and Tlingit history. A former hospital building is the Atlin headquarters of the Glaciologic and Arctic Sciences Institute. Scientists and students use this as a base for studies on the Juneau ice fields. The *M.V. Tarahne*, built over the winter of 1916-17, is undergoing restoration and is open for tours in the summer. The Atlin Provincial Park entrance is four miles south of town.

Whitehorse, Yukon Territory. Whitehorse is 110 miles north of Skagway via the Klondike and Alaska Highways and has variety of points of interest and research opportunities. These include the Yukon Archives located at Yukon College; the MacBride Museum exhibiting a variety of themes about Yukon heritage, including prehistoric mammals, Native cultures, gold rush, Alaska Highway construction, historic photography of Yukon people, and wildlife; and the *S.S. Klondike*, a restored sternwheeler, open to the public mid-May till late September. The *S.S. Klondike* is a one of the Yukon National Historic Sites managed by Parks Canada. Miles Canyon is scenic attraction. Before a hydroelectric dam backed up water into the canyon, this part of the Yukon River had hazardous rapids famous during the gold rush. An overlook and hiking/ski trails are associated with Miles Canyon. The Yukon Territorial Government operates visitor reception centers on the Alaska Highway and in downtown Whitehorse mid-May until late September. The Yukon Transportation Museum is also located in Whitehorse.

Dawson City, Yukon Territory. Dawson City is located 450 miles north of Skagway via the Klondike Highway. The Klondike National Historic Sites include the Bear Creek Gold Dredge Support Camp, Ft. Herchmer Tour, Harrington's Store, Gold Dredge #4, Palace Grand Theater, 1901 Post Office, Robert Service Cabin, Steamer Keno, and offer tours of Dawson's historic, commercial, and residential buildings. The

Dawson City Museum & Historical Society has displays covering the gold rush era, the paleontological history, and the culture and artifacts of the local First Nations people. There is a display of gold rush era trains in a separate, covered building. The discovery creeks of Bonanza, Gold Bottom, and Hunker, the beginning point for the Klondike Gold Rush, are important points of interest in the Dawson City area.

SEATTLE

Access

The Seattle unit of the park is about four blocks west of several major on/off ramps for Interstate 5.

One ramp is near the Kingdome, about four blocks east of the park. Highway 99, a very heavily used state route, is an elevated thoroughfare less than one block west of the park. While the park provides no parking, there are an estimated 13,000 spaces available in private lots (Seattle Kingdome, 1993), as well as city metered spaces within four blocks of the park. The average cost for four hours of parking in a private lot in Pioneer Square is \$5.50 (staff observation and survey).

Public Transportation. The King County Department of Metropolitan Services, the city of Seattle's public transit authority, has five regularly scheduled bus routes that stop directly in front of the park and six additional routes that stop within 150 feet of the park. The park is located in the designated "Free Ride Zone" in which standard bus services are free to all riders. In addition to this service, Metro refurbished four historic streetcars that began providing transportation to the International District, Pioneer Square, and the Waterfront neighborhoods in summer of 1990. The Pioneer Square station for the historic streetcar route is located directly in front of the park office. In total, more than 60 different public bus routes bring passengers to within four blocks of the park on a daily basis.

Other access to the park is provided by Amtrak. The station is four blocks east of the park at Fourth Avenue and Jackson. One commercial bus company operates a downtown shuttle service during the summer months that picks up and drops off visitors to the park for a fee. The Washington State Ferry Terminal is three blocks west of the park. SeaTac Airport is approximately 10 miles south of the park. Both Metro and commercial bus companies, as well as shuttle services, provide regular service to Pioneer Square and other points in downtown Seattle.

Foot and Non-motorized Traffic. Pedestrian

maps of downtown neighborhoods, including Pioneer Square, are available from hotels, information centers, and local attractions. Pioneer Square provides some curb cuts for the physically challenged; however, they are not present at every intersection or at all major traffic areas, making the park somewhat inaccessible to the mobility impaired.

Climate

Due to the location and indoor setting of the Seattle unit, climate plays a minor role in park visitation and activities. The Seattle metropolitan area receives 37.19 inches of precipitation annually with most falling as rain in November through January at over five inches per month. The driest months are typically July and August when rainfall is about one inch per month. Approximately 2 inches is in snowfall, which falls primarily in December, January, or February. The overall wet, mild climate is typified by drizzle rather than rain showers (Morrow, 1990:24).

Temperature variation is moderate. Average monthly maximum temperatures range from 45.0° to 75.2° Fahrenheit while average minimum temperatures range from 35.2° to 55.7° Fahrenheit (Morrow, 1990:24). The average freeze-free period is 281 days. Typical sky conditions are 196 cloudy and 78 sunny days per year (Morrow, 1990:24). Seattle is sheltered from coastal storms by the Olympic Mountains to the west and from inland cold and heat waves by the Cascades Mountains to the east. Prevailing winds are from the southwest at nine to 12 miles per hour (Morrow, 1990:25).

Landownership

The bulk of the Historic District is privately owned historic structures with mixed use of housing, offices, galleries, and retail spaces. The Historic District consists of 25 blocks. King County owns and operates the Kingdome, a multi-use stadium that hosts two professional sports clubs, the Seattle Seahawks and the Seattle Mariners, as well as large concerts and six to eight trade shows per year.

Land Uses

The area surrounding the park visitor center consists mostly of restored historical buildings and some small areas of open space. Occidental Park, owned by the city of Seattle, is located directly across the street from the park. It is a cobblestoned area approximately 8,100 feet square that includes benches, a fountain, and, during summer months, a small street market with five to 12 vendors.

Occidental Avenue, just east of the park, is a bricked pedestrian walkway from Yesler Way to Jackson Street, contributing to the park-like setting. Called Occidental Mall, these two blocks are mixed open space, specialty shops, and restaurants.

Two blocks north on First Avenue (at Yesler Way) is Pioneer Place, another small cobblestoned city park that includes two historic totems and park benches. The Pioneer Square Pergola is a National Historic Landmark and dates from 1907. It historically served as an interurban rail stop. Pioneer Place is also the gathering area for the Seattle Underground Tours, a private business that annually guides more than 250,000 visitors on walks through the historic first floors of three structures in Pioneer Square. They operate on agreements with building owners and the city. The Underground Tour is one of the top five tourist attractions in the city of Seattle (Cox, 1993).

One block west of the park is the Public Boat Landing, owned and maintained by the city of Seattle. It has a covered bench area and lighting. Occidental Park, Pioneer Place, and the Public Boat Landing are heavily used by the transient population and are closed to the public from 11:00 p.m. to 6:00 a.m. daily. All are controversial locally and are undergoing various stages of planning and redesign by the municipal government.

Population

According to the 1990 census, the population for Seattle is 491,302 (an increase of 4.5% since 1980). Average household size is two.

Statistics indicate that approximately 70% of the Seattle population identifies themselves as "white" or Caucasian, 10% are African American, 9% are Asian, 3% are Hispanic, and 1.3% are Native American (Morrow, 1990:177). Of the African-American population of Seattle, 72% is within 1.5 miles of the park (Morrow, 1990:176).

Economy

The Seattle metropolitan area contains many types of large scale businesses, as well as related service industries. Predominant industries are shipping, shipbuilding, aeronautical design and construction, lumber, commercial fishing, and "high tech" development (computers, software, cellular communications). It is a major port for Pacific Rim trade and continues to serve as the main connecting point for supplies, materials, and people travelling north to Alaska and western Canada. As the city continues to grow in population and geographically, construction and development-related industry is reasonably strong. Agriculture

is strong in the rural areas within an hour of the city. The majority of the crops are organic produce, fruit, vegetables, vineyards, and dairy products. Large commercial nurseries also thrive in and near the city. Due to the mild climate, most of the industries are year-round businesses. Other than commercial fishing and some aspects of the logging industry, employment remains fairly constant.

The Seattle area is the setting for regional, support, or district offices for several governmental agencies, such as the National Park Service, the U.S. Forest Service, the Environmental Protection Agency, the Veterans Affairs, the Internal Revenue Service, and Customs and Immigration. There are also several military posts (army, navy, air force, coast guard) either in or within one hour of downtown Seattle.

Employment figures for the Puget Sound region indicate that there is an overall 4.1% unemployment rate (Morrow, 1990:176).

Cultural Resources

People of the Southern Coast Salish linguistic group lived in Puget Sound before Seattle was established. Seattle was founded in 1853 by settlers from Illinois and New York. Originally situated as a port and logging community, Seattle has become an economic and cultural center of the Pacific Northwest. Seattle has grown from a small city with surrounding communities identified by predominant cultural backgrounds or industry to a city of neighborhoods with a retail and business core. Thus, the neighborhoods, some of which are also designated as historic districts, retain their distinct characters and historic qualities reflected in architecture and design.

Pioneer Square Historic District, where the Seattle unit is located, is two blocks west of the International Historic District. Six blocks to the north is the Pike Place Market Historic District, which is visited by approximately nine million people per year (Pike Place Market Preservation Board, 1993). The historic waterfront of Seattle is located two blocks northwest of the park and is very heavily visited during the summer months.

All these districts tell the story of the growth and development of a multi-cultural Pacific Rim port city. The waterfront still has many piers similar to Schwabacher's Dock, where the *S.S. Portland* arrived from Alaska on July 17, 1897, bringing two tons of gold, 68 miners, and the beginning of the great Klondike stampede.

Pioneer Square preserves structures built between 1889 and 1900. These buildings either served as

the major businesses for Klondike outfitters and suppliers or were built as a result of the prosperity the Klondike Gold Rush brought to Seattle. Since 1900, the central business district has gradually moved from the Pioneer Square area to its present core along Fourth, Fifth, and Sixth Avenues (Morgan, 1982).

Visitor Facilities and Services

Interstates 5 and 90 intersect in Seattle and carry high volume national and international traffic through the city. SeaTac Airport, one of the seven busiest hub airports in United States, is the primary air travel center, with several smaller public and private fields located in and around the city. An Amtrak station is also located in downtown Seattle, as well as the Greyhound bus terminal. The cruise ship industry is starting to travel in and out of the port with 14 calls in 1993 of large cruise ships. There were 11 calls in 1995 with 9,518 passengers. The 1996 schedule anticipates nine calls with a maximum of 6,982 possible. Visitors travelling to Alaska by cruise ship sometimes board in Seattle; however, those travelling by ferry must depart from Bellingham, Washington, two hours north of Seattle. The *Victoria Clipper* provides daily hydrofoil transportation to Victoria, British Columbia.

The city of Seattle has a large public transportation system known as Metro, which provides service throughout King County and interconnects with bus systems in neighboring Snohomish and Pierce Counties. During the daylight hours, the downtown core of the city is designated a "Ride Free Zone," where all passengers are exempt from the bus fare.

The Seattle and King County Visitors Bureau is operated through an agreement between the city and county governments and is approximately 16 blocks northeast of the park in the King County Convention Center. The Visitors Bureau provides general information about all aspects of visiting the city and county and is open daily.

The Seattle Aquarium, operated by Seattle Parks Department, is located six blocks northwest of the park, and receives 600,000 visitors per year (Seattle Aquarium 1993). Their structure, Pier 56, is shared with the Omnidome Theater, which shows the IMAX film "The Eruption of Mt. St. Helens" every hour year-round. The Omnidome receives approximately 750,000 visitors per year. The city of Seattle has more than 5,000 acres of park land and operates more than 300 parks and playgrounds, including the Woodland Park Zoo. King County operates 256 parks on more than 12,000 acres.

Within two hours of downtown Seattle are three other national parks: Mount Rainier National Park, approximately 75 miles from Seattle; Olympic National Park, approximately 90 miles from Seattle; and North Cascades National Park, approximately 115 miles from Seattle.

THE PARK UNITS - ALASKA

RESOURCE MANAGEMENT

Resource management, covering both cultural and natural resources, is addressed by the Alaska park's Resource Management Plan (RMP) completed in 1994. The RMP documents the park's cultural and natural resources, describes and evaluates the current resource management activities, prescribes an action program, and identifies funding, personnel, and research needs.

The RMP serves as a guide for the continuous protection, management, and maintenance of the Alaska park's resources. It describes how the park will implement resource management objectives described in the park's Statement for Management and the General Management Plan (this document in progress). These guiding documents were derived from the NPS Organic Act of 1916, park enabling legislation, NPS Management Policies, and other existing authorities.

Information obtained from research described in the resource management plan is used by park managers to better understand the unit's cultural and natural resources and is used in making resource-related decisions and funding requests. Resource management plans are evolving documents that respond to the changing requirements of managing a unit's resources. They are reviewed at least once each year and updated as necessary. The most elementary resource management plan is essentially a list of proposed research projects that are required to better understand the resources of a national park system unit. More fully evolved resource management plans may include detailed management strategies for addressing specific resource issues.

For a summary of current projects in the Resource Management Plan, see Appendixes B and C. The listing of research projects is current at the time of printing of this document; however, proposals and priorities for research projects are reviewed annually and are updated as necessary.

The National Park Service has and will continue to consult with interested parties, including the state of Alaska and city of Skagway, during any subsequent revisions of the plan. Draft plans will be transmitted to the state and will be available to

the general public for a 60-day review and comment period. Adequate notification of the availability of the draft plan will be provided. If significant changes are made in the resource management plan during the annual review, the same public involvement practices as described above will be followed.

Some research projects will be undertaken in the field by park staff assisted by NPS Alaska System Support Office scientific staff. Others could be done under contract with academic institutions such as the University of Alaska, where a number of individual investigators are already working as part of cooperative work agreements. With limited research funding anticipated, there will also be an emphasis on cost-effective cooperative programs of monitoring and research with the state, the U.S. Fish and Wildlife Service, U.S. Forest Service, city of Skagway, and other federal agencies under terms of existing memoranda of agreement.

Specific activities resulting from the RMP document are being developed in consultation with the state of Alaska, Department of Environmental Conservation, Department of Fish and Game, and other appropriate cooperating agencies and institutions. To enhance cooperation and coordination of resource management activities, the NPS and the state of Alaska established formal procedures involving them in the development and review of RMPs for national park units in Alaska.

As necessary, environmental assessments or categorical exclusions will be prepared according to the National Environmental Policy Act of 1969. Section 106 compliance of the National Historical Preservation Act of 1966 (as amended) will be filed for each applicable project before implementing the project.

Resource Studies

Since 1978, the National Park Service has embarked on a relatively ambitious attempt to survey and inventory many, if not most of the cultural resources found in the park. This is fulfilling the mandate of Section 110 of the National Historic Preservation Act. In addition, because of the requirements of Section 106 of the same act, the park has undertaken numerous compliance projects related to restoration of historic buildings in Skagway and other developments in the park. Finally, there has been a strong effort to bring together historical information about the area and make it more readily available

Some of the major projects are:

1) Reconnaissance level archeological survey of

the major occupation centers along the Chilkoot and White Pass Trails. This included Dyea, Canyon City, Sheep Camp, Scales, Summit, Porcupine Hill, Brackett Wagon Road, White Pass City (Carley 1981).

2) Archeological survey and mapping of the entire townsite of Dyea (Gurcke 1986a).

3) Reconnaissance level survey and mapping of archeological features and sites along the Chilkoot Trail (Gurcke 1986b; Leeper 1990; Fenicle 1992; Hayes 1993, 1994a, 1994b; Fortini 1995). This project is continuing.

4) Major archaeological excavations around several historic buildings in Skagway done in compliance with Section 106 of the National Historic Preservation Act (Blee, Spude and Cloyd 1983; Blee 1983, 1988; Rhodes 1988; Spude and others 1993; Dupuydt and others 1996). Additional reports are pending. A summary of the extensive archeological work done in Skagway (both published and unpublished) can be found in Adams and Brauner's Archaeological Overview and Assessment (1991).

5) Historic structure reports that combine a detailed history of each building as well as a report on the condition of the structure when purchased have been done for all of the park owned buildings (Blee, Spude and Cloyd 1983; Cloyd 1981; Snow and Spude 1981).

6) Historic Resource Studies or histories of specific elements within the park have also been done. These include Bearss (1970), Norris (1996), Olson (1985a and b) and Spude (1980, 1983, 1984).

7) There have also been two cultural landscape reports written about the area (National Park Service 1989, 1995).

8) Architectural design guidelines for Skagway Historic District as well as residential areas surrounding the district have been written (Copeland 1981; Cloyd, Burke, and Tabor 1992).

9) A social history was written about Skagway prior to the park being established (Wells 1978).

A complete listing of all the known studies done within the park boundaries by park service staff and others can be found on file at park headquarters.

Most of the research that has taken place in the park since 1978 has been related to the cultural environment in Skagway, Dyea, along the Chilkoot Trail, and to a limited extent in the White Pass unit. The park, in cooperation with the U.S. Forest

Service, completed a natural resource inventory in 1993 that will be the basis for establishing priorities for looking at the natural component that exists in the park. Some preliminary recommendations that have come out of the inventory include: monitor Taiya River stream flow and erosional damage to the historic Dyea townsite, establish air monitoring locations using lichens as indicator species, and monitor water quality in the Taiya River drainage to prevent pollution caused by human activity and the use of pit toilets in backcountry campgrounds. The Natural Resource program will focus on resources at risk. The use of NPS funding and cooperation with adjoining land management agencies will emphasize resources affected by consumptive uses.

CULTURAL RESOURCES

The significant cultural resources in the park include Native American habitation and associated sites and Klondike Gold Rush era trails, structures, habitation, and associated sites in Dyea, along the Chilkoot Trail, and in the White Pass unit. In Skagway, cultural resources include historic structures and properties, as well as a rich archeological resource generally dating from the gold rush era up through the early to middle years of the twentieth century.

Specific actions implementing this plan will undergo a comprehensive review by cultural resource professionals to determine the effect the individual actions may have on the park's cultural resources. This is required under section 106 of the National Historic Preservation Act. Individual projects may have to be modified if such projects are found to adversely effect cultural resources.

The park will continue to implement a program of inventorying and monitoring the park's cultural resources as staff and funding allow. Cultural sites will be examined by qualified staff who will identify, inventory, map, and evaluate their significance. All necessary records generated by this program including base maps, forms, log books, photographs, etc., will be prepared and maintained by the park. All cultural resources that qualify for inclusion on the National Register of Historic Places will be nominated. Previously identified sites will be reexamined at set intervals to determine the extent of their deterioration (if any). If necessary, remedies to slow or stop this deterioration will be found as funding allows.

The park has also been blessed with an abundance of written, oral, photographic, and archival information pertaining to the Klondike Gold Rush. Most of this information is stored in the park library or museum on a variety of mediums. The

park has been active in collecting historical information since its creation and this will continue into the future. Information from visitors who's ancestors were in the stampede will continue to be sought. Research trips to historical libraries and archives in order to gather relevant material will continue to take place as funding and staff allows. The purchase of relevant material (books, articles, photographs, etc.,) will continue to occur depending on available funds. Other sources of information (such as the Internet and the World Wide Web) will be tapped as funding allows.

All the information that the park has collected and will continue to collect will do no good unless that information is assembled, analyzed, published, and interpreted. The park will work cooperatively with institutions of higher learning and independent scholars to insure that such dissemination of information occurs.

Cultural Resources on Nonfederal Land

The Park Service will encourage the owners of cultural resource sites and any other historic resources on nonfederal land to protect and preserve them and will provide technical assistance when requested, subject to available staff and funding.

Brief History of the Park

The Chilkoot Trail, from Dyea to Lake Bennett, was important during prehistoric times because it is one of only three glacier-free passages in the northern Lynn Canal that lead over the Coast Mountains into the Interior. Long before the Klondike Gold Rush, the trail was one of the main trading routes used by the Tlingit people. They traded extensively with the Interior people and because eulachon oil was one of the main trade items going over the pass, the route became known colloquially as the "grease trail." The White Pass Trail was not open until some early prospectors pioneered the route (built by Captain William Moore) in 1895.

When the first ships loaded with gold from the Klondike reached San Francisco and Seattle in the summer of 1897, much of the world caught gold fever. "All that anyone hears at present is 'Klondyke,'" the Seattle Times reported on July 24, 1897. Within days of the announcement of the epic discovery, thousands from all over the world trooped north in search of fortune, fame, and adventure. The gold rush thrust Alaska into the world's consciousness. Skagway and Dyea, at the foot of the two most accessible passes between the developed world and the gold fields, became indelibly stamped with the wild atmosphere that characterized the gold rush era.

Klondike Gold Rush National Historical Park

National Park Service
Department of the Interior

Legend



HISTORIC STREETS & LOTS
(Dashed lines indicate possible locations)



HISTORIC ROAD SYSTEM



MODERN ROAD SYSTEM
(Dashed lines indicate secondary roads)



HISTORIC W. BANK TAIYA RIVER

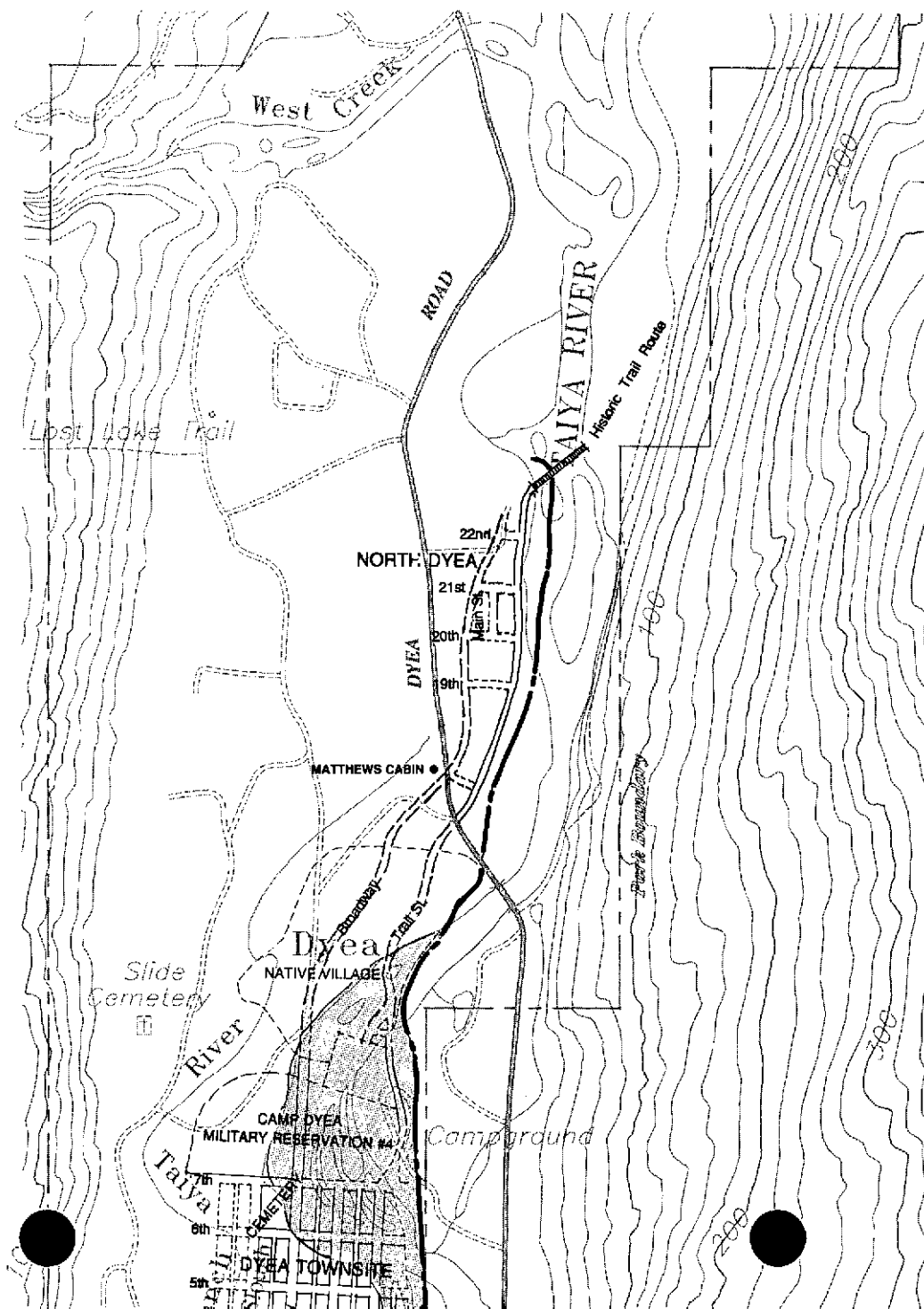


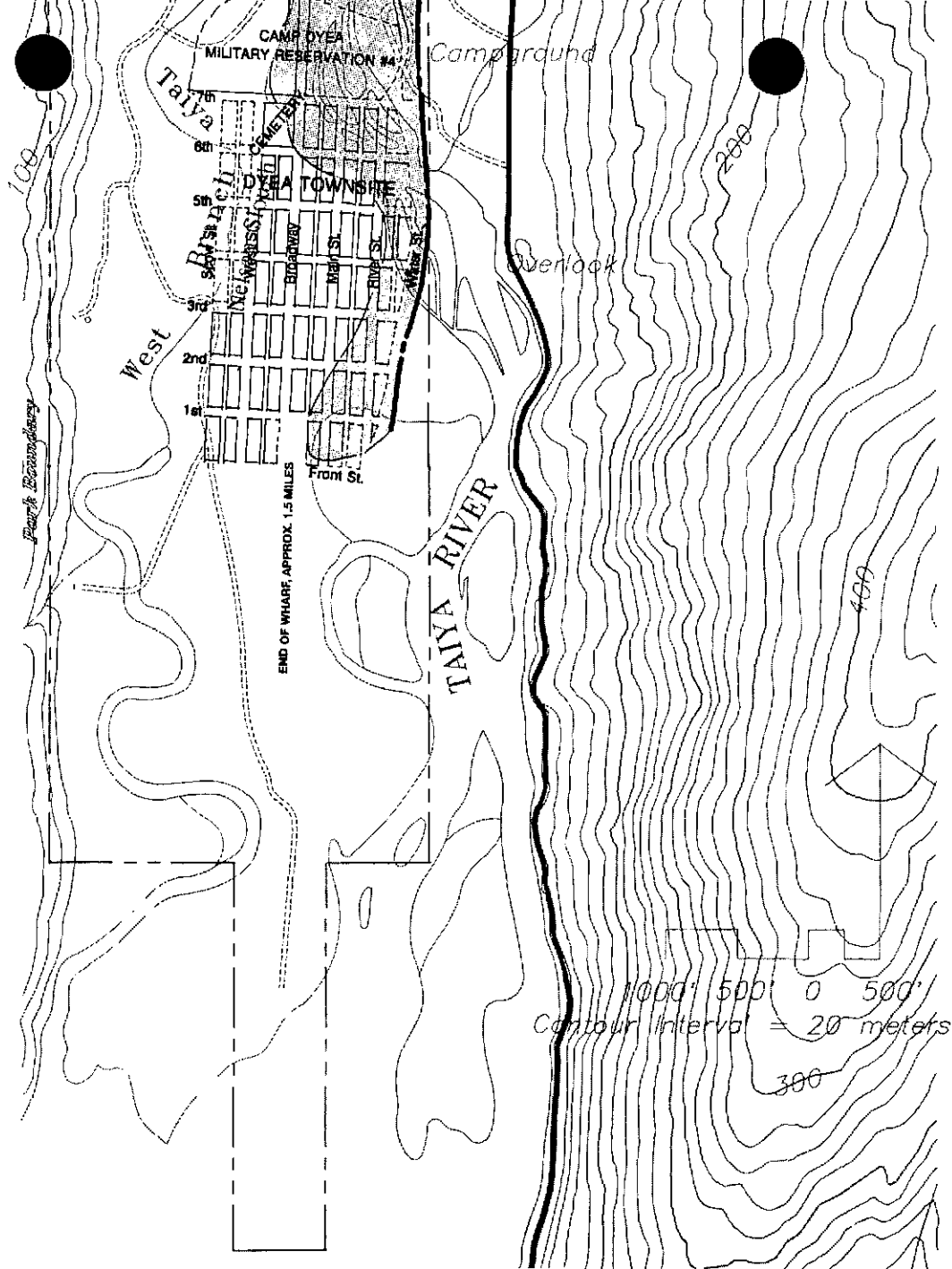
HISTORIC TOWNSITE LOST TO RIVER EROSION



HISTORIC KINNEY BRIDGE

Artifacts and historic archeological sites found within Klondike Gold Rush National Historical Park are an important part of our national heritage and are protected by federal and state laws. It is illegal to excavate, damage, remove, sell or trans-





TO RIVER EROSION

HISTORIC KINNEY BRIDGE

Artifacts and historic archeological sites found within Klondike Gold Rush National Historical Park are an important part of our national heritage and are protected by federal and state laws. It is illegal to excavate, damage, remove, sell, or transport archeological and historical resources located on federal or state lands without proper permits. Please enjoy our national heritage, but leave all archeological and historical material where you find it, so others can enjoy it as well.

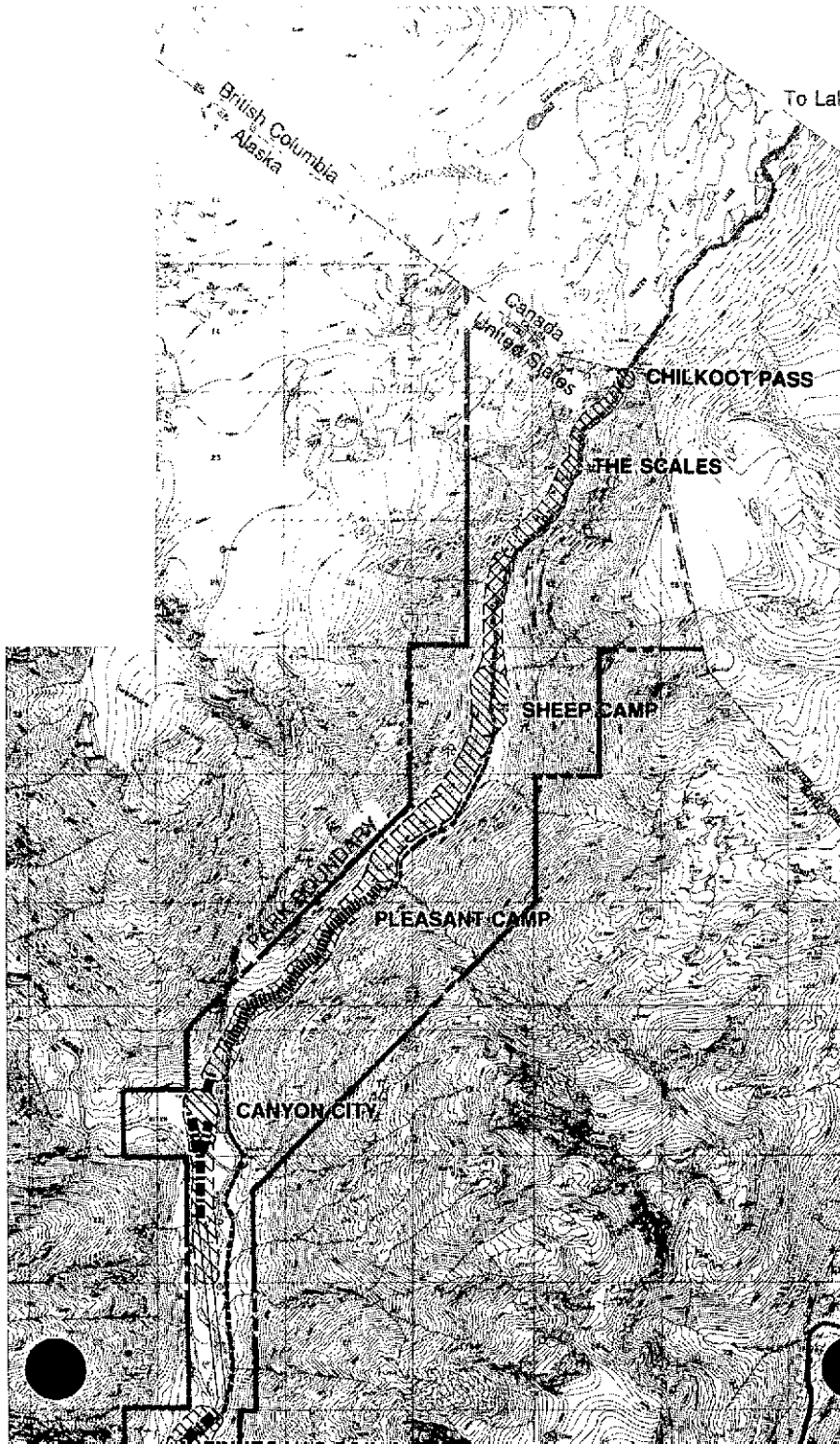
HISTORICAL / CULTURAL RESOURCES⁽¹⁾

(1) Based upon available maps, documents, and archeological research

Dyea Area Development Concept Plan



ON MICROFILM



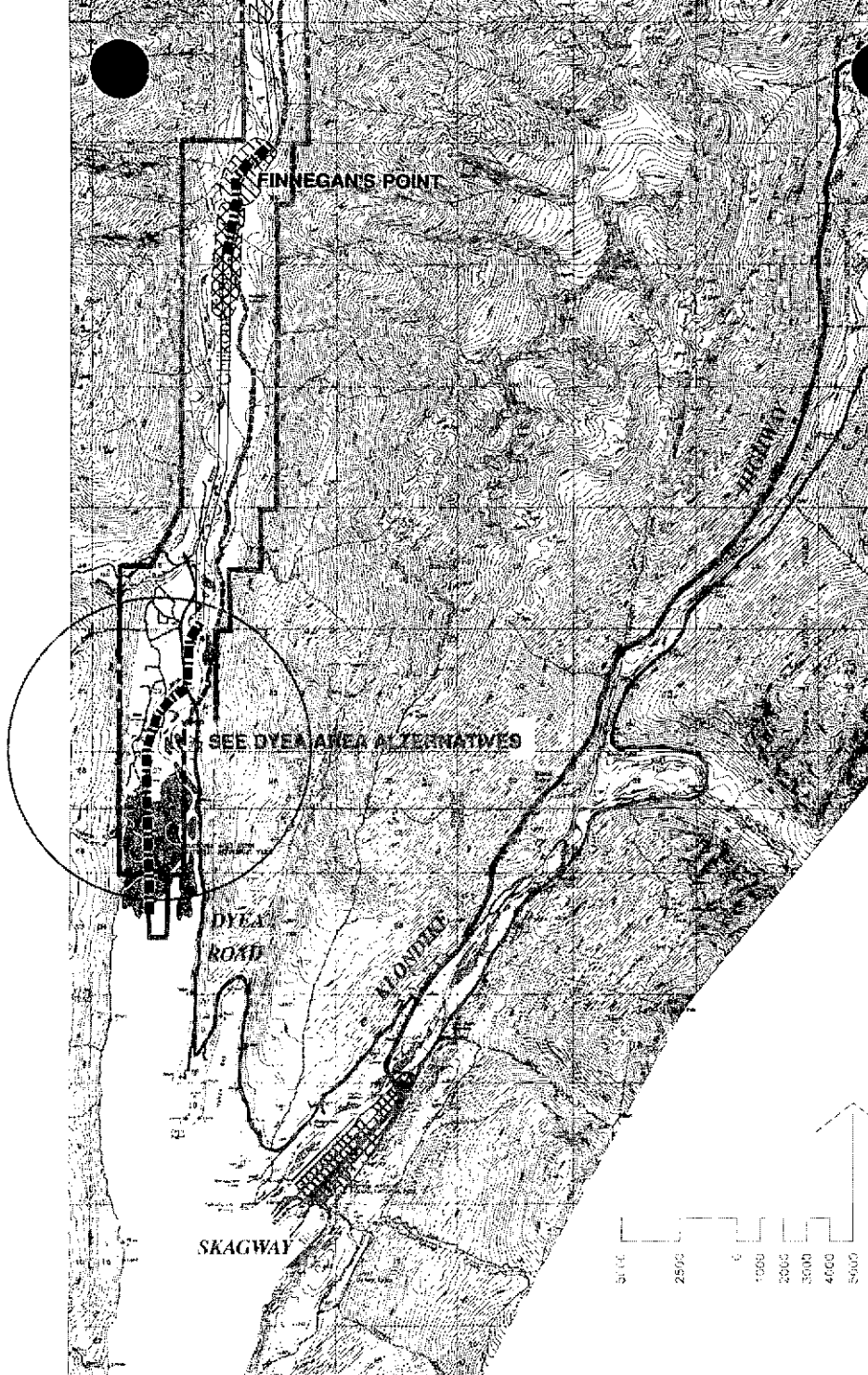
To Lake Bennett

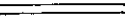
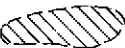
Klondike Gold Rush National Historical Park

National Park Service
Department of the Interior

Legend

- CHILKOOT TRAIL (Current)
- HISTORIC SUMMER TRAIL REMNANT
- HISTORIC WAGON ROAD REMNANT
- ===== APPROXIMATE WAGON ROAD ROUTE
- /// SIGNIFICANT HISTORICAL / CULTURAL RESOURCE AREA(S)



-  APPROXIMATE WAGON ROAD ROUTE
-  SIGNIFICANT HISTORICAL / CULTURAL RESOURCE AREA(S)
-  UNDETERMINED HISTORICAL, CULTURAL SENSITIVITY

HISTORICAL / CULTURAL RESOURCES

* Based upon available maps, documents, and archeological research

Chilkoot Trail Development Concept Plan

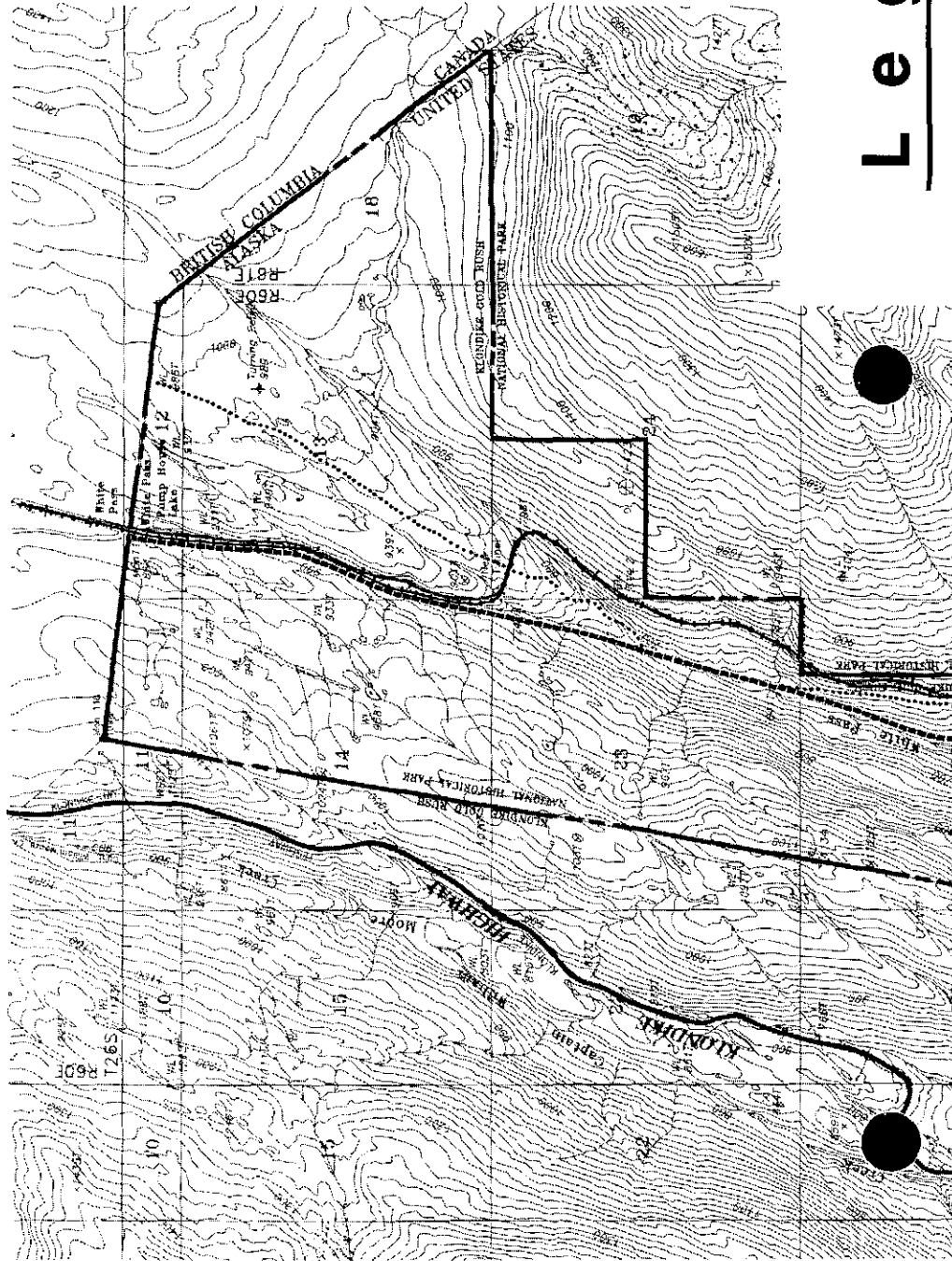


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Klondike Gold Rush National Historical Park

National Park Service
Department of the Interior



Legend



HISTORICAL / CULTURAL RESOURCES

Source: Historical maps from W.P. & Y.R. 1898 & 1900; Government wagon road map of 1914, and archeological report by Carley of 1981

Legend

- BRACKETT WAGON ROAD
- BRACKETT SLED ROAD
- TRAIL OF '97 (DEADHORSE TRAIL)
- WHITE PASS & YUKON ROUTE RAILROAD
- OLD WHITE PASS CITY (APPROX.)

Artifacts and historic archeological sites found within Klondike Gold Rush National Historical Park are an important part of our national heritage and are protected by federal and state laws. It is illegal to excavate, damage, remove, sell, or transport archeological and historical resources located on federal or state lands without proper permits. Please enjoy our national heritage, but leave all archeological and historical material where you find it, so others can enjoy it as well.



White Pass General Management Plan



When the gold rush subsided, the fortunes of the two towns and their respective trails changed dramatically. Dyea dwindled from a peak population of approximately 8,000 during the winter of 1897-1898 to only 250 in 1900. By 1903, the town was abandoned, and the Chilkoot Trail effectively so. Skagway suffered a similar fate with its population dropping rapidly from an estimated 10,000 people during the gold rush to 3,117 in 1900. As mining activity in the Yukon stagnated, Skagway's population continued to decline, dropping to 872 in 1910. The White Pass & Yukon Route railway, constructed during the gold rush and the first major commercial railroad built in Alaska, was Skagway's only major business until World War II. Tourism was a minor, seasonal economic base that, like the railroad, had begun during the gold rush.

In 1942, soon after the U.S. entered the war, Skagway witnessed a brief but dramatic boom as the transshipment point for the Alaska Highway and Canol Pipeline construction projects. Development caused the town's population to grow to more than 3,000 within a year. Barracks and tents filled almost every vacant lot. Empty historic buildings were reused for military purposes. Railroad traffic increased from two trains per week to ten trains per day. This level of activity remained until 1945 when the war ended. Once the projects were complete, operations in Skagway wound down, the military troops left, and the town returned to a pre-war economy. Gradually the Yukon Territory's economy improved and the tourist trade increased, bringing some prosperity to the town.

The creation of the park in 1976, and the closure of the White Pass & Yukon Route Railroad in 1982, changed the economic character of the town. The multi-year effort at restoring and leasing back many of the NPS-owned historic buildings in the downtown commercial district and the effort by local merchants to rehabilitate their own buildings have increased Skagway's importance as a tourist destination.

Cultural Resources of the Chilkoot Trail Unit

Today, the Chilkoot Trail is known as the "World's Longest Outdoor Museum" for the thousands, if not millions, of gold rush era historic artifacts, features, and ruins lying along its route. The gold rush, with its large numbers of stampedeers passing through the region, overwhelmed the Native population and in several cases devastated or destroyed their sites. Prehistoric or pre-gold rush cultural resources, therefore, are few and difficult to detect among the detritus of the stampede. But they are there.

Since 1979, extensive archaeological surveys and

some limited archaeological testing in this unit have revealed a wealth of information hidden just below the ground or on the surface among the dense Southeast Alaska rain forest vegetation. The Dyea Valley contains several major and many minor historic sites and a few prehistoric or pre-gold rush sites. The remains of several historic transportation and communications systems are also evident. These sites and systems, listed from south to north, include:

- (1) Dyea Shell Midden (prehistoric)
- (2) Dyea-Klondike Transportation Company (DKT) Wharf Site (also known as the Soldiers' Landing) and Wagon Road
- (3) Dyea Townsite (includes the Long Wharf pilings, the collapsed Pullen Barn and Vining & Wilkes Warehouse, the A. M. Gregg False Front, the Slide and Town Cemeteries, Matthew's Cabin and Barn ruins and more than 300 archaeological features)
- (4) Chilkoot Trail (the historic trail tread is evident in several locations particularly between Canyon City and Pleasant Camp)
- (5) Kinney Bridge Site (located east and across the river from the north end of Dyea)
- (6) Syrup Can Site (between Dyea and Finnegan's Point)
- (7) Hosford Sawmill Complex (1948-1956)
- (8) Rock Cairn Site (between Dyea and Finnegan's Point)
- (9) Dyea-Canyon City Wagon Road remnants in several areas
- (10) Finnegan's Point
- (11) Dyea-Bennett Telephone Line (many "telephone trees" and poles with wooden dowels and some with glass insulators and wire)
- (12) Canyon City (includes the DKT boiler and almost 70 archeological features)
- (13) DKT Power Line (Canyon City-Scales)
- (14) Chilkoot Railroad & Transport Co. (CR&T) Tramway (includes Tension Stations, Tram Towers and assorted tram artifacts)
- (15) Pleasant Camp
- (16) Mawville site (between Pleasant Camp and Sheep Camp)
- (17) Sheep Camp (includes the cemetery, Log Warehouse and numerous log ruins and many archaeological features)
- (18) Morris Choynski's isolated grave (just north of Sheep Camp)
- (19) Stone House boulder field (which includes at least 4 rock shelters, one of which is pre-gold rush)
- (20) Palm Sunday Avalanche Site;
- (21) Alaska Railroad & Transportation Co. (AR&T) Tramway (including the Power House and Tram Towers)
- (22) DKT Tramway (includes Power House and Boiler)

- (23) The Scales
- (24) The Golden Stairs
- (25) Peterson Pass
- (26) Archie Burns' Surface Tramway (includes Horse Whim)
- (27) Motorized Hoist Machinery (Gasoline Engine on Sled)
- (28) Knockdown Boats and
- (29) Chilkoot Summit

Cultural Resources of the Skagway and White Pass units

Skagway, the first incorporated city in Alaska, has great archaeological, architectural, and historical significance because of its relationship to the Klondike Gold Rush and because economic developments after the rush did not alter much of the original gold rush character of the town. No other city in Alaska has been able to save as many of its

significant historic structures from floods, fires, or the wrecking ball as has Skagway. No other Alaska city has had such extensive archaeological research conducted beneath its surface. There are almost 400 buildings in town. Many of them date to the historic period (ca. 1897-1910), and 165 are listed as contributing elements to the National Landmark. Many of the other structures, although originally built during the gold rush, are listed as non-contributing because of the extent of subsequent modifications.

The National Park Service owns a number of historic buildings located in the downtown historic district and is nearing the completion of a 20-year effort at restoration. The NPS-owned structures are listed below with their periods of significance and current use. Those marked with an asterisk (*) have been restored:

FIGURE 3.2 - NPS STRUCTURES IN SKAGWAY

BUILDING	PERIODS OF SIGNIFICANCE	CURRENT USE
*Captain William Moore Cabin	1887-1905	Park Exhibit
J. Bernard Moore House	1897-1905	Undergoing Restoration completion 1997. Scheduled proposed Park Exhibit.
Goldberg Cigar Store & Confectionery	1897-1899	Park Exhibit
Pantheon Saloon	1897-1916 (includes south addition - 1943?)	Restoration to begin fall 1997 with 1999 completion. First floor to be leased back. Second floor for curatorial storage.
*Boss Bakery	1897-1910	Leased
*Mascot Saloon	1898-1916	Park Exhibits, Curatorial Storage, Archaeological Workrooms, Public Restrooms
*Pacific Clipper Line Office	1898-1904	Leased
*White Pass & Yukon Route Broadway Depot	1898-1969	Park Visitor Center and park administration
*White Pass & Yukon Route General Office Building	1900-1969	Park Visitor Center and Park Administration
*Boas Tailor & Furrier Shop	1899-1905	Leased
*Verbauwhedes Cigar Store & Confectionery (includes two cribs)	1899-1904	Leased
*Lynch & Kennedy Haberdashery & Dry Goods Store	1900-1915	Leased
*Peniel Mission	1900-1910	Park Housing
*Martin Itjen House	1901-1942	Park Administration
*Hern Liquor Store	1937-1948.	Leased

Beginning in 1978, Skagway has seen a number of archaeological excavations take place within the downtown historic district and elsewhere in the city. Most of them have occurred in response to the park's historic building restoration program. The projects are listed below, and those with an asterisk (*) indicate a major excavation:

- (1) Goldberg Cigar Store (original location) (Block 1)
- (2) Kalem / Kaufman Tract (Block 2)
- (3) Boss Bakery (new location) (Block 24)
- (4) *Peniel Mission (Block 24)
- (5) White Pass Trail (Block 24)
- (6) Father Turnell's Privy (Block 24)
- (7) Boss Bakery (original location) (Block 25)
- (8) *Lynch & Kennedy Haberdashery & Dry Goods (Block 26)
- (9) *Pantheon Saloon (Block 27) (on going)
- (10) *Mascot Saloon Group (Block 35)
- (11) Boas Tailor / Verbaudhede's (Block 35)
- (12) *White Pass & Yukon Route Broadway Depot and General Office Building (Block 36)
- (13) *Martin Itjen (new location) (Block 37)
- (14) *Maintenance Facility (Block 39)
- (15) Myrick Tract / Administration Site (Block 83)
- (16) *Captain William Moore Cabin (includes attic)
- (17) *J. Bernard Moore House
- (18) Alaska Street Dump and
- (19) Paradise Alley

These excavations have resulted in the recovery of almost 200,000 artifacts. This makes the park home to the premier collection of late 19th and early 20th century material culture in Alaska.

Skagway is at the foot of the historic White Pass. Although the park does not own the entire White Pass corridor, it does own a significant section in the White Pass City area. White Pass City was the most substantial settlement north of Skagway and south of Log Cabin on the White Pass Trail. It was through this area that the original White Pass Trail passed. The trail was known as the "Dead Horse Trail" because of the thousands of animals that perished along its treacherous route. The famous Brackett Wagon Road, constructed during that momentous winter of 1897-1898, ended at White Pass City while the Brackett Sled Road (constructed at the same time) began there and continued north to the border. The White Pass & Yukon Route railway was under construction high above this community one year later on its way to Whitehorse. Like the Chilkoot Trail, the White Pass corridor contains many historic ruins dating back to the gold rush period. It may also contain thousands of other artifacts as well; but because few surveys have been made in the area, little is

known of its archaeological potential. Because access to the area is difficult, the sites in this unit are relatively intact. Future surveys are planned.

Construction of the White Pass and Yukon Route railway began in Skagway in May 1898, and against almost impossible geographical and financial odds, it was completed to Whitehorse in July 1900. Early travelers were impressed; a reporter for the Victoria Colonist noted (December 2, 1900) that the project was "among the most brilliant feats of railway engineering, in view of the tremendous difficulties ... encountered and the shortness of the time in which the work was done." The railroad, which passes through the White Pass Unit of the park, was named an International Historic Civil Engineering Landmark in September 1994.

Cultural Landscapes

There are four different cultural landscape areas in Klondike Gold Rush National Historical Park. They include the Skagway Historic District - (Broadway/Moore property), the historic townsites of Dyea, the Chilkoot Trail Corridor and the White Pass Trail Corridor. Each area has a unique landscape character and presents very different management and preservation challenges.

Skagway Historic District (Broadway/Moore Property). The early stampeders arrived at the wharfs of Skagway where the majority of Skagway's visitors arrive today by cruise ships. The commercial importance of Skagway's waterfront to the development of Alaska and the Yukon continues today. Improvements and wharf construction, however, have altered the historic waterfront setting.

After arriving at the waterfront, visitors pass a large expanse of relatively undeveloped and visually sterile landscape that provides a first impression devoid of historic or contemporary visual interest. They then leave the barren wharf area for the commercial street of Broadway. The majority of park visitors find their primary park experience along Broadway by discovering the various historic buildings the NPS is preserving. The historic buildings on Broadway are in varying stages of restoration and are interspersed with privately owned historic buildings.

The landscape character of Broadway is that of a commercial business district of the gold rush era. The urban and architectural character of Broadway is a direct result of the alignment of the original White Pass railroad down the center of Broadway. Broadway represents the transition of Skagway from a boomtown settlement with its simple gable-roofed structures and tents to a more established

and polished, though still rustic, urban center.

Along Broadway Street, buildings were originally constructed against each other, providing a solid commercial wall from street corner to street corner, reflecting the width of the surveyed lots. The primary elements in this hardened landscape are the street, the pedestrian boardwalks, one- or two-story false front commercial wooden buildings with their glass storefronts and Victorian detailing, and the color and graphic qualities of early commercial signing. Natural vegetation and ornamental plantings were rarely found historically. During the gold rush, pedestrians walked the street, reading the signs to find their supplies, nourishment, and entertainment. In a certain sense, typical visitors to Skagway find the same opportunities today. The boardwalk provided separation from the mud street of yesterday and serves the same purpose with the coarse aggregate asphalt street of today.

Deterioration and demolition of historic structures has in a few areas resulted in open spaces not typical of the historic setting within the commercial streetscape and are detrimental to the historic architectural setting. The NPS owns three undeveloped lots along Broadway. It also owns the Moore property (including the under-restoration Moore House and restored Moore Cabin) one block east of Broadway on Fifth Avenue and the restored Peniel Mission building on Sixth Avenue. The restored cabin and mission with their associated open space of residential lawns provide an interesting and important opportunity to interpret to the visiting public the Victorian homes and landscapes of the frontier settlers. The properties, when restored with period landscape elements such as boardwalks, fences, gravel walks, outbuildings, and plantings, can be a major destinations for the pedestrian visitor and an alternative to the commercial setting of Broadway.

Dyea. Dyea developed on the mouth of the Taiya River plain at the head of Lynn Canal. It rapidly grew from the site of a trading post and the scattered homes of Indian packers, into one of the largest towns in Alaska. To the stampedeers, Dyea was a brief stopping point, a place to purchase forgotten supplies, post letters, eat a hot meal, and sleep in a dry bunk before beginning their trip on the trail. Dyea's collapse followed soon after the April 3, 1898, avalanche (which scared stampedeers into taking other trails) and the completion of the White Pass Railroad from Skagway into Canada in early 1899.

Historically the townsite of Dyea can be divided into three zones including the wharf, the downtown district, and the uptown district. Uptown Dyea includes the Slide Cemetery and the historic Kin-

ney Bridge Site. Archaeological investigations and field reconnaissance indicate that some structures and many subsurface features remain in all these areas including pilings from the wharf, collapsed buildings and scattered artifacts. Rip-rap which protects a steel bridge, built in 1948 for the Dyea Road to cross the Taiya River, is channeling the river toward the historic townsite. In recent years, this has hastened the effect of erosion on the National Historic Landmark. Glacial rebound has also altered the landscape. A rising land mass and reclamation of the open tide zone by invading trees and shrubs are altering the visual setting of the area. Large Sitka spruce, cottonwoods, and alders cover the site and, although the understory is not dense, a thick layer of duff (decaying vegetation) covers much of the historic town.

Access to the site is along a narrow eight-mile, mostly gravel road from Skagway. Picnicking and overnight camping are the primary uses of the area. Encroaching vegetation and contemporary uses of the area through the years by recreational users have resulted in a spiderweb of roads and trails that mask the original grid and layout of the historic townsite of Dyea.

Gone are the dozens of simple structures, a defined Chilkoot Trail tread in Dyea, and the wharfs and urban improvements typical of the gold rush frontier settlement. Remaining are the subtle reminders of the bygone era. With assistance, visitors to Dyea can still see and experience some aspects of the gold rush event and understand the extent of the frontier settlement.

The original tread of the Chilkoot Trail began on the wharfs and mudflats of Dyea. Realignment of the trail before NPS management began resulted in a new recreational trailhead located away from Dyea to the east side of the Taiya River bridge on the Dyea road. The recreational trail does not follow the historic trail for the first several miles. Often, visitors to the trailhead leave with the false impression that they have set foot on the historic trail.

Lost to the casual observer in the revegetation is the ability to grasp a sense of location or extent of the Historic Dyea Townsite. The historic clear-cut character of boomtown Dyea has long been lost. Preservation and interpretation of the site may require some landscape manipulation.

Chilkoot Trail. In 1897 the Chilkoot Trail began on Main Street, at Dyea's high line tide line, extended up River Street, and passed through the town for 1.5 miles before meeting the Taiya River, where it crossed on one of several bridges along the trail. The Chilkoot Trail was a system of inter-related sites, features, and a trail route that varied

with the seasons. From early on, stamperers and enterprising people hiked the trail, improved sections of it, built bridges, opened trading posts and shops, and stayed at certain locations. The Kinney Bridge Site, Finnegan's Point, Canyon City, Pleasant Camp, Sheep Camp, the Scales, and the Summit are some of the sites that dot the Chilkoot Trail.

Contemporary users travel on the newer recreational trails and in some areas the historic trail tread. Tramway towers, building ruins, boilers, and scattered artifacts found along the Chilkoot Trail are constantly "rediscovered" by modern-day stamperers. The historic "nodes" that served the stamper at the end of a day's carry continue to be used as campsites. Camping is occurring on the historic sites, causing damage to building ruins and archaeological sites.

Preservation of the historic Chilkoot Trail requires an understanding of the historic trail routes, the associated settlements, and "systems" that grew up along the trail. The Chilkoot Trail is an historic trail first and a recreational trail second. Understanding the historic landscape and historic precedence of the trail experience will anchor decisions regarding development, use, construction, and day-to-day maintenance of the trail in its history and will reinforce the historic trail use.

White Pass Route. An alternative route to the Chilkoot Trail was the White Pass Route. Active use of the trail for access to the Canadian interior began in 1895, but it was a much more difficult route than the Chilkoot Trail. It also varied from that of the Chilkoot Trail in that it was mostly a pack horse trail. The use of pack animals and the harsh trail conditions soon resulted in the trail's being renamed the Dead Horse Trail. The construction of the Brackett Wagon Road and a short time later, the completion of the White Pass Railroad, elevated the speed and ease of traveling to the Klondike beyond the capability of the Chilkoot Trail to compete.

The White Pass Trail stretches some 40 miles between Skagway and Bennett, British Columbia. Beginning at Skagway's waterfront, the trail traversed up the Skagway River and climbed over the 2,865 foot summit of White Pass. In November 1897, construction began on the Brackett Wagon Toll Road, which eventually ran from Skagway to White Pass City; beyond that point, a four-mile sled road took the traveller to the summit of White Pass. The Brackett Wagon Road and its sled-road extension are still evident along portions of the White Pass Railroad and can be seen from the Klondike Highway. Located approximately 10 miles from tidewater is the abandoned community of White Pass City.

Inaccessible, except to the most hardy of adventurers, the ruins of the trailside community can still be seen interspersed among the spruce, cottonwoods, and alders of the Skagway River valley.

The lands along the original trail routes are primarily under the management of the USFS, state of Alaska, NPS, British Columbia provincial government, and the Canada government. The USFS and the NPS have discussed the potential re-establishment of a recreational trail in the Skagway River valley. The trail would follow some of the historic routes through the valley or could be routed away from sensitive archaeological features to avoid damage. The trail could offer an alternative for hikers seeking a more challenging overnight hike.

British Columbia Parks is reviewing a proposal to establish in Canada a provincial park adjacent to the White Pass unit. Continuation of the White Pass Trail through the proposed new park connecting the Canada portions to the White Pass and Chilkoot Trails could be a primary feature.

Surveying and mapping are needed to locate and document the location of the various trails and associated sites before evidence of the resource is further lost. Difficult access has protected the cultural resources of the White Pass Trail, but deterioration and revegetation are quickly reclaiming the trails and sites in the White Pass area.

Historic Landmark and National Register Designations

The Skagway Historic District and White Pass National Historic Landmark was designated on June 13, 1962. It was the state's third National Historic Landmark, the first two being declared eligible in 1961. The city of Skagway established the Skagway Historic District by local ordinance on October 3, 1972 (a necessary precursor to the authorization of the park). A city commission was established then to review and approve building plans for new construction or remodeling in the historic district. In 1966, Congress passed the National Historic Preservation Act (NHPA), which established a National Register of Historic Places and required that all National Historic Landmarks be placed on the National Register. The Skagway Historic District and White Pass Trail were formally listed on the National Register on October 15, 1966. On April 14, 1975, the Chilkoot Trail was listed on the National Register. The Chilkoot Trail and Dyea National Historic Landmark designation followed on June 16, 1978. The park, by virtue of the fact that it is an historical park, was placed on the National Register on June 30,

1976. In conjunction with the NHPA, Congress directed the NPS to identify historically justifiable boundaries; and as a consequence, all of the National Register forms have been updated. These boundaries are larger and do not coincide with the park boundary but they do indicate the extent of the historical use of the area.

Historic Structures

Most of the significant historic structures in the park are associated with the Klondike Gold Rush. Fifteen structures relating to the gold rush period in Skagway have been or will be restored. These representative resources have been afforded special attention to ensure their preservation and interpretive values. When preservation or restoration of existing structures is specified, the intent will be to preserve existing original work and to maintain it or make compatible repair or replacement of deteriorated fabric. New work on such structures, when required for maintenance purposes, will conform to the buildings's original character and be undertaken only when it can be satisfactorily documented. When restoration is impossible, the elements being replaced will be duplicated.

Certain structures may not merit preservation because of minimal significance, advanced deterioration, or excessive costs. These structures may be stabilized or allowed to deteriorate naturally, with their sites eventually reverting to a natural condition. Some removal of hazardous elements may be necessary for safety and to avoid an attractive nuisance. Park users will be alerted to the potential hazards associated with these structures, which do have value as "discovery" sites.

Museum Objects and Collections

An integral part of the research, monitoring, and interpretive programs at KLGO is the systematic collection and professional maintenance of museum specimens. These include historic photographs, documents, and objects as well as natural history specimens. Guidelines concerning appropriate materials for collection are contained in a separate "Scope of Collections Statement and Collecting Guidelines" (NPS 1993) prepared by NPS staff.

The museum collection at Klondike Gold Rush NHP consists primarily of objects relating to the gold rush of 1897-98. Most objects and related materials are acquired through compliance archaeology work on the historic structures before restoration. Some remaining objects were collected from the area's gold rush trails. A few historic items are acquired as gifts or purchased for exhibits.

There are a total of about 200,000 museum objects listed in the park's collection. Of these, 190,800 items have been cataloged and entered into the Automated National Catalog System (ANCS). Approximately 10,500 archaeology artifacts housed at other NPS locations are waiting for analysis and still need to be cataloged. There are about 700 artifacts within the park to catalog and/or enter into ANCS.

More than 500 cataloged specimens are in the natural history collection, mainly herbarium specimens from a 1993 natural resource inventory and monitoring project conducted with the Tongass National Forest. The project and related work will continue to generate an herbarium and associated records.

The condition of the historical artifacts is mostly fair to poor due to the severe climatic conditions of the Skagway/Dyea area. An official collection condition survey has never been conducted and the reported condition is based on the evaluation of the cataloger.

Storage space has reached capacity. As the park collection continues to grow, another facility to house collections is needed, most likely before the completion of the Moore House project. Environmental conditions in the existing storage rooms are generally good.

Museum records are a very important component of any museum collection. They constitute the basic legal claim of the NPS to the museum objects at Klondike Gold Rush NHP. The curatorial staff oversees the accession and catalog records for the park museum collection, and ensures compliance with established NPS policies, including ANCS. The staff also researches artifacts to answer specific questions posed by other staff members, the general public, and in advance of new exhibits.

Some of the land in Dyea and most of the Chilkoot Trail are state-owned property, managed by the NPS through a Memorandum of Agreement. The artifacts in these state-owned areas are owned by the state of Alaska and are technically on loan to the NPS. This adds to the difficulty in managing this unique collection of gold rush artifacts.

Park Library

The heart of any good park resource or interpretive program is the park library. The park library provides an organized body of information on the cultural and natural resources, history, and administration of the park. KLGO's library is found in two adjacent upstairs rooms in the Visitor Center (Broadway Depot). Although it is not a public

library (only park staff and selected individuals may remove library materials from park premises), the library is accessible to all who request to use it with proper purpose and supervision.

The park library contains well over 1000 bound volumes including many NPS planning documents, reports, and studies as well as contemporary books and pamphlets, focusing on the gold rush period as well as the local environment. The library also contains four filing cabinets full of secondary and primary reference material mostly related to the gold rush era including letters, diaries, personal papers, reminiscences, histories, business directories, magazine articles, book excerpts, travel accounts, information relating to the White Pass & Yukon Route railroad (WP & YR). Most of these documents are photocopies of originals held in other institutions. There are also over a hundred reels of microfilm and many thousands of microfiche copies of historic newspapers (mostly local), U. S. patent records, historic trade catalogs, census returns (1900, 1910, and 1910), military post returns, historic Territorial and other legal records pertaining to Skagway and Dyea, RCMP records, and finally WP & YR records. The park library also contains well over 4,000 historic photographs which have been duplicated from other organizations and individuals. These photographs are well organized by geographical area and theme. There are also several hundred more recent photographs dating from the 1970s to the present. Well over 1,000 aerial photographs of both the Taiya and Skagway river valleys are also housed in the park library. The aerials range in age from 1929 to 1993.

The park library also contains a large slide collection housed in two specially designed storage cabinets located in the library reading room. The collection consists of slides of historic photographs as well as more recent slides of the park environment, activities or events. Also located in the reading room is a moderately sized collection of area maps. Many of the maps are either topographic maps or maps associated with park projects. A few of the maps, however, are copies of historic maps of the area.

The park's collection of video cassettes can be divided into the following categories: (1) Videos that were manufactured by outside commercial organizations; (2) Videos of historic film footage (commercial or amateur) of the surrounding area; and (3) and more recent videos of local events that were filmed by park staff. The library also houses many audio cassette tapes which contain oral interviews of several Skagway residents. Some of these interviews have been transcribed but many have not been. There are also tapes of past ranger programs as well as commercial products that

relate to the gold rush theme.

NATURAL RESOURCES

Physiography

The three park units in Alaska are located in the northern portion of southeast Alaska's panhandle, an area characterized by glacier-clad peaks rising sharply from tidewater and a maze of saltwater fjords and canals. Flat land is limited to the bottoms of glacial valleys or areas adjacent to river deltas. The units are located within two glacial valleys that form the northern terminus of the Lynn Canal.

The Skagway unit is located within the Skagway River valley. The valley is about 15 miles long, trends northeast to southwest, is relatively straight, and is drained by the Skagway River. Elevations range from sea level to 3,500 feet near White Pass. The city of Skagway sits at the mouth of the valley adjacent to the Skagway River.

The White Pass unit is approximately five miles long and one mile wide and is in the White Pass Fork drainage of the Skagway River north to the British Columbia border. White Pass itself is 2,865 feet high and approximately 11.5 air miles north-northeast of Skagway. The terrain is exceptionally steep and rugged with very little access except from the railroad right-of-way, which passes through the eastern portion of the unit.

Compared to the Skagway River valley, the Taiya River valley is generally longer, wider, and higher. Approximately 18 miles long and 1.5 miles at its widest, almost the entire Chilkoot Trail unit lies within the valley. The unit begins at tidewater following the Taiya River valley north to the Canada border. The lower valley is characterized by a 1.5-mile long tidal flat. The highest elevation in this unit is 5,600 feet.

Geology

The park is located within a broad belt of interconnected mountains that stretch from California to the Alaska Peninsula called the Coast Mountains. The range was formed by the uprising of a huge volcanic batholith and subsequently carved by glaciers. The most recent glacial activity is estimated to have ended between 12,000 and 13,000 years ago. The entire area was formerly covered by glaciers and exhibits features typical of glaciated landscapes, including U-shaped valleys and moraine deposits at lower elevations and in valleys. Higher and steeper slopes are characterized by exposed bedrock and rock outcroppings.

As the glaciers retreated, deep bays and channels and steep-sided valleys and fjords were exposed. Taiya Inlet is a narrow fjord only two miles across at its widest point. Surface valley bottom deposits include alluvial and marine deposits overlying compact glacial deposits. Detailed information on soils is limited. A reconnaissance-level mapping effort was completed in the summer of 1993 and provides more information on soil types (Paustian 1994). Local bedrock formations consist of igneous and metamorphic rock. Bedrock in the White Pass unit is composed primarily of granodiorite, a granular intrusive quartzose igneous rock, formed during the Eocene epoch. Bedrock features of the Chilkoot Trail unit have not been mapped. There are no significant reports of mineral deposits within the park area, heavily prospected for gold and related minerals. Since the discovery of gold at Juneau and the '98 gold rush, a few minor claims have been staked and worked, but are no longer active.

The park area is subject to earthquakes, landslides, erosion and slow geostatic uplift (land rising after being released from the weight of past glaciers). Geophysical hazards may be associated with these processes.

Glacial rebound has had a significant influence on the area's vegetative cover. For the Skagway area, the rate of glacial rebound has slowed from 1.8 centimeters of uplift per year from 1939 to 1959 to 1.5 centimeters per year from 1959 to 1979 (Hudson et al. 1981). The effects of glacial rebound are readily observable on the Dyea Flats where the mean high tide line has migrated south over one mile since 1897 based on photographic comparisons since that time based on the location of the tree line in historic photos of the Dyea townsite and the present tree line. (Gurcke 1996).

Water Resources and Hydrology

Both the Skagway and Taiya Rivers are glacial meltwater rivers, which normally reach their maximum discharges in late summer. Glacial melt and heavy summer rains frequently combine to cause flooding conditions in both valleys. Flows are at their minimums in winter and measure as little as 10 percent of summer flows. Turbidity is high in both rivers during the summers, but low during the winter. Both rivers freeze over in the winter, allowing easier access to many areas.

The groundwater table in both valleys is quite high. In late summer, flooding is caused not so much by the river overflowing its banks as much as the groundwater table rising to the surface. Little data exists in the park about groundwater hydrology but domestic water wells drilled in the area are often quite shallow, 15 to 30 feet deep.

Typical of glacial meltwater rivers, both the Skagway and Taiya Rivers carry large amounts of glacial silt. This heavy bedload causes the rivers to shift their course frequently as new bars and channels are formed. There have been many attempts to control the Skagway River by dredging existing channels, redirecting the course of main channels, and armoring the riverbanks.

On the Taiya, changes in the river's course have had major impacts on park resources. Installation of a bridge in the late 1940s and riprapping in the early 1950s helped redirect the flow toward the west bank, which has increased erosion. About half of the Dyea townsite has been lost to river erosion since the gold rush (Gurcke 1996). During a single flood episode in 1990, along a small section of the bank, an estimated 40 feet of bank erosion occurred in five days. More than 90 feet of bank was lost during the course of the year.

Hydroelectric power developments have been proposed for both rivers. In Dyea, a hydropower project was proposed by the state of Alaska in the 1970s for the West Creek tributary of the Taiya, but has since been dropped. Park legislation addresses the possibility of a road corridor through the Chilkoot Trail unit, providing such right-of-way "will not have significant adverse effects on the historical and archeological resources of the park..."

The Goat Lake Hydropower project, just south of the White Pass unit of the park, is scheduled for construction in late 1996. This proposal, by the Alaska Power and Telephone Company, would build a small dam at the outlet of Goat Lake and a penstock from the dam to the Skagway River Valley about four miles north of Skagway. A 6,000-kw power plant would be constructed on the edge of the Skagway River with power transmission lines extending south to serve Skagway.

Wetlands and Tidelands

Wetlands mapping was conducted by the U.S. Fish and Wildlife Service using the system described in the service's Classification of Wetlands and Deepwater Habitats of the United States (U.S. Fish and Wildlife, 1979). This system groups ecologically similar wetlands and uses three key attributes to identify the presence of a wetland: 1) the presence of wetland plants (hydrophytes) or 2) the presence of wetland (hydric) soil types or 3) soil saturation or flooding.

Most park wetlands are found along valley floors and are typically associated with riverine features or, in more upland areas, pond-like features located

on topographic benches. The most extensive wetlands in the Skagway area occur along the lower reaches of the Taiya River below West Creek.

The extreme lower end of the Taiya valley contains a mix of various estuarine intertidal and riverine wetland types. Within a few miles of the mouth of the Taiya valley, the wetlands become increasingly more dispersed. At higher elevations, there are only a few small pockets of wetlands. Wetlands in the White Pass unit tend to be strictly associated with rivers and streams or pond-like features with unconsolidated bottoms. Wetland delineation maps (scale 1:63,500), which are part of the National Wetland Inventory, are available in park files or by contacting the U.S. Fish and Wildlife Service.

Floodplain

Parts of the city of Skagway, including the old townsite, are located in an area subject to potential flooding from the Skagway River. Floods usually occur in September, October, and the spring and can result from a number of factors, including snow melt and precipitation. The primary cause of flooding in the area is rapid runoff during heavy rains. The sequence of these events also affects the flooding potential. For example, a spring flood may occur as a result of above normal snowfall during the winter followed by an unusually cold spring and finally a rapid snow melt. High temperatures in the glacial areas or warm rain on snow or ice fields will contribute to higher base flows during the summer months (U.S. Department of Housing and Urban Development, 1976). Human activities, such as development in the floodplain, can exacerbate the flood hazard.

The hydraulic capacity of the Skagway River was first addressed in 1940 when the U.S. Army Corps of Engineers studied the problem and subsequently constructed a 1.5-mile flood control dike. Additional flood control projects were conducted in 1946. In 1991, the Corps conducted a reconnaissance study of the threat to life and property given the present condition of the dike and hydraulic capacity of the river. The Corps' February 1992 report identified the need for further reconnaissance work. The Corps plans to conduct additional studies along the northeasterly bank of the river in the future.

The Dyea campground is located in a low-lying area along the east bank of the Taiya River. The site is subject to flooding and was part of the Taiya riverbed during the gold rush era.

Both of these areas are susceptible to a tidal wave or tsunami. Emergency warning and evacuation procedures for both areas will be added to the

park's Safety Plan.

Air and Water Quality

Klondike Gold Rush National Historical Park is currently classified as a Class II airshed under the provisions of the Clean Air Act amendments (42 USC 7401 et seq.). The park will be managed to achieve the highest attainable air quality levels and visibility standards consistent with the Clean Air Act designation and mandates specified by enabling legislation, e.g., the NPS Organic Act. An air quality monitoring program will be established for KLGO to provide base data on air quality against which future air quality samples can be compared. This program may be established cooperatively with the Alaska Department of Environmental Conservation, the U.S. Environmental Protection Agency, the U.S. Forest Service, or the city of Skagway.

Air quality is generally considered to be quite good with some significant generators of airborne pollutants being exhaust emissions from cruise ships and smoke from wood burning stoves. The city ceased open burning at the landfill west of town in the fall of 1993, which improved air quality dramatically.

In 1989 the state Department of Environmental Conservation and the federal Environmental Protection Agency informed the city of Skagway that the shipment of lead and zinc concentrates through the port of Skagway had left the community with highly elevated levels of lead which could be hazardous to human health. A massive clean-up effort was undertaken and over the next two years the sources of lead were mitigated and the heavier concentrations were removed. In 1993 the mines in the Yukon that were the source of shipments were closed, but reopened in 1995; and for the time being there seems to be no immediate threat since the ore is now transported encapsulated from the mine to inside the Skagway ore terminal. The concentration of lead that remains is on the floor of the harbor adjacent to the ship loading facility. It was determined this lead concentration was best left alone having been encapsulated under a layer of uncontaminated sediment.

Surface water in the area is generally clear with some suspension of glacial flour and erosional sediments during periods of high run-off. The city has been notified by the state Department of Environmental Conservation (DEC) that there are organic pollutants in some of the drinking water samples. These pollutants are believed to come from containers of unknown chemicals that were buried north of town many years ago by the military or other industrial users. The source of

organic pollutants in some of the drinking water samples. These pollutants are believed to come from containers of unknown chemicals that were buried north of town many years ago by the military or other industrial users. The source of the pollution has not yet been located.

Maintaining the quality of water within KLGO will be carried out under the regulatory authorities of NPS, DEC, and EPA. DEC will be consulted before initiation of any NPS developments that may have adverse effects on water quality in the park. DEC and EPA enforce both air and water quality regulations on NPS lands. Water quality sampling will be conducted by the National Park Service, in coordination with DEC and EPA.

Shorelands, Tidelands, and Submerged Lands

The Submerged Lands Act of 1953, the Alaska Statehood Act of 1958, and the state constitution provide for state management of the water (subject to the reservation doctrine discussed below in the "Water Rights" section), shorelands (the beds of navigable waters), tidelands (lands subject to tidal influence), and submerged lands (lands seaward from tidelands).

Determinations of what waters are navigable is an ongoing process in Alaska at both the administrative and judicial levels. The Bureau of Land Management determined that the Taiya River upstream to its confluence with the Nourse River is navigable. Other water bodies may be determined navigable in the future. Tidelands, shorelands, and submerged lands are located in the park in the Dyea flats area along the southernmost wharf remnants.

The National Park Service will work cooperatively with the state to ensure that existing and future activities occurring on these shorelands, submerged lands, or tidelands underlying the waters within and adjacent to the unit boundary are compatible with the purposes for which the unit was created. Any actions, activities, or uses of nonfederal lands that will alter these lands or result in adverse effects on water quality or on the natural abundance and diversity of fish and wildlife species will be opposed by the National Park Service. The National Park Service will manage the park uplands adjacent to shorelands, submerged lands, and tidelands to protect their natural character as directed by the Memorandum of Understanding with the state of Alaska.

Management of Water Columns

The state of Alaska has authority to manage water, based on the laws cited in the previous section. These laws provide for water management by both the state and the National Park Service.

NPS will oppose any uses of waterways that will adversely affect water quality or the natural abundance and diversity of fish and wildlife species in the units. NPS will work with the state on a case-by-case basis to resolve issues concerning the use of the various waterways where management conflicts arise. Cooperative agreements for the management of uses on the water will be pursued if a case-by-case resolution of management issues proves unacceptable to the National Park Service and the state.

Water Rights

The right to use water in Alaska is governed either by state statutes under the Doctrine of Prior Appropriation or federal law under the Doctrine of Federal Reserved Water Rights.

Under state statutes a water right may be administratively or judicially recognized by the state for state-defined "beneficial uses," including instream flow. Such rights may be acquired by private citizens as well as federal, state, or local agencies. Under federal law, a right to use unappropriated water arises on lands reserved or otherwise set aside from the public domain by Congress or the President for a specified government purpose - such purpose generally being defined in the document creating the "reservation." The water right so created is for no more than the amount of water necessary to prevent the defeat of that government purpose, and it has a priority date as of the date of the act or proclamation creating the "reservation."

State and federal law-based water rights can exist simultaneously on the same parcel of federal land, even on the same water source. The two kinds of rights differ in relative priority dates, type of "use," and other attributes.¹ State and NPS records indicate no rights based upon the Prior Appropriation Doctrine presently exist in the park outside of Skagway.

The National Park Service will inform the state of its reserved water rights, both quantity and priority, when the United States is properly joined as a necessary party to an adjudication of all rights to the use of water in a source. Joinder is accomplished under the terms of a limited waiver of sovereign immunity known as the McCarran Amendment (43 U.S.C.A. § 666). Absent such joinder the National Park Service may inform the state of NPS's water use in the interest of comity.

There are other distinctions that separate these rights, including the protection of federal law-based rights from forfeiture and the application of federal uses rather than state-defined "beneficial uses."

Klondike Gold Rush National Historical Park

National Park Service
Department of the Interior

Legend

COASTAL SPRUCE /
HEMLOCK FOREST



LOWLAND GRASSLANDS



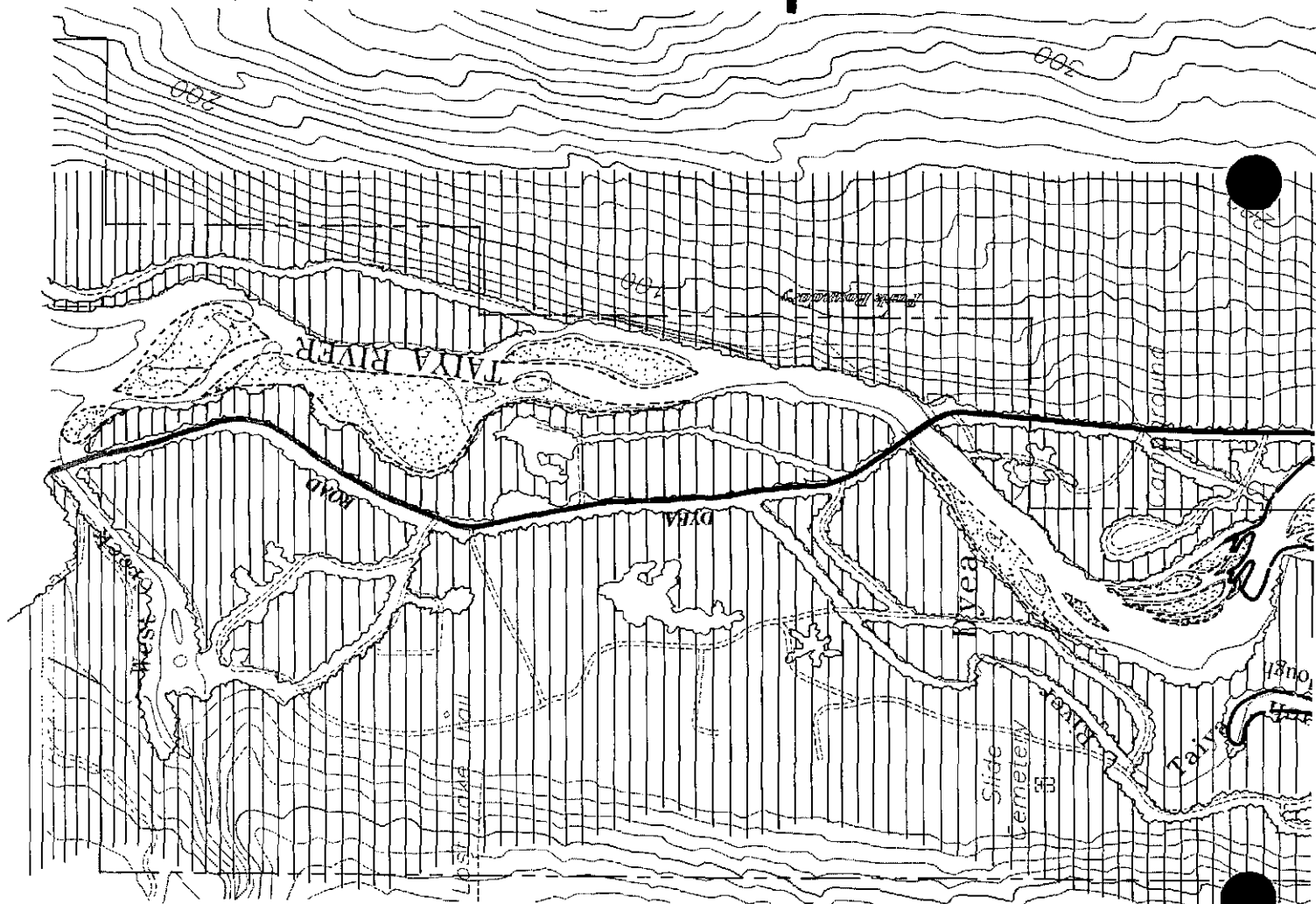
RIVER SANDBARS (Transient)

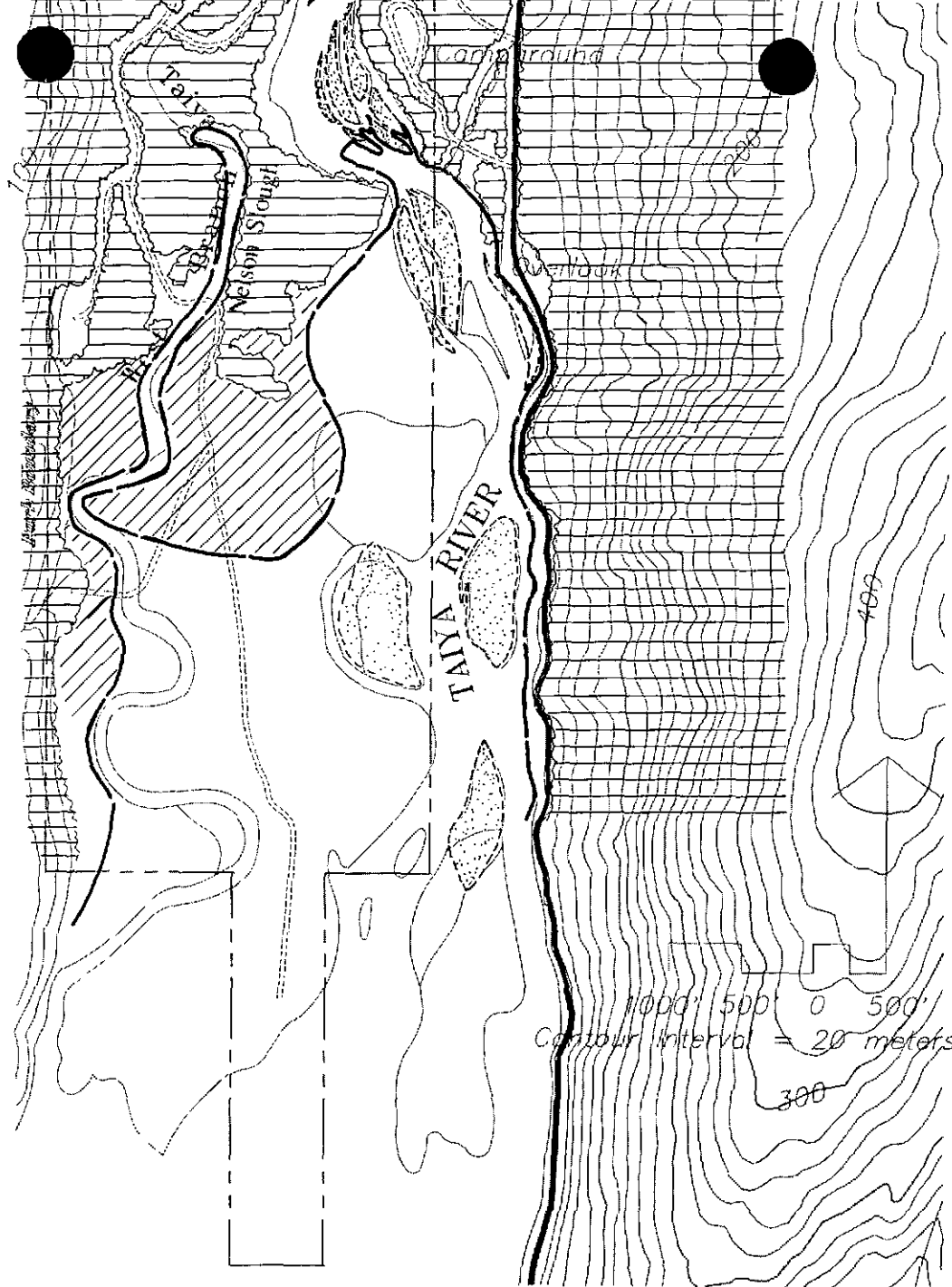


EXISTING CLEARED AREAS



LIMIT OF TIDAL FLOOD ZONE
(OBSERVATION 11/4/94 @ 1330 HRS.; 21.2 FEET)





LIMIT OF TIDAL FLOOD ZONE
(OBSERVATION 11/4/94 @ 1330 HRS.; 21.2 FEET)

ENVIRONMENT / VEGETATION

Dyea Area

Development Concept Plan



ON MICROFILM

Klondike Gold Rush National Historical Park

National Park Service
Department of the Interior

Legend

TAIYA RIVER FLOOD PLAIN
(Sitka Spruce & Cottonwood)

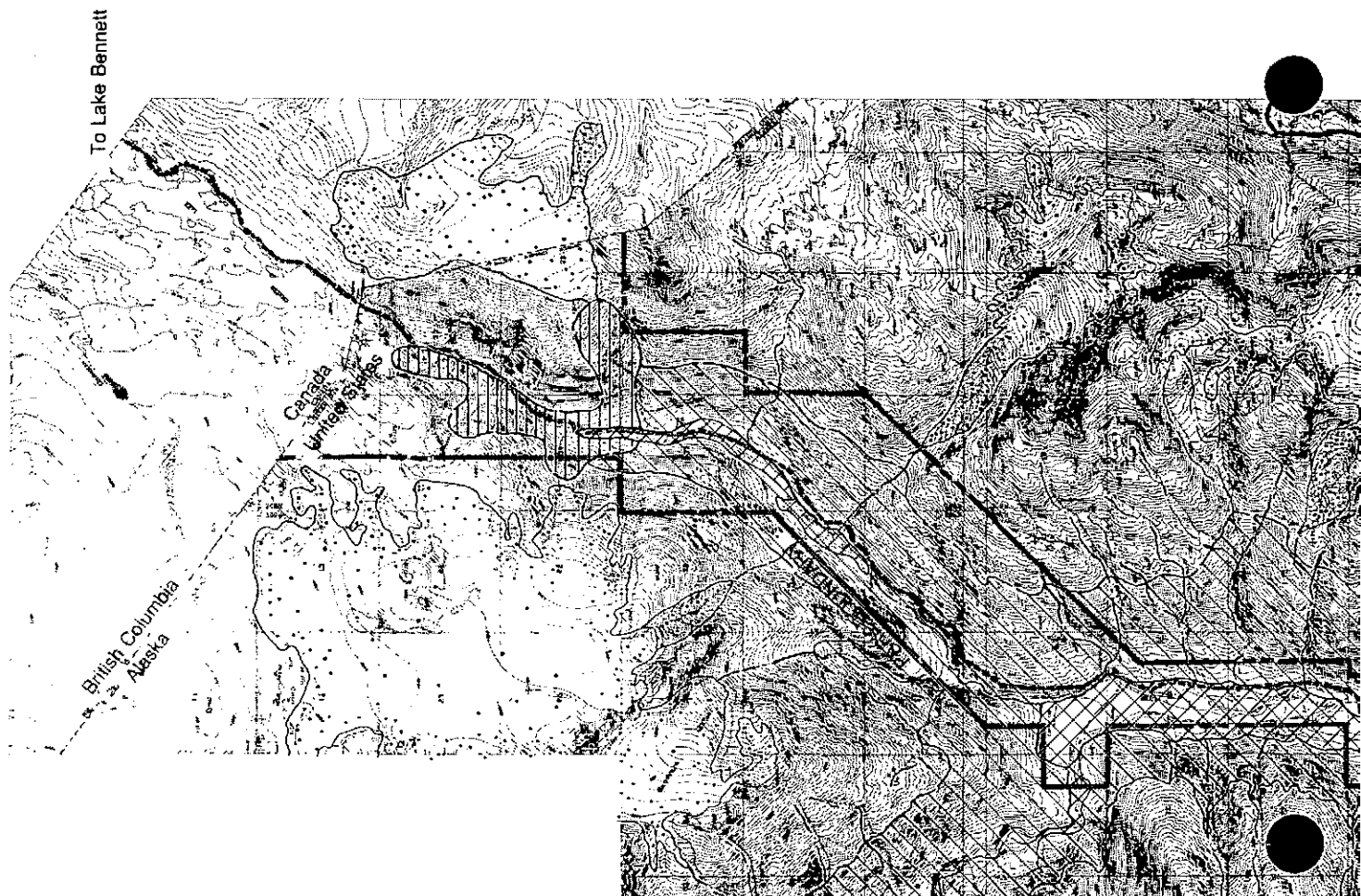
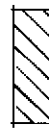
WESTERN HEMLOCK &
BLUEBERRY

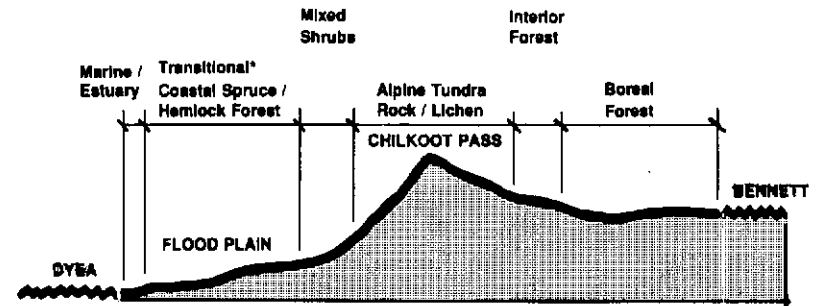
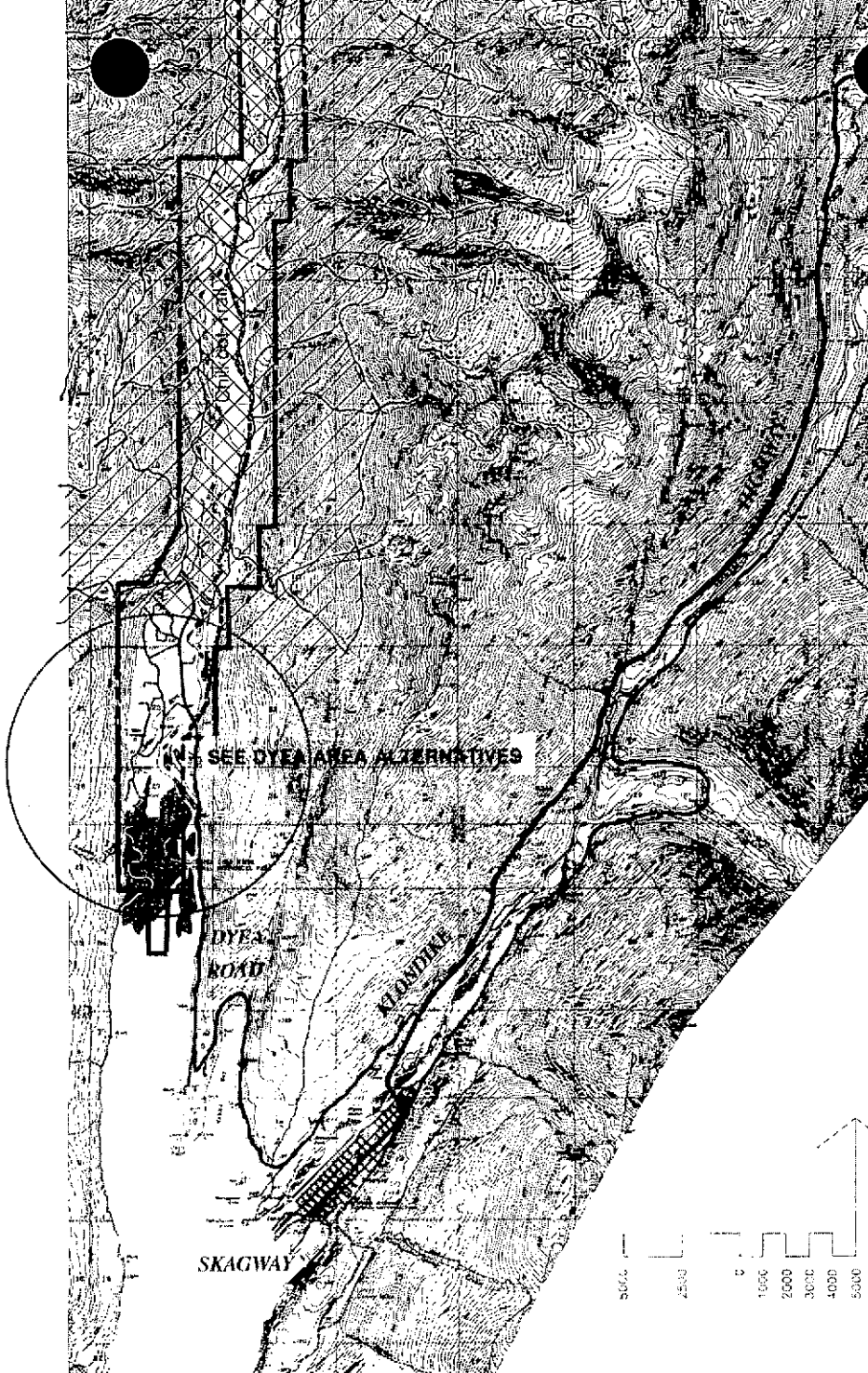
MIXED SHRUBS

ALPINE / ROCK & LICHEN

GLACIAL ICE & SNOW

VALLEY STREAMS &
DRAINAGES





TRANSECT - CHILKOOT TRAIL

* Includes vegetation associated with Interior forests

ENVIRONMENT

Source: Ecological Reconnaissance Inventory, by USDI, National Park Service, Alaska Regional Office, & USDA, Forest Service, Tongass National Forest.

Chilkoot Trail Development Concept Plan

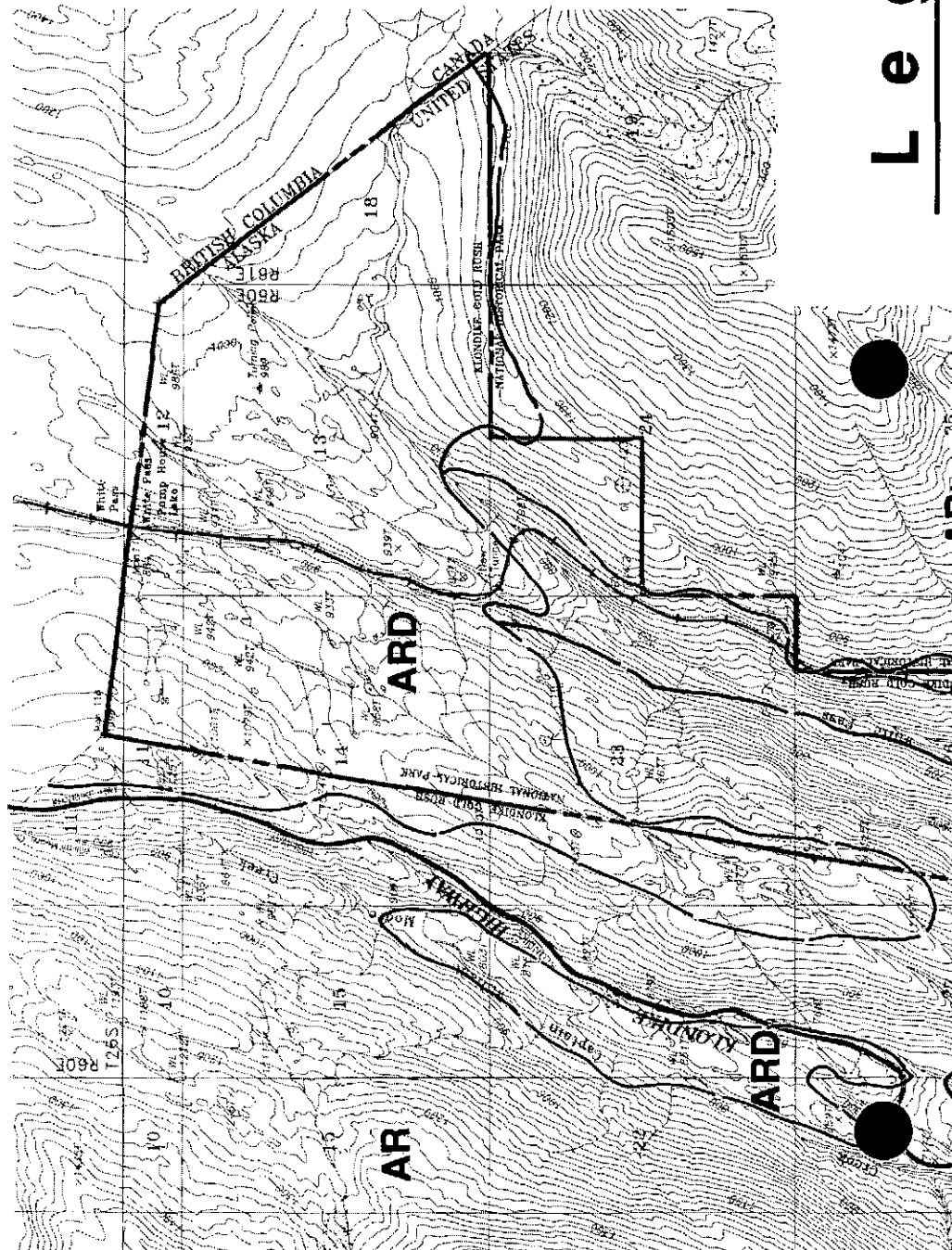


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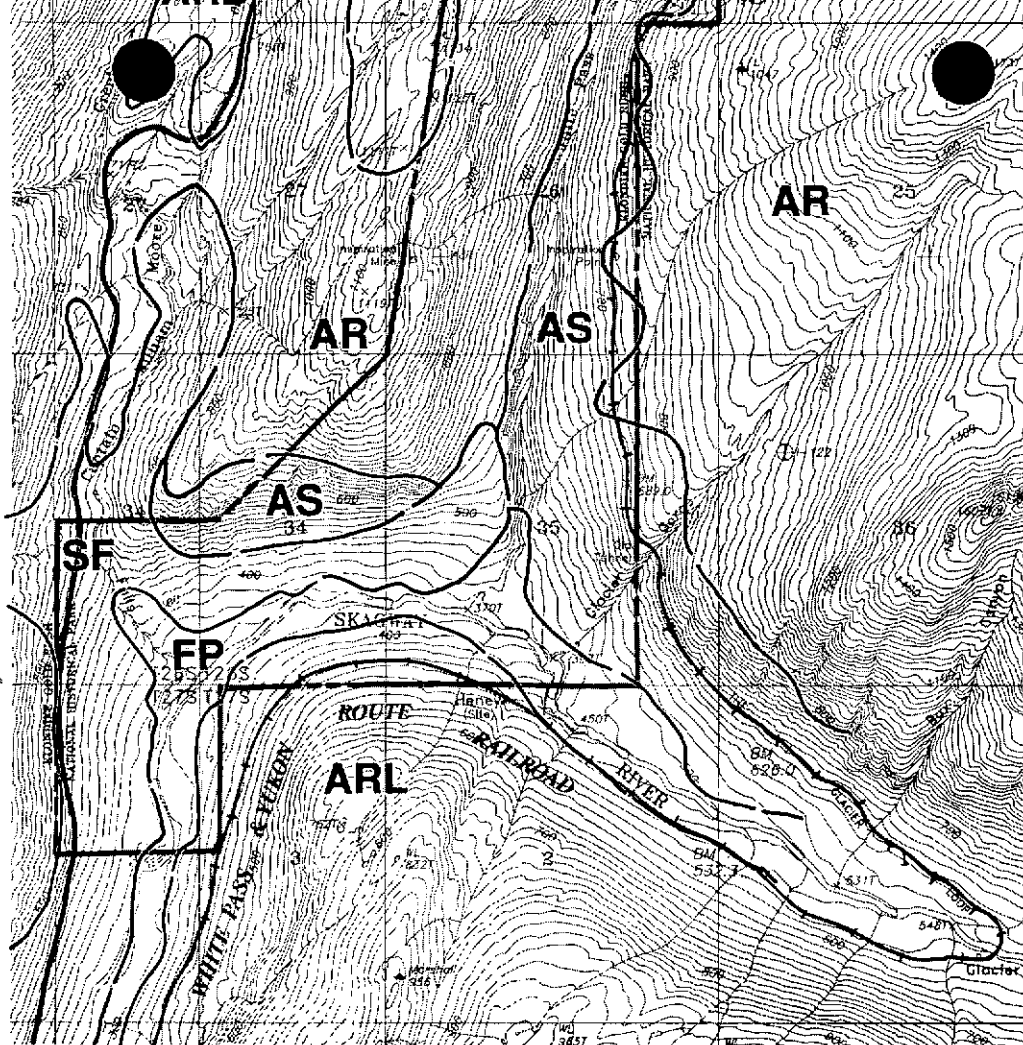
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Klondike Gold Rush National Historical Park

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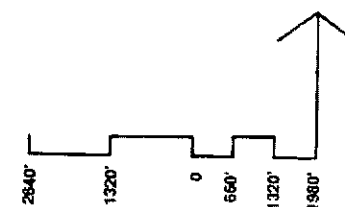


ENVIRONMENT

Source: Ecological Reconnaissance Inventory, by USDI, National Park Service, Alaska Regional Office, & USDA, Forest Service, Tongass National Forest.

Legend

FP	SKAGWAY RIVER FLOOD PLAIN (Footslopes and Fans)
SF	SUBALPINE FIR
AS	AVALANCHE SLOPES
AR	ALPINE - RUGGED
ARD	ALPINE - ROUNDED
ARL	ALPINE - ROCK & LICHEN



White Pass General Management Plan

461 AKSO
80,032 Jan. 95

ON MICROFILM

Where it uses water under the Doctrine of Prior Appropriation, the National Park Service will comply with state water rights statutes and regulations in the same manner as other water users. Further, the National Park Service will attempt to work cooperatively with the state as the state administers the use of the state's water under state law.

Vegetation

KLGO lies at the northern end of the maritime hemlock-spruce-cedar temperate rainforest, which extends northward from California. The natural vegetation in the area is a mosaic of second growth and old growth coniferous forest, alpine vegetation, small areas of peatlands and successional communities in frequently distributed areas such as floodplains, estuaries, and avalanche chutes. Unvegetated glaciers, snowfields, and rock outcrops are common inclusions in the mosaic.

The KLGO area is transitional to interior Alaska plant communities, where a continental climate results in vastly different vegetation from the lush coniferous forest produced by abundant rainfall in Southeast Alaska.

Due to the park's position at the end of Lynn Canal where precipitation decreases and climate changes from maritime to continental, plant diversity is high, and the dominant plant communities are different from those found in the majority of Southeast Alaska. Vegetation and plant communities in the KLGO area do not fit clearly into plant associations identified for Southeast Alaska by the Tongass National Forest. The area's drier climate and proximity to the interior ecosystem of the Yukon Territory and northern British Columbia are demonstrated in more drought-tolerant plant communities than those found south in the Alexander Archipelago.

A very distinct and well-developed estuarine plant community has developed in the past 100 years in the Dyea tidal flats area due to glacial rebound, natural vegetation colonization and revegetation of previously cleared areas.

The Chilkoot Trail unit of the park contains a variety of vegetation zones: intertidal sand flats, coastal meadow, coastal western hemlock/Sitka spruce forest, subalpine montane zone of mountain hemlock/subalpine fir, and at the highest elevation, alpine tundra. The White Pass unit is restricted to the upper five miles of the White Pass valley, which contains hemlock/spruce forest, a subalpine montane zone, and the alpine tundra zone. The tree line is about 2,000 feet.

Within the park, the Chilkoot and White Pass Trails transverse at least two highly distinctive major biogeoclimatic zones:

Pacific Northwest Coastal Rain Forest - This biotype is characterized by a moderate coastal (marine) climate. Because of the highly varied topography and microclimatic conditions, the characteristics of the forest are also varied. Coniferous tree species include western hemlock, mountain hemlock, Sitka spruce, subalpine 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-bottom lands. Alder, red osier dogwood, and willow are common. Patches of blueberry, currant, devil's club, and rusty menziesia dominate the shrub layer. A wide variety of herbaceous plants such as lady fern and violets occur as ground vegetation. Several small stands of timber may have possible commercial value. Portions of the lower Taiya River Valley below Finnegan's Point, West Creek, and the northern part of Dyea have been logged in the past. The total value is considered relatively low.

These young forests are undergoing a rapid rate of change in soils, vegetation, and consequently in animal populations, following widespread glaciation. Most of the area is undergoing primary succession. However, many of the accessible trees on the lower slopes were logged during the gold rush, early development of Skagway, and construction of the White Pass & Yukon Railroad. The area has also been burned extensively as a result of man's activities. The early logging and repeated fires have created a substantial area that is undergoing secondary succession. The City of Skagway passed Ordinance #84-22 banning loose animals in the city (which includes Dyes) after January 1, 1985 which has generally curtailed open grazing on the Dyea Flats.

Alpine Tundra and Alpine Meadow - This vegetation type is particularly well developed on the Canada side of the passes and on higher, less accessible areas on the Alaska side. On the Chilkoot Trail, the vegetation type extends from the vicinity of the pass as far as Deep Lake, where subalpine forest begins to take over. The most extensive expanse of alpine tundra lies in the vicinity of Crater Lake, just below the summit. The surrounding slopes, reminiscent of arctic tundra, are characterized by patches of ice and snow, and swift-flowing meltwater streams that rush across the tundra into the icy waters of the lake. Grassy meadow-like swales are common farther down from the summit.

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 are abundant.

Fire Management

Wildlife fire frequency is low. The effects of naturally occurring fires have not been studied. There is evidence of fire scars on some larger, older trees in the vicinity of Canyon City. Due to the drier climate and proximity to the interior climate and meteorological influences (where fire plays a significant recurring role in vegetation community development), natural fire may have been a significant factor in vegetation community development. Further study is needed to clarify this issue. Recent wildland fires are mostly the result of recreational or commercial activities. A small fire in 1993 was attributed to a lightning storm that had passed through the area. It was suppressed as soon as it was detected and personnel could be mobilized at the site.

Suppression of wildland fires in the Chilkoot and White Pass units of the park is provided for under the auspices of the Alaska Interagency Fire Management Plan - Southeast Planning Area (Alaska Interagency Fire Management Plan, 1988). The U.S. Forest Service provides suppression services for significant fires in the park. Through the fire suppression planning effort, park managers selected one of the four fire management options based upon the presence of human habitation and cultural and natural resources warranting protection. The majority of the park lies within the "Full" fire management option, which provides for immediate suppression of all wildland fires dependent upon the availability of suppression forces. The park superintendent may revise the selected fire management option on an annual basis. It is the NPS' responsibility to identify resources to be protected, to inform the suppression agency, and to update this information as new resource information becomes available.

Fire suppression for the park's 15 historic structures in the Skagway unit is provided by the Skagway Volunteer Fire Department.

Fish and Wildlife Management

The National Park Service is mandated by ANILCA and other laws to protect the habitat for, and populations of, fish and wildlife within the park. The National Park Service will strive to maintain the natural abundance, behavior, diversity, and ecological integrity of native animals as part of their ecosystems. National Park Service management of fish and wildlife will generally consist of baseline research and management of the human uses and activities that affect such populations and their habitats, rather than the direct management of resources.

The Alaska Department of Fish and Game (ADF&G), under the constitution, laws, and

regulations of the state of Alaska, is responsible for the management, protection, maintenance, enhancement, rehabilitation, and extension of the fish and wildlife resources of the state; in accordance with the state constitution, the department manages fish and wildlife using the recognized management principle of sustained yield. Within conservation system units, including Klondike, state management of fish and wildlife resources is required to be consistent with the provisions of ANILCA; therefore, aspects of state management that are inconsistent with ANILCA do not apply within the park.

The National Park Service and the state of Alaska will cooperatively manage the fish and wildlife resources of the park. A memorandum of understanding between the NPS and ADF&G defines the cooperative management role of each agency. The "Department of the Interior, Fish and Wildlife Policy: State-Federal Relationships" (43 CFR 24) further addresses intergovernmental cooperation in the protection, use, and management of fish and wildlife resources. The closely related responsibilities of protecting habitat and wildlife populations, and of providing for fish and wildlife utilization, require close cooperation of ADF&G, the Park Service, and all resource users.

Fishing is an allowable use in the park (ANILCA section 1314 and applicable state law). Trapping and hunting are not permitted on federal lands, but are permitted on State-owned lands within the park pursuant to state law during established seasons.

Congress recognized that programs for the management of healthy populations may differ between the National Park Service and the U.S. Fish and Wildlife Service because of differences in each agency's management policies and legal authorities; therefore, "the policies and legal authorities of the managing agencies will determine the nature and degree of management programs affecting ecological relationships, population dynamics, and manipulation of the components of the ecosystem" (Senate Report 96-413, p. 233).

The state of Alaska, through the boards of game and fisheries, establishes fishing, hunting, and trapping regulations for the park, consistent with the provisions of ANILCA. The Park Service will cooperate with the state wherever possible to establish regulations that are compatible with park management goals, objectives, and NPS policies.

The state has developed resource management recommendations containing management guidelines and objectives that are generally developed for broad regions. Therefore, some of the guidelines and objectives may not be applicable to the park. The state has also

developed fish and wildlife management plans. The master memorandum of understanding indicates that the Park Service will develop its management plans in substantial agreement with state plans unless state plans are formally determined to be incompatible with the purposes for which the park was established.

Habitat and animal population manipulation will not be permitted within the park on federal lands except under extraordinary circumstances and when consistent with NPS policy as described in the master memorandum of understanding. Congressional intent regarding this topic is presented in the legislative history of ANILCA as follows:

[I]t is the intent of the Committee that certain traditional National Park Service management values be maintained. It is contrary to the National Park Service concept to manipulate habitat or populations to achieve maximum utilization of natural resources. Rather, the National Park Service concept requires implementation of management policies which strive to maintain the natural abundance, behavior, diversity, and ecological integrity of native animals as part of their ecosystem, and the Committee intends that concept be maintained. (Senate Report 96-413, p. 171)

In recognition of mutual concerns relating to protection and management of fish and wildlife resources, the National Park Service and the ADF&G will continue to cooperate in the collection, interpretation, and dissemination of fish and wildlife data. The National Park Service will continue to permit and encourage the ADF&G to conduct research projects that are compatible with the purposes of the park. The Park Service will ensure access for state officials for purposes of conducting research and managing fish and wildlife.

Fish and Wildlife Resources

Some chum and silver salmon spawn in the lower Taiya River and its tributaries. The parks recreational fishery is very seasonal and corresponds to fish spawning runs. In early May, the Taiya River is clear, and both steelhead trout and Dolly Varden char move into the channel. A eulachon (hooligan) run usually occurs in mid- to late May. Sport fishing activity is generally low until the pink salmon start running in late July and early August, when pink salmon enter both the Taiya River and Nelson Creek Slough. This earlier run receives most of the fishing activity. A small run of chum salmon usually occurs along with the pink salmon. Dolly Varden char often follow the spawning salmon (to consume their eggs). The second pink salmon run usually falls off by late August, while

the chum salmon run continues into the fall. The fall run of silver salmon elicits visitor interest in both sport fishing and watching bears feed. Silver salmon generally run to selected sloughs off the Taiya River. Pink salmon also migrate up Mill (Pullen) Creek to the pond area near the waterfront in Skagway. In the Skagway area, the Taiya River, Nelson and West Creeks, an unnamed eastern tributary to the Taiya, the Skagway River, and an unnamed creek emptying into Nakhu (Long) Bay are classified as anadromous waters. Alaska statute 16.05.870 requires that any proposed use or activity that would use, divert, obstruct, pollute, change the flow of these waters, or use vehicles in streambeds must first notify the Commissioner of the Alaska Department of Fish and Game for approval.

The major large mammal species in the area are mountain goats and black bear. Mountain goats are hunted in the fall and winter. Black bears are sometimes hunted along the railroad grade in the spring. A small population of moose inhabits the White Pass unit on the upper Skagway River bottom. Grizzly bears and wolves are rarely seen in the area. Fish and Game harvest records from 1985 through November 1995 show two brown bears taken near the park, one each in 1987 and 1988; four total black bears, one each in 1985 and 1987, and two in 1986; and an average of almost three goats each year. Furbearer sealing records for the same time period show a total of three animals taken: one in 1985 and two in 1986.

Grouse and all three species of native ptarmigan inhabit the park area. This area also contains the northernmost breeding habitat of the rufous hummingbird. Wolverine, marmot, porcupine, marten, coyote, and many other smaller animals are present to the degree that the habitat allows. Bald eagles and many other birds, mink and other predators, and a variety of small mammals are found along the areas influenced by saltwater. White-tailed deer were sighted in the park in 1990. Since that time, the number of sightings have steadily increased. White-tailed deer are not indigenous to the area, and their origins are unknown.

The tideflats, stream banks and channels, and wetlands form important feeding and nesting areas for waterfowl and other birds. Although the major migratory route for waterfowl and seabirds in Southeast Alaska is south of the park area (through the Lynn Canal and the Chilkat Valley), bird migration is partially weather dependent; and tremendous rafts of birds can stack up in Taiya Inlet waiting for the weather to break and allow access to the Interior.

Threatened and Endangered Species

No threatened or endangered species are believed to inhabit the park. Species of concern are those for which there is information indicating the species might qualify endangered or threatened, but further evaluation is needed according to the Fish

and Wildlife Service. Based on currently available migratory and habitat information from the U.S. Fish and Wildlife Service (USFWS, 1992 see Appendix K; Lindell 1995, Moran 1996, and Grossman 1996), the following endangered or threatened species or species of concern (SOC) may occur in the park.

FIGURE 3.3 - THREATENED, ENDANGERED, OR SPECIES OF CONCERN

COMMON NAME	SCIENTIFIC NAME	STATUS
American peregrine falcon	<i>Falco peregrinus anatum</i>	Endangered
Steller's sea lion	<i>Eumetopias jubatus</i>	Threatened
Alexander archipelago wolf	<i>Canis lupus ligoni</i>	SOC
Bull trout	<i>Salvelinus confluentus</i>	SOC
Harlequin duck	<i>Histrionicus histrionicus</i>	SOC
Kittlitz's murrelet	<i>Brachyramphus brevirostris</i>	SOC
Marbled murrelet	<i>Brachyramphus marmoratus</i>	SOC
Northern goshawk	<i>Accipiter gentilis laingi</i>	SOC
Olive-sided flycatcher	<i>Contopus borealis</i>	SOC
Spotted frog	<i>Rana pretiosa</i>	SOC
Yukon Aster	<i>Aster yukonensis</i>	SOC
Moonwort fern	<i>Botrychium ascendens</i>	SOC
	<i>Carex lenticularis var. dolia</i>	SOC

The American peregrine falcon may pass in the area as a transient, primarily during seasonal migration (the Arctic peregrine falcon was removed from the list in 1994, Marbled murrelet and northern goshawk are typically associated with mature old growth forest habitat. Harlequin ducks nest adjacent to inland rivers and streams and commonly use nearshore coastal waters throughout the year. The range and abundance of the spotted frog in southeast Alaska is not well known at this time. It may occur in permanent fresh water habitat within the park although none has been found in the park.

Harbor seals and Steller sea lions may swim up the Taiya River to feed on spawning Dolly Varden char, eulachon, and salmon. Otherwise, there are no major marine mammal concentrations, haulouts, or rookeries located on park lands.

Several species of concern may occur in the park including *Aster yukonensis*, *Botrychium ascendens*, and *Carex lenticularis var. dolia*. Information concerning the distribution of these or other sensitive plants is limited.

CURRENT AND POTENTIAL PARK USES - ALASKA

Access and Circulation

The town of Skagway became accessible by vehicle from the Yukon Territory, northern British Columbia, and the Alaska Highway when the Klondike Highway was opened in 1978 and kept open year-round after the mid 1980s. This has led to increased vehicular demands in Skagway for parking space, improved roads, and auto-oriented facilities and services. A small portion of the road is within the White Pass unit of the park over West White Pass, but the Park Service assumes no management authority over the road.

The trend for travel to Skagway is unmistakably upward. Cruise ship industry spokespersons promise ships with greater passenger-carrying capacity will be calling at Skagway in the coming seasons. Projections of total visitation counts are 500,000 by 1996. This leads to the centennial in 1996 of the discovery of gold in the Yukon and in 1997 and 1998 of the rush to the Klondike. The centennial will be heavily marketed, leading to even greater numbers of visitors. This is good for

the tourism economy, but will require diligent management of local resources and facilities to protect them from being overrun and degrading the park experience.

The White Pass and Yukon Route Railroad provides passenger service between Skagway and Fraser, British Columbia, from mid-May through mid-September. The railroad suspended year-round railroad operations in the fall of 1982 and reopened as a summer tourist route on May 12, 1988. This scenic route follows the Skagway River valley over mountainous terrain to White Pass and through lake and forest country to Fraser, British Columbia. A portion of the railroad crosses the White Pass unit of the park. The park was established subject to existing valid railroad rights-of-way. The railroad right-of-way is subject to federal regulation.

Visitors also arrive in Skagway by air. Three air services provide scheduled round-trip flights daily to Juneau, location of the nearest airport with scheduled jet airline service. Local (charter) air service is also available. During the summer, when visitor travel peaks, space on the airlines is at a premium. Scheduled airlines, using small planes, and air taxis use a 3,700-foot paved runway on the west side of Skagway and adjacent to the Skagway and River. The runway, with its close proximity to the river and to the precipitous mountains surrounding the town, is available only to aircraft that can use a small approach zone.

Privately operated helicopter scenic flights were initiated in 1985, operating from a heliport 300 feet south of the park visitor center. The "heliport" occupies a prime location on the greenbelt near the docks where thousands of tourists walk by each summer day. Helicopter flights are offered to a glacier in the Taiya River basin northwest of Skagway. This service is popular with visitors who may otherwise be unable to experience the thrill of walking on a glacier. The Park Service also uses this carrier to fly supplies to remote camps in the park. The park continues to work closely with the carrier on routes over the park to mitigate noise impacts and will continue to monitor this use and identify impacts.

Cruise ships brought more than 256,000 visitors to Skagway during the summer (May to September) of 1995. The state-owned Alaska Marine Highway provides daily ferry service to Skagway from either Bellingham, Washington, or Prince Rupert, British Columbia. In 1994 the ferries carried 41,516 passengers into Skagway and left with 38,486 passengers (Alaska Marine Highway System 1995). In the summer there is not enough passenger and vehicle space on the ferries to meet the demands of tourists. A limited number of ferries are

scheduled into Skagway during the winter, but overcrowding is seldom a problem. Private boats have adequate space for docking in the newly expanded municipal boat harbor.

In summary, surface and air access to and from Skagway is adequate all year to meet the needs of tourists and local travelers. Only the Marine Highway fails to meet present demands. Keeping the Klondike Highway open during the winter provides access to the Alaska Highway and Whitehorse, Yukon Territory, from Skagway. This increases off-season uses of the park, especially during the spring and fall.

Transportation from Skagway to Dyea is available by private vehicle or taxi. The road is narrow and winds along the coast with many locations that could be difficult for large vehicles or careless drivers. In 1992 the state of Alaska widened and paved the road from its beginning at the junction with the Klondike Highway to mile 1.5. A turn-around area was added at mile 1.5 with signs to warn travelers of road conditions beyond that point. Other selected hazardous areas will be improved on a priority basis.

Access to inholdings

Access is guaranteed to valid mining claims (none exists in the park), nonfederal land, and subsurface rights. Such access is subject to reasonable regulations to protect the values of the public lands that are crossed (ANILCA section 1110(b)). Existing regulations (43 CFR 36.10) govern access to inholdings.

Air Access

Consistent with the principles and proposals described for public use, no improvement in access by air is proposed by the National Park Service. There are no designated landing strips in the park.

All federal lands within the park are open to authorized, fixed-wing aircraft uses, and no changes are proposed in the plan. In the future, if the need for closures or restrictions is identified, the National Park Service will propose them through the procedures outlined in 36 CFR 1.5 and 13.30 and 43 CFR 36.11(f) and (h).

Bennett Lake Railroad Service Terminated

In October 1995, the NPS was notified that the White Pass and Yukon Route Railroad would no longer provide train or passenger service between Fraser and Bennett Lake. What effect the termination of this service will have on those hiking the trail or if the service might be instituted again sometime in the future, is unknown. Other possible options for transport between Bennett and

the Klondike Highway include the development of a new trail, about eight miles, to Log Cabin; floatplane or motorboat service between Bennett and Carcross; hi-railer (regular passenger van with drop down rail wheels) between Log Cabin and Bennett; or hike the tracks to Log Cabin (not encouraged by the railroad). These options would require close cooperation with Parks Canada, British Columbia Parks, and the White Pass and Yukon Route Railroad. The NPS will continue to explore options with the respective land managers for possible hiker access to the Klondike Highway.

Canada Fee System

In October 1995 the NPS was notified that Parks Canada intended to institute a fee system for those hiking the Canada portion of the Chilkoot Trail starting summer 1997. At this time the Canada fees are estimated to be between \$50 and 65 (Canadian) per person. Possibly through some type of telephone reservation system, or at the summit of Chilkoot Pass, Canada would collect trail fees. This program could lead to possible impacts on the American portion of the trail. These may include, but are not limited to impacts from an increased number of turn-around hikers (currently about 5 percent), increased sanitation problems in the Scales area as more people spend the day in the area instead of an hour, possible increase in injuries as visitors scramble back down the 35° boulder-field slope in the "Golden Stairs" area, increased use of and conflicts at Sheep Camp and Pleasant Camp campsites as people spend the day at the pass and two nights instead of one in camp, effects on carrying capacity of the trail especially in the Sheep Camp and Pleasant Camp areas, and increased maintenance of the campsite areas and trail north of Pleasant Camp. It is impossible to predict how many hikers might turn around at the summit and any resultant impacts. All of these potential impacts, and others as necessary, will be examined during and after the first Canada fee season to determine if additional management actions would be needed.

Carrying Capacity

In the past, the question of how much public use is appropriate in a national park has been framed in terms of carrying capacity. The 1978 General Authorities Act requires each park's general management plan to include "identification of and implementation commitments for visitor carrying capacity for all areas of the unit." In determining park carrying capacities, the focus was to define the desired resource conditions and visitor experiences that complement park purposes and management objectives. Parameters were set on how much human-induced change could occur at specific locations and what management actions would be needed if the standard were exceeded.

Visitation to the Klondike park units, especially in Alaska, has been steadily increasing over the past 10 years at about 5% per year (Figure 3.7). Visitation has resulted in increased impacts on natural and cultural resources, especially along the Chilkoot Trail, and changes in the type and quality of visitor experiences. Since most (94%) of the hikers accessing the trail in Alaska complete their trip in Canada, consideration must also be given to the numbers of people hiking over the pass, as facilities in Canada are limited and are also not expected to expand during the life of this plan. Throughout this planning effort, both U.S. and Canadian park staff and visitors have expressed concern over the effects of this increasing use (Elliot, 1994).

Although some impacts from increasing visitation can be addressed through facility improvement as well as new development, facility development alone cannot address all visitor impacts. At some point, increasing levels of visitation can overwhelm an area, creating unacceptable resource damage (cultural and natural) and/or dramatically changing the character of the visitor experience.

In order to address this issue, more direct visitor management may be necessary in the future. Management options have generally fallen into one of three categories:

- ☐ Facility improvements that focus impacts to locations designed to handle them
- ☐ Education to modify visitor behaviors that cause unacceptable impacts, or
- ☐ Regulations to keep use levels below those that cause unacceptable impacts or overcrowded facilities.

This plan recommends carrying capacities for use of the Chilkoot Trail to prevent unacceptable impact levels and sustain high-quality visitor experiences. They have been developed through a systematic process that included:

- ☐ Identification of explicit resource, visitor use, and unit management objectives (resource-specific Alaska Management Objectives and Alaska Unit Management Objectives in the Purpose and Need chapter)
- ☐ Identification of recreation opportunities along the trail where different resource and social conditions are found that help to differentiate between the opportunities and allowable management actions

Klondike Gold Rush National Historical Park

*National Park Service
Department of the Interior*

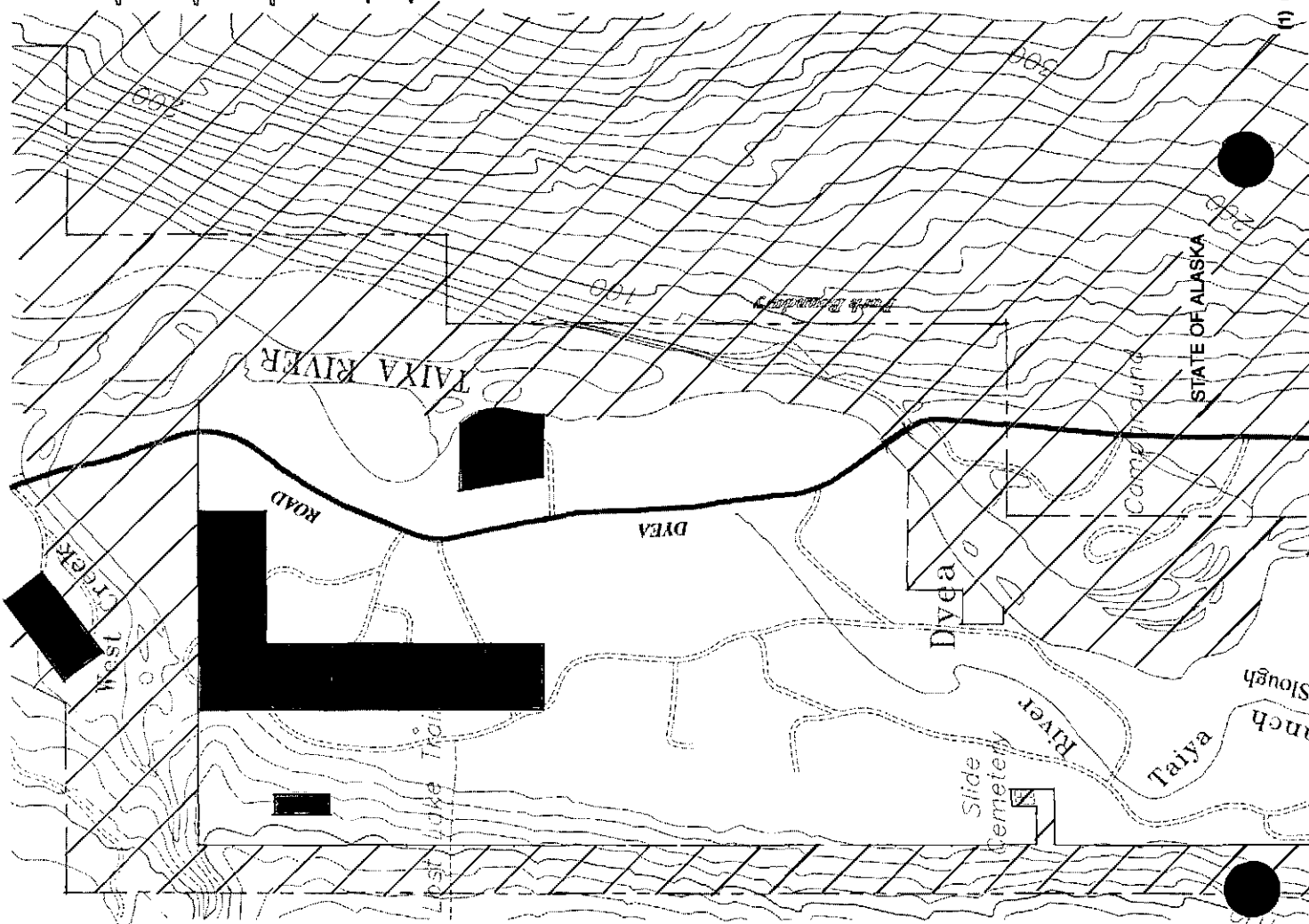
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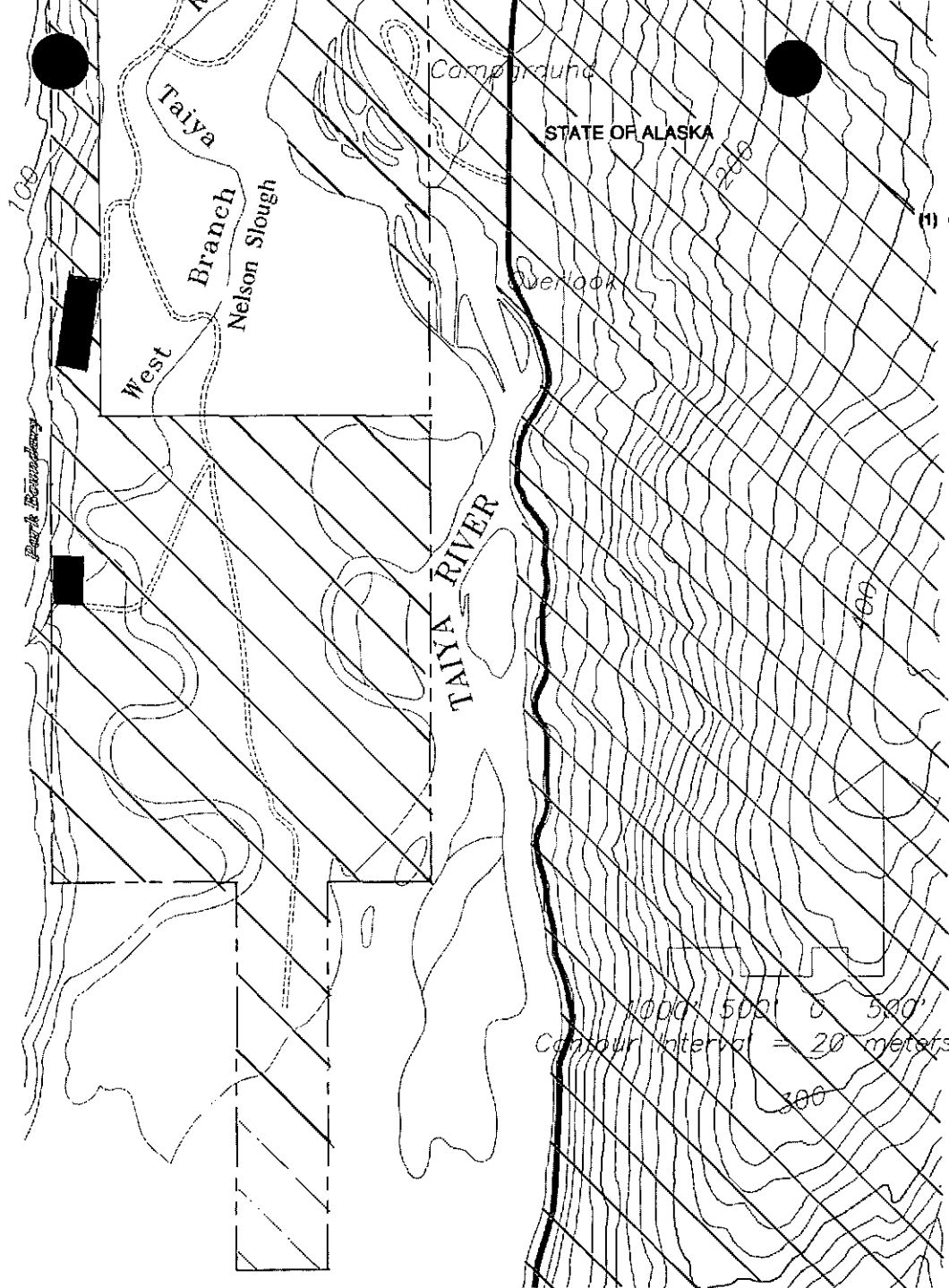
□ FEDERAL LAND

▨ STATE OF ALASKA

■ PRIVATE LAND



(1) Compiled from existing records & data, Alaska System Support Office.

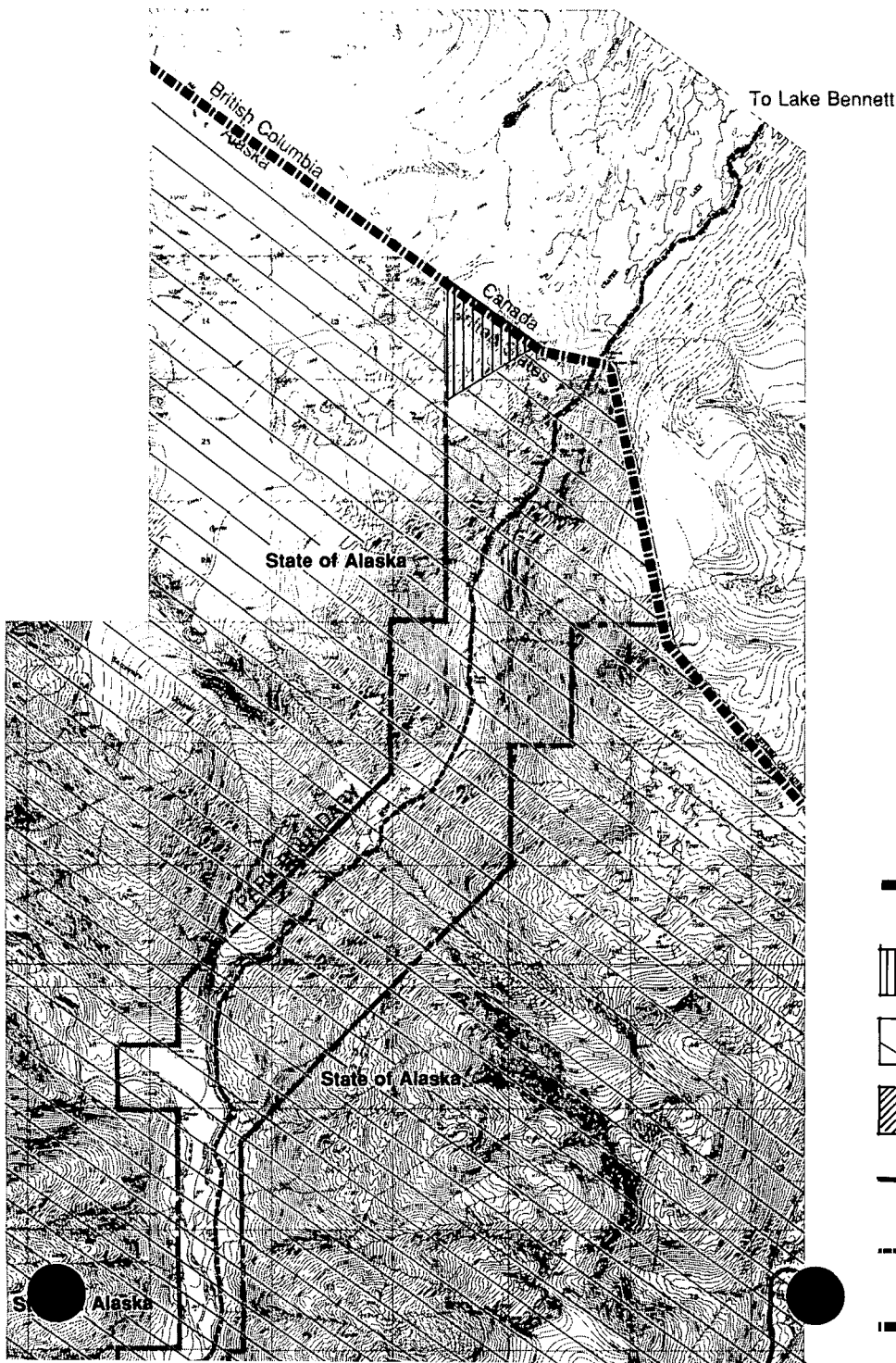


(1) Compiled from existing records & data, Alaska System Support Office.

LAND OWNERSHIP⁽¹⁾

Dyea Area Development Concept Plan

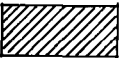
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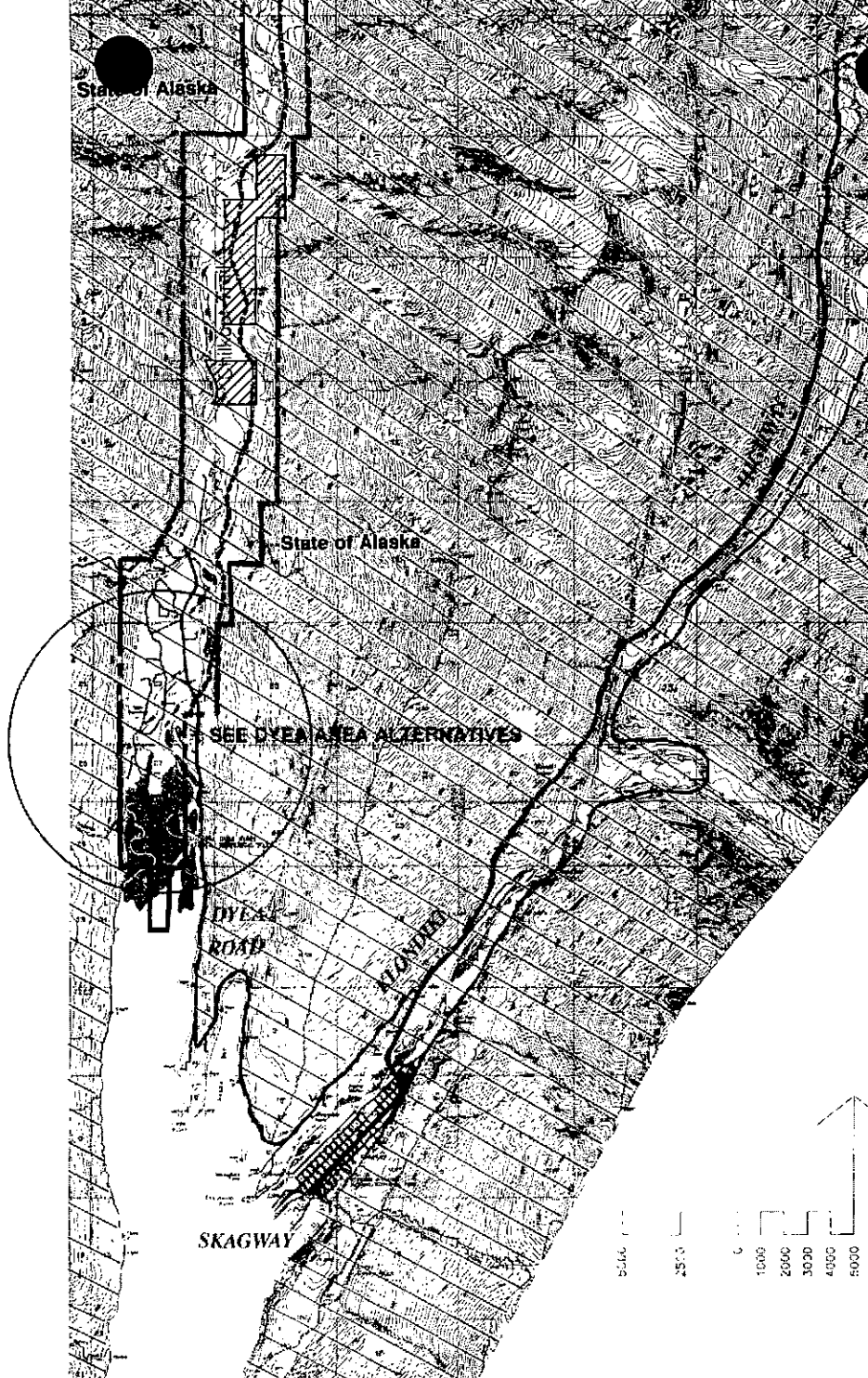


Klondike Gold Rush National Historical Park

National Park Service
Department of the Interior

Legend

-  BUREAU OF LAND MANAGEMENT
-  STATE OF ALASKA
-  PRIVATE
-  PARK BOUNDARY
-  CHILKOOT TRAIL CORRIDOR
-  INTERNATIONAL BOUNDARY
(60' wide strip)



----- CHILKOOT TRAIL CORRIDOR

----- INTERNATIONAL BOUNDARY
(60' wide strip)

LAND OWNERSHIP

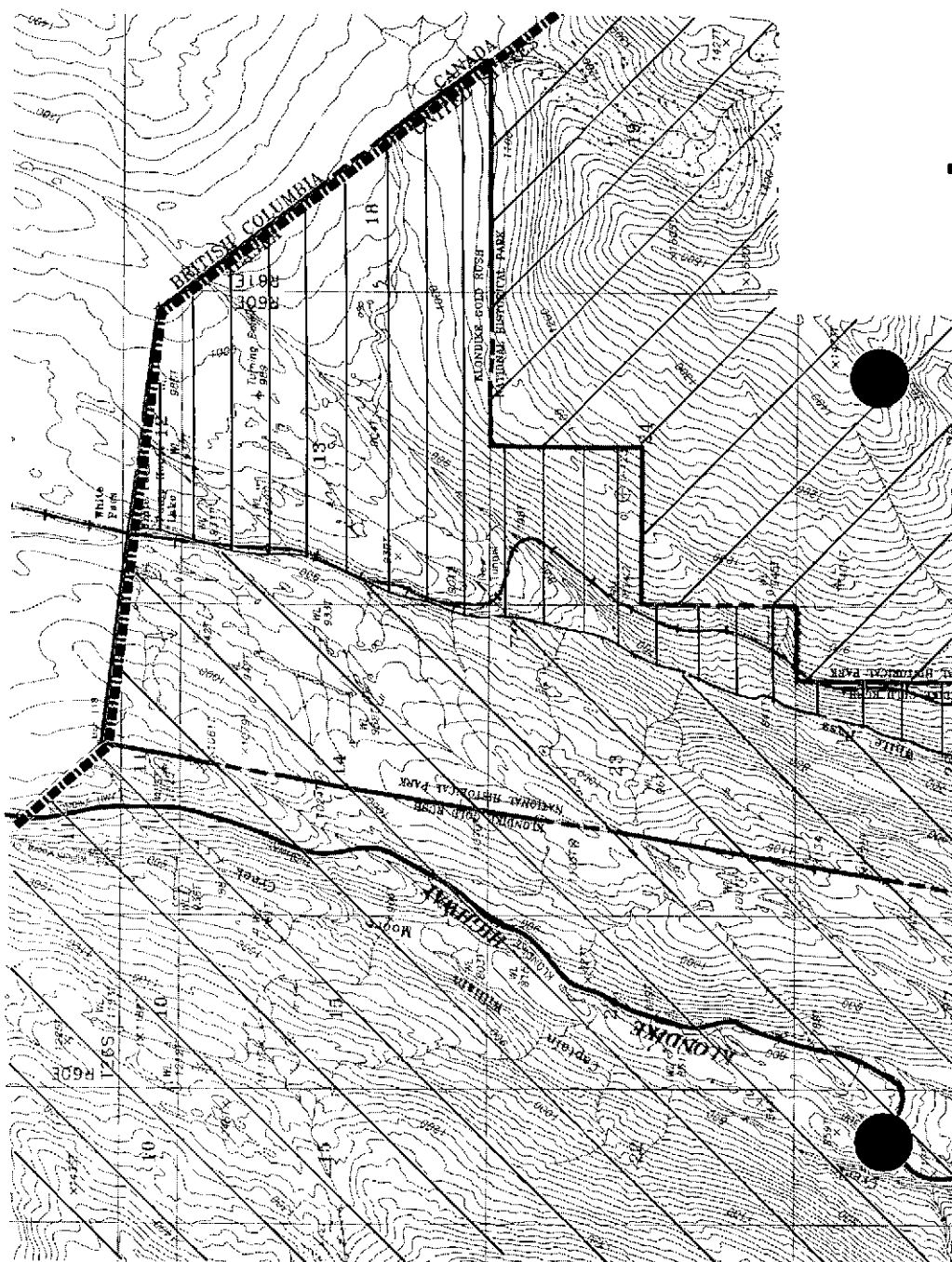
Chilkoot Trail Development Concept Plan



4611 AKSO
80,032 Jan. 95

ON MICROFILM

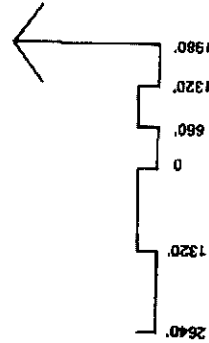
*National Park Service
Department of the Interior*





Legend

-  **NATIONAL PARK SERVICE**
(Department of the Interior, National Park Service)
-  **INTERNATIONAL BOUNDARY**
(60' wide strip)
-  **TONGASS NATIONAL FOREST**
-  **STATE OF ALASKA**
(Department of Natural Resources)



LAND OWNERSHIP

Source: Compiled from records and data, Anchorage System Support Office, National Park Service



White Pass General Management Plan

461 AKSO
80.0321 Jan. 95

ON MICROFILM

- ❑ Development of indicators and standards (Figure 3.2) to maintain acceptable resource and visitor experience conditions and
- ❑ Development of a monitoring program and management actions (Figure 3.2) to prevent resource and visitor-use impacts.

The following three subsections briefly describe the process and logic used to develop the recommended carrying capacities. These sections were used in conjunction with the park and unit management objectives described in the Purpose and Need Chapter to reach a manageable limit of acceptable resource and experiential change. In all cases, the NPS intends to use education and facility improvement, where possible, before implementing more intensive management action such as use limits.

Managing Visitor Use Impacts and Determining Carrying Capacities. Visitor-impact management concepts and methodologies have been extensively developed in the past 20 years. While numerous approaches have been developed to address this issue (Limits of Acceptable Change, Visitor Experience and Resource Protection, Visitor Impact Management, and Carrying Capacity Assessment Process), their similarities are more important than their differences. A brief introduction to several concepts is useful.

- ❑ Visitor impact focus has shifted from "how much use is too much?" to "how much impact is too much?" and answers to both questions are desirable. The impacts themselves however, must be defined and examined first.
- ❑ Impacts are not necessarily damage, but may be defined as changes in resource conditions or settings. Since any visitation results in some impacts, the issue is to determine when they reach unacceptable levels. The use of standards in defining the acceptable change is a key element in all the capacity processes.
- ❑ Explicit management objective statements for an area are required to determine when impacts reach an unacceptable level. Depending on the desired resource conditions or settings, more or less impact of a certain kind may be acceptable. For example, in a developed setting such as a camping area, wider trails, numerous facilities, and continual interaction with others may be acceptable. In a natural

setting, they may not be desired. Capacities and the standards upon which they are based are not characteristics of an area just waiting to be discovered. They must be carefully developed from objectives about the resource setting and the type of experience to be provided.

- ❑ Objectives are based on evaluative information -- value judgments -- and need to be carefully separated from other information developed in this analysis. One set of objectives and the resulting standards (carrying capacity) are not inherently better or worse than another; they are just different. In developing objectives, it is important to specify the basis for those objectives and make their evaluative nature clear.

Resource Opportunity Descriptions. The resource opportunity classes represent and describe the range of recreation experiences found along the Chilkoot Trail. These classes describe different portions or locations along the trail corridor that have different resource and social conditions and identify management actions that are acceptable within each class.

Three elements are used to describe opportunity classes: resource, social, and managerial settings. Each element has several components used to describe differences between the opportunity classes. These descriptions provide managers and users with common definitions to describe areas along the trail corridor.

Opportunity class descriptions for the trail corridor were developed by park staff on both sides of the international border and are based on personal field experience and knowledge of the area. Figure 3.4 describes each opportunity class by resource (natural and cultural resource values and degree of change or impacts on these resources), social (opportunity for isolation or solitude, encounters or interaction with others, degree of physical risk, and challenge), and managerial settings (degree of development, signage, and management presence).

Opportunity class descriptions would remain as written until monitoring or management objectives are changed. Minor non-significant revisions may be made based on project level environmental analysis or following the results of field monitoring. Such revisions may include minor alteration of management actions to better achieve the goals set forth in this plan. Major changes would include an opportunity for public review.

FIGURE 3.4 CHILKOOT TRAIL RECREATIONAL OPPORTUNITY CLASS COMPARISON

GOALS: (1) To protect the cultural and natural resources of the Chilkoot Trail, (2) maintain a high quality semi-primitive recreational experience, and (3) interpret the unique cultural and natural resources along the trail corridor.

OPPORTUNITY CLASS	RESOURCE SETTING	SOCIAL SETTING	MANAGERIAL SETTING
CULTURAL SITES Sites or areas along the Chilkoot Trail. Sites may be added as inventory and mapping work is completed.	Most sites show few visible cultural remains besides depressions in the ground or in some cases building ruins; some ruins may be stabilized to prevent further deterioration, but most will not; photo points may be established showing what the trail or trail area looked like during the gold rush.	Depending on site area and location, there may be a low (off-trail corridor)-to-high interaction (along or near trail) with others as well as a high-to-low factor of risk and challenge to visitors depending on location.	Interpretive information may be provided depending on location; any facilities will be located to not have an adverse impact on cultural resources; management presence is generally low unless site is at or near a camp or historic site.
NATURAL Areas 150 feet from either side of trail not in a known cultural site or camping area.	No trails or facilities for user comfort or convenience; no signs of use evident from year to year; area characterized by no modification to the resource (natural or cultural); some cultural ruins being reclaimed by natural processes.	Only remote chance of human encounter; high degree of risk and challenge associated with travel; higher level of opportunity for isolation and solitude.	Visitor management off-site; no new trails or management facilities unless deemed necessary for resource protection; no signs or signs of use; management presence limited except for resource inventorying, mapping, monitoring, or other management objectives.
TRAIL CORRIDOR An area 150 feet each side of the centerline of the Chilkoot Trail (12.5' from centerline through private lands near the sawmill).	Trail tread 12"-24" in wide; bridges, planks, and stepping stones across water courses; occasional rock cairns or colored wands used to mark trail route north of Sheep Camp; only trail and associated facilities have altered landscape; impacts are apparent, but concentrated at established campsites and shelters, and river/stream crossings.	Moderate-to-high interaction with others as hikers or groups pass one another on the trail; moderate-to-low degree of risk and challenge	Management presence limited to routine patrol contacts, resource inventorying or monitoring, trail maintenance, or directional signs.
CAMPS AND ADMINISTRATIVE BUILDINGS At established camping areas and administrative structures.	Moderate alterations to the natural environment limited to specific camping, shelter, interpretive, or administrative facility locations; facilities to be located outside of important wildlife areas or located to not have an adverse impact on cultural sites or areas.	Facility nodes provide opportunities for a high degree of interaction with others using the shelters or campsites which should be expected; facilities also lower the degree of risk or challenge.	Management will emphasize concentrating camping use along or near the trail as was the case during the gold rush; shelters will be maintained in a rustic appearance for multipurpose use of cooking with fuel stoves and warming, but not for overnight camping; management presence low-to-high for resource protection and interpretation.

Implementing Visitor Impact Management for the Chilkoot Trail. A combination of the above approaches and concepts were used to develop the factors, indicators, standards, monitoring strategies, and management actions in this plan.

Indicators are variables that measure important resource conditions or settings. They provide specific ways of understanding and representing the health of an ecosystem or quality of experience. Examples of indicators include variables such as the following:

- ☐ the damage to visible cultural features,
- ☐ daily number of people at Sheep Camp,
- ☐ expanding campsite areas,
- ☐ number of bear-human encounters involving food theft, or
- ☐ number of times Sheep Camp capacity is exceeded monthly.

Standards, in contrast, define how much impact is too much for each indicator. Using the examples above, standards might be as follows:

- ☐ no damage to visible cultural features from visitor use,
- ☐ no more than 60 people camped overnight at Sheep Camp,
- ☐ limit campsite use expansion to 5% or less,
- ☐ no more than two food theft incidents by bears per year, or
- ☐ Sheep Camp capacity will not be exceeded more than a three times per month.

Management actions lay out measures that can be taken to keep impacts from exceeding the standards. They range from the least intrusive to more management-intensive actions.

Some indicators and standards may be dropped from monitoring, while other indicators and standards may be added to the list, but only continued indicator monitoring can determine deletions and additions. Park staff will be monitoring the list at least annually (some indicators more often) over the life of this plan. As additional information is available, adjustments may be made to the indicators, standards, monitoring schedule, and management actions.

In developing these indicators and standards, a

number of basic assumptions were made about how the Chilkoot Trail area functions, and the kind of resource conditions and experiences desirable in the area. The following six beliefs guided the development of indicators and standards:

- ☐ Visitor-use issues are most critical from early July to early September, the period when capacity has been occasionally exceeded. Limits are being contemplated for only that time span. Every effort will be made to spread visitor use more evenly throughout the summer season.
- ☐ Visitor use of the trail is expected to rise significantly (to 15 percent) during and possibly after the Gold Rush Centennial years of 1996-1998 as news and magazine articles, books, videos, promotional and documentary films, and commercial visitor information are distributed about the centennial and parks on both sides of the international border.
- ☐ A unacceptable trade-off in allowing more people to use the trail corridor is a lower quality trail experience and potentially impacted park resources. The park, on both sides of the border, favors maintaining a high-quality visitor experience, even if it means some visitors may have to wait for access.
- ☐ In an era of declining budgets on both sides of the international border, it is unlikely that within the life of this plan sufficient funds will be available to expand significantly camping facilities and management staff for either park unit.
- ☐ Although bear-human interaction/conflicts have been extremely few in the past, there is some concern that increasing use may result in a corresponding increase in conflicts.
- ☐ There is strong public support for limiting use if necessary to protect natural and cultural resources and visitor experience. Almost 75% of hikers from the 1993 visitor survey agreed (49.8%) or strongly agreed (25%) they would support a permit system that protects the sites' natural and cultural resources and visitor experiences even if it meant being denied a permit (Elliot 1994).

After indicators and standards were established, it was possible to describe relationships between visitor-use impacts and to determine use capacities. A desired set of conditions were articulated through the standards; the next step was to determine, through analysis, which combination of education, facility improvements, use limits, and

other visitor management techniques would keep impacts from exceeding those standards.

Management actions identify management directions that would be taken if and when conditions do not meet the standards. Generally, the least intensive management strategies would be implemented first. When monitoring data show that standards are being exceeded, or that conditions are deteriorating such that standards are in danger of being exceeded, the area(s) would be field-checked to determine if they have been measured accurately. If conditions have been accurately measured, managers would determine the cause(s) of the conditions and the most appropriate management action(s), using Table 3.5 as a guideline. Subsequent monitoring of the conditions would then assess the effectiveness of actions taken. Depending on the degree and circumstances under which a standard is exceeded, indirect actions would be attempted and monitored before more direct management actions would be implemented. This process would continue until the problem is resolved.

Recommended Capacities. Based on the process described above, the plan recommends the following visitor-use standards for the Chilkoot Trail. Recommendations apply throughout the summer season although they are directed toward potential problem times from early July to early September. The recommendations are ultimately tied to professional judgments of use-impact relationships. While the plan generally

recommends one standard for each factor, the number is designed to imply a preliminary point to keep existing impact levels from expanding. The park expects to manage for that number, continue to monitor visitor use and impacts, and then make revisions, as necessary, up or down to protect the cultural and natural resources while maintaining a quality setting for visitors. The NPS is interested in sustainable use without impact levels going beyond standards. Data suggests that current use-levels can be met and possibly expanded if accomplished throughout the visitor season, but that increasing use occurring in peak time periods may cause several impacts to exceed standards. Carrying capacities are generally higher than what currently is experienced on a continuous basis, although they may occasionally be exceeded two to three times per summer.

No carrying capacity numbers are proposed for Skagway facilities, whose capacities are already set by fire code. Likewise, no standards have been set for Dyea or Chilkoot Trail day use since no visitor-related, over-use impacts have been identified. If visitor levels continue to increase and/or impacts are identified, either area could exceed its carrying capacity. The park may establish, in consultation with the state of Alaska and city of Skagway, additional factors, indicators, standards, monitoring, and management actions for those areas as needed. This would require additional public review and input to determine an appropriate management course of action(s).

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FIGURE 3.5 INDICATORS, STANDARDS, MONITORING, AND MANAGEMENT ACTIONS FOR CARRYING CAPACITY

The planning team identified indicators for several factors along the Chilkoot Trail. Indicators are variables or elements of a setting that serve to measure the condition of that setting. They were selected on their relevancy to identified issues, the presence of a valid and reliable method of measurement, their sensitivity to changes in conditions, and the extent to which they were indicative of actual conditions. Standards are a measurement of acceptance that an existing use is not having an adverse impact on the resource or experience of the user. They are generally set at levels at which the resource or experience can withstand over time without compromising the resource or the trail experience. They must be measurable by field staff and comparable through time. Monitoring is the lapse of time each standard is measured and compared against through time. To protect the resources and recreation opportunity, management actions were identified that would be taken if the standards are met or exceeded.

Factor	Indicator	Standard	Monitoring	Management Action (If standard met or exceeded - in priority order)
Campsite Areas	Number of people camping at Sheep Camp	Not to exceed 60 per day more than three times a month; standard not to be exceeded by 15% (Sheep Camp receives 85-90% of all campsite use). This allows for some turnaround use and some people to camp elsewhere.	Daily from July 1 through Labor Day week-end; annual random exit survey in cooperation with Parks Canada near the trail end with a full survey every five years using graduate student or SCA	1. Improve signage; direct hikers to less-used periods; direct commercial groups to specific sites. 2. Assist with trip scheduling at the visitor or contact center. 3. Implement a trail and campsite reservation system at the trailhead; set and enforce group size limits.
	Expanding site area	Each site or the total camp area should not increase in size more than 5% as measured in 1995.	Annually (standard is exceeded when 5% - cumulative over time - is reached)	1. Revegetate disturbed portion as needed. 2. Harden and delineate sites. 3. Designate site numbering system.
	Number of complaints (problems related to crowding, loss of quality to recreation opportunity, etc.)	No more than 0.5 percent of total trail use	Annually	Nature of complaint will determine response.
	Number per group	Group size should not exceed 12 people.	Daily	1. Increase visitor information about group size and related impacts. 2. Assist with trip scheduling at the visitor or contact center. 3. Increase enforcement.
Cultural Resources	Damage to visible cultural features	No items damaged	Weekly observations by staff	1. Improve visitor education. 2. Increase management presence/visibility. 3. Increase enforcement and/or remove objects.
	New disturbed sites	No new disturbed sites created each year	Weekly observations by staff	1. Improve visitor education/signage. 2. Increased enforcement.
	Bare ground around existing sites	No more than a 5% increase of disturbed area in the area around cultural resources based on 1995 measurements	Annually (standard is exceeded when 5% - cumulative over time - is reached)	1. Improve visitor education/signage. 2. Revegetate site. 3. Harden site by delineating pathways. 4. Close site for revegetation.
	Artifacts reported stolen or missing	No more than 1 item per year stolen	Annually	1. Increase visitor education. 2. Increased enforcement.

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Shelters	Disturbed area around shelter	No more than a 5% increase of disturbed area in the area around shelters based on 1995 measurements	Weekly observation by staff; annual measurement	1. Increase visitor information about using shelters and established trails. 2. Delineate areas around shelter for use. 3. Increase management presence/visibility.
	Complaints of campers sleeping in shelter.	No more than 2/year.	Annually	1. Increase visitor information about use of shelters. 2. Increase management presence/visibility.
	Bear/human incidents (food theft by bear)	No more than 1/year	Annually	1. Increase visitor information on proper food storage. 2. Increase management presence/enforcement.
Chilkoot Trail	Trail width - maintained	12" - 24" of varying surfacing depending on location from trailhead to about 1 mile north of Sheep Camp. Set standards for various trail segments.	Weekly observations by staff; daily by visitors; annual record	1. Stabilize as necessary. 2. Reroute trail.
	Trail width - marked route	Maximum 12" where tread is possible north of Sheep Camp to international border; remainder of route marked with rock cairns or colored wands.	Weekly observations by staff; daily by visitors; annual record	1. Stabilize as necessary. 2. Replace wands or cairns as necessary across boulder or snow fields. 3. Reroute trail.
	Drainage problems	No more than 50'/mile without a stable trail base	Weekly observations by staff; annual record	1. Harden tread surface by one or more of the following: fill, build rock 'footsteps,' or corduroy. 2. Reroute trail.
	Number of people entering Canada (developed in cooperation with Parks Canada staff keeping in mind Canadian and U.S. campsite limitations).	Not to exceed 70 people per day entering Canada. This allows about 85% of the use to come from Sheep Camp and the remainder from other locations along the trail.	Daily from July 1 through Labor Day weekend at Sheep Camp or the summit; staff observations rest of summer months	1. Improve visitor information about busy time periods; direct campers to less-used times 2. Assist with trip scheduling at the visitor center or Dyea contact station. 3. Implement a trail and campsite reservation system at the trailhead.
Alternate or Side Trails	Number of new social trails	None. Any use off the established trails should not be visible the following year.	Monthly by staff observations	1. Improve visitor information about the Leave No Trace ethic and staying on established trails. 2. Revegetate as necessary.

Commemorative Events

Parks Canada and the National Park Service have developed a process and procedures to evaluate potential commemorative events that will involve activities within the national park units or historic sites. If events are proposed, proponents should submit a proposal to the appropriate park or site, explaining how the activity relates to the history of the area and how it will enhance the commemoration of the Klondike experience. List all logistical considerations, and whether the event will have any potential impact on the natural and cultural resources. For example, an event on the Chilkoot Trail, the event organizers would list trail location, date, include such things as contact names, tenting, litter and food waste management, toilet needs, number of people expected in your group, and the length of time for the event. The proposal must demonstrate the group's responsibility and self-sufficiency, thus minimizing the operational risks of the respective park agency.

A proposal will be reviewed with at least the following considerations in mind: national policies, standards, guidelines, and regulations regarding the protection of cultural and natural resources; environmental effects; safety of the general public; interference with the regular operational and visitor experiences; and the proposal's relationship to themes and objectives of the park or site. Be aware some approved projects may require adjustments to meet all concerns and that this procedure may be a time-consuming process (in cases that require additional review, the process may take up to a year).

Off-Road Vehicles

The recreational use of off-road vehicles (ORVs), including all-terrain vehicles (ATVs), off routes or areas designated or permitted by the superintendent is prohibited within the park (36 CFR 13.1 e, q, and 43 CFR 36.11 (g)). An ORV is any motor vehicle designed for or capable of cross-country travel on or immediately over land, water, sand, snow, ice, marsh, wetland, or other natural terrain, except snowmachines or snowmobiles (36 CFR 13.1). Street-legal ORVs are permitted on established roads and have been used below the normal high tide line on the Dyea Flats. No other routes or areas are designated. Experience and research indicate that such use of ORVs adversely affects the natural, aesthetic, cultural and scenic values of park units, and as such is contrary to existing laws, executive orders (EOs), regulations, and policy. Section 1110(a) of ANILCA provides for the use of snowmachines, but not for ORVs other than snowmachines. Consequently, the recreational use of other ORVs is subject to the provisions of Executive Order 11644, "Use of Off-Road Vehicles on

the Public Lands." The executive order requires the designation of specific areas for ORV use in national park system areas and a determination that ORV use in these areas will not adversely affect the natural, aesthetic, or scenic values. The executive order specifically prohibits ORV routes in designated wilderness areas.

Research in Wrangell-St. Elias National Park and Preserve was designed to measure the effects of various types of ATVs in tussock-shrub terrain and document the amount of damage that occurs to the vegetation and terrain as the number of vehicle passes increases (NPS 1985). The findings of the study are that the use of ATVs off established roads does result in substantial resource damage even at the lowest traffic levels (10 passes) and that resource damage increases with additional use. Based on a review of the scientific literature and this research, the National Park Service has determined that the use of ORVs off established roads would not be in compliance with the requirements of the Executive Orders 11644 and 11989 and would result in damage to park resources including natural, aesthetic, cultural, and scenic values.

An exception to the general prohibition on the use of ORVs off established roads is access to inholdings allowed under section 1110 of ANILCA. Section 1110(b) guarantees the right of access to inholdings within park units, subject to reasonable regulations to protect natural and other values of park lands. Access to inholdings is covered in existing regulations (43 CFR 36.10). The use of ORVs for access to inholdings may be allowed under 43 CFR 36.10 by the superintendent on a case-by-case basis on designated routes. In determining what routes and restrictions should apply to the use of ORVs for access to inholdings, the superintendent will consider the potential for resource damage and user conflicts and availability of alternate routes and methods of transportation. The use of ORVs for access to inholdings will only be allowed upon a finding that other customary and traditional methods of access will not provide adequate and feasible access. All ORV use will be subject to applicable state and federal laws and to permits and restrictions necessary to prevent resource damage. These restrictions may limit the size and type of vehicle, vehicle weight, season of use, number of trips, and other conditions necessary to protect park resources and values.

The use of ORVs on rights-of-way and easements established under various authorities, including Revised Statute (RS) 2477, will be determined as their validity is determined (e.g., RS 2477 rights-of-way) or as they come under management authority of the National Park Service. Whether ORV use will be allowed on a particular

right-of-way or easement will depend on the specific terms and conditions of the right-of-way or easement, the history of use, and other environmental factors.

Potential RS 2477 Rights-of-Way

Revised Statute 2477 (formerly codified at 43 USC 932; enacted in 1866) provides that: "The right of way for the construction of highways over public lands, not reserved for public uses, is hereby granted." The act was repealed by PL 94-579 as of October 21, 1976, subject to valid existing rights.

The park was established subject to valid existing rights, including rights-of-way established under RS 2477. The validity of these rights-of-way will be determined on a case-by-case basis. Determination may be made by a federal court of competent jurisdiction or by the appropriate land managing agency pursuant to applicable law and regulations.

Two rights-of-way that the state contends may be valid under RS 2477 are the:

1. Chilkoot Trail (#592) runs northerly from the west shoreline of Taiya Inlet, and then runs alongside the Taiya River, crossing West Creek and the Nourse River en route to Chilkoot Pass on the United States/Canada boundary. Its length is approximately 17 miles in the Chilkoot Trail unit of the park.
2. White Pass Trail (#631) extends from Skagway to the White Pass, following the grade of the White Pass and Yukon Route Railroad. Its length is approximately 4.5 miles in the White Pass unit of the park.

Supporting material regarding these rights-of-way identified by the state may be obtained through the Alaska Department of Transportation and Public Facilities or the Alaska Department of Natural Resources (Alaska Department of Natural Resources, 1995). These routes are not necessarily all-inclusive. Private parties or the state of Alaska may identify and seek recognition of additional RS 2477 rights-of-way within the park.

Identification of rights-of-way does not establish the validity of these RS 2477 rights-of-way and does not provide the public the right to travel over them. The use of ORV's in locations besides established roads or designated routes in units of the national park system is prohibited (EOs 11644 and 11989 and 43 CFR 36.11(g)). Identification of possible rights-of-way does not constitute designated routes for ORV use.

Subsistence Use

Subsistence uses by local rural residents in Alaska are to be allowed in national preserves, and where specifically permitted by ANILCA, in national parks and monuments (sections 201, 202, 203, and 816). However, ANILCA makes no provision for subsistence use of resources by local rural residents within the federally owned portions of the Alaska units of Klondike Gold Rush National Historical Park (sections 203 and 1309).

State-owned land in Dyea, the Chilkoot Trail, and White Pass is open to hunting during regular open seasons. Small populations of rabbits and waterfowl on the Dyea flats attract very few hunters. Mountain goats, and black bears also inhabit more remote portions of the Skagway and Taiya River valleys and occasionally one of these larger animals will be harvested by a local resident.

There is a small salmon run that takes place in the Taiya River and its tributaries that attracts some fishing activity in the Dyea area. This fishing activity is best described as sport fishing; and the quantities of fish taken do not supplement the income of the fisherman, nor does the harvest represent a dependency on the part of individuals or families living in the area.

One trapper is known to run lines in the Dyea area each winter. No records are maintained on the number or species of animals taken. Some down and dead wood is taken from along the Taiya River and West Creek. Although most is taken from outside the park, some is believed to be illegally harvested in the park each winter.

Visitor Uses and Activities

Interpretive park rangers staff the visitor center daily mid-May through late-September and when the Alaska marine ferry is in port during the remaining year. The information desk is the park's central location for distribution of park information, themes, and orientation for Chilkoot hikers. A 28-minute orientation film, "Days of Adventure, Dreams of Gold," is shown hourly in the 100-seat auditorium during peak season and upon request during the rest of the year. A 13-minute self-service video orientation program for Chilkoot Trail hikers is viewed in the former ticket office in the visitor center. Uniformed interpreters present programs at least once daily, and usually twice daily in the auditorium from mid-May to mid-September. This activity is designed to present in-depth information on various park themes. A variety of interpretive methods are employed including illustrated slide programs and special films. Guided walks of the Skagway

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Historic District are conducted four times daily during the summer from the visitor center. This activity is designed to provide an overview of Skagway's history. Map talks are presented once a day in the exhibit room using the large-model, raised-relief map of the Chilkoot and White Pass trails. Interior exhibits and photographs provide additional information on park themes. These facilities are also used to sponsor special emphasis programs for Elderhostel groups, community groups from Skagway, school groups, conferences, and training sessions.

The Chilkoot Trail unit provides visitors a wide variety of recreational activities. The small ranger station at Dyea serves as a visitor contact station to provide visitor orientation, camping and hiking information, and to issue backcountry permits to hike the Chilkoot Trail. Six wayside exhibits are

installed in Dyea 10 exhibits are located along the Chilkoot Trail on the U.S. side, and five exhibits on the Canadian side. These exhibits provide interpretation of the area's cultural resources. A 22-site, primitive campground near the Dyea Ranger Station is available free of charge. A campground host is in residence throughout the summer to answer questions. An outhouse, picnic tables, and grills are provided. Trail rangers conduct scheduled hikes through the old Dyea townsite during the summer months. These are offered at various times on various days. Trail rangers provide roving contacts at the old Dyea townsite, Slide Cemetery, campground, and along the Chilkoot Trail. An evening program is offered nightly at Sheep Camp. Individual or small-group activities such as birdwatching, fishing, hiking, nature study, picnicking, horseback riding, and cross-country skiing are enjoyed within the Chilkoot unit.

FIGURE 3.6 - CHILKOOT TRAIL (OVERNIGHT) HIKERS 1984-95 - BY MONTH

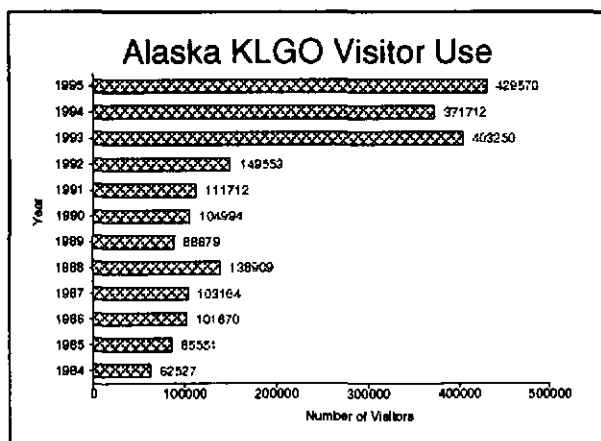
YEAR	MAY	JUN	JUL	AUG	SEP	TOTAL
*1984	8	266	840	589	132	1,835
*1985	0	149	575	579	146	1,449
*1986	8	266	840	589	132	1,835
*1987	36	146	648	705	139	1,674
1988	1	147	815	637	155	1,755
1989	15	162	865	807	232	2,081
1990	62	317	960	813	181	2,333
1991	21	273	895	841	168	2,198
1992	13	397	1100	1064	174	2,748
1993	37	456	1196	1107	198	2,994
1994	3#	511	1050	1054	182	2,800
1995	31	704	1505	1162	246	3,648

NOTE: These numbers represent hikers over the Chilkoot Pass northbound, southbound, and overnight turnaround. Numbers do not reflect turnaround hikers on the Canadian side or day hikers on either side of the pass. # includes winter use. * no train service from Lake Bennett to Log Cabin or Fraser, British Columbia, or Skagway, Alaska

The White Pass unit is not easily accessible to most visitors due to the rugged nature and lack of trails in the Skagway Valley. A commercial operation, the White Pass & Yukon Route Railroad, provides daily excursions through the White Pass unit to the summit during the summer. Visitors are provided information on the area by White Pass & Yukon Route interpreters on the railroad. Wayside exhibits and pull-outs along the Klondike Highway also provide information and interpretation of the White Pass unit to visitors. The Forest Service is considering possible development of a trail to follow the Brackett Wagon Road. The plan may include construction of a bridge over the Skagway River downstream of Goat Lake/Pitchfork Falls. The bridge would allow pedestrian access to the trail from parking along the Klondike Highway. The trail could link with the White Pass City area or not recross the Skagway River and instead tie in with the existing trail to Laughton Glacier.

A variety of commercial tours offer visitors a wide range of activities and the number of commercial tour offerings continues to grow yearly. Commercial tour offerings include: tours of the Skagway Historic District, driving tours of the Klondike Highway, bicycle tours to Dyea, rafting tours down the Taiya River, horseback riding at Dyea, guided day hikes on the Chilkoot Trail, and guided trips over the Chilkoot Trail. The number and variety of commercial tour operators is expected to continue to increase through the Klondike Gold Rush Centennial.

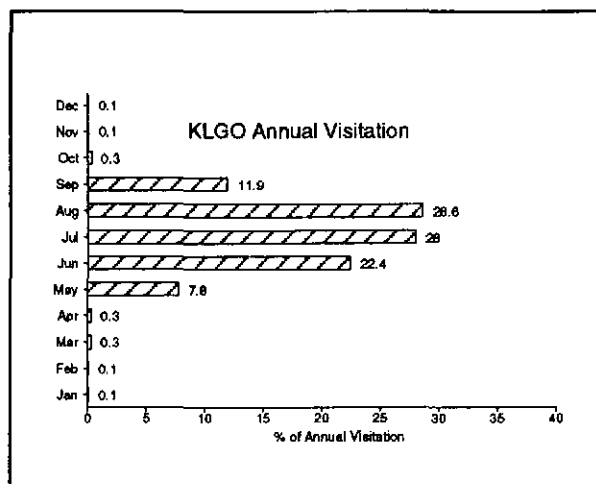
FIGURE 3.7 - ALASKA UNITS VISITATION 1984-95



Visitation to the Alaska units grew more than 7%

annually between 1984 and 1992. Between 1993 and 1995 it increased just over 3% annually. It is projected to continue to climb through the 1997-1998 Klondike Gold Rush Centennial into the next century at an average of 5% annually. The large increase after 1992 reflects a change in recording visitation methodology to include additional visitors traveling in or through the park.

FIGURE 3.8 - ALASKA UNITS MONTHLY VISITATION



Based on the past six years of visitation, 98.7% of the visitation occurs from May through September, with visitation peaking in July and August (about 28% of the total each month). In the past, conducted activities and visitation was low during the fall, winter, and spring, but an increased demand for visitor activities in the fall and spring by Elderhostel groups, Council for Adult Education, and a new outreach program to community schools is increasing visitor use in these shoulder seasons.

Waste Disposal

The policy for trash removal in KLGO will continue to be "pack in, pack out." Visitors will be informed of the policy and asked to adhere to it. All trash on federal land will be required to be disposed of outside the park.

The disposal of human waste from visitor-use sites within KLGO will be accomplished in compliance with applicable regulations of the Alaska Department of Environmental Conservation and the U.S. Environmental Protection Agency.

CHAPTER 3 - Affected Environment

FIGURE 3.9 - SKAGWAY VISITOR ARRIVAL STATISTICS* 1983-1995

YEAR	CRUISE	AMHS	HIGHWAY	WP&YR	FAIRWEATHER* *	AIR	OTHER	TOTAL	% CHANGE
1983	48,066	25,288	72,384	N/A	15,000	3,500	N/A	164,238	N/A
1984	54,907	25,196	79,215	N/A	15,000	3,750	N/A	178,068	+8.4%
1985	77,623	31,522	89,542	N/A	15,000	4,000	N/A	217,687	+22.2%
1986	100,695	30,981	91,908	N/A	15,000	4,250	N/A	242,834	+11.5%
1987	119,279	30,905	70,993	N/A	15,498	4,953	N/A	241,628	-0.5%
1988	115,505	31,481	74,614	N/A	14,123	5,957	N/A	242,680	+0.4%
1989	112,692	29,997	63,789	15,972	14,562	7,233	N/A	244,245	+0.6%
1990	136,512	33,234	63,237	16,072	17,767	4,799	N/A	271,621	+11.2%
1991	141,284	33,630	64,610	19,069	19,157	4,853	1,163	283,766	+4.5%
1992	145,973	37,216	79,946	17,809	18,852	7,947	2,000	309,743	+9.2%
1993	192,549	33,650	80,709	16,313	13,220	10,092	3,000	349,533	+12.8%
1994	204,387	34,270	81,172	15,865	13,000	10,000	3,000	361,694	+3.5%
1995	256,788	33,961	87,977	15,521	13,000	17,000	4,100 (est)	428,347	+18.43%

*SOURCE: Skagway Convention & Visitors Bureau 03/06/96. Park visitation figures are compiled using percentages of these figures as the number of visitors who actually visit the park.

** The MV Fairweather is a 250 passenger boat operated by Holland America Westours. The boat operates daily bringing passengers from cruise ships in Juneau to the port of Skagway to continue their tour package.

PARK OPERATIONS - ALASKA**Staffing**

Klondike Gold Rush National Historical Park is managed by a superintendent supported by three divisions. The Division of Administration includes the superintendent, administrative technician, administrative clerk, clerks (2), and a purchasing agent. The Interpretation and Resource Management Division includes a chief ranger, interpretive specialist, interpreter, cultural resource specialist, natural resource specialist, law enforcement ranger, and museum specialist. The Maintenance Division includes a maintenance chief, maintenance worker

(3), custodian, maintenance mechanic, and painter. During the summer season the park hires 20 to 25 seasonal employees.

A large scale continuing historic restoration project under the supervision of the NPS, Denver Service Center, employs five to 10 people recruited under local hire authority. The project supervisor is a Denver Service Center employee, stationed at Skagway for the length of time necessary to complete the restoration projects. Local hire positions include carpenter leaders, carpenter workers, electricians, and laborers. This program is expected to be completed by the year 2000.

FIGURE 3.10 - KLONDIKE GOLD RUSH ALASKA ORGANIZATION CHART

Administrative	Interpretation & Resource Management	Maintenance
5 staff	7 staff + seasonals	7 staff + seasonals

Facilities

Located in the Skagway Historic District are 15 park-owned historic buildings dating from the Klondike Gold Rush. Most have been adaptively restored to serve current needs of the park and its visitors, while the remaining buildings are scheduled for restoration within the next five years.

The administrative offices are located in the restored White Pass & Yukon Route Railroad Depot and General Office building at Second and Broadway in downtown Skagway. This historic structure houses the main park visitor center on the first floor, including park interpretive exhibits, a 100-seat theater, visitor reception desk, and public restrooms. The park offices, located on the second floors of the visitor center buildings, serve as an alternate visitor contact station during the winter months when the visitor center is closed as well as containing curatorial storage facilities and a 15-seat conference room.

Additional administrative facilities are located in the Mascot Saloon at Third and Broadway. The main floor has Skagway city life exhibits, public restrooms, and double garage located at the back of the building, which can be used for processing artifacts. The upstairs has been adaptively restored for use as curatorial storage and for archaeological lab work space. The exhibits area is open to visitors during the summer months each year.

The Martin Itjen House, at Second and Broadway, is used as an office by the DSC Project Supervisor

assigned to supervise the restoration work. It has been restored and could eventually be leased to the private sector if not used for park offices.

The Pantheon Saloon, at Fourth and Broadway, has not been restored. Until recently, it was used by the park as a temporary woodshop. Restoration is scheduled to begin in 1997 and once finished will be a part of the historic leasing program and curatorial space.

The historic Goldberg Cigar Store, located behind the Boss Bakery, has not been restored. Because of its early construction date and poor condition, it will probably be stabilized, not restored, and then used by the park for interpretive purposes.

The Moore Cabin, near Fifth and Spring, has been restored and is being used as an interpretive exhibit. The Moore House, located next to the cabin, is being restored. After restoration, the house will be open to the public in 1997 and used as an interpretive exhibit to depict events in the Moore household during and following the gold rush.

The Peniel Mission, located at the end of Sixth Avenue, has been restored and is used for seasonal employee housing. An efficiency apartment that is accessible by the mobility impaired on the first floor and will accommodate one or two people and dormitory-style rooms on the second floor provide occupancy for a total of 10 people. The non-historic garage on the lot is being used as a temporary historic restoration shop. The garage will be retained and refurbished for continued park

use.

The administrative site, at Fourteenth and Main, consists of a two-bedroom duplex used for park housing and a storage garage.

In 1992 and 1993, the park purchased six lots on Alaska Street between First and Second Avenues, and a permanent maintenance facility was constructed there in 1994 by a private contractor. An existing garage building at the site is being rehabilitated to provide a permanent shop for the trail and grounds crews. Future plans call for two additional unheated storage buildings to be constructed on the site. The remaining NPS structures in Skagway are described in Table 3.2 and the buildings currently under lease in the Commercial Services Plan.

In the Chilkoot Trail unit at Dyea are a small visitor contact/ranger station, a 22-site campground, several interpretive exhibits, the historic Slide and Town Cemetery, a picnic area, and the Chilkoot Trail and trailhead area. Adjacent to the ranger station are two small board-and-batten cabins that house seasonal employees. About a mile north of the ranger station, on the Dyea road, is a government-owned, two-bedroom residence, used for employee housing. Also on the site are a one room bunkhouse, a one-car garage, generator building, and a small greenhouse.

The Chilkoot Trail is about 33 miles long, half of which is in the U.S. and the rest in Canada. On the U.S. side are six public warming shelters along with various tent sites, pit toilets, wayside exhibits, and bear poles for hanging food. These facilities are at Finnegan's Point, Canyon City, Pleasant Camp and Sheep Camp.

The Sheep Camp Ranger Station, used primarily as a seasonal residence for the ranger on duty, also serves as a base for emergency operations should emergencies occur on the upper portion of the trail.

Community Partnership

When KLGO was established in Skagway, the town had municipal facilities to serve a resident population of 700. Tourism attracted by the park imposed burdens on local services and utilities that would not ordinarily be expected in a town of that size. To offset impacts associated with the park and the thousands of visitors it attracts, Skagway was provided funding by the NPS to support expansion and operation of basic community services. Since 1976 NPS and the city have been partners in a cooperative agreement designed to satisfy mutual desires and derive mutual benefits from the funds. A copy of the Cooperative Agreement between the NPS and city of Skagway

is in the Appendix D.

A Cooperative Agreement is negotiated with the City every five years with work plans prepared yearly outlining activities for which the federal government would contribute funds. In the early years the agreement called for sizable contributions to the city because of the immediate impact of the park. Since then the park has become an asset in the fact that the value of other properties has increased and local sales tax revenue has increased with the increase in visitors attracted to Skagway. The acquisition of land and structures by the federal government for park purposes removed a total of \$6,333 from the local tax rolls. Since 1979 the park has paid the city \$483,660 (through 1995) to assist with various costs incurred during the transition of becoming a National Park gateway community. This is an average payment of more than \$28,000 per year for the 19.5 years that agreements have been in effect. The categories where the NPS would contribute funds include assistance to the Days of '98 Museum, boardwalk and street maintenance, operation of the water and sewer system, and support of the community education program.

The 1995 operations budget for the park was \$1.3 million. Of that budget, 79% reflects total salaries paid to the employees who live in Skagway (13 were residents of Skagway before their employment by the park) as well as a seasonal staff of 20 to 25. Also included in that percentage is the cost of the day-labor construction crew. Most of the permanent employees own homes in Skagway.

In 1994 the park invested \$1.1 million to construct a new maintenance facility. In 1995 the park paid a local contractor more than \$380,000 to construct employee housing in Skagway. In addition to the budgeted expenditures, \$500,000 is spent annually to restore historic structures in Skagway. By 1997 the park will have invested more than \$9 million in restoration of historic structures in Skagway.

The park has invested \$120,000 in permanent facilities on the Chilkoot Trail in the form of bridges, campgrounds, warming shelters, and backcountry employee housing and spends \$50,000 annually to maintain the trail. In 1990 the park assisted the city in obtaining a grant for \$10,000 for preparation of a condition assessment for the city owned Arctic Brotherhood Hall. This survey set priorities and guidelines for restoration that was later done using city employees.

Many of the park staff are also active in community affairs such as the fire department, emergency medical services, and civic groups such as the city's Historic District Communication and

the city's Museum Board.

Communication

Telephone communications in Skagway are available through the local power and telephone company and provide intra- and interstate, as well as international telephone and electronic communications. All other park areas are served by the park radio system from a base station located in the visitor center with a repeater near Chilkoot Pass. The park radio system provides basic radio communications to Dyea and to most locations on the Chilkoot Trail. A shared frequency with Parks Canada wardens allows direct contact to Canada management locations. Another frequency is also shared with the Skagway Police Department. In addition the park pays the annual fee for the Skagway Police Department to be able to use Alaska Police Emergency radio network.

Historic Property Leasing Program

In 1982, the NPS established a program to lease federally owned historic structures and agricultural lands to individuals and organizations.

Leases are competitively offered. The government receives at least fair market rental value based upon an appraisal of the property. The proceeds from the leasing may be retained at the park and used to defray the costs of administration, maintenance, repair, and related expenses.

Federal agencies may lease historic properties listed on the National Register of Historic Places under the authorities of the National Historic Preservation Act, as amended, if the lease will ensure its preservation. Leases shall not unduly limit public appreciation of the property or interfere with visitor use and enjoyment of the park.

All leases must ensure preservation of the property involved as the primary consideration. All actions that may affect a property under lease must undergo compliance procedures of the National Historic Preservation Act. All work performed by a lessee on a historic property under lease must be done according to the Secretary of the Interior's Standards for Historic Preservation Projects and NPS Cultural Resources Management Guideline (NPS-28).

Restoration of historic buildings at KLGO began in 1979 with the White Pass Railroad Depot and General Offices. This building was occupied by the NPS in April 1984 for use as park headquarters and park visitor center.

Subsequent restorations were undertaken with the

intention of providing for either park administration, or for future leasing of historic properties back to individuals for business use in Skagway. Redesign of the Mascot Saloon met the community need for public restrooms in the downtown area.

KLGO began leasing historic buildings in 1986 and has leased six buildings to date. They can be sub-leased. These buildings are shown in Figure 3.2. See the section on Current Concession Situation in the Commercial Services Plan, Chapter 5 for more information about these leases. Future building leasing will be dependent on park management needs and the ratio of leased to park-used buildings may vary.

There are two remaining buildings in the park that have the potential for future lease. They are the Martin Itjen House, being considered for a park office (current use) and Chilkoot Trail Information Center, and the Pantheon Saloon, scheduled for restoration by 1999.

The enabling legislation for KLGO provides in section (b)(2):

The Secretary is authorized to acquire outside the boundaries of the park, by any of the above methods, not to exceed fifteen acres of land or interests therein located in, or in the vicinity of, the city of Skagway, Alaska, for an administrative site; and to acquire by any of the above methods, up to ten historic structures or interests in such structures located in the city of Skagway but outside the Skagway unit for relocation within such unit as the Secretary deems essential for adequate preservation and interpretation of the park.

The NPS thus far has purchased and relocated, pursuant to that section, just one building, the Martin Itjen House. There may be other buildings in town that would enhance the purposes for which the park was established. The NPS will continue to entertain offers for buildings that meet this purpose only on a willing seller-willing buyer basis, however.

Interpretation

The primary goals for interpretation within the Alaska units of the park are:

- ☐ to foster visitor understanding of the whole gold rush epoch and the role the different units play in the Klondike Gold Rush story from Seattle to Dawson City.
- ☐ to interpret the boom towns of Skagway and

Dyea, the trails, and other historical resources through highly personal techniques and programs consistent with park's visitor-use patterns.

- ❑ to design, operate, and maintain visitor-use areas in keeping with park's cultural and natural setting.
- ❑ to provide information and interpretation that encourages park visitors to leave natural and cultural resources undisturbed, use minimal-impact camping techniques, and proper safety precautions.

Six, broad categories for interpretive themes have been identified and used to develop both personal and non-personal services within the Alaska units. These broad categories are:

- ❑ Klondike Gold Rush National Historical Park commemorates the struggles and accomplishments of stampedeers who participated in the Klondike Gold Rush.
- ❑ The story of the Klondike Gold Rush is revealed in thousands of historic artifacts and archaeological features that can be observed along the White Pass and Chilkoot trails and in association with historic buildings in Skagway.
- ❑ Ongoing partnerships between private, city, state and federal agencies ensure preservation and restoration of many gold rush era structures in the city of Skagway and lands adjacent to the park.
- ❑ The Skagway and Taiya river valleys have been important links between the coast and interior from prehistoric times until the present.
- ❑ Extreme changes in topography and climate from sea level to the summits of Chilkoot Pass and White Pass create dramatic variances in flora and fauna along the Chilkoot and White Pass trails.
- ❑ The diversity of natural communities found within the Skagway and Taiya river valleys influenced and continues to affect human use and occupation of the area.

These interpretive program themes are delivered to park visitors through a wide range of personal services including guided historic-district walks, illustrated talks, demonstrations, special films, guided hikes, roving contacts, contact station and

information desk services, evening talks, outreach programs to community schools, on-site school programs, special events, and conferences. Non-personal services available include wayside exhibits, interior exhibits at the Mascot Saloon, Railroad Depot and Administrative Building, building plaques, historic photographs, and the restored historic structures themselves. Non-personal services also include a variety of publications including the Chilkoot Trail Map, Site Bulletins, Historic-District Walking Tour Brochure, Park Folder, and local and regional information handouts. A cooperating sales association outlet will be operating at the visitor center in 1996, increasing the availability of park and National Park Service related publications to visitors.

Land Protection Plan

A Land Protection Plan for the Alaska park units was approved in 1991 (NPS 1991), which recommended actions for protecting 10,576.59 acres within the authorized boundaries of the park. Of this total 10,519.19 acres would be acquired in fee, including 10,200.64 acres owned by the state of Alaska and 316.55 acres comprising three small tracts in the Chilkoot Trail unit. An additional 12.3 acres would be protected by the purchase of easements, and 45.1 acres would be covered by local zoning ordinances.

There is no land protection plan in Seattle since the facilities are leased and are privately owned.

Memorandum of Understanding, State of Alaska

As mentioned in the above section, the state of Alaska owns the majority of land in the park. For the National Park Service to manage these state lands, it is necessary to have an agreement delegating the authority for management actions to the federal government. The present agreement a memorandum of understanding (MOU), covers only the Chilkoot Trail corridor and Dyea, and it does not include any state land in the White Pass unit.

An agreement was initiated in 1972 when the state agreed that the historical resources of the trail should be "protected until such time as Congress may act to provide more permanent protection by specific legislation." The park was authorized in 1976, and the current agreement, signed in 1990, will expire in 2005. This agreement sets out a plan that allows both parties to "cooperate in matters relating to planning, development, use, acquisition, and disposal of lands, structures and waters within and adjacent to ..." the Chilkoot Trail unit of the park. It further empowers the NPS to enforce Code of Federal Regulations (part 36) on state-owned lands in the park.

The agreement also recognizes the desirability for the state and federal governments to examine and, if feasible, to cooperate in the consolidation of land management through land exchange to allow the federal government to acquire, in fee, the state land within the boundaries of the park. In 1980 section 1309 of ANILCA amended the park's authorizing legislation to allow only donation or exchange of state lands to the federal government. In the absence of mutually agreeable land exchange proposals, the state feels such acquisition is unlikely. In 1994, the state started to pursue an amendment to the MOU to retract the authority that allows NPS to enforce 36 CFR regulations on state lands within park boundaries. Recent municipal selections (below) may make this amendment unnecessary. The MOU is in Appendix M.

Municipal Land Selections

In 1995, the city of Skagway completed selections to over 1,400 acres of state land within the boundaries of the park for conveyance to the city under the State Municipal Entitlement Program. In December 1995, the Alaska Department of Natural Resources (DNR) notified the city that it intended to convey all of the selected land except 202 acres on Dyea Flats and 73 acres on the east side of the Taiya River from the Chilkoot Trail trailhead 1.5 miles north. The city has appealed the denial of these parcels and has until early summer 1996 to prepare a response to DNR. Should these lands be transferred to the city, the NPS will review the draft general management plan and make adjustments, in consultation with the city of Skagway, to the final plan recommendations.

Pollution Control and Abatement

The National Park Service recognizes the potential for fuel and oil spills along the coastline near Dyea and Skagway as well as along the Skagway and Taiya Rivers and along the Klondike Highway. To minimize the danger to resources within and adjacent to the park, the National Park Service will work with city, federal, and state agencies and the White Pass and Yukon Route Railroad in preparing for and responding to spills that may occur. In 1994, the White Pass and Yukon Route Railroad drained, closed, and capped sections of its pipeline adjoining the railroad through the White Pass unit of the park. The pipe itself still remains.

A hazardous materials survey, including for buried tanks, is routinely done with all restoration projects in Skagway and remedial action is taken as appropriate.

Response to External Influences

A variety of uses are taking place or could take

place on lands in the vicinity of the park, which will influence future park management decisions. The National Park Service will cooperate with adjacent land managers to the fullest extent allowed by the legislatively mandated purposes of KLGO/KLSE and will play the most positive, responsive role in regional planning consistent with protection of park resources.

Management Zones

The NPS *Management Policies* (1988) require that general management plans prescribe a system of management zoning for park lands and waters to designate where various strategies for management and use will best fulfill management objectives and achieve the purpose of the park. The delineation of management zones is based on an evaluation of the congressionally established purposes of the park; the nature of the park's natural and cultural resources; all past, existing, and anticipated uses; and park management objectives. This prescriptive zoning will consider the capability of lands to support identified uses and will be used as a framework for specific planning and management decisions on use and development of the park.

Cultural Zone. This zone will include lands and waters managed for the preservation, protection, and interpretation of cultural resources and their settings and to provide for their use and enjoyment by the public in ways that do not adversely affect these resources. Cultural resources that are key to the purposes of the park will be included in this zone. This will include properties listed on or eligible for the National Register of Historic Places as well as other resources not eligible for the register but worth preserving for management or interpretive purposes that best reflect the primary management emphasis of that particular area of the park. Development in the cultural zone must be compatible with preservation and interpretation of cultural values. Historic structures may be used for utilitarian, management, or leased purposes, provided that such use is consistent with cultural resource preservation and use policies.

This zone includes all of the park. As cultural and natural resource studies, inventories, and mapping are completed, this zone should be re-evaluated by the park staff and the public to determine if areas not containing cultural resources should be included into a natural, development, or other management zones.

Cultural/Natural Subzone: This zone includes lands and waters that will be managed to conserve both cultural and natural resources and ecological processes and to provide for their use and enjoyment by the public in ways that do not adversely affect these resources and processes.

Development in this zone will be limited to dispersed recreational and essential management facilities that have minimal adverse effect on cultural resources, scenic quality, and natural processes and that are essential for management, visitor use, and appreciation of cultural and natural resources. Should conflicts arise within this subzone, cultural resources should be the controlling factor, but not necessarily to the exclusion of significant natural features. This would include most of the current Chilkoot Trail outside of the development subzones described below.

As resource inventories are completed, the development of a natural management zone should be completed that would be outside of any known cultural resources. Such a zone might include the hillsides on either side of the Chilkoot or White Pass Trails that have been determined not to contain cultural resources.

Cultural Development Subzone: This zone includes lands that will be managed to provide and maintain facilities serving visitors and park management. It will include areas where park development and intensive use have or may substantially alter the natural environment or the setting for culturally significant resources. Impacts associated with such development will be mitigated to the greatest extent possible. The cultural development zone will encompass the facilities themselves and all associated lands directly modified as a result of their continuing use and management. Cultural development zones will be restricted to the smallest area necessary to accommodate the required development and use.

The following distinct areas in Alaska are included in the cultural development subzone:

Adaptive Use - All NPS restored facilities and open space within the Skagway Historic District comprise this category. This includes the following restored buildings: the historic White Pass and Yukon Route Railroad Depot and Offices, Verbaudhede Cigar Store and Confectionery, Boas Tailer and Furrier Building, Boss Bakery, Verbaudhede Alley Structure - Crib, Hern Liquor Store - Pacific Clipper Line Office, Lynch & Kennedy Dry Goods Store, Moore Cabin and Moore House, Peniel Mission, Mascot Saloon, Pantheon Saloon, Goldberg Cigar store, and Martin Itjen House. Other buildings could be added to this list if included on the NPS historical building inventory.

Skagway Area - This encompasses all NPS facilities outside of the Skagway Historic District. This includes the park maintenance building and administrative housing complexes.

Dyea Area - This area includes NPS facilities developed along and adjacent to the Dyea Road, such as the ranger station, campground, Chilkoot Trailhead, park housing, Slide Cemetery, environmental education site, Pullen Barn, trail between the wharf area and Chilkoot Trailhead, and picnic areas.

Chilkoot Trail Facilities - This would include all facilities along and adjacent to the trail and side trails including Finnegan's Point, Canyon City (including the trail to the old city site and trail crew cabin), Pleasant Camp, Sheep Camp (campsites and ranger station), and the Scales area. Across private lands, the trail width is limited to a total of 25 feet. In all other locations, widths will be the minimum necessary to accommodate safe travel.

Transportation Subzone: This subzone includes all utility corridors (road and railroad) such as the Dyea Road, Nelson Slough Road, Klondike Highway, and White Pass and Yukon Route Railroad. Widths will be the minimum necessary to accommodate safe travel or the spatial needs of the particular utility or those prescribed by prior existing rights.

THE PARK UNIT - SEATTLE

CULTURAL RESOURCES

Historic Landmark Designations

The Seattle Unit does not include any historic landmark designations; however, two structures within the Pioneer Square Historic District are National Historic Landmarks: The Pioneer Place Pergola and the Pioneer Building, both located two blocks north of the park at First Avenue and Yesler Way. The pergola is owned and protected by the city of Seattle. The Pioneer Building is privately owned and is leased for mixed use office and commercial space.

Historic Buildings, Structures

Pioneer Square contains 27 buildings that are associated with the Klondike Gold Rush of 1897-98. All are included within the confines of the Historic District. Rehabilitation or restoration work has been done on 80 percent of the buildings to provide for an external appearance similar to their appearances during the neighborhood's heyday: 1897 - 1902. All 27 buildings were built during the 1889 - 1902 period and either served a role as a supplier of goods, services, and hospitality to the stampedeers or were built as a result of the prosperity brought about by the gold rush.

The Klondike Gold Rush National Historical Park's Seattle Unit is required by its enabling legislation to be located in the Pioneer Park's Seattle District. The National Park Service does not own any of the historic structures in the Historic District, but has a responsibility to provide accurate information about historic structures there through its interpretive programs.

Park Collections

The Seattle unit collections consist of a library, slide file, historic photograph collection, and museum objects. All are available to staff, as well as outside researchers, according to park unit access policies. Due to the unit's location and topic, the collections are the park unit's only tangible resources and are of the utmost importance in the proposed Resource Management Plan. All resource management concerns and activities at the Seattle unit focus on these collections and their protection and interpretation.

The museum collection consists of slightly less than 22,000 objects of which 272 have been cataloged. There are 69 objects on permanent display in the main exhibit area. The remainder are maintained in the collection storage area. The contents are divided into the following categories:

- * Art objects
- * Building furnishings
- * Communication artifacts
- * Packages & containers
- * Personal artifacts
- * Recreational artifacts
- * Tools and equipment
- * Transportation artifacts
- * Societal artifacts

Future acquisitions will be limited to items directly related to Seattle's role as the major port and supplier of the gold rush or the effect the event had on the city's development. As much as possible, the appropriate time period will be from mid-1896 until mid-1899. A sampling of general artifacts has been acquired in order to interpret the overall story, as well as tie Seattle into the event.

The library contains more than 300 volumes pertaining to the park unit's primary and secondary themes, as well as agency, local, and regional history. The library also includes a vertical file of unit planning documents and primary and secondary accounts of the Klondike Gold Rush. Since the unit office has limited storage and has no provisions for receiving archives, all primary sources are photocopies or transcriptions of original journals, letters, and so on from other collections. The unit does not hold copyright on them. The park does hold one archival quality document, the Rob-

ert Moran logbook. It is maintained in the museum object storage.

The slide file consists of more than 3,000 images of historic and modern views of the Klondike Gold Rush story, as well as other topics useful to the interpretation of the park unit and the agency. The historic photo collection has more than 500 images that are duplicates from the collections at the Pacific Northwest Collections at the University of Washington, the Museum of History and Industry, and the Puget Sound Maritime Historical Society. A few holdings from the National Archives and other sources are duplicated in the collection, as well. Twenty original photographs are maintained in the museum object storage; however, no duplicates or negatives have been produced.

NATURAL RESOURCES - SEATTLE

Physiography

Seattle, Washington, is located at latitude 47 degrees 36 minutes North, longitude 122 degrees, 20 minutes West. Pioneer Square Historic District, where the Seattle unit is located, averages 200 feet above sea level. This elevation is not the natural one due to a regrade of the area in the late 1890s and early 1900s, which raised the area above sea level to improve drainage and create additional land suitable for building. It also created a deep water port for the city. This regrade began at the present Royal Brougham Way, extended north to the present Denny Way, and includes all of downtown Seattle (Morgan, 1982 and Thomson, 1950).

The Seattle unit is 7,540 square feet of leased space in a privately owned building. Leases are negotiated with a building management firm through the General Services Administration. It is divided into visitor use area (exhibits, information desk, auditorium, and restrooms), classroom, collections storage, office space, library, audiovisual booth, and storage.

Geology and Soils

Due to the park's location in an historic structure in downtown Seattle, geology and soils play an insignificant role in the park's operations and history. The soil was moved during the turn-of-the-century regrade from farther east in the city and deposited around the structures in present day Pioneer Square Historic District.

Air Quality

Seattle is located within a Class II air quality area as designed by the 1977 amendments to the Clean Air Act. The area is non-attainment for ozone,

carbon monoxide, and fine particulate matter. In 1994, there were 315 good air days, 50 moderate air days and 0 unhealthy days (Puget Sound Air Pollution Control Agency 1994). National Ambient Air Quality Standards were violated in 1992. No air quality monitoring is conducted at the Seattle unit.

The proposed General Management Plan alternatives have no provisions, such as for increased parking spaces, that would be counter to the state's attempts to meet the National Ambient Air Quality Standards. Any associated emission increases in dust from office expansion in an existing building, would be less than the conformity *de minimis* levels for the three pollutants. Therefore, the National Park Service has met the conformity requirements of Section 176 of the Clean Air Act.

Floodplains and Wetlands

In consultation with the Seattle Department of Engineering, it was determined that the Seattle unit is located outside of the shoreline permit and coastal zone management area and is in compliance with city, county, state, and federal standards. Seattle is not located within a floodplain nor are there any wetlands present in the Pioneer Historic District. Although not in a floodplain, the park unit basement is subject to occasional flooding following periods of heavy rain or occasional snowmelt.

Seismology

The last significant earthquake in Seattle was in 1965. University of Washington seismologists indicate that it is almost impossible to predict activity for the region because of a thick covering of silt and glacial deposition that cover faults until an actual earthquake occurs. Bedrock is typically covered by water, earth, or vegetation, making it difficult to detect cracks (Morrow, 1990:29).

Vegetation

Other than groomed trees and potted flowers, there is no vegetation in Pioneer Square Historic District. No greenspace or freely growing native botanical material remains.

Wildlife

Because of the park's situation as an entirely indoor setting in a major metropolitan business district, there is no wildlife in the unit.

Threatened/Endangered Species

According to the U.S. Fish and Wildlife Service (see Appendix K), there are no listed, proposed, or candidate species within the project area (Pioneer Square Historic District).

CURRENT AND POTENTIAL PARK USES - SEATTLE

Access and Circulation

The Seattle unit is entirely indoors. Visitors use numerous methods of travelling to the park; however, the only way to visit the park is on foot, wheelchair, or similar mobility assistance. There are no roads, trails, or paths. Once inside the park unit, the public-use areas are quite accessible to all. The basement area, where the classroom, workspace, library, and collection storage is located, can be reached via an elevator or stairway. The mezzanine area, where the audiovisual booth and administrative offices are located, can only be reached via a narrow stairway through the exhibit area or fire escape and cannot be used by those who cannot negotiate stairs.

The park's location, the Union Trust Annex Building, is also the site of several private businesses, including a coffee shop, a casting agency, a community service organization, a collection agency, and a graphics design firm. All staff and customers of these businesses share the elevator, basement stairway, and fire escapes with park staff and visitors.

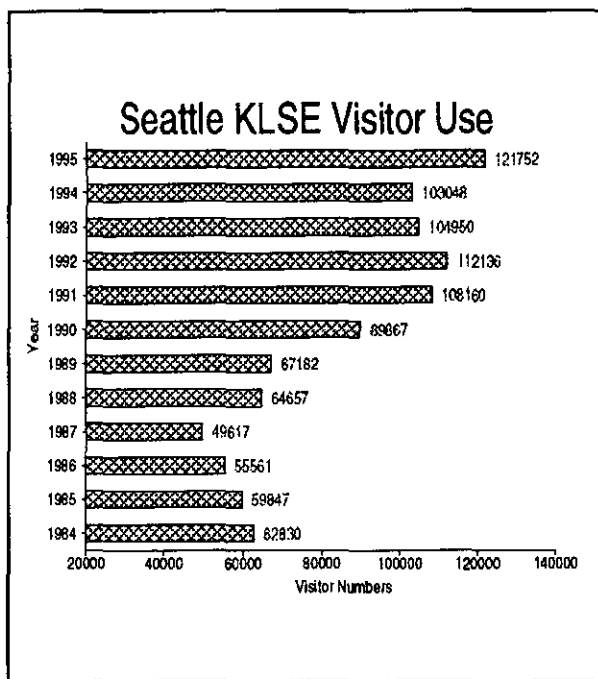
The Washington Department of Transportation is interested in developing light rail service for western Washington, which would hub in southern Pioneer Square within four blocks of the park at the King Street Station. The King County Department of Metropolitan Services, operator of Metro Transportation, is exploring the possibilities of expanding the Waterfront Streetcar into residential neighborhoods to the north and east of Pioneer Square Historic District. Both of these actions, if completed, would greatly impact park visitation and the profile of the park visitor.

Visitor Uses and Activities

Since the Seattle unit owns no land, there are no uses made of the site other than viewing exhibits and audiovisual programs, attending interpretive programs and special events, research, and community use of the auditorium or classroom on a scheduled basis.

Seattle unit visitation has grown from a low of about 50,000 visitors in 1987 to more than 121,000 in 1995. Visitation is expected to continue to grow between 5% and 10% annually into the next century.

FIGURE 3.11 - SEATTLE UNIT VISITATION 1984-95

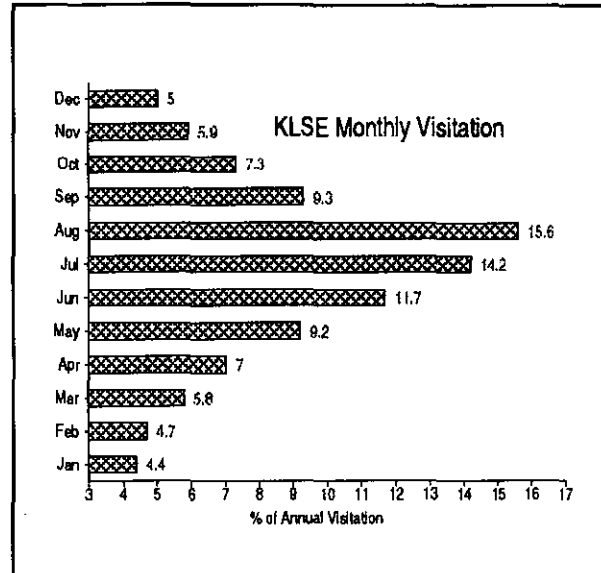


Interpretive park rangers staff the information desk during all hours of operation and concentrate on the site's primary themes, as well as local information and history. During the winter months, when staff is smaller and visitation is less intense, a menu of audiovisual programs is offered on a request basis with an occasional special film available. Demonstrations of panning techniques are available on a request basis, as well. From mid-June through Labor Day of each year, a regular schedule of interpretive programs is offered to include exhibit talks, audiovisual programs, panning demonstrations, and walking tours of the immediate neighborhood.

The park emphasizes working with school groups and education programming. From September through June of each year approximately 5,000 students from Seattle and the surrounding

communities visit the park unit for field trips. The interpretive programs, which include panning demonstrations, exhibit tours, and films, are based in the social science curricula for grades three through high school.

FIGURE 3.12 - SEATTLE UNIT MONTHLY VISITATION



In the past, 60% of park visitation occurred in the May through September period; however, the visitation year has "flattened out" more recently so that the sharp differences between seasons are no longer prevalent. There is also heavy visitation on fall and winter Sundays when the Seattle Seahawks professional football team is playing at the Kingdome, just two blocks from the park. Other events such as the Boat Show, Auto Show, and similar activities held at the Kingdome also impact visitation and staffing needs.

In 1989, the Gray Line Bus Tour Company started offering the "Downtown Trolley" service. The route includes stops at several hotels, the Waterfront, and Klondike Gold Rush National Historical Park. In 1993, other small-scale commercial tour services were attempted with marginal success. At least two such businesses expressed interest in including the National Historical Park in their tours.

Studies

The Seattle unit is the subject of no historic nor scientific studies. In 1983, a visitation survey was conducted. The park has requested an Historic Resource Study, focusing on the Seattle role in the Klondike Gold Rush period of U.S. history. Agreements are in place with Seattle Pacific University and the University of Washington to conduct historic research projects; however, the

program has been little used.

PARK OPERATIONS - SEATTLE

Staffing

Staff currently consists of seven permanent full

time employees, six of whom are classified in the park ranger series and one in the administrative support series. Seasonal park ranger staff varies from one to four in a given year. A cadre of volunteers provides assistance in interpretation, research, administration, and maintenance. In 1992, approximately 1,000 hours were donated to the park by volunteers.

FIGURE 3.13 - KLONDIKE GOLD RUSH SEATTLE ORGANIZATION CHART

Administrative	Interpretation
3 staff Superintendent, Chief Ranger, Administrative Officer	4 staff + seasonal Interpretive Park Rangers (3), Park Ranger - Information Assistant
	Park Ranger - Interpretation (less than fulltime)

Facilities

Facilities consist of the main exhibit area, which houses exhibits, an auditorium, and information desk. There are also administrative offices, collections storage, and a classroom. No campgrounds or concession facilities are available in the park.

Approximately 4,000 square feet are dedicated to the main visitor area, which includes 14 different exhibit topics, a cooperating association sales area operated by Northwest Interpretive Association, an information desk, accessible restrooms and water fountain, and a 102-seat auditorium. All of these features are at street level at 117 South Main Street.

A 400-square-foot classroom, as well as the park unit research library and collections storage, are located in the basement of the building. The library, classroom, and collections storage are available on a reservation basis only.

The Outdoor Recreation Information Center, operated cooperatively by the National Park Service and the U.S. Forest Service, is located in room 442 of the Jackson Federal Building, 915 Second Avenue. The center is open weekdays and provides general information to written, phone, and walk-in inquiries on outdoor recreation activities in the National Parks and Forests of Oregon, Washington, and Idaho. Currently, staff from the Seattle Unit assist in operating the center. Effective October 1, 1996, the Seattle Unit will no longer have this staffing responsibility.

Community Partnership

The Seattle unit has a memorandum of understanding in place with the Seattle Police Department for security and law enforcement matters. The park also works with the Pioneer Square Community Council and the Seattle Parks Department on issues of mutual interest and concern.

The Pioneer Square Business Improvement Association works with the Junior League to provide staffing for a small information booth located on Occidental Mall, less than one block from the park. The information booth is staffed very sporadically from Memorial Day through Labor Day and provides information about businesses and attractions of Pioneer Square.

International Cooperation

The Seattle unit participates, as funding and staff availability permit, on interagency and intergovernmental committees and task forces on issues relating to commemoration of the Klondike Gold Rush.

Carrying Capacity

The carrying capacity for the Seattle unit is influenced by two factors: The physical capacity of such facilities as the auditorium and classroom and the quality of the experience of visitors on ranger-led tours. The auditorium's capacity is 102 and the basement classroom's capacity is 34-49 depending on set-up arrangements; maximum group size for the Pioneer Square interpretive walks is 25.

Management Zone

The Seattle unit is managed as a historic zone.

PARKWIDE PLAN STATUS

Parkwide management plans and their current status follows:

FIGURE 3.14 - PARKWIDE PLAN STATUS

NAME	YEAR COMPLETED		STATUS
	ALASKA	SEATTLE	
Aviation Management Plan	None	N/A	
Bear Management Plan	1990	N/A	KLGO needs revision
Collections Management Plan	1983	1990	KLGO/KLSE needs revision
Commercial Services Plan	1995	N/A	KLGO draft
Communications Plan	None	N/A	
Emergency Medical Response Plan	1995	N/A	KLGO draft
Fire Management Plan	1988	N/A	
Firearms Plan	1990	N/A	KLGO needs revision
Interpretive Prospectus	1981	1985	KLGO being revised
Land Protection Plan	1991	N/A	Current
Master Plan	1976	1976	Outdated; being revised 1996
Outline of Planning Requirements	None	None	
Quarters Management Plan	1992	N/A	KLGO current
Resources Management Plan	1995	1993	Current
Safety Plan	1993	N/A	
Scope of Collections Statement	1992	1990	
Statement for Management	1985	1990	KLGO being revised



CHAPTER 4 - ENVIRONMENTAL CONSEQUENCES

ALASKA - ENVIRONMENTAL CONSEQUENCES OF THE ALTERNATIVES

Presented in this section are analyses of the potential effects that the four alternatives may have on the environment in Alaska. Each analysis portrays the potential change in condition between the present environment and what is assumed to occur as a result of each alternative.

IMPACTS OF ALASKA ALTERNATIVE A: NO-ACTION ALTERNATIVE

Cultural Resources. Impacts to cultural resources would continue through loss and deterioration of artifacts from lack of inventories, visitor use, lack of knowledge, and encroaching vegetation. Subject to available funding and staff, only those cultural surveys identified in the RMP would be undertaken. Since no new programs would be initiated under this alternative, the existing historic building restoration program would continue to be the principle components of the cultural resource experience at the park. Additional facilities development or restoration work would not be undertaken that could enhance visitors' understanding and sense of park history. This would be particularly true for the Dyea area where the Taiya River would continue to erode the townsite.

Conclusion: The effects of the no-action alternative on cultural resources would be moderate to severe as artifacts and features continue to disappear while knowledge of cultural resources fades and remnants continue to disappear, decompose, or are covered by vegetation.

Natural Resources

Air Quality. The Klondike Gold Rush National Historical Park (KLGO) is classified as a Class II airshed under the provisions of the Clean Air Act amendments. Development of the tourism industry in Skagway, with the park as a major attraction, is projected to substantially increase the number of tourists visiting the community. Visitation in Skagway is expected to increase from 403,000 in 1993 to more than 500,000 in 1996. Park visitation has increased an average of 4% annually over the last eight years to a high of 403,000 in 1993. Visitation is expected to increase about 4% to 5% annually through the end of this century. Elevated tourism levels could cause a slight increase in vehicle traffic in Skagway during the peak-use season (mid-May through September) and an associated rise in motor vehicle emissions. If visitation continued to increase, slight increases in air pollution would occur.

Conclusion. The effect of the no-action alternative on air quality as a result of increased motor

vehicle emissions would be negligible.

Water Quality. Watersheds in KLGO are returning to their natural conditions and have not been significantly influenced by human activity since the turn of the century. The current, primary type of water quality in the Skagway and Taiya River drainages is high silt loads from glacial runoff. Since no facilities would be planned under the no-action alternative, additional erosion of sediment into park waters is not anticipated. Water quality in the White Pass unit would remain unaffected since this area would continue to be accessible by foot only from the Klondike Highway or railroad and no new development is proposed.

Much of the Taiya River Valley is underlain by deep alluvial gravel. There is a potential for human waste disposal in pit toilets to affect shallow ground water aquifers associated with these deposits. Also, current and anticipated use of the Chilkoot Trail could affect the quality of surface water adjacent to the trail.

Conclusion. Under the no-action alternative, effects on water quality would be minimal with the potential for degradation of surface water quality adjacent to the Chilkoot Trail.

Soils. Because the no-action alternative would emphasize historic building restoration and not result in any additional facility development in the White Pass unit, Dyea area, or along the Chilkoot Trail, the effect on park soils would be minimal. Impacts on soils could continue at the campgrounds along the Chilkoot Trail and recreational facilities in the Dyea area since they would serve as focal points for recreational activity. These areas would concentrate use and be the most heavily affected areas along the trail with the extent of the effects to soils limited to a small area around each use-site. Changes in soils could include loss of organic matter, erosion, and compaction.

Conclusion. Under the no-action alternative, effects on soils would be minor with changes in soils occurring at campgrounds along the Chilkoot Trail and recreational facilities in the Dyea area.

Floodplains. The no-action alternative would not result in any additional facilities being developed in the Taiya or Skagway River floodplains. Existing facilities in these floodplains would continue to be at some degree of risk from erosion and flooding.

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The Taiya floodplain extends from Dyea to Canyon City and averages about 3,000 feet wide. The main Taiya River floodplain channel consists of broad, multiple to braided segments indicative of high bed loads, frequent lateral channel adjustments, and wide flow ranges. Park resources would primarily be at risk when the Taiya River reaches maximum discharge levels in late summer/early fall. Channel migration and flooding in the Dyea area would continue to threaten the campground, Nelson Slough Road, Dyea townsite, and other park facilities in the Taiya River floodplain. The Dyea campground, located in a low-lying area along the east bank of the Taiya River, is subject to flooding. In 1990, the entire campground was closed to the public in the fall due to flooding. Additionally, more than one-half of the old Dyea townsite has been lost to river erosion with a little more than 40 feet of one section of bank being lost during a single five-day event in 1990. More than 90 feet of bank in that one section was lost in the course of that year. River erosion and flooding are major problems along the Chilkoot Trail. Trail sections have been rerouted as a result of trail erosion and some campgrounds, particularly Pleasant Camp, have been closed due to high water. These types of effects would be expected to continue.

All existing park management and historic structures in Skagway would be at risk from 100-year floods or greater. Although no structures are located in the 100-year flood boundary, a 100-year flood would top the existing dike (built to resist a 60-year flood), resulting in sheet flow less than one foot deep throughout the city.

Conclusion. Under the no-action alternative, effects to floodplains would not be anticipated to change since additional facilities would not be developed in areas subject to flooding. Existing structures in the vicinity of the Taiya River floodplain channels would continue to be at risk from erosion and flood damage.

Wetlands. The most extensive wetlands in the Skagway area occur along the lower reaches of the Taiya River below West Creek. The Dyea Flats area is an important estuarine wetland resource containing valuable habitat for a wide variety of wildlife and freshwater and marine biota. This area is also a popular recreation area for local residents and is used for a variety of activities including running off-road vehicles. The no-action alternative would continue recreation use of the Dyea Flats. ORV use in federal wetlands is prohibited. ORV use on state land within the park would continue. Vehicle use on the estuarine meadow has resulted in the loss of some wetland vegetation (meadow forbs and grasses) in the more

heavily used areas. Effects from ORV use in wetlands under state jurisdiction would be expected to continue.

Riverine and palustrine wetlands adjacent to the Chilkoot Trail may be affected by recreational use. Wetlands in the White Pass and Skagway areas would not be affected since trail or facility development would not occur in these areas.

Conclusion. Under the no-action alternative, ORV use in the Dyea Flats area would be expected to continue resulting in the loss of some wetlands vegetation primarily on state-owned lands within the park. Wetlands in the Skagway and White Pass areas would not be affected.

Vegetation. Impacts to vegetation resulting from the no-action alternative would primarily occur from recreational use at developed sites in the Dyea area and along the Chilkoot Trail. Trampling of vegetation by hikers and campers at recreational facilities (Finnegan's Point, Canyon City, Pleasant Camp, and Sheep Camp) could cause the loss of vegetative cover, root exposure, and some tree damage at these sites. The extent of the effects to vegetation would be limited to a small area around each use-site. The loss of vegetation in the White Pass area from recreational use would be unlikely since the area is inaccessible to most park visitors.

Vegetation in the Dyea flats consists primarily of salt- and flood-tolerant herbs and graminoids with spruce and shrubs encroaching on the fringes. Succession may be expected to proceed from meadow to shrubs and eventually toward forest due to uplifting of the area. Some loss of wetland vegetation (meadow forbs and grasses) could be expected in the Dyea flats area as a result of continued ORV use on state land within the park.

Conclusion. Under the no-action alternative recreational use at developed sites in the Dyea area and along the Chilkoot Trail would be expected to continue resulting in the loss of some vegetation in these areas.

Wildlife. The no-action alternative is not anticipated to affect wildlife that may inhabit the park. The major wildlife species, mountain goat and black bear would not be significantly affected since development activities that would affect these species' habitat would not occur. Other species such as grizzly bear and wolf, which are rare visitors in the area, and the small moose population in the White Pass unit would also not be affected by the no-action alternative.

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Conclusion. The no-action alternative would not affect wildlife.

Fisheries. The no-action alternative would not affect the fisheries of the lower Taiya River and valley bottom tributaries since this alternative does not propose facility development, activity, or use that would utilize, divert, pollute, or change the flow of these streams. The Alaska Department of Fish and Game has directed the NPS to close the Nelson Slough crossing to vehicular traffic in 1996 due to the presence of anadromous fish and construct a bridge to provide access to the flats. Closure of this crossing would enhance anadromous fisheries habitat in this stream.

No fish occur in the upper portions of the Taiya or Skagway River (White Pass Unit).

Conclusion. The no-action alternative would not affect fisheries.

Socioeconomic Environment

Land Use. This alternative would have no direct effect on existing land-use patterns since the park resources would be managed and maintained with the focus on no additional development. A portion of the Chilkoot Trail and the Dyea vehicle campground would continue to be located on state land.

Conclusion. The no-action alternative would not affect on existing land uses.

Visual Quality Because the no-action alternative would emphasize historic building restoration and not result in any additional facilities being developed, the effect on the visual resources of the park would be minimal. The loss of vegetation at campgrounds along the Chilkoot Trail could reduce the visual quality of these sites.

The visual quality of the historic landscape of Skagway would continue to be uncoordinated with regard to the historic scene and aesthetics. During the summer season (mid-May through September) about 6,000 passengers off load daily from cruise ships on to the streets of Skagway. These visitors would continue to view a variety of signs, advertising, and street furniture in the main street. Anticipated increases in park visitation would exacerbate these conditions.

Conclusion. Under the no-action alternative, effects on visual quality of the park would be minimal with some slight reduction in visual quality occurring at campsites along the Chilkoot Trail. Skagway visual quality would remain a visual

kaleidoscope.

Visitors. Visitor experiences and patterns of use would remain essentially unchanged from present conditions and have no effect on the number of visitors or seasonality of use. Visitor use in KLGO would be expected to increase about 4% to 5% annually through the turn of the century, considering the increasing trends in tourism projected for the City of Skagway as a result of the increasing cruise ship industry. The existing historic building restoration and planned restorations would continue to be the principle components of the interpretive experience at the park since no new programs would be initiated under this alternative. Additional facilities development or restoration work would not be undertaken that would enhance visitors understanding of and feeling of the history of the park. This would be particularly true for the Dyea area.

Conclusion. Visitor use would increase without concomitant increase in historic interpretive programs. In time the quality of programs for visitors would diminish because of crowding.

Residents. Residents of Skagway would not experience any significant changes to the existing conditions as a result of this alternative. The existing road system would continue to be available for use by local residents providing access to inholdings and recreational facilities. Recreational facilities in the Dyea area would continue to be used primarily by local residents. Vehicular congestion in downtown Skagway would continue and increase due to heavy pedestrian traffic during cruise ship port calls.

Conclusions. Residents of Skagway would experience slightly increased crowding in the localized area, but otherwise no change.

Local Economy. Additional economic benefits would be expected to accrue to the local economy through increases in tourism. Tourism in Skagway is projected to increase from about 403,000 in 1993 to more than 500,000 visitors in 1996. This growth would be primarily due to a cruise ship industry-wide trend toward larger cruise ship capacity and some growth in off-season (May and September) cruise ship visitation in the Alaska market rather than through park management. Additional economic benefits would be generated by tourism expenditures. There would be no new construction activities proposed under this alternative, so additional economic benefits would not be expected from this sector.

Conclusion. The no-action alternative would have

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little effect on the local economy. The local economy of Skagway would be expected to receive economic benefits through projected increases in tourism associated with the trend toward larger cruise ships.

IMPACTS OF ALASKA ALTERNATIVE B: MINIMAL CHANGE

Cultural Resources. Impacts to cultural resources would continue through loss and deterioration of artifacts from lack of inventories, visitor use, lack of knowledge, and encroaching vegetation. Historic properties related to park themes and purposes would be evaluated on a willing-seller/willing-buyer basis for acquisition and restoration or preservation. Limited cultural resource technical assistance to local and private restoration efforts would continue subject to available staff and funding.

The Dyea townsite would continue to be reclaimed by natural processes. Taiya River erosion would continue to be evaluated, and proposals developed in cooperation with the city and state to monitor or mitigate additional loss would be made depending upon available funds. An artifact collection and protection plan would also be completed in cooperation with the state and city to prioritize any necessary collection work for the Chilkoot Trail.

Subject to available funds and staff, only those cultural projects identified in the RMP would be undertaken. Since no new programs would be initiated under this alternative, the existing historic building restoration program would continue to be the principal component of the cultural resource experience at the park. Additional facilities development or restoration work would not be undertaken that would enhance visitors' understanding and sense of the park history. This would be particularly true for the Dyea area where the Taiya River would continue to erode the townsite.

Conclusion: The effect of Alternative B on cultural resources would be moderate as artifacts and features continue to disappear and knowledge of cultural resources fades and continues to be lost, but the public would be given more information about the process.

Natural Resources

Air Quality. Implementation of alternative B would not cause an increase or decrease in air pollution associated with visitor traffic described in alternative A (no-action). The minor facility improvements in the Dyea area would not result in increased park visitation or increased motor vehicle

emissions beyond those associated with normal growth as described in the no-action alternative. Improvement of the Nelson Slough Road (adding a gravel surface and pullouts) along its existing 1.2-mile alignment and construction of 0.44 mile of new road to provide access to the Dyea flats area, could result in temporary increases in dust and air pollution caused by construction activities.

Conclusion. The effect of this alternative on air quality would be negligible.

Water Quality. Water quality in the Skagway and Taiya River drainages would continue to be associated with high silt loads from glacial runoff. The minor nature of facility improvements would not cause additional erosion of sediment into park waters in the Dyea area. The potential for human waste disposal in pit toilets to affect shallow ground water aquifers along the Chilkoot Trail would continue under this alternative.

Water quality in the White Pass Unit would remain unaffected since this area would continue to be accessible by foot only from the Klondike Highway or railroad and no new development is proposed.

Conclusion. Alternative B would have a minor effect on water quality.

Soils. The relocation of the visitor contact station, ranger station, picnic area, and campground would disturb some soils in the Dyea area. Improving the 1.2-mile Nelson Slough Road with a gravel layer and developing 0.44 miles of new gravel access road to the flats and 2,100 feet of trail from the campground to the Chilkoot trailhead would displace soils along those transportation routes. The minor nature of these disturbances would have little effect on park soils.

Because this alternative would not result in any additional facility development in the White Pass unit or along the Chilkoot Trail the effect on park soils in these areas would be minimal. Impacts on soils could continue at the campgrounds along the Chilkoot Trail and recreational facilities in the Dyea area as described for alternative A. These areas would concentrate use and be the most heavily affected areas along the trail with the extent of the effects restricted to a small area around each use site. Changes in soils could include loss of organic matter, erosion, and compaction.

Conclusion. This alternative would have minor effects on soils in the park.

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Floodplains. Existing facilities in the Taiya and Skagway River floodplains would continue to be at some degree of risk from erosion and flooding under alternative B.

The minor relocation of facilities (picnic areas, campground, and ranger and visitor contact stations) and road improvements proposed within the Taiya River floodplain under this alternative would not reduce the level of risk to these facilities. Channel migration and flooding in the Dyea area would continue to threaten the campground, Nelson Slough Road, Dyea townsite, and other park facilities in the Taiya River floodplain. Park resources would primarily be at risk when the Taiya River reaches maximum discharge levels from rain in late summer/early fall. The proposed improvements would not be expected to have an affect the floodplain of the Taiya River. NPS Guidelines for Floodplain Management allow for picnic and camping facilities provided that flood proofing is a consideration in their design and construction.

A monitoring plan evaluating the rate and trends of Taiya River channel migration would assist in the development of mitigating measures to arrest riverbank erosion threatening the Dyea townsite.

All existing park management and historic structures in Skagway would continue to be at risk from 100-year floods or greater (see alternative A).

Conclusion. The proposed improvements would not be expected to affect the floodplain of the Taiya River. Existing and improved facilities in the vicinity of the Taiya River floodplain channels would continue to be at risk from erosion and flood damage.

Wetlands. Estuarine, riverine, and palustrine wetlands in the Dyea area are not expected to be affected by the minimal level of facility improvements proposed under this alternative. All potential improvements would be located in areas classified as uplands by the National Wetlands Inventory, but site surveys will be conducted as part of site planning and design to ensure that wetland impacts will be avoided..

Recreation use of the Dyea flats would continue under this alternative. ORV use on state land within the park would continue with vehicle use on estuarine meadows resulting in a loss of some wetland vegetation (meadow forbs and grasses) in the more heavily used areas. Offroad vehicle-use on federal wetlands is prohibited.

Riverine and palustrine wetlands adjacent to the Chilkoot Trail may be affected by recreational use.

Wetlands in the White Pass and Skagway areas would not be affected since trail or facility development would not occur in those areas.

Conclusion. Wetlands in the Dyea area are not expected to be affected by proposed improvements. ORV use in the Dyea Flats area would be expected to continue resulting in the loss of some wetlands vegetation primarily on state-owned park lands. Wetlands in the Skagway and White Pass areas would not be affected.

Vegetation. Impacts to vegetation resulting from this alternative would primarily occur as a result of facility relocation, road widening and trampling of vegetation by hikers and campers, and ORV use on state and city lands within the park.

Facility relocation (picnic areas, campground, visitor contact, and ranger station) and road improvements and parking areas would result in the loss of vegetation at these sites. The Sitka spruce-black cottonwood/red osier dogwood-alder community dominates these sites in the Taiya River floodplain. Both spruce and cottonwood dominate in varying proportion depending on the site. Facility relocation would result in the loss of about one acre of vegetation while graveling the Nelson Slough Road along its existing alignment and adding several pullouts, and 2,100 feet of new trail would displace about 0.2 acres of the spruce/cottonwood community.

Trampling of vegetation by hikers and campers at recreational facilities (Finnegan's Point, Canyon City, Pleasant Camp, and Sheep Camp) could cause the loss of vegetation cover, root exposure, and some tree damage at those sites. The extent of the effects to vegetation would be limited to a small area around each use-site. The loss of vegetation in the White Pass area from recreational use would be unlikely since the area is inaccessible to most park visitors. Trampling of vegetation would also occur at facility sites in the Dyea area.

Some loss of wetland vegetation (meadow forbs and grasses) could be expected in the Dyea flats area as a result of continued ORV use on state land within the park.

Conclusion. This alternative would result in the loss of some vegetation in the Dyea area as a result of facility relocations, road improvements, and vegetation trampling at use sites. The amount of vegetation lost would be minimal (less than two acres total).

Wildlife. This alternative is anticipated to have a minor effect on wildlife that may inhabit the park.

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The major wildlife species, mountain goat and black bear, would not be adversely affected since proposed improvements in the Dyea area (relocation of visitor contact station, ranger station, and picnic area and road improvements) would be minor. A small amount (less than two acres) of black bear habitat would be lost through the relocation of existing facilities and road and trail improvements; however, these minor losses would not be anticipated to affect the local black bear population. Visitor education about bear use in the area and bear-proof garbage cans will be used. Mountain goats and their habitat would not be affected by the proposed improvements. Other species such as grizzly bear and wolf, which are rare visitors in the area, and the small moose population in the White Pass unit would also not be affected by this alternative since new facilities or increased visitor use would not occur in this area.

Conclusion. This alternative would have a minor effect on wildlife habitat, but no impact on wildlife populations are expected.

Fisheries. This alternative would not affect the fisheries of the lower Taiya River and valley bottom tributaries. The minor level of improvements proposed under this alternative would not use, divert, pollute, or change the flow of these streams. No fish occur in the upper portions of the Taiya or Skagway River (White Pass unit). Impacts to fisheries with the addition of a new crossing of Nelson Slough would be temporary and further reduce future impacts since vehicles would no longer drive through the slough.

Conclusion. This alternative would not affect fisheries.

Socioeconomic Environment

Land Use. Alternative B would have no direct effect on existing land-use patterns within the park. The relocation and improvement of park facilities would enhance access to the Slide Cemetery, Dyea townsite, and Dyea flats and enhance enjoyment of park resources without changing the existing patterns of visitor use. A small portion of the Chilkoot Trail (about 1,000 feet) would continue to be located outside the park boundary.

Conclusion. This alternative would not affect existing land uses.

Visual Quality. The relocation and modification of existing facilities in Dyea would have very little effect on the area's visual quality.

The loss of vegetation at campgrounds along the Chilkoot Trail could reduce the visual quality of these sites.

The visual quality of the historic landscape of Skagway would continue to be uncoordinated with regard to the historic scene and aesthetics. During the summer season (mid-May through September) about 6,000 passengers off-load daily from cruise ships on to the streets of Skagway. These visitors would continue to view a variety of signs, advertising, and street furniture in the main street. Anticipated increases in park visitation would exacerbate these conditions.

Conclusion. This alternative would have a minor effect on the visual quality of the park. Some slight reduction in visual quality would occur at campgrounds along the Chilkoot Trail.

Visitors. Visitor experiences and patterns of use would remain essentially unchanged from present conditions and there would be no effect on the number of visitors or seasonality of use. Visitor use of the Chilkoot Trail and Dyea area would be enhanced with the improved access and day-use facilities, although the facilities alone are not expected to increase the number of visitors who use these areas.

Visitor access to the park would be improved by upgrading the existing, unimproved single-lane Nelson Slough Road and extending the road to provide access to the Dyea flats. Access to the old Dyea townsite would be improved with the development of a pedestrian bridge across Nelson Slough that is accessible by the mobility impaired. The improvement of parking areas at the Slide Cemetery, trailhead, townsite, Dyea flats, and overlook would facilitate use of these areas.

The expansion of the interpretive opportunities through informational and interpretive signs and the development of visitor contact and ranger stations in Dyea would slightly increase a visitor's understanding of park history, particularly the Dyea townsite.

Conclusion. This alternative would not affect park visitor levels; however, visitor enjoyment would be slightly improved through better access and the expansion of interpretive programs.

Residents. Residents of Skagway would not experience any significant changes to the existing conditions as a result of this alternative. The existing road system would continue to be available for use by local residents providing access to inholdings and recreational facilities.

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Upgrading of the Nelson Slough Road would improve access to the Dyea flats area for residents as well as tourists. Recreational facilities in the Dyea area would continue to be used primarily by local residents.

Vehicular congestion in downtown Skagway would continue and increase due to heavy pedestrian traffic during cruise ship port calls.

The expansion of the interpretive opportunities through informational and interpretive signs and the development of visitor contact and ranger stations in Dyea would slightly increase residents' understanding of park history, particularly the Dyea townsite.

Conclusions. Residents of Skagway would not experience any significant changes to the existing conditions as a result of this alternative.

Local Economy. Economic benefits would be expected to accrue to the local economy through increases in tourism primarily due to a cruise ship industry-wide trend toward larger cruise ship capacity and some growth in off-season (May and September) cruise ship visitation in the Alaska market, rather than the result of facility improvement associated with this alternative. Since increases in visitation beyond normal growth would not be expected, no economic benefits would be generated by tourism expenditures made because of this alternative.

Conclusion. This alternative would have a minor effect on the local economy. The local economy of Skagway would be expected to receive economic benefits through projected increases in tourism rather than the minor improvements resulting from this alternative.

IMPACTS OF ALASKA ALTERNATIVE C: PROPOSED ACTION

Cultural Resources. Major positive impacts to cultural resources would be expected as a number of additional programs would be started cooperatively with the city, state, and others to protect, interpret, and share cultural resource information. Examples are the Klondike History Research Center, skilled NPS building-restoration employees available to others on a cost-reimbursable basis, advance voluntary excavation notification and cultural resource recovery-mitigation program, and a prioritization plan for collection-protection for Chilkoot Trail and White Pass cultural resources. Additional interpretation would increase visitor understanding of park resources.

Selected streets in the Dyea townsite would be partially cleared and interpreted. A cooperative plan would be developed and implemented to prevent further loss of the cultural resources from Taiya River erosion. Additional visitor facilities would be relocated and built in Dyea along with additional interpretive materials and facilities to prevent further impacts on cultural resources.

Conclusion: The effect of Alternative C on cultural resources would be positive as artifacts are preserved, knowledge of cultural resources increases, and public awareness of the cultural resources is enhanced.

Cumulative Impact on Cultural Resources

In the cumulative case, the proposal is expected to have a positive effect on cultural resources of the park.

Natural Resources

Air Quality. Implementation of alternative C would not cause an increase or decrease in air pollution associated with visitor traffic described in alternative A. The facility improvements in the Dyea area would not result in increased park visitation or increase motor vehicle emissions beyond those associated with normal growth. Realigning the Nelson Slough Road to the west of its current location and constructing 1.6 miles of new road that provides access to the Dyea flats area could result in temporary increases in dust and air pollution caused by construction activities.

Conclusion. The effect of this alternative on air quality would be negligible.

Water Quality. Water quality in the Skagway and Taiya River drainages would continue to be associated with high silt loads from glacial runoff. Facility improvements and road relocation/development would not cause additional erosion of sediment into park waters in the Dyea area. The potential for human waste disposal in pit toilets to affect shallow ground water aquifers along the Chilkoot Trail would continue under this alternative.

Water quality in the White Pass Unit would remain unaffected since this area would continue to be accessible by foot only from the Klondike Highway or railroad and no new development is proposed.

Conclusion. Alternative C would have a negligible effect on water quality.

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Soils. The relocation of the visitor contact station, ranger station, picnic areas, and campground and Dyea interpretive facilities would disturb some soils in the Dyea area. Realigning the Nelson Slough Road, developing 1.6 miles of new access road and 9,100 feet of trail would affect soils along these transportation routes. The minor nature of these disturbances would have little effect on park soils.

Because this alternative would not result in any additional facility development in the White Pass Unit or along the Chilkoot Trail, the effect on park soils in these areas would be minimal. Impacts on soils could continue at the campgrounds along the Chilkoot Trail and visitor facilities in the Dyea area as described for alternative C. These areas would concentrate use and be the most heavily affected areas along the trail with the extent of the effects being limited to a small area around each use site. Changes in soils could include loss of organic matter, erosion, and compaction.

Conclusion. This alternative would have negligible effects on soils in the park.

Floodplains. Existing facilities in the Taiya and Skagway River floodplains would continue to be at some degree of risk from erosion and flooding under alternative C.

The relocation and development of new facilities (picnic areas, campground, parking areas, and ranger, and visitor contact stations) within the Taiya River floodplain under this alternative would reduce the level of risk to these facilities. Channel migration and flooding in the Dyea area would continue to threaten the campground, Dyea townsite, and other park facilities in the Taiya River floodplain. An emergency notification and evacuation plan for the Dyea-area park facilities will be prepared. Park resources would primarily be at risk when the Taiya River reaches maximum discharge levels from rain in late summer/early fall. The proposed improvements would not be expected to affect the floodplain of the Taiya River. NPS Guidelines for Floodplain Management allow for picnic and camping facilities, provided that flood proofing is a consideration in their design and construction. Realignment of the Nelson Slough Road to the west of its existing location would reduce the risk of the road being threatened by channel migration.

A monitoring plan evaluating the rate and trends of Taiya River channel migration would assist in the development of mitigating measures to arrest riverbank erosion threatening the Dyea townsite.

All existing park management and historic structures in Skagway would continue to be at risk from 100-year floods or greater.

Conclusion. The proposed improvements would not be expected to affect the floodplain of the Taiya River. Existing and improved structures in the vicinity of the Taiya River floodplain channels would continue to be at risk from erosion and flood damage, but the risk would be reduced.

Wetlands. Estuarine, riverine, and palustrine wetlands in the Dyea area are not expected to be affected by facility improvements and relocations proposed under this alternative. All potential improvements would be located in areas classified as uplands by the National Wetlands Inventory, but site surveys will be conducted as part of site planning and design to ensure that wetland impacts will be avoided.

Recreation use of the Dyea Flats would continue under this alternative. ORV use on state land within the park would continue, with vehicle use on estuarine meadows resulting in a loss of some wetland vegetation (meadow forbs and grasses) in the more heavily used areas. Offroad-vehicle use on federal wetlands is prohibited.

Riverine and palustrine wetlands adjacent to the Chilkoot Trail may be affected by recreational use. Wetlands in the White Pass and Skagway areas would not be affected since trail or facility development would not occur there.

Conclusion. Wetlands in the Dyea area are not expected to be affected by proposed improvements. ORV use in the Dyea flats area would be expected to continue resulting in the loss of some wetlands vegetation primarily on state-owned park lands. Wetlands in the Skagway and White Pass areas would not be affected.

Vegetation. Vegetation impacts resulting from this alternative would primarily occur as a result of facility relocation/development, road improvements, and trampling of vegetation by hikers and campers.

Facility relocation/development (picnic areas, campground, visitor contact, ranger station, parking areas, and Dyea interpretative facility and road improvements) would result in the loss of vegetation at these sites. The Sitka spruce-black cottonwood/red osier dogwood-alder community dominates these sites in the Taiya River floodplain. Both spruce and cottonwood dominate in varying proportion, depending on the site. Facility relocation/development cause the loss of about two acres

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of vegetation while realigning the Nelson Slough Road and construction of 1.7 miles of new access roads; and 9,100 feet of trail would displace about 3.8 acres of spruce/cottonwood community. Closure of the old road to vehicle use would allow this route to become revegetated through time.

Some vegetation at the Dyea townsite would be lost through the clearing of selected townsite streets to show visitors a small portion of the historic townsite.

Trampling of vegetation by hikers and campers at recreational facilities (Finnegan's Point, Canyon City, Pleasant Camp, and Sheep Camp) could cause the loss of vegetation cover, root exposure, and some tree damage at these sites. The extent of the effects to vegetation would be limited to a small area around each use-site. The loss of vegetation in the White Pass area from recreational use would be unlikely since the area is inaccessible to most park visitors. Trampling of vegetation would also occur at facility sites in the Dyea area.

Some loss of wetland vegetation (meadow forbs and grasses) could be expected in the Dyea flats area as a result of continued ORV use on state land within the park.

Conclusion. This alternative would result in the loss of five acres of vegetation in the Dyea area as a result of facility relocations/development, road improvements, and vegetation trampling at use-sites. The impacts to vegetation will be minor because of the re-vegetation program.

Wildlife. This alternative is anticipated to have a very minor effect on wildlife that may inhabit the park. The primary wildlife species, mountain goat and black bear, would not be adversely affected since proposed improvements in the Dyea area (picnic areas, campground, visitor contact, ranger station, parking areas, Dyea interpretative facility, and road improvements) would be minor compared to the available habitat in the area. A small amount of black bear habitat would be lost through the relocation of existing facilities and road improvements and trail development; however, these minor losses would not be expected to affect the local black bear population. Bear-proof trash cans at the campground and bear pole food caches at Chilkoot Trail campsites are already in use. Mountain goats and their habitat would not be affected by the proposed improvements. Other species such as grizzly bear and wolf, which are rare visitors in the area, and the small moose population in the White Pass unit would also not be affected by this alternative since new facilities or increased visitor use would not occur in these areas.

Conclusion. This alternative would have a minor effect on wildlife.

Fisheries. This alternative would not affect the fisheries of the lower Taiya River and valley bottom tributaries. The level of improvements proposed under this alternative would not use, divert, pollute, or change the flow of these streams. No fish occur in the upper portions of the Taiya or Skagway River (White Pass unit).

Conclusion. This alternative would not affect fisheries.

Cumulative Impact on Natural Resources

In the cumulative case, activities that would affect the national resources of the Klondike Gold Rush National Historical Park include the proposal, trends in the tourist industry, and the proposal to build a road from Juneau or Haines to Skagway.

Tourism in Skagway is projected to increase about 403,000 in 1993 to more than 500,000 visitors in 1996. This growth in off-season (May and September) cruise ship visitation in the Alaska market.

Proposals to build a road either on the east or west shore of the Lynn Canal between Juneau or Haines and Skagway would affect the Klondike Gold Rush National Historical Park. The alternative proposal to construct a road up the west side of Lynn Canal would require a right-of-way through the Chilkoot Trail unit of the park and the historic townsite Dyea. Construction to rural road collector standards would impact the scenic and historic values, which the park was established to protect as well as an impact on natural resources.

This project also has the potential to affect vegetation and wildlife habitat. Currently cruise ship travelers come to Skagway via Juneau and the Inside Passage. If a road were constructed, tourists would cruise to Juneau and then have the option of their traveling on to Skagway by land-based transportation or staying on the ship destined for ports across the Gulf of Alaska. With alternative access via road, cruise ship operators may or may not elect to travel up the Lynn Canal to Skagway. This scenario would reduce park visitation and represent a potential economic loss to Skagway or represent a significant increase in both cruise ship and vehicular traffic through the Dyea area to Skagway.

The NPS had invested \$9.1 million in the restoration of historic structures and the provision of the park. The park's annual operations budget \$1.4 million, of which 79 percent is for salaries.

CHAPTER 4 - ENVIRONMENTAL CONSEQUENCES

A significant decrease in park visitation could result in a reduction of park staff and expenditures for local services while the opposite could result in additional staff and expenditures. It is likely that natural resources would be adversely affected through the loss of vegetation and wildlife habitat along the road corridor.

In the cumulative case, the proposal which could have a minor-to-negligible effect on the natural resources of the park in relation to the proposed road corridor. Minor effects would be on vegetation and wildlife from new or enhanced facility development. Floodplains, wetlands, fisheries, air and water quality, and soils are not expected to be affected due to the negligible affect on the components.

Socioeconomic Environment

Land Use. Alternative C would increase use of the park through the addition of interpretive facilities; however, existing land-use patterns and the basic nature of use in the park would not change. The development and improvement of park facilities would enhance access and enjoyment of park resources.

About 1,000 feet of the Chilkoot Trail are on state land, which is outside the existing park boundary.

Conclusion. This alternative would not affect existing land uses.

Visual Quality. Implementation of the proposed action would improve the long-term visual quality of the Dyea area; however, construction activities would impair the park's visual quality in the short term. The park's visual quality would be improved through the construction of new facilities, which would be located in areas that would enhance use. New facilities would be constructed to blend into the environment and be visually pleasing to visitors.

Park visitors would experience the sights and sounds of construction activities. Significant construction activities would be associated with the interpretive facilities and Nelson Slough Road realignment. Equipment and ground-breaking activities would be visible during the short term construction life of the projects. Landscape scars would be evident to visitors until revegetation reclaimed disturbed areas. Closure of the old Nelson Slough Road to vehicle use would allow this route to become revegetated over time.

The loss of vegetation at campgrounds along the Chilkoot Trail could reduce the visual quality of

these sites.

The visual quality of the historic landscape of Skagway would continue to be uncoordinated with regard to the historic scene and aesthetics. During the summer season (mid-May through September) about 6,000 passengers off-load daily from cruise ships on to the streets of Skagway. These visitors would continue to view a variety of signs, advertising, and street furniture in the main street. Anticipated increases in park visitation would exacerbate these conditions.

Conclusion. This alternative would have a positive effect on the long-term visual quality as a result of the upgrading and relocation of facilities in Dyea. Construction activities would impair the park's visual quality in the short term. Some slight reduction in visual quality would occur at campgrounds along the Chilkoot Trail.

Visitors. Visitor experiences and patterns of use would be enhanced in the Chilkoot Trail and Dyea areas through the expansion of the interpretive programs and facilities. The interagency trails-cabin information center would also enhance the visitor experience with specific trail-cabin information and possible interagency interpretive programs away from the already crowded visitor center. The additional park facilities would be expected to increase visitation to the Dyea area.

Visitors would receive a greater understanding of park history, particularly the Dyea townsite, through the expansion of interpretive opportunities. Opportunities would include an interpretive overlook of the Dyea townsite. Reestablishment of the Chilkoot Trail from the wharf area through the townsite to the existing trailhead and the clearing of selected townsite streets would provide park visitors additional opportunities to experience historic Dyea.

Visitor access to the park would be improved by widening the existing, unimproved, single-lane Nelson Slough Road into a two-lane road and extending the road to provide access to Dyea flats. Access to the old Dyea townsite would be improved with the addition of a pedestrian bridge across Nelson Slough accessible by the mobility impaired. The improvement of parking areas at the Slide Cemetery, trailhead, townsite, Dyea flats, and overlook would enhance use of these areas.

Conclusion. This alternative would increase park visitation in the Dyea area. Visitor enjoyment would be enhanced through improved access and the expansion of interpretive programs and facilities.

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Residents. The existing road system would continue to be available for use by local residents providing access to inholdings and recreational facilities. Realignment of the Nelson Slough Road and additional road building would improve access to the Dyea flats area for residents as well as tourists. The improved facilities and interpretive opportunities in the Dyea area would increase tourist and resident use of the area, which in the past has been used primarily by local residents. Residents may experience some crowding at favored recreation sites during times of peak visitor use.

Vehicular congestion in downtown Skagway would continue and increase due to heavy pedestrian traffic during cruise ship port calls.

Conclusions. Residents of Skagway would not experience any significant changes to the existing conditions in Skagway, but may experience a minor increase in seasonal crowding in the Dyea area as a result of this alternative.

Local Economy. Economic benefits would be expected to accrue to the local economy through increases in tourism primarily due to a cruise ship industry-wide trend toward larger cruise ship capacity and some growth in off-season (May and September) cruise ship visitation in the Alaska market, rather than the result of facility improvement associated with this alternative. This alternative would result in a small, short-term economic increase from construction activities and a small increase long-term from additional staffing. Because increases in visitation beyond normal growth would not be expected, no additional economic benefits would be generated by tourism expenditures under this alternative.

Conclusion. This alternative would have a small effect on the local economy. The local economy of Skagway would be expected to receive economic benefits primarily through projected increases in tourism rather than the improvements resulting from this alternative.

Cumulative Impact on the Socioeconomic Environment.

In the cumulative case, activities that would affect the socioeconomic environment of the Klondike Gold Rush National Historical Park include the proposal, trends in the tourist industry, and the proposal to build a road between Juneau, Haines, and Skagway.

Tourism in Skagway is projected to increase from

about 403,000 in 1993 to more than 500,000 visitors in 1996. This growth would be primarily due to a cruise ship industry-wide trend toward larger cruise ship capacity and some growth in off-season (May and September) cruise ship visitation in the Alaska market.

Proposals to build a road either on the east or west shore of the Lynn Canal between Juneau or Haines and Skagway would affect the Klondike Gold Rush National Historical Park. The alternative proposal to construct a road up the west side of the Lynn Canal would require a right-of-way through the Chilkoot Trail unit of the park and the historic townsite of Dyea. Construction to rural road collector standards would impact the scenic and historic values, which the park was established to protect.

The road project also has the potential to affect tourism and the Skagway economy. Currently cruise ship travelers come to Skagway via Juneau and the Inside Passage. If a road were constructed, tourists could cruise to Juneau and then have the option of either traveling on to Skagway by land-based transportation or staying on the ship destined for ports across the Gulf of Alaska. With alternative access via road, cruise ship operators may or may not elect to travel up the Lynn Canal to Skagway. This scenario could reduce park visitation and represent a potential economic loss to Skagway or represent a significant increase in both cruise ship and vehicular traffic to Skagway.

The NPS has invested \$9.1 million in the restoration of historic structures and the provision of the park. The park's annual operations budget is \$1.4 million, of which 79 percent is for salaries. A significant decrease in park visitation could result a reduction of park staff and expenditures for local services while the opposite could result in additional staff and expenditures. It is likely that tourist-dependent businesses would experience similar effects, which could effect the Skagway economy. The proposed action in this document would be extremely small in relation to a possible road project of this magnitude.

Land use is not expected to be affected by the proposed action. A small or slight short-term impact may affect visual quality, visitors, residents, and the local economy; but in the long-term any effects are expected to be positive through improved access, enhanced facilities, and additional understanding of the park.

IMPACTS OF ALASKA ALTERNATIVE D: SUBSTANTIAL CHANGE

Cultural Resources. Major positive impacts to

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cultural resources would be expected as a number of additional cooperative programs are started with the city, state, and others to protect, interpret, and share cultural resource information. Examples include the Klondike History Research Center, Historic Restoration Center, advance voluntary excavation notification and cultural resource recovery-mitigation program, and prioritization plan for collection-protection for Chilkoot Trail and White Pass cultural resources. Additional interpretation would increase visitor understanding of park resources.

All Dyea townsite streets would be partially cleared and interpreted. A cooperative plan would be developed and implemented to prevent further loss of the cultural resources from Taiya River erosion. Additional visitor facilities would be relocated and built in Dyea to prevent further impacts on cultural resources. Selected vistas along the Chilkoot Trail would be cleared and interpreted so the present-day visitor could see similar vistas that the stamperers did.

Major visitor improvements to the Dyea area and Chilkoot Trail would lessen visitor impacts and provide additional cultural resource information to the visitor.

Conclusion: Alternative D would provide a more positive effect on cultural resources as additional artifacts are preserved, knowledge of cultural resources increases, and public awareness of the park resources is enhanced with additional cultural, natural, curatorial, and interpretive programs and materials.

Natural Resources

Air Quality. The impacts on air quality would be similar to those of alternative C. Implementation of alternative D would not cause an increase or decrease in air pollution associated with visitor traffic described in alternative A.

Realigning and graveling the Nelson Slough Road and construction of 1.7 miles of new road plus 0.33 miles of new gravel road, providing access to the Dyea Flats area, could result in temporary increases in dust and air pollution caused by construction activities. All construction activities would comply with appropriate state and federal emission control regulations.

Conclusion. The effect of this alternative on air quality would be negligible.

Water Quality. Water quality in the Skagway and Taiya River drainages would continue to be

associated with high silt loads from glacial runoff as indicated in alternative C. Facility improvements and road relocation/development would not cause additional erosion of sediment into park waters in the Dyea area. The potential for human waste disposal in pit toilets to affect shallow ground water aquifers along the Chilkoot Trail would continue under this alternative.

Water quality in the White Pass Unit would remain unaffected since this area would continue to be accessible to visitors by foot only from the Klondike Highway or railroad and no new development is proposed.

Conclusion. Alternative D would have a minimal effect on water quality.

Soils. The effects on soils would be essentially the same as indicated for alternative C. The facilities and improvements are basically equivalent with the exception of the additional walk-in campsites and access trail to the Chilkoot Trail proposed in this alternative. This alternative would result in slightly more soil disturbance. These disturbances would have a minor effect on park soils.

The effect on park soils in the White Pass Unit or along the Chilkoot Trail would be minimal. Impacts on soils could continue at the campgrounds along the Chilkoot Trail and recreational facilities in the Dyea area as described for alternative A. These areas would concentrate use and be the most heavily affected areas along the trail with the extent of the effects being limited to a small area around each use-site. Changes in soils could include loss of organic matter, erosion, and compaction.

Conclusion. This alternative would have minor effects on soils in the park.

Floodplains. Existing facilities in the Taiya and Skagway River floodplains would continue to be at some degree of risk from erosion and flooding under alternative D.

The relocation and development of new facilities within the Taiya River floodplain under this alternative would reduce the level of risk to these facilities. Movement of the ranger-visitor contact station to the west side of the Taiya River bridge will place these structures out of the estimated 100-year floodplain. An emergency evacuation plan for the Dyea area park facilities will be prepared. Park resources would primarily be at risk when the Taiya River reaches maximum discharge levels from rain in late summer/early fall. The proposed improvements would not be

CHAPTER 4 - ENVIRONMENTAL CONSEQUENCES

expected to affect the floodplain of the Taiya River. NPS Guidelines for Floodplain Management allow for picnic and camping facilities provided that flood proofing is a consideration in their design and construction. Realignment of the Nelson Slough Road to the west of its existing location would reduce the risk of the road being threatened by channel migration. Channel migration and flooding in the Dyea area would continue to threaten the campground, Dyea townsite, and other park facilities in the Taiya River floodplain.

A monitoring plan evaluating the rate and trends of Taiya River channel migration would assist in the development of mitigating measures to arrest riverbank erosion threatening the Dyea townsite.

All existing park management and historic structures in Skagway would continue to be at risk from 100-year floods or greater (alternative A).

Conclusion. The proposed improvements would not be expected to affect the floodplain of the Taiya River. Existing and improved structures in the vicinity of the Taiya River floodplain channels would continue to be at risk from erosion and flood damage, but the risk would be reduced.

Wetlands. Estuarine, riverine, and palustrine wetlands in the Dyea area are not expected to be affected by facility improvements and relocations proposed under this alternative. All potential improvements would be located in areas classified as uplands by the National Wetlands Inventory, but a site survey will be conducted as part of site planning and design to be sure that wetland impacts will be avoided.

Recreation use of the Dyea flats would continue under this alternative. ORV use on state land within the park would continue with vehicle use on estuarine meadows resulting in a loss of some wetland vegetation (meadow forbs and grasses) in the more heavily used areas. ORV use on federal wetlands is prohibited.

Riverine and palustrine wetlands adjacent to the Chilkoot Trail may be affected by recreational use. Wetlands in the White Pass and Skagway areas would not be affected since trail or facility development would not occur in these areas.

Conclusion. Wetlands in the Dyea area are not expected to be affected by proposed improvements. ORV use in the Dyea flats area would be expected to continue resulting in the loss of some wetlands vegetation primarily on state-owned park lands. Wetlands in the Skagway and White Pass areas would not be affected.

Vegetation. Impacts to vegetation resulting from this alternative would primarily occur as a result of facility relocation/development and road improvements and trampling of vegetation by hikers and campers. Effects on vegetation would be very similar to alternative C. The development of an additional walk-in campsites and trail would disturb a small amount of vegetation.

Facility relocation/development (picnic areas, campgrounds, visitor contact, ranger station, parking areas, Dyea interpretative facility, road improvements and clearing selected streets in Dyea) would result in the loss of vegetation at these sites. The Sitka spruce-black cottonwood/red osier dogwood-alder community dominates these sites in the Taiya River floodplain. Both spruce and cottonwood dominate in varying proportions, depending on the site. Facility relocation/development would result in the loss of about two acres of vegetation, while realigning and graveling the Nelson Slough Road and construction of 1.7 miles of new access roads and 9,100 feet of trail would displace about 3.8 acres of spruce/cottonwood community.

Trampling of vegetation by hikers and campers at recreational facilities (Finnegan's Point, Canyon City, Pleasant Camp, and Sheep Camp) could cause the loss of vegetation cover, root exposure, and some tree damage at these sites. The extent of the effects on vegetation would be limited to a small area around each use-site. The loss of vegetation in the White Pass area from recreational use would be unlikely since the area is inaccessible to most park visitors. Trampling of vegetation would also occur at facility sites in the Dyea area. New trail construction (along the Chilkoot Trail) would result in a loss of about four additional acres.

Some loss of wetland vegetation (meadow forbs and grasses) could be expected in the Dyea flats area as a result of continued ORV use on state land within the park.

Conclusion. This alternative would result in the loss of about 10 acres of vegetation in the Dyea and Chilkoot Trail areas as a result of facility relocations/development, road and trail improvements and vegetation trampling at use-sites.

Wildlife. This alternative is anticipated to have a minor effect on wildlife that may inhabit the park. The major wildlife species, mountain goat and black bear, would not be adversely affected since proposed improvements in the Dyea area (picnic areas, campgrounds, visitor contact, ranger station, parking areas, Dyea interpretative facility, and road

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improvements) would be minor compared to the available habitat in the area. A small amount of black bear habitat would be lost through the relocation of existing facilities and road improvements and trail development; however, these minor losses would not be expected to affect the local black bear population. Mountain goats and their habitat would not be affected by the proposed improvements. Other species such as grizzly bear and wolf, which are rare visitors in the area, and the small moose population in the White Pass unit would also not be affected by this alternative since new facilities or increased visitor use would not occur in these areas.

Conclusion. This alternative would have a minor effect on wildlife.

Fisheries. This alternative would not affect the fisheries of the lower Taiya River and valley bottom tributaries. The level of improvements proposed under this alternative would not use, divert, pollute, or change the flow of these streams. No fish occur in the upper portions of the Taiya or Skagway River (White Pass Unit).

Conclusion. This alternative would not affect fisheries.

Socioeconomic Environment

Land Use. Alternative D would increase use of the park through the addition of interpretive facilities; however, existing land-use patterns and the basic nature of use in the park would not change. The development and improvement of park facilities would enhance access and enjoyment of park resources without changing the basic patterns of visitor use.

A portion of the proposed campground and about 1,000 feet of the Chilkoot Trail are on state land, which is outside the existing park boundary. Modifying the park boundary to add these parcels of state land (about 34 acres) would include the campground and trail within the park.

Conclusion. This alternative would not affect existing land uses although the boundary adjustment would allow land uses on these parcels to be included in the park.

Visual Quality. Effects on the park's visual quality would be essentially the same as alternative C even though there would be a slight increase in construction activities associated with building the additional walk-in campsites. The park's visual quality would be improved through the

construction of new facilities that would be located in areas to facilitate use. New facilities would be constructed to blend into the environment and be visually pleasing to visitors.

Park visitors would experience the sights and sounds of construction activities. Significant construction activities would be associated with the interpretive facilities and Nelson Slough Road realignment. Equipment and groundbreaking activities would be visible during the construction life of the projects. Landscape scars would be evident to visitors until natural revegetation reclaimed disturbed areas. Closure of the old Nelson Slough Road to vehicle use would allow the route to become revegetated after some time.

The loss of vegetation at campgrounds along the Chilkoot Trail could reduce the visual quality of these sites.

The visual quality of the historic landscape of Skagway would continue to be uncoordinated regarding the historic scene and aesthetics. During the summer season (May through September) about 6,000 passengers off-load daily from cruise ships on to the streets of Skagway. These visitors would continue to view a variety of signs, advertising, and street furniture in the main street. Anticipated increases in park visitation would exacerbate these conditions.

Conclusion. This alternative would have a positive effect on the long-term visual quality as a result of the upgrading and relocation of facilities. Construction activities would impair the park's visual quality in the short term. Some slight reduction in visual quality would occur at campgrounds along the Chilkoot Trail.

Visitors. Visitor experiences and patterns of use would be enhanced in the Chilkoot Trail and Dyea area through the expansion of the interpretive programs and facilities. Additional park facilities would be expected to increase visitation to the Dyea area.

Visitors would receive a greater understanding of park history, particularly the Dyea townsite, through the expansion of interpretive opportunities. Opportunities would include an interpretive overlook of the Dyea townsite and interpretive facilities. Reestablishment of the Chilkoot Trail from the wharf area through the townsite to the existing trailhead and clearing of selected townsite streets would provide park visitors additional opportunities to experience historic Dyea.

Visitor access to the park would be improved by realigning and graveling the Nelson Slough Road

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and other park roads and extending the road to provide access to Dyea flats and the interpretative facility. Access to the old Dyea townsite would be improved with the addition of a pedestrian bridge across Nelson Slough that is accessible by the mobility impaired. The improvement of parking areas at the Slide Cemetery, trailhead, townsite, Dyea flats, and overlook would enhance use of these areas.

Development of additional walk-in sites at the trailhead campground would expand camping opportunities for visitors.

Conclusion. This alternative would increase park visitation in the Dyea area. Visitor enjoyment would be enhanced through improved access and the expansion of interpretive programs and facilities.

Residents. Residents of Skagway would experience slightly more crowded conditions as a result of this alternative. The existing road system would continue to be available for use by local residents providing access to inholdings and recreational facilities. Realigning and graveling the Nelson Slough Road and additional road building would improve access to the Dyea flats area for residents as well as tourists. The improved facilities and interpretive opportunities in the Dyea area would increase tourists' use of the area, which in the past has been used primarily by local residents. Residents may experience some crowding at favored recreation sites during times of peak visitor use.

Vehicular congestion in downtown Skagway would continue and increase due to heavy pedestrian traffic during cruise ship port calls.

Conclusions. Residents of Skagway would experience slightly more crowded conditions seasonally.

Local Economy. Economic benefits would be expected to accrue to the local economy through increases in tourism primarily due to a cruise ship industry-wide trend toward larger cruise ship capacity and some growth in off-season (May and September) cruise ship visitation in the Alaska market, rather than the result of facility improvement associated with this alternative. Though increases in visitation beyond normal growth would not be expected, small economic benefits would be generated by tourism expenditures under this alternative.

Conclusion. This alternative would have minor effect on the local economy. The local economy of Skagway would be expected to receive

economic benefits through projected increases in tourism rather than the improvements resulting from this alternative.

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IMPACTS OF SEATTLE ALTERNATIVE A: NO ACTION (EXISTING SITUATION)

Cultural Resource Protection/Management

The cultural resources of the unit are in ever-present danger of damage or loss in their present location and under present staffing and budget. In addition, the relatively small numbers of staff, physical space constraints, and a limited budget would mean that no additional research on cultural resources would be undertaken or that additional artifacts or archival material would be accepted. Thus, to the extent that such activities contribute to a meaningful interpretive program, their absence, through time, could negatively affect the quality of the visitor experience. Also, if the materials that would have been added to the park's collection are lost or damaged because of the failure to find a suitable repository, their loss would be an indirect adverse effect of implementing.

Conclusion. Existing resources are potentially subject to damage or loss. No new additions of artifacts or archival material would be accepted, thereby potentially placing such resources in jeopardy if a suitable repository for them could not be found.

Natural Resource Protection/Management

There would be no effect on floodplains or wetlands.

One effect would be the possibility of diminished air quality due to the use of internal combustion engines by park visitors during their stay; however, that impact is judged to be so small as to make the effect inconsequential.

Conclusion. Implementation of the no-action alternative would not affect floodplains or wetlands; the possible effect on air quality would be inconsequential.

Visitor Use/Interpretation

Crowding, due to increased visitation in an already too small interpretive area, would lower the quality of the visitor experience.

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Increasing visitation at current staffing levels would tax the ability of employees to meet the demands from the visiting public adequately; again, the quality of the visitor experience would decline.

The significant relationship of the Seattle waterfront to the Gold Rush story would not be interpreted fully; the result would be a less than desirable presentation to the public.

Conclusion. The quality of the visitor's experience would decline.

Park Facilities/Staffing/Operations

The size of the leased space for the Visitor Center/Office would continue to be inadequate for the following activities: administration, exhibits, educational work, library, collection storage, and research. Failure to provide suitable space would result ultimately in a diminished quality of experience for the park visitor.

Staffing at current levels (eight permanents) would be insufficient to deal adequately with the present volume of visitation; the result would be a lower quality of experience for the visitor.

Conclusion. Facilities/staffing would not be adequate to continue to provide high quality visitor services. Continuing to operate visitor services facilities at different locations would not be cost-effective management.

State and Local Cooperation/Coordination

Existing relationships would be maintained between the National Park Service and such entities as the State Historic Preservation Officer and the city of Seattle's Pioneer Square Preservation Board. Mutual support by these entities of the maintenance of the architectural and historical integrity of the Pioneer Square neighborhood would result in a visually pleasing urban setting in which the Gold Rush story would be interpreted, thereby enhancing the experience of the park visitor. Mutual support by these entities of the maintenance of the architectural and historical integrity of the Pioneer Square neighborhood would result in a visually pleasing urban setting in which the gold rush story would be interpreted, thereby enhancing the experience of the park visitor.

Greater cooperation with the local education community could result from the park's outreach programs.

Conclusions. The existing relationships would continue to support the maintenance of the architectural and historical integrity of the Pioneer Square neighborhood. Greater cooperation with the local education community could result from the park's outreach programs.

International Cooperation/Coordination

Cooperation/coordination with Parks Canada would be improved resulting in a more cost-effective operation between the two agencies.

Conclusion. Work with Parks Canada could be enhanced as a result of improved cooperation/coordination.

IMPACTS OF SEATTLE ALTERNATIVE B: (MINIMAL CHANGE)

Cultural Resource Protection/Management

The protection of existing resources would be improved. With a slight increase in staffing levels and space for collections management, a commensurate increase in the number of cultural resource holdings would be possible; the result would be an increased potential for enhancing the content of interpretive programs and exhibits.

Conclusion. Existing resources would be better protected, and there would be a modest increase in the number of resource holdings possible.

Natural Resource Protection/Management

There would be no effect on floodplains or wetlands.

One effect would be the possibility of diminished air quality due to the use of motorized vehicles by park visitors during their stay; however, that impact is judged to be so small as to make the effect inconsequential.

Conclusion. This alternative would not affect floodplains or wetlands; the possible effect on air quality would be inconsequential.

Visitor Use/Interpretation

While the visitor experience would be enhanced somewhat in the near-term by the modest increase in staffing levels and improvements proposed for both the exhibits and the content of the interpretive story within the visitor center, the staffing levels would not keep pace with the expected increase in visitation during the next 15 years; accordingly, there would be a diminishment of the quality of

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the visitor experience after some time with a static staffing level.

The Klondike wayside exhibit to be developed in the Pioneer Square neighborhood would contribute to an enhancement of the visitor experience of not only the park and its interpretive theme, but the park's urban setting as well.

Visitors with mobility impairments would not encounter any physical barriers in the visitor center/office and all exhibits would meet accessibility standards so those visitors' experiences would be enhanced under this alternative. Students and teachers' appreciation for and understanding of Seattle's role in the gold rush story would be increased through the outreach programs to schools.

Conclusion. While there would be some increase in the quality of the visitor's experience due to fully-accessible facilities and improved contents of interpretive materials, that experience would likely be eroded because staffing levels would not increase proportionately with the expected growth in visitation.

Park Facilities/Staffing/Operations

A slightly enlarged work area and improved accessibility would benefit both employees and visitors by providing a better work and learning environment. The larger work space would support the educational outreach program and collections management, ultimately resulting in an improved understanding of the gold rush story.

The public would benefit as a result of the increase in staffing proposed under Alternative B by allowing the NPS staff to offer more interpretive programs at the visitor center and local schools.

Cross-training with staff of the Skagway unit would result in more knowledgeable staff, better prepared to explain the larger gold rush story to the visiting public.

Conclusions. Both the visiting public and park employees would benefit from a slightly enlarged work area and improved accessibility; the public would be better served through modest increases in staffing levels and more opportunities for cross-training with Skagway unit staff.

State and Local Cooperation/Coordination

Existing relationships would be maintained between the National Park Service and such entities as the State Historic Preservation Officer

and the city of Seattle's Pioneer Square Preservation Board. Mutual support by these entities of the maintenance of the architectural and historical integrity of the Pioneer Square neighborhood would result in a visually pleasing urban setting in which the gold rush story would be interpreted, thereby enhancing the experience of the park visitor.

Greater cooperation with the local education community could result from the park's outreach programs.

Conclusions. The existing relationships would continue to support the maintenance of the architectural and historical integrity of the Pioneer Square neighborhood. Greater cooperation with the local education community could result from the park's outreach programs.

International Cooperation/Coordination

Cooperation / coordination with Parks Canada would be improved resulting in a more cost-effective operation between the two agencies.

Conclusion. Work with Parks Canada could be enhanced as a result of improved cooperation / coordination.

IMPACTS OF SEATTLE ALTERNATIVE C: PROPOSED ACTION

Cultural Resource Protection/Management

Cultural resource protection and management would be enhanced considerably due to additional staff, increased space for curatorial storage, and the establishment of research linkages with local universities.

Conclusion. The potential for cultural resource protection would be enhanced considerably.

Natural Resource Protection/Management

There would be no effect on floodplains or wetlands.

One effect would be the possibility of diminished air quality due to the use of motorized vehicles by park visitors during their stay; however, that impact is judged to be so small as to make the effect inconsequential.

Conclusions. The proposed action would not affect floodplains or wetlands; the possible effect on air quality would be inconsequential.

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Visitor Use/Interpretation

Park visitors' experiences would be enhanced substantially due to major improvements in the visitor center's exhibits and physical accessibility, as well as by the expanded variety and content of interpretive programs. The experience of visitors to the Pioneer Square Historic District would also be enriched as a result of encountering NPS wayside exhibits throughout the neighborhood, including the Washington Street Landing.

More people would be served both at the park and information center with the large increase in staff numbers.

The local public's awareness of and appreciation for Seattle's role in the gold rush story would be increased considerably due to the greatly expanded education outreach program. Visitors to the Alaska ferry terminal in Bellingham, Washington, also would gain a better understanding of the Klondike Gold Rush through NPS interpretive materials provided at that location.

Research resulting from cooperative agreements between the National Park Service and local universities could contribute to enhancements in both the content and means of presentation of interpretive materials.

Conclusion. The quality of the visitor's experience would be enhanced substantially due to large increases in staffing, improved interpretive exhibits and research capability, and an expanded education outreach program.

Park Facilities/Staffing/Operations

Larger, fully accessible space for administrative and interpretive functions would benefit both employees and the visiting public.

Full cross-training with staff of the Skagway unit would result in all employees being more knowledgeable and better prepared to explain the larger gold rush story to the visiting public.

Conclusions. Both the visiting public and park employees would benefit from fully accessible administrative and interpretive facilities. Information gained by park staff as a result of cross-training with Skagway unit staff would enhance the interpretive program.

State and Local Cooperation/Coordination

Existing relationships would be maintained between the National Park Service and such

entities as the State Historic Preservation Officer and the city of Seattle's Pioneer Square Preservation Board. Mutual support by these entities of the maintenance of the architectural and historical integrity of the Pioneer Square neighborhood would result in a visually pleasing urban setting in which the gold rush story would be interpreted, thereby enhancing the experience of the park visitor.

Greater cooperation with the local education community could result from the park's outreach programs.

Professional ties between NPS and local universities would be strengthened through initiation of memoranda of agreement to conduct research on historic themes pertinent to the gold rush.

Conclusion. In addition to maintaining the architectural and historic integrity of the Pioneer Square neighborhood, greater cooperation with the local education community could result from the park's outreach programs. The potential for research opportunities would be enhanced through formal agreements between the NPS and local universities.

International Cooperation/Coordination

Cooperation/coordination with Parks Canada would be improved resulting in a more cost-effective operation between the two agencies.

Conclusion. A more cost-effective operation between the National Park Service and Parks Canada would be realized as a result of improved cooperation/coordination.

Cumulative Impacts for the Seattle Proposed Action

Conclusion. The cumulative effects on cultural resources would be positive. By increasing both storage space suitable for cultural resources and the number of professional staff trained specifically for cultural resources management, the potential is heightened for proper care of materials added to the park's collection. Such an environment could encourage donations of cultural resources that otherwise would not be adequately protected.

Besides air quality, no cumulative effects on natural resources are anticipated. Increasing visitation, with the expected attendant reliance on private automobiles as the primary means of accessing the park, could result in lowered air

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quality; but the effects likely would be inconsequential when considered against total automobile use in the area.

More staff, larger and fully accessible facilities, improved interpretive programs, greater cooperation and coordination with local, state and Canadian entities would all lead to a high quality experience for visitors. Such an experience at the Klondike Seattle Unit would, in turn, contribute positively to both the local economy (through tourism) and less tangible "quality of life" for the Puget Sound region's residents and visitors alike.

SHORT-TERM USE OF ENVIRONMENT VS. LONG-TERM PRODUCTIVITY

As management actions and development occur as a result of the proposed action, some short-term minor impacts are expected to vegetation, wildlife,

and local residents. Long-term impacts from the loss of about five acres of disturbed land would be mitigated by re-vegetating the disturbed area with native plants. Some minor temporary degradation of Dyea visitor-use may occur while facilities are being built or rehabilitated, as well as similar effects on the Chilkoot Trail experience that may occur during campsite or trail work. Long-term effects are expected to improve access, the visitor setting, and lessen visitor impacts. Increased visitor understanding of the events that occurred in and near the park is expected in the long-term with improved facilities, and additional interpretive facilities, programs, and staff.

Conclusion: No major long-term adverse impacts are expected to result from the proposed actions. Some minor short-term impacts are expected to recreation opportunities, natural character, and visual character. Positive long-term impacts would affect the Skagway area economy and increase visitor understanding about the Klondike Gold Rush.

UNAVOIDABLE ADVERSE IMPACTS

About five acres of land and vegetation would be disturbed during trail, road, and facility construction or project rehabilitation. This will be alleviated to some degree by replanting disturbed areas with native plants.

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FIGURE 4.1 SUMMARY OF EFFECTS FOR ALASKA ALTERNATIVES A, B, C, AND D

SUMMARY OF EFFECTS FOR ALASKA ALTERNATIVES A, B, C, AND D				
Topic	Alternative A (No-Action)	Alternative B (Minimal Change)	Alternative C (Proposed Action)	Alternative D (Substantial Change)
Cultural Resources	Moderate to severe impacts as artifacts continue to disappear, decompose, or are covered by vegetation and knowledge about the park's cultural resources continue to be diminished.	Similar to Alt A but the public would be given more information about the loss.	Positive impacts as more artifacts are preserved, knowledge increases, and public awareness is enhanced with some additional cultural, natural, curatorial, and interpretive programs and materials.	Alternative D would provide the most positive effect on cultural resources as additional artifacts are preserved, knowledge of cultural resources increases, and public awareness of the park resources is enhanced with additional cultural, natural, curatorial, and interpretive programs and materials.
Air quality	Negligible.	Negligible.	Negligible.	Negligible.
Water quality	Minimal effect on water quality.	Minor effect.	Negligible.	Negligible.
Soils	Effects on soils would be minor.	Minor effect.	Minor effect.	Minor effect.
Floodplains	None	No effect.	None.	None.
Wetlands	Some effect from ORV use in the Dyea flats area on state-owned lands. No effect in the Skagway and White Pass areas.	Some effect from ORV use in the Dyea flats area on state-owned lands. No effect in the Skagway and White Pass areas.	Some effect from ORV use in the Dyea flats area on state-owned lands. No effect in the Skagway and White Pass areas.	Some effect from ORV use in the Dyea flats area on state-owned lands. No effect in the Skagway and White Pass areas.
Vegetation	Some vegetation loss in Dyea and along Chilkoot Trail.	Minimal loss of <2 acres.	Minor loss of <5 acres.	Minor loss of <5 acres.
Wildlife	None.	Minor impact on habitat; none on populations.	Minor impact on habitat; none on populations.	Minor impact on habitat; none on populations.
Fisheries	None.	None.	None.	None.
Land use	None.	None.	None.	None.
Visual Quality	Minimal effect at Chilkoot Trail campsites.	Minor effect at Chilkoot Trail campsites.	Minor short term; long term positive.	Minor short term; long term positive.

SUMMARY OF EFFECTS FOR ALASKA ALTERNATIVES A, B, C, AND D				
Topic	Alternative A (No-Action)	Alternative B (Minimal Change)	Alternative C (Proposed Action)	Alternative D (Substantial Change)
Visitors	None.	Slight enhancement through improved access and the slight expansion of interpretive programs.	Park visitation would increase in the Dyea area. Visitor enjoyment would be enhanced through improved access and the expansion of interpretive programs and facilities.	This alternative would increase park visitation in the Dyea area. Visitor enjoyment would be enhanced through improved access and the expansion of interpretive programs and facilities.
Residents	None.	Slight enhancement through improved access and the slight expansion of interpretive programs.	Residents may experience some crowding at favored recreation sites during times of peak visitor-use, especially in Dyea.	Residents may experience some crowding at favored recreation sites during times of peak visitor-use, especially in Dyea.
Local Economy	No effect.	Minor improvements.	Small improvements, most from projected increases in tourism.	Small improvements, most from projected increases in tourism.

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FIGURE 4.2 SUMMARY OF EFFECTS FOR SEATTLE ALTERNATIVES A, B, AND C

SUMMARY OF IMPACTS - SEATTLE			
TOPIC	ALTERNATIVE A (Existing Conditions)	ALTERNATIVE B (Minimal Change)	ALTERNATIVE C (Preferred Alternative)
Cultural Resource Protection/ Management	Existing materials potentially subject to loss or damage, and staff and space constraints would limit future acquisitions; long-term, these limitations would detract from the quality of the visitors' experiences.	Protection of existing material would be improved. Additional cultural resource holdings could be added, thus enhancing the potential for improving the interpretive program.	Protection/ management of cultural resources would be enhanced considerably through increased staff, larger space for curatorial storage, and establishment of research linkages with universities.
Natural Resource Protection/ Management	There would be no effect on floodplains or wetlands.	There would be no effect on floodplains or wetlands.	There would be no effect on floodplains or wetlands.
Visitor Use/ Interpretation	Mezzanine level of visitor center/office would continue to be inaccessible to visitors with limited mobility. Increased crowding in existing space and inability (due to limited staffing) to interpret the Seattle waterfront as part of the gold rush story would diminish quality of visitors' experiences.	The quality of the visitors' experiences would be enhanced through expanded interpretive facilities/ programs, larger space in the visitor center, and removal of accessibility barriers.	Major improvements in exhibits/ programs, educational outreach, and accessibility would result in improved quality of visitors' experiences.
Facilities/ Staffing/ Operations	Size of leased space would continue to be inadequate for administrative/ interpretive purposes. Staffing would not be adequate to deal with increasing visitation.	Enlarged work area and improved accessibility would benefit employees and visitors alike. More staff would permit greater responsiveness to public inquiries through expanded interpretive programs. Cross-training with staff of the Skagway unit would produce better- informed staff who would contribute to an enhanced visitor experience.	Larger, fully accessible space for administrative/ interpretive purposes would benefit employees and visitors. Increased numbers of cross-trained staff (with Skagway unit) would contribute to a high quality visitor experience.
State/Local/ International Coordination	Existing relationships would be maintained, but new initiatives would not be undertaken; eventually, service to the visitor would decline.	Improved opportunities for interpreting the gold rush story would result from expanded coordination efforts.	The public would benefit from improved and increased interpretive opportunities that would be realized from widespread state, local, and international cooperation and coordination.

CHAPTER 5 - COMMERCIAL SERVICES PLAN

PLAN PURPOSE

The purpose of the commercial services plan is to guide KLGO management in commercial services and concessions authorizations decisions through the next five to 10 years. It will remain in effect until amended or revised. It should be reviewed every five years.

This plan discusses, in general, the types of commercial visitor services determined to be necessary and appropriate (necessary and appropriate policy found in NPS Concessions Policy Act - Mandates and Constraints) through the KLGO General Management Plan and the commercial services plan planning process and that are open to consideration by the KLGO superintendent for authorization. This plan also discusses the number of authorizations that may be allowed, and the locations where authorizations under consideration may occur. Future decisions to allow commercial visitor services within Klondike Gold Rush will be guided by the general management plan, the commercial services plan, applicable laws, regulations, policies, and guidelines.

This commercial services plan is meant to stand alone. It is, however, an element of and subordinate to the general management plan. Where conflicts between the two documents occur, the general management plan takes precedence. This plan should respond to changing times and conditions, and be updated as necessary in consultation with the state of Alaska and city of Skagway.

SCOPE

The three units of the park addressed in this plan are the Alaska units: the Skagway unit, the Chilkoot Trail unit (including the Dyea area), and the White Pass Trail unit. As stated in the general management plan, these park units are distinctly unique with special values that offer a variety of opportunities to park visitors. Management, through this plan, intends to preserve each unit's unique character, guiding future decisions about commercial visitor services. Current federal ownership is approximately 2,419 acres of the 13,300 acres authorized.

The park staff has reviewed the park's enabling legislation, subsequent legislation, past uses, the current general management plan, and the potential commercial visitor service activities in the development of this plan. Those activities identified as appropriate in this plan will be considered, on an individual basis, for possible commercial visitor service authorization. The plan also lists activities that are determined to be inappropriate. Proposals requesting authorization

for these inappropriate activities will not be approved.

Even though the NPS will entertain proposals that have been or may be considered necessary and appropriate for authorization, the NPS has not at this time identified a specific activity that meets all the criteria for a permit or contract authorization. Therefore, the NPS will not provide feasibility studies for any proposed service. All financial projections are the responsibility of the applicant.

This plan addresses commercial use activities that are consistent with the general management plan (FUTURE CONCESSIONS MANAGEMENT section in this plan). The National Park Service does not consider the installation of permanent commercial buildings or facilities within the boundaries of KLGO to be necessary and appropriate ("Permanent facilities" means a structure or other manmade improvement that cannot be readily and completely dismantled and/or removed from the site when an authorization terminates.) Accordingly, this plan will not assess the need for services that require permanent facilities, such as overnight accommodations, food and beverage service, vehicle fuel and repair, grocery, gift, and souvenir sales outlets.

It is the intent of the National Park Service to task private enterprise with the development of commercial visitor services outside park boundaries on non-government lands wherever possible. This is in keeping with NPS management policy and because only a small portion of the park is under federal ownership.

OBJECTIVES OF THE PLAN

- ☐ Preserve the natural and cultural resources, maintain ecological processes, and minimize the impacts of commercial use.
- ☐ Provide visitors with a reasonably safe and high-quality experience through commercial services that are compatible with park purposes and resources.
- ☐ Minimize conflicts among and between different types of users.
- ☐ Guide the park staff in the selection and management of commercial visitor services.
- ☐ Guide development of stipulations specifying the manner in which commercial services shall be provided.

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- ❑ Supplement existing planning documents.

MANDATES AND CONSTRAINTS

Commercial visitor services must fit within the framework of several guiding documents discussed in the Purpose and Need Chapter and including, but not limited to, the following:

The National Park System Concessions Policy Act, October 9, 1965, 79 Stat. 969, 16 U.S.C. 20.

Under this act, the Secretary of the Interior "shall take such action as may be appropriate to encourage and enable private persons and corporations to provide and operate facilities and services . . . for the accommodation of visitors in areas administered by the National Park Service." It is the policy of the Congress that such development shall be limited to those that are necessary and appropriate for public use and enjoyment of the national park area in which they are located and that are consistent to the highest practical degree with the preservation and conservation of the areas".

Another important facet of this legislation is the direction given to the secretary to "exercise his authority in a manner consistent with a reasonable opportunity for the concessioner to realize a profit on his operation as a whole commensurate with the capital invested and the obligations assumed."

The Code of Federal Regulations (CFR) is the codification of the general and permanent rules published in the *Federal Register*. Title 36, *Code of Federal Regulations* is the set of rules and regulations promulgated to manage the National Park System.

36 CFR 1.6 Permits. This section allows the superintendent to issue a permit for an activity.

36 CFR 5.3 Business Operations. Business operations in park areas, without specific authorization, are prohibited.

36 CFR 51 Concession Contracts and Permits. Concessions may be permitted in park areas only under carefully controlled safeguards against unregulated and indiscriminate use so that heavy visitation will not unduly impair park values and resources.

Concessions Guideline NPS-48. This National Park Service guideline provides a description of the Concessions Program and provides information, direction, and guidance to those National Park Service personnel who administer the Concessions Program. It is a reference source in that, to the

extent possible, it contains all laws, regulations, and policies and procedures in one place.

ANILCA Section 1307 Proposed Regulations.

Regulations to implement this section of ANILCA are being finalized for Alaska by the Department of Interior. Section 1307 provides a preference for local persons and Native corporations in providing commercial visitor services in conservation system units in Alaska. These regulations are expected to be finalized by the summer of 1996.

CURRENT CONCESSION SITUATION

Skagway Unit

The federal government owns 15 historical buildings in the town of Skagway, which are managed by the park. Twelve buildings have been restored by the park service, and six of the restored buildings are leased to private businesses for a variety of purposes.

The following historic buildings have been leased under the National Historic Preservation Act:

Boas Tailor and Furrier: Leased June 14, 1986. Term 15 years. Lessee: Jeff and Diane Brady. Business: The Skaguay News Depot (operates the Skagway News (newspaper), retail newspapers, books, and magazines).

Verbauwhedes Store and Confectionery: Leased June 14, 1986. Term: 15 years. Lessee: Casey McBride. Business: The Taiya River Jewelry (retail gold and other jewelry).

Boss Bakery: Leased: May 12, 1987. Term: 15 years. Lessee: Bryan and Debi Ritter. Sub-Lessee: Patricia Magee. Business: The Rushin' Tailor (retail gifts and clothing).

Verbauwhedes Alley Structure: Leased: June 4, 1987. Term: 15 years. Lessee: Glenda Choate. Sub-lessee: Su Rapple. Business : Miss Kitty's Button Hole (retail gifts and clothing).

Hern-Clipper: Leased: May 2, 1989. Term: 10 years. Lessee: Bud and Eve Rauscher. Business: Skagway Jewelers and Assayers (retail gold and other jewelry). And sublessee: Barbara Turner, (second floor). Business: The Cabbage Rose (retail gifts and clothing).

Lynch and Kennedy Dry Goods: Leased: April 15, 1993. Term: 10 years. Lessee: Rosemary Libert. Business: Lynch and Kennedy Dry Goods (retail clothing, gifts,

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and dry goods).

The leased historic buildings are managed to exclude commercial overnight accommodations and food/beverage services. The park wished to limit use of these historic structures to those compatible with the historic property leasing program and not the concessions program.

Park management decided that NPS-sponsored commercial visitor services were not necessary or appropriate as these services are provided in the community of Skagway.

Chilkoot Trail Unit

Dyea Area. After the White Pass & Yukon Route Railroad suspended operations in 1982, several companies offered sightseeing tours of the area at the Dyea end of the Chilkoot Trail in a creative effort to provide an attraction/activity for the Skagway tourist. Hundreds of visitors were bussed to the Dyea area, some to visit the park and others to visit private attractions. These sightseeing activities were authorized via incidental business permits (IBP) under the permitting authority of the park. When the railroad resumed operations again in 1988, Dyea sightseeing trips lost popularity and were discontinued.

In 1993 interest in and use of the Dyea area by commercial groups resumed. That year there were five IBPs issued for the area. Four other businesses are discussing future proposals with park staff.

The existing uses include: sightseeing and general information tours of the area on foot, bicycle, or by motor vehicle. They also include transportation services from Skagway to Dyea and the trailhead.

Chilkoot Trail. The commercial use history of the Chilkoot Trail is incomplete. In the early to mid- 1970s a Skagway-based company operated by Skip Burns, took two to three groups of 15 to 30 people per week across the trail and then continued their trip via canoes to a final destination on the Yukon River or in Atlin, B.C. Canoes were sent in on the train to Bennett.

When the park was first established, the superintendent felt that commercial guide services on the Chilkoot Trail were unnecessary or inappropriate. Therefore, none were authorized.

Alaska Discovery, a Juneau-based company, was issued a concessions permit in 1984 for two guiding trips per year based on their historical use. In 1988 a similar permit was issued to Wilderness Ventures based again on historical usage.

In December 1989 the two limited concessions

permits authorizing guided backpacking services on the U.S. portion of the Chilkoot Trail expired. Waning interest in guiding services by the public and no interest by the business community in providing guiding services under a limited permit resulted in the cancellation of the two Chilkoot Trail guided backpacking opportunities.

Recently a number of unauthorized companies, mostly U.S.-based, were discovered guiding trips over the trail. The Chilkoot Trail hike is often one part of an extended tour of Alaska. The U.S.-based groups do not generally offer trips to the public at large but tend to be special interest/population groups (military, youth/church camps/boy scouts).

In 1988 approximately one third of documented commercial groups were European. Most were West German or Swiss tour groups organized by travel agents rather than by companies whose primary business is backcountry guiding. The number of foreign commercial operators has also increased in recent years but has not been sufficiently documented.

Requests for permits are increasing at a rate equal to increases in visitation and visitors' desire for a wider variety of services. Recent increases in visitation to KLGO, including increases in the number of guided groups, has caused park management to issue six IBPs to commercial service operators providing guided backpacking trips on the Chilkoot. The permits are for a period of one year and must be renewed annually.

A few companies have expressed interest in the future possibility of offering tent frame overnight accommodations and food services along the trail, reminiscent of the gold rush era.

Visitation and Commercial Activity Trends.

Approximately one-third of the hikers on the Chilkoot Trail are United States citizens, one-third are Canadian citizens, and one-third are other foreign citizens.

About 150 of these 'other' foreign hikers each year are with commercial groups. It is estimated that there may be twice this number hiking with unpermitted guides.

Projecting 1995 totals (3,656 hikers), the number of other foreign hikers is 1,218. If 150-300 other foreign hikers are on commercially guided trips, then as much as 25% of other foreign use could be commercial.

There is a lack of visitation data for the Dyea area. However, use has been on the increase, which is expected to continue into the future.

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Several factors could substantially increase use of the trail. These include:

- ❑ the 1993 official park designation of the Canadian portion of the trail as Chilkoot Trail National Historic Site
- ❑ the centennials of the Klondike Gold Rush of 1896-99
- ❑ potential development of a bed and breakfast or other services at Bennett and
- ❑ continued promotion of the trail/rail trip by the White Pass and Yukon Route Railroad

White Pass Unit

This unit contains a portion of the White Pass Trail, the Brackett Wagon Road, and approximately five miles of the historic White Pass and Yukon Route Railroad. One mile of the all-season South Klondike Highway crosses the western boundary of the unit.

The White Pass Trail was the second major route across the mountains into Canada and on to the Klondike gold fields. The Brackett Wagon Road was built on the east side of the lower Skagway River valley to White Pass City. The railroad carried passengers and freight over White Pass from 1899 until it closed operations in October 1982. In May 1988 rail service was resumed emphasizing summer only scenic excursions. These visitor activities are not regulated by the National Park Service as the railroad operates on a right-of-way through the park.

In the summer of 1988, the NPS discovered helicopters landing in the park on wooden platforms within the railroad right-of-way. Train passengers were being dropped off and picked up by helicopter at the platform sites. This activity was being conducted on a trial basis without prior knowledge or authorization by the National Park Service. The railroad suggested the helicopter operation was related to the train operation and should not require a permit from NPS. The park service informed the railroad that we viewed the helicopter operation as an unnecessary adjunct to the operation of the train, and therefore not covered by the terms of the railroad right-of-way grant. The helicopter operation was voluntarily stopped. No commercial visitor services are authorized in the White Pass Unit.

FUTURE CONCESSIONS MANAGEMENT

Skagway Unit

The Skagway unit will continue to be managed as

a historic district representative of a Southeast Alaska "Boom Town." The park has restored 12 of 15 federally owned buildings to the turn-of-the-century motif and leases six of the 12 to private businesses. Concessions services within Skagway are available through local vendors.

Historic Property Leasing. Vendors providing visitor services under the historic property leasing authority are not covered under the Concessions Program (Public Law 89-249). The NPS will continue encouraging lessees to provide a variety of different services that perpetuate park themes, benefit the local community and promote extended operating seasons. The NPS will continue to issue leases for the six restored and leased buildings. The types of uses allowed will be those that are compatible with the individual structures and the Historic Property Leasing Program. Future leases will include language that prohibits providing overnight commercial accommodations and food service and the sale of merchandise that violates conservation principles.

Two additional restored buildings may be available for lease by 1999. They are the Martin Itjen House and the Pantheon Saloon.

Fee Interpretation. The NPS will consider allowing at least one, but no more than three, vendors to provide interpretive services within government-owned buildings in the future under a concession permit. Continued budgetary constraints may force management to extend Skagway's walking-tour interpretation to the private sector.

Chilkoot Trail Unit

The Chilkoot Trail unit is experiencing increased visitation and requests for commercial visitor services, which are expected to continue into the foreseeable future. The Dyea area and Chilkoot trailhead are accessible by road. The unit also offers a wide variety of opportunities for commercial visitor services. These uses and opportunities will continue to increase the pressure on natural and cultural resources. This could increase conflicts between and among users and uses beyond the ability of the NPS to meet the objectives of this plan and the general management plan.

The NPS intends to manage commercial visitor services in the Chilkoot Trail unit to meet the objectives of this plan and within the following guidelines:

- 1) to protect the natural and cultural resources in the park

CHAPTER 5 - COMMERCIAL SERVICES PLAN

2) to provide opportunities for visitor appreciation of the area

3) to allow some types of appropriate recreational activities

4) to allow land assignments for commercial visitor service activities on NPS-managed lands only after

all alternatives for providing services on non-NPS managed land have been exhausted

5) to limit the number of commercial authorizations when determined necessary by management and

6) to control the numbers and types of commercial visitor services and their conflicts.

Dyea Area. Park management has responded to the increased visitation to Dyea by establishing and extending NPS interpretive services. The location, access, and historical significance of Dyea create the greatest potential for commercial visitor service opportunities. Dyea is eight miles from the town of Skagway. Skagway offers a full range of visitor facilities and services. In addition, state and private lands provide reasonable opportunities for private enterprise to expand services into the Dyea area.

The NPS will consider the following commercial visitor service activities, as necessary and appropriate, within KLGO boundaries in the Dyea area of the Chilkoot Trail unit:

FIGURE 5.1 Dyea Area Commercial Visitor Services

Type of Activity	Group Size	No. of Services	Frequency of Service	Authority Type
GUIDED TOUR				
Auto/Bus	25	6	2/day	IBP/CP
Bicycle	12	4	2/day	IBP/CP
Horseback	12	1	4/day	IBP/CP
Water	12 pass & 20-ft craft length max	3	2/day	IBP/CP
Walk/Hiking	12	6	2/day	IBP/CP
TRANSPORTATION				
Auto/Bus	25	6	2/day	IBP/CP
Bushwhack	10	1	2/day	IBP/CP

Frequency of service for two per day (2/day) considers operations based in Skagway with travel time to and from Dyea as part of a tour. The four per day (4/day) considers the operation based on private property in Dyea.

The following uses were examined and determined unnecessary or inappropriate:

GUIDED TOURS: Air, ATV, cross-country skiing, dog sled (mushing), or snowmobile.

FACILITIES: Entertainment, restaurants, hotels/motels, or supplies.

OTHER: Equipment rental or storage, fishing or hunting guiding, hang gliding, or para-sailing.

In the future, should there be sufficient interest in these activities, the NPS may re-examine the necessary and appropriate determination.

Chilkoot Trail. Park management is responding to the increased visitation on the Chilkoot Trail by cooperating with Parks Canada in determining the carrying capacity of the trail. The significance of the Chilkoot Trail creates the potential for commercial visitor service opportunities.

CHAPTER 5 - COMMERCIAL SERVICES PLAN

The NPS will consider the following commercial visitor service activities, as necessary and appropriate

ate, within KLGO boundaries of the Chilkoot Trail Unit:

FIGURE 5.2 Chilkoot Trail Unit Commercial Visitor Services

Type of Activity	Group Size	No. of Services	Frequency of Service	Authorization Type
Guided Tour				
Backpacking - General	12	7	Average 1/week	IBP/CP
Backpacking - Incidental	12	12	Average 1-2/year	IBP/CP
Walk/Hiking	12	3	1/day	IBP/CP
Water	12 pass & 20-ft craft length max	2	1/day	IBP/CP

The following uses were examined and determined unnecessary or inappropriate:

GUIDED TOURS: Air, cross-country skiing, or dog sled (mushing).

FACILITIES: (See statement below.)

OTHER: Equipment storage, fishing or hunting guiding.

In the future, should there be sufficient interest in these activities, the NPS may re-examine the necessary and appropriate determination.

In addition to the above, temporary facilities such as overnight accommodations, food service, and supply sales may be considered by the NPS as appropriate. Present visitation demand, as well as the concern for sanitation, does not support the need for those services. Future proposals from private enterprise to provide service requiring temporary facilities will only be considered under the following conditions:

- * The proposal must contain the following: A feasibility study showing that demand would support the proposed operation; a prospectus (advance descriptions) showing construction, operational and support costs; and a written acknowledgment that all costs are the responsibility of the applicant.
- * The number of temporary structures will not exceed four.
- * The size of any structure will not exceed 100 square feet.

In both the Dyea area and the Chilkoot Trail, the NPS will monitor commercial and visitor use to assess impacts on the cultural and natural resources. Should monitoring show damage to the resources, the NPS may implement protection of

the resources by limitations on commercial and/or visitor use either by reducing the number of visitors/operators or their frequency of use, or both.

White Pass Unit

It is the intent of the NPS to protect the special and unique isolated character of the White Pass unit through low-impact management. Commercial visitor services tend to increase use, impacts, and the concentration of impacts, as well as decrease the opportunity for solitude. Because of these impacts on park resources, the NPS will not authorize any commercial visitor services in the White Pass unit.

AUTHORIZATIONS

There are four types of authorizations available to manage commercial uses at Klondike Gold Rush. These are listed and defined below.

Historic Property Leasing

The National Historic Preservation Act (as amended) allows for the leasing of historic properties to facilitate preservation and to enhance the park. NPS mission objectives guiding leases are:

- 1) compatible with the performance of the NPS mission for the park in which the property is located
- 2) consistent with the general management plan
- 3) compatible with the use and enjoyment of the park by visitors and

CHAPTER 5 - COMMERCIAL SERVICES PLAN

4) appropriate to the historic significance and character of the property.

The park has six active leases in Skagway.

Incidental Business Permit

The incidental business permit is a simple means to authorize short-term commercial activities (business operations) in park areas. An IBP is used where the business aspects are conducted outside the park and the service is provided inside the park. The permit is limited to two years. The IBP replaced the commercial use license.

Concessions Permit

The first of two documents used to authorize private persons/corporations to provide and commer

cially operate accommodations, facilities, and services within a park is the concessions permit. It is used for relatively small operations grossing less than \$100,000 annually. This permit is limited to five years.

Concessions Contract

The second of two documents used to authorize private persons/corporations to provide and commercially operate accommodations, facilities, and services within a park is the concessions contract. It is generally used for large operations grossing more than \$100,000 annually. The contract is five years or more. The contract requires specific accommodations, facilities, and services be provided, and usually requires a large capital investment.



CHAPTER 6 - WILDERNESS SUITABILITY

INTRODUCTION

The wilderness suitability of lands review within Klondike National Historical Park was initially completed in 1988. The same criteria was again reviewed as part of this plan. No block of federal land was found suitable due to the lack of the minimum acreage. The following information documents that determination.

WILDERNESS DEFINITION

The Wilderness Act of 1964 defines wilderness as follows:

A wilderness, in contrast with those areas where man and his own works dominate the landscape, is hereby recognized as an area where the earth and its community of life are untrammeled by man, where man himself is a visitor who does not remain. An area of wilderness is further defined to mean in this Act an area of undeveloped Federal land retaining its primeval character and influence, which is

protected and managed so as to preserve its natural conditions and which: (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) has at least five thousand acres of land or is of sufficient size as to make practicable its preservation and use in an unimpaired condition; and (4) may also contain ecological, geological, or other features of scientific, educational, scenic or historical value.

WILDERNESS REVIEW CRITERIA

Wilderness suitability criteria were developed that are based on the Wilderness Act's definition of wilderness and the specified provisions of the ANILCA that relate to wilderness areas (Figure 6.1). These criteria are concerned primarily with the physical character of the land and current land status, and they were applied to all lands in the park to determine their suitability. Other factors such as appropriateness for management as wilderness and minimum size were also considered.

FIGURE 6.1 WILDERNESS SUITABILITY CRITERIA

<u>Description of Land or Activity</u>		<u>Suitable for Wilderness</u>	<u>Not Suitable for Wilderness</u>	<u>Suitability Pending</u>
Land Status	Federal	X		
	Federal land under application or selection			X
	State and private land patented or tentatively approved		X	
	Private ownership of subsurface estate		X	
Mining	Areas with minor ground disturbances from past mining activities	X		
	Areas with major ground disturbances from past mining activities		X	
	Areas with current mining activities and ground disturbances		X	
Roads and ORV trails	Unimproved roads or ORV trails that are unused or little used by motor vehicles	X		
	Unimproved roads and ORV trails that are regularly used by motor vehicles		X	
Railroad	Existing railroad		X	
Airstrips	Unimproved or minimally improved and maintained airstrips	X		
	Improved and maintained airstrips		X	

CHAPTER 6 - WILDERNESS SUITABILITY

<u>Description of Land or Activity</u>		<u>Suitable for Wilderness</u>	<u>Not Suitable for Wilderness</u>	<u>Suitability Pending</u>
Cabins	Uninhabited structures; hunter, hiker, and patrol cabins	X		
	Cabins inhabited as a primary place of residence		X	
Size of unit	Greater than 5,000 acres adjacent to existing wilderness, or of a manageable size	X		
	Less than 5,000 acres or of unmanageable size		X	

SUITABILITY ANALYSIS

The suitability analysis in Figure 6.2 reviews two park units in Alaska: Chilkoot Trail (including Dyea) and White Pass. The Skagway unit was not

considered due to the amount of permanent housing, community development, year-round road system, minimal federal land (3.06 acres), and municipal airport. The Seattle unit was not evaluated due to the lack of federal land ownership.

FIGURE 6.2 WILDERNESS SUITABILITY ANALYSIS

Chilkoot Trail	White Pass
Land Status*	
About 457 acres or 5% of the unit is federally owned land in the Dyea area on which there are no pending applications or other claims. However, 8,570 acres is state land with an additional 374 acres of privately owned lands.	About 1,690 acres or 51% of the unit is federally owned land on which there are not pending applications or other claims. About 1,630 acres or 49% of the unit is state owned-land.
Mining Development and Airstrips	
None.	None.
Roads and Railroad	
Most of the roads are located in the Dyea area. About 1.5 miles of dirt roads exist on federal lands that are regularly used in the summer. They are not maintained in the winter. Another estimated 2.5 miles of regularly used gravel roads are located on private and state lands in the Dyea area, including a steel bridge across the Taiya River next to the Chilkoot Trailhead. These roads are used and maintained year round. There are no roads along the Chilkoot Trail beyond the trailhead. No railroads are located in the unit.	A short section of the Klondike Highway crosses the northwest corner of the unit. No other roads are located in this unit. The White Pass and Yukon Route Railroad crosses north-south through the unit along and east of the North Fork Skagway River. The railroad is used several times daily in the summer months, but is closed in the winter.
Cabins and NPS Development	
There are about a half dozen homes in the Dyea area used as seasonal and permanent residences. A ranger station, summer NPS residences, campground, picnic areas, interpretive signs, and the Chilkoot trailhead are in the Dyea area. Two log cabins, four shelters, bridges, and numerous camping areas used during the summer months by hikers are along the Chilkoot Trail. During the summer months, the Sheep Camp Ranger Station cabin and the trail maintenance cabin are used by NPS staff.	None.

CHAPTER 6 - WILDERNESS SUITABILITY

Chilkoot Trail	White Pass
Unit Size*	
The total unit size is about 9,770 acres although only 5% federally owned.	The total unit size is about 3,320 acres, of which 51% is federal.
Historic Sites	
The entire unit is a National Historic Landmark. Numerous remnants of the gold rush are still visible in the unit. These include the remains of the tram towers near Chilkoot Pass, the boiler at Canyon City, and a few fallen-down buildings in Dyea. Portions of the historic trail are still visible in some locations.	The entire unit is a National Historic Landmark. Numerous remnants from the gold rush era still remain in the forest of what was once White Pass City, as well as along the route used as the White Pass Trail. Portions of the historic trail are still visible in some locations.

*Source: 1993 NPS Land Status Maps

CONCLUSION

Based on the analysis of the suitability criteria, no lands were identified within the park that would meet the criteria for wilderness. The insufficiently sized (minimum required 5,000 federal acres) and lack of a manageable federal land area was the main reason. The lack of a manageable area where the "the imprint of man's work [is] substantially unnoticeable" certainly applies. Also

contributing to the finding of nonsuitability was the nature of the events that led to the park status. The extensive development (roads, bridges, tramways and towers, community settlements of several thousand people, extensive logging, and so on) of a former Native trade route does not lend itself to recognition as an area "...untrammelled by man." Both areas, however, certainly contain historic values of national and international importance.



SPECIAL DIRECTIVE 90-4

In Special Directive 90-4 (Amended November 10, 1995), the Director of the National Park Service directed all park units to determine potentially eligible rivers or river segments within the National Park Service as follows:

Section 5(d) of Public Law 90-542, the Wild and Scenic Rivers Act, requires that "...in all planning for the use and development of water and related land resources, consideration shall be given by all Federal agencies involved to potential national wild, scenic and recreational river area..." To comply with this requirement, the National Park Service in all future general management plans, development concept plans, resource management plan, and any other plan potentially affecting river resources, will propose no actions which could affect adversely the values which qualify an eligible river for the National System. In order to acquire the necessary data base for planning, the National Park Service will compile a complete listing of all rivers and river segments in the National Park System which are considered eligible for the National Wild and Scenic River System...

...A decision on whether to seek designation will be made pursuant to NPS-2 (National Park Service Planning Guidelines), i.e. either in a general management plan revision or a topic specific amendment to the current GMP. Rationale for proposing designation include, but are not limited to, protection of park resources from internal or external threats, to extend into or out of a park a designation or proposed designation of the river on other public lands, to recognize the outstanding values of the river, or as a perceived aid in managing a river area in the park.

When designation is proposed, parks should be alert for possibilities to join with other Federal agencies in making a joint proposal when the eligible river segment also flows across lands administered by the other agency.

The identification of potentially eligible stream segments was completed in 1991. Two stream segments identified in Klondike Gold Rush National Historical Park are the Taiya River and the White Pass Fork, Skagway River. The Skagway River outside of the park would be a natural continuation and connection with the White Pass Fork and certainly contains, at a minimum, outstanding historical resources. In either event, agreement by and cooperation with the city of Skagway, state of Alaska, and Tongass National

Forest would be required.

The entire Taiya River drainage was an important transportation corridor during the Klondike Gold Rush. The Taiya flows into the Pacific Ocean at the extreme northern end of the Lynn Canal. This area served as an important staging area where the community of Dyea reached a population of 10,000 during the gold rush. During the winter, the frozen river itself became a travel corridor for gold seekers trying to get to the Klondike. The adjoining uplands were used for both summer and winter travel. Two additional towns, Canyon City and Sheep Camp (both areas long since reclaimed by nature), were popular stopping places for gold rush stampedeers as they passed through the valley. The present day Chilkoot Trail follows the east side of the river to the Canada border. The valley is a natural migration corridor for animals moving between the Pacific maritime climate and the Canada interior. Plant diversity also tends to occur here with the major migration and climatic corridors linking coastal and interior environments. The upper valley provides spectacular views of the snow-capped coastal mountains and several waterfalls. The area receives about 10,000 visitors per year with about one-third occurring along the Chilkoot Trail and the rest in the Dyea area.

The Skagway River corridor was also an historic route between the Pacific Coast and interior Canada. It was used extensively during the Klondike Gold Rush; first as a trail, later improved for wagons/carts as the Brackett Wagon Road, and finally in 1899 as a railroad corridor for access to the headwaters of the Yukon River. The mouth of the Skagway River became an important point of entry where the community of Skagway served as a shipment point for supplies that were transferred from incoming ships to wagons and pack animals (and later to the railroad) for the trip over the White Pass summit. Skagway is the only remaining town (700 population) in Alaska that was founded as a result of the Klondike Gold Rush.

The White Pass Fork of the Skagway River extends north from its confluence with the main river to the summit of White Pass on the U.S./Canada border. At the confluence was the town of White Pass city, which was the point where freight was transferred from wagons to pack horses or sleds for shipment to the summit. It was also a provisioning center during the construction of the railroad. White Pass City was abandoned shortly after the completion of the railroad in 1899 and has mostly been reclaimed by the forest. Snow-capped mountainous scenery in the headwater area is also spectacular. The White Pass Fork area receives about 110,000 visitors per year, nearly all of whom are on railroad tours

CHAPTER 7 - WILD AND SCENIC RIVERS EVALUATION

- 1 passing through the unit.
- 2 Additional background information is contained in
- 3 Appendix J.

4 ELIGIBILITY

5 For a stream or stream segment to be eligible, it
6 **must be free-flowing** (there are no length
7 restrictions; nor must it be floatable) and contain
8 **one or more outstandingly remarkable values**
9 (scenic, recreational; geologic, fish and wildlife,
10 historic, cultural, ecological, or other similar
11 values). These "outstandingly remarkable values"
12 should be unique or provide exceptional
13 representation for the area or physiographic
14 province in which the river is located. For Alaska,
15 these unique features/values should be within one-
16 half mile of either bank, although values outside
17 that distance may be included if their inclusion is
18 essential for protection of the outstandingly
19 remarkable values of the river. This may include
20 streams continuing outside of the park unit onto
21 other federal land.

22 CLASSIFICATION

23 All eligible rivers must be classified into one of
24 the following three management categories. The
25 basis of classification is the degree of naturalness,
26 or stated another way, the degree of evidence of
27 man's activity in the river area. Rivers may also
28 be broken into segments, as needed, for
29 classification.

- 30 (1) **Wild river areas:** Those river or sections of
31 rivers that are free of impoundments and
32 generally inaccessible except by trail, with
33 watersheds or shorelines essentially primitive
34 and waters unpolluted. These represent
35 vestiges of primitive America. Roads at
36 either end of the river corridor (not along it)
37 are permissible.
- 38 (2) **Scenic river area:** Those rivers or sections
39 of rivers that are free of impoundments, with
40 shorelines or watersheds still largely primitive

and shorelines largely undeveloped, but accessible
in places by roads.

- (3) **Recreational river areas:** Those rivers or
sections of rivers that are readily accessible
by road or railroad, that may have some
development along their shorelines, and that
may have undergone some impoundment or
diversion in the past.

METHODS FOR ADDING RIVERS TO THE NATIONAL SYSTEM

The Wild and Scenic Rivers Act provides two
methods for adding a river to the National System.
The first method is by an act of Congress.
Congress can designate a river directly or it can
authorize a river for study as a potential wild-
scenic-or-recreational river. Upon completion of a
study conducted by the Department of the Interior
or the Department of Agriculture, a study report is
prepared and transmitted to President who, in turn,
forwards it with his recommendations to Congress
for action.

The second method for inclusion of a river in the
national system is through the authority granted to
the Secretary of the Interior in section 2(a)(ii) of
the act. Upon application by the governor, the
secretary can designate a river as a component of
the national system, provided that the river has
been designated as a wild, scenic, or recreational
river by or pursuant to an act of the state
legislature of the state through which it flows to be
permanently administered as a wild, scenic, or
recreational river by an agency or political
subdivision of the state.

RECOMMENDATION

It is recommended that the park work with
adjoining land managers (city of Skagway, state of
Alaska, and Tongass National Forest) to pursue a
joint study or studies of these two streams for
possible inclusion in the National Wild and Scenic
Rivers System.

CHAPTER 8 - CONSULTATION AND COORDINATION

CONSULTATION AND COORDINATION IN THE DEVELOPMENT AND REVIEW OF THE DRAFT GENERAL MANAGEMENT PLAN

The National Park Service published a notice of intent to revise the 1973 KLGO Master Plan, conduct scoping meetings, and prepare an environmental impact statement in the *Federal Register* May 22, 1992. The purposes of the scoping meetings are (1) to familiarize the public with existing management of the park; (2) to solicit ideas and information from the public about future management of the park; and (3) to offer various management options for consideration. The public was encouraged to suggest additional alternative management actions not considered by NPS and describe measures that could be taken to mitigate impacts of any proposed actions so they may be considered in preparation of the general management plan and environmental impact statement.

On June 22 to 29, 1992, public scoping meetings were held in Skagway, Whitehorse, Haines, Juneau, Seattle, and Anchorage. Approximately 33 people attended. For the Alaska units, most comments focused on the need for the revised plan, international Historical Park designation, how increasing use would affect the Chilkoot Trail, the importance of the Dyea open space area to local and regional residents for recreation, preparation for the Klondike Centennial, the historic structure leasing program, and potential opening of the White Pass Trail. For Seattle, comments addressed the need for a permanent home for the visitor center and its possible relocation to the waterfront area in cooperation with the Port of Seattle, the need for additional signs from the interstate highway system to the park, and additional interpretive signs/materials in the Pioneer Square area.

In June 1993 more than 1,000 alternative brochures were mailed out to individuals and organizations on the park mailing list. From July 14 to 22, 1993, public meetings were held in Anchorage, Juneau, Whitehorse, Skagway, and Seattle. More than 90 people attended the meetings. In addition, 46 individuals and organizations returned the alternatives questionnaire with more than 60% from Alaska. Most responses favored the status quo, with some recommending moderate changes. The importance of maintaining access to the Dyea flats was strongly expressed by Skagway residents in both the public meeting and returned alternatives questionnaires.

During the summer of 1996, over 700 copies of the draft GMP were distributed to agencies and the interested public. The public comment period

lasted 74 days beginning June 4 and ending on August 16, 1996. Three public meetings, attended by a total of 14 people included June 18 in Seattle, Washington; July 8 in Skagway, Alaska; and July 9 in Whitehorse, Yukon Territory.

Through the end of August, 21 comment letters were received on the draft GMP/DCP/EIS. Letters were received from Parks Canada, two federal agencies, three state agencies, Skagway city council member, three companies or organizations, and 11 individuals.

Copies of the written comments received and specific responses are included in Chapter 9.

CONSULTATION WITH U.S. FISH AND WILDLIFE SERVICE

In June 1992, pursuant to National Park Service policy and guidelines, and in compliance with section 7 of the Endangered Species Act, the Alaska Office of the Park Service requested from the U.S. Fish and Wildlife Service information on federally listed or candidate, sensitive, threatened, or endangered plant or animal species that might occur within the park units. At that time USFWS indicated several species that might occur, but most likely as transients during seasonal migration. A copy of this correspondence is in Appendix K. In personal communication during 1995 and 1996 with the USFWS endangered species office, the arctic peregrine falcon was de-listed, and there were several changes in the listings of species of concern (formerly called Category 2 species).

In a June 1993 letter, the Seattle unit requested information from the U.S. Fish and Wildlife Service regarding any federally listed species that might occur within Seattle's Pioneer Square Historic District. Replying in a November 1993 memorandum, the Fish and Wildlife Service stated that no listed, proposed, or candidate species is found within that area (Appendix K).

DISTRIBUTION LIST OF REVIEWERS

Federal Agencies

Advisory Council on Historic Preservation
Department of Agriculture
Forest Service, Tongass National Forest,
Snoqualmie National Forest
Department of Commerce
National Marine Fisheries Service, Alaska
Field Office
Department of the Interior, Alaska Offices
Bureau of Land Management
Bureau of Indian Affairs
Fish and Wildlife Service

CHAPTER 8 - CONSULTATION AND COORDINATION

Geological Survey
Minerals Management Service
National Biological Survey
National Park Service
Department of State
Department of Transportation, Alaska Area
Office
Federal Highway Administration
Office of Pipeline Safety
Federal Railroad Administration
Environmental Protection Agency, Alaska Area
and Seattle Regional Office
Parks Canada

State and Provincial Agencies

British Columbia Parks
Citizens Advisory Commission on Federal Areas
Office of the Governor, Alaska
Division of Governmental Coordination
(coordinates review for 20 state agencies)
State Historic Preservation Officer, Alaska and
Washington
Washington State
Dept of Parks
Dept of State
Dept of Trade
Dept of Transportation

Local Agencies and Native Associations

Aleut Corporation
Carcross/Tagish First Nations
City of Haines
City of Seattle
Parks Department
City of Skagway
City of Whitehorse, Yukon Territory
Tlingit and Haida Indian Tribes, Central Council
Yak-Tat-Kwaan (Haines)

Organizations

Alaska Center for the Environment
Alaska Conservation Society
Alaska Natural History Association
Alaska Historical Society
Alaska Visitors Association
Cruise Ship Companies
Carnival Cruise Lines
Celebrity Cruise Line
Clipper Cruise Line
Cruise West
Crystal Cruises
Cunard Lines, Ltd.
Holland America Line
Norwegian Cruise Lines
Princess Cruises
Radison/Seven Seas
Royal Caribbean Cruises
Seabourn Cruise Line
World Explorer Cruises
Yachtship Cruise Line

Park Business Licensees

Haines Visitors Bureau
National Audubon Society
National Parks and Conservation Association
Resource Development Council
Sierra Club
Skagway Chamber of Commerce
Skagway Convention and Visitors Bureau
Southeast Alaska Conservation Council
Southeast Alaska Tourism Council
Washington State Historical Society

Information copies of the Draft and final
GMP/DCP/EIS were sent to local libraries and city
offices (Skagway, Haines, Juneau, Whitehorse,
Seattle, and Anchorage), as well as individuals,
agencies, and organizations on the park's mailing
list.

CHAPTER 8 - CONSULTATION AND COORDINATION

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CHAPTER 8 - CONSULTATION AND COORDINATION

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Sue Mills, Natural Resource Specialist, AKSO. B.A. in Psychobiology and Biology. 6 years as natural resource specialist with National Park Service in Alaska.

Jack Mosby, Team Captain (Outdoor Recreation Planner), AKSO. B.S. Outdoor Recreation Planning. 23 years natural resource planning, public involvement, and managing interdisciplinary study and planning teams in the Pacific Northwest and Alaska with the federal government.

Ken Pendleton, Landscape Architect, AKSO. B.L.A. in Landscape Architecture. Licensed in California, Washington, and New Mexico. 13 years in public practice and 17 years in private practice. 21 years professional experience in Alaska.

Pat Quinn, Concessions Specialist, AKSO. B.S. Zoology. 18 years in park operations and management in the eastern and western U.S. and Alaska with the Park Service.

Steve Peterson, Regional Historical Architect, AKSO. M.S. Architecture. Licensed State of Alaska, 1987. Historical Architect 1988 to present in Alaska with National Park Service.

Bruce Reed, Chief Ranger, KLGO. B.S. Natural Resources Outdoor Recreation. 27 years federal park operations and maintenance management in Missouri, Michigan, Texas, and Alaska.

Willie Russell, Superintendent, KLSE. 16 years Total Quality Management at KLSE, Emergency Services Coordinator, Olympic National Park.

Glen Yankus, Environmental Protection Specialist, AKSO. B.S. Biological Sciences; M.A. Park Management. 17 years Natural Resource Planning and NEPA experience with the federal government.

CHAPTER 8 - CONSULTATION AND COORDINATION

PRIMARY CONSULTANTS

<u>NAME</u>	<u>TITLE</u>	<u>OFFICE</u>
David Ames**	Team Coordinator, Education/Vis Ser	AKSO
Ray Bane	Cultural Resources Specialist	AKSO
Ted Birkedal	Team Leader, Cultural Resources	AKSO
Judith Bittner	AK ST Hist Preservation Officer	Anchorage, Alaska
Brad Cella	Fire Management Officer	AKSO
Glenda Choate*	Director, Skagway Museum	Skagway, Alaska
John Coates	Outdoor Recreation Planner	WASO
Jeff Cobb*	Team Leader, Concessions	AKSO
Joan Darnell	Team Leader, Program Services	AKSO
Tom Elliot	Chief Warden, Chilkoot Trail NHS	Whitehorse, Yukon Territory
Randy Erickson	ADFG Sport Fish Biologist	Haines, Alaska
Azeta Evans*	Secretary	AKSO
Sande Faulkner	Senior Historian	AKSO
Tom Ferranti	Team Coordinator, Administration	AKSO
Al Fisk**	District Dir, Parks Canada	Dawson, Yukon Territory
David Funk	Realty Specialist	AKSO
Bill Garry	SE Region Mgr, AK ST Parks	Juneau, Alaska
Sally Gibert	AK Div. Govt. Coordination	Anchorage, Alaska
Chuck Gilbert	Team Leader, Lands	AKSO
Judy Gottlieb	Assistant Field Director, Resources	AKSO
David Hanson	WA ST Hist Preservation Officer	Olympia, Washington
William Heubner	Civil Engineer	AKSO
Jake Hoogland	Team Leader, Environmental Quality	WASO
Diane Jung	Team Leader, Interp. & Vis. Serv.	AKSO
Ross Kavanagh	Fishery Biologist	AKSO
Bob Lewis*	Area Supt., Parks Canada	Whitehorse, Yukon Territory
Kevin Lunn	Parks Canada Archaeologist	Winnipeg
Finley McRae	YTG, Parks/Resources/Planning	Whitehorse, Yukon Territory
Ken Mitchell**	Juneau District Ranger, USFS	Juneau, Alaska
Karen Mollander	Juneau District Ranger, USFS	Juneau, Alaska
Mike Murtha	BC Parks, Northern Mgr.	Prince George, British Columbia
Frank Norris	Historian	AKSO
Rich O'Guin	Team Leader, Ranger Activities	AKSO
Brad Richie	Architect	AKSO
Debra Sanders	Museum Specialist	KLGO
Damion Sedney	Natural Resources Specialist	KLGO
Stan Selmer*	Mayor, Skagway	Skagway, Alaska
Clydene Sitton	Administrative Technician	KLGO
Thetus Smith	Writer-Editor	AKSO
Gary Somers	Senior Archeologist	AKSO
Tim Steidel	Park Ranger	KLGO
Mike Strunk**	Team Leader, Plan/Design/Maint	AKSO
Jean Swearingen*	Senior Curator	AKSO
Jim Thomson	Senior Archeologist	CCSO
Lou Waller	Team Leader, Subsistence	AKSO
Bill Walters	Deputy Field Director	CCSO
Sara Wesser	GIS Application Specialist	AKSO
Rich Winters	Project Manager	CCSO

* - former

** - retired

AKSO - NPS AK System Support Office, Anchorage, AK

CCSO - NPS Columbia Cascades System Support Office, Seattle, WA

WASO - NPS Washington, D.C. headquarters office



CHAPTER 9: RESPONSE TO PUBLIC COMMENT ON THE DRAFT GMP/DCP/EIS

Public Meetings

Three public meetings were held during the DEIS comment period at the following places and dates, Seattle, Washington (June 18, 1996); Skagway, Alaska (July 8, 1996); and in Whitehorse, Yukon Territory (July 9, 1996). A total of 14 individuals attended the meetings. The public comment period lasted 74 days beginning June 4 and ending on August 16, 1996.

Public meeting attendees supported the following elements of the draft plan.

- * additional cooperation both with communities and internationally (cooperative museum and international park recognition)
- * establishment of the Klondike Resource and Historic Restoration Centers in Skagway (use skilled staff to teach - assist others and add international flavor with additional groups from Canada and US)
- * preserving site features and ruins
- * some additional facility improvements especially access to the Dyea tidal flats and along the Chilkoot Trail
- * keeping the NPS open space on Broadway open and green
- * clearing Dyea streets to path width only
- * cooperative development of an advance voluntary notification system for property owners prior to ground disturbance for a cultural field survey
- * keeping interpretation in Skagway
- * pro-actively addressing the Taiya River erosion
- * expanding Dyea picnic areas
- * increasing White Pass research and interpretation
- * improvements to Dyea Ranger Station and possibly moving it
- * boundary changes to include Chilkoot Trail near Saintly Hill
- * encouragement of private landowners to use historic restoration center
- * limited activity in White Pass
- * stabilizing historic remnants such as the tram towers
- * tent frames at Canyon City and Sheep Camp
- * multi-lingual information (add Russian)
- * no fees
- * consider mobility impaired.

Public meeting attendees did not support the following elements of the draft plan.

- * the development of the Dyea education facility
- * infilling the vacant lots in Skagway
- * uncertainty of how curatorial services and cooperation with city would be worked out

- * separate buildings for museum and resource center
- * tri-lingual signs - use multi-lingual materials as handouts instead
- * over development or too many signs
- * Alternative D - do not make Klondike another Denali by overdoing regulations, staging areas, waiting to access park, transportation systems, too many improvements
- * not enough development in White Pass
- * additional trails that take away from historical nature of park
- * widened roads in Dyea
- * active pursuit of private property
- * not including any user fees to help pay for maintenance
- * over emphasis on archaeological research

Public meeting attendees thought the following elements were missing in the draft plan.

- * lack of decent program and training (Seattle)
- * make a distinction between international park cooperation and international park designation
- * pursue opportunities for corporate sponsorship of centennial celebration
- * encourage interpretation beyond park buildings
- * lack of natural history interpretation
- * explanation of how improvements relate to commercial use
- * lack of planning for Martin Itjen House
- * lack of development and access to White Pass Trail and Brackett Wagon Road
- * preservation of the Slide Cemetery area
- * better definition of the natural resources program
- * other 'soft' recreational opportunities in Dyea such as cross country skiing, bird watching, beach combing, etc.
- * future connections of White Pass with Chilkoot Trail through Bennett
- * preserving the Chilkoot Trail as the gold rushers experienced it
- * community development of the Centennial Park and NPS participation in its development

Written Comments

Twenty-one comment letters were received on the draft GMP/DCP/EIS. Letters were received from Parks Canada, two federal agencies, three state agencies, Skagway city council member, three companies or organizations, and 11 individuals. Three public meetings were held during the comment period in Seattle, Washington; Skagway, Alaska; and Whitehorse, Yukon Territory.

Where comments warranted changes to the text or presented new information, the plan was revised accordingly. Changes resulting from the public

CHAPTER 9: RESPONSE TO PUBLIC COMMENT ON THE DRAFT GMP/DCP/EIS

meetings and written comments received that were incorporated into the plan are outlined in the beginning of the FEIS summary.

Major concerns/issues of those commenting on the DEIS included:

- * preserving the wilderness
- * doing something about increasing visitors
- * include a clause in the proposal reserving a road right-of-way between Haines and Skagway
- * preserving existing buildings and collections are more important than acquiring more
- * expand cooperation to protect surrounding lands and resources
- * maximum effort should be made to preserve cultural and natural resources
- * objections to any road corridors in park
- * leave Dyea unchanged
- * rebuild or replace two log shelters
- * proposed plan would increase visitation
- * secure international park designation
- * both support and non-support for wild and scenic river studies
- * manage lands for sustainability
- * overnight lodging not appropriate in national park nor are additional trails along Chilkoot Trail
- * prevent aircraft overflights
- * develop Brackett Wagon Road as trail
- * use Itjen House for Trails Center
- * include municipal land selection information
- * expansion of park boundary would limit hunting opportunities
- * clarify state tideland access
- * no authority to enforce federal regulations other than along Chilkoot Trail
- * proposed changes to NPS water rights policy
- * Outdoor Recreation Information Center task force continues to pursue staffing solutions
- * continue emphasis on historical aspects of park
- * complete international park designation

Letter Comments and Responses

All letters received during the DEIS comment period are reproduced on the following pages. Bracketed comments for a letter are followed by NPS prepared responses.

A list of commentors follows:

- | # | <u>Commentor</u> |
|-----|--|
| 1. | Parks Canada |
| 2. | U.S. Department of Agriculture, Forest Service, Tongass NF, Juneau Ranger District |
| 3. | U.S. Department of Agriculture, Forest Service, Mt. Baker-Snoqualmie NF |
| 4. | State of Washington, Department of Community, Trade, and Economic Development |
| 5. | State of Alaska, Department of Transportation and Public Transportation |
| 6. | State of Alaska, Office of the Governor |
| 7. | Suzanne Hartson, Council member, City of Skagway |
| 8. | Southeast Alaska Guidance Association |
| 9. | Sunshine Mining and Refining Company |
| 10. | Alaska Power and Telephone Company |
| 11. | Valarie Raya |
| 12. | John J. Schnabel |
| 13. | J. M. Frey |
| 14. | Jack H. Kolb |
| 15. | Eleanor Maclellan |
| 16. | Paul C. Jones |
| 17. | John R. Swanson |
| 18. | Florence Collins |
| 19. | Richard T. Myren |
| 20. | Ray Payne |
| 21. | Rachel Thomas |



Canadian Heritage Patrimoine canadien

205 - 300 Main Street
Whitehorse, Yukon
Y1A 2B5

August 29, 1996

Clay Alderson
Superintendent
Klondike Gold Rush National Historical Park
PO Box 577
Skagway, AK 99840

Regarding: International Park Designation for the Chilkoot Trail

Dear Clay:

This letter is being written in response to your call for comments on your Draft General Management Plan. Of particular note is our common goal to seek "international park designation" for the United States and Canadian components of our corresponding protected areas commemorating the Klondike Gold Rush. This designation was directed by both our enabling legislations. I believe everything is in place on both sides of the border to enable us to obtain the formal international park designation. The Canadian side of the trail was formally established as a National Historic Park by the Canadian Parliament in April 1993. Our existing management plan was approved by our Minister in 1988. This plan is currently being updated and continues to direct us to "work with the U.S. National Park Service to obtain an international park designation for the U.S. and Canadian components of the corresponding protected areas" (Management Plan Review Newsletter # 4, August, 1995). The planning, development and protection offered within our respective jurisdictions is consistent with our overall goal to commemorate the Klondike Gold Rush.

It is our desire to have the formal designation take place sometime during the gold rush centennial years. I would like to suggest that we begin planning now, so as to have an official ceremony take place during the summer of 1997 at or close to our international boundary at the top of the Chilkoot Pass.

I look forward to hearing back from you with respect to achieving our mandated "international park designation".

Sincerely

for 
Linda Johnston
District Director
Yukon District

Parks Canada

The text at the beginning of Chapter 2 has been changed to indicate the National Park Service would notify the Secretary of the Interior that all legislative requirements regarding the potential establishment of an international historical park have been satisfied.



United States
Department
of Agriculture

Forest
Service

Region 10
Tongass National Forest

Juneau Ranger District
8485 Old Dairy Road
Juneau, Alaska 99801
(907-586-8800)

Reply To: 2720

Date: August 8, 1996

KLGO/KLSE GMP Comments
NPS Alaska System Support Office
2525 Gambell Street
Anchorage, AK 99503-2892

Dear Planning Team:

Thank you for the opportunity to review and comment on the Draft General Management Plan and Environmental Impact Statement for the Klondike Gold Rush National Historic Park. The following are comments that I hope you will consider incorporating into your Final General Management Plan and Environmental Impact Statement.

p. 2.31 - 40:

The Forest Service has had a high degree of interest from several Skagway residents requesting that the Brackett Wagon Road be developed as a hiking trail. The Juneau District supports this idea and will be actively pursuing it as budgets allow. None of the alternatives support this. At least the substantial change alternative should include this potential development.

1.

p. 2.39 - 28: Same as above.

p. 2.40 - 1:

There should be additional comment and reference to working with the Forest Service to provide a Trails/Cabins Information Center in the Martin Ichin Building which would be staffed and operated cooperatively by the Forest Service and Park Service. This information center would provide information on both NPS and USFS trails in the Skagway area, USFS cabins, and other general information for independent travelers.

2.

p. 2.41 - 4:

The possibility of sharing housing (both new construction or rentals) with the Forest Service should be mentioned somewhere in this section.

3.

p. 3.4 - 12-13:

There should be additional comment that the Forest Service has seasonally operated a visitor information office in Skagway as well as a mini-van mobile information station at the Skagway ferry terminal. Forest Service interpreters additionally offer guided hiking as well as other interpretive and education program opportunities.

4.

p. 3.4 - 13:

The 'joint trails information center' should be a 'joint trails and cabins information center'.

2.

p. 3.4 - 14:

add that the Forest Service provides public recreation cabins for rent at the Loughton Glacier and along the WP&YRR at the Denver Glacier trailhead.

p. 3.4 - 15:

add that additional recreation cabin and other recreation opportunities are in the planning stages.

5.

p. 3.67 - 2:

add "and lands adjacent to the park" after city of Skagway.

p. 4.13 - 17:

mention should be made somewhere in this section of benefits of cooperative Forest Service and Park Service Trails/Cabin Information Center, i.e., better servicing of Chilkoot hikers away from existing visitor center and reduced crowding inside Visitor Center; increased servicing of visitors who want information on Forest Service cabins/trails; increased servicing of independent vehicle travelers enroute to other National Parks and the National Forests within Alaska; expanded opportunities for cooperative Forest Service and Park Service interpretive/education programs, etc.

6.

p. 5.3 - 39:

No mention of helicopter tours near the Chilkoot Trail. I would like to see some direction on this. Also how this use might impact the visitor center and Park Service interpretive talks in Skagway.

7.

p. 7.3 - 2:

The latest version of the Tongass Land Management Plan preferred alternative does not include the Skagway River as eligible for Wild, Scenic or Recreation designation. This plan is inconsistent with the new TLMP because it recommends study of this river for one of these designations.

8.

General:

Somewhere in the document the Goat Lake Hydro Project should be mentioned. Construction will begin on this project this fall or next spring. Visuals should certainly be discussed.

9.

Again, thank you for this opportunity to comment. If you should need additional clarification, please feel free to contact either Joni Packard or John Favro of my staff.

Sincerely,

Karen R. Mollander

KAREN R. MOLLANDER
District Ranger

080996 1730 IS 1560 Jp

cc: Clay Alderson, Superintendent, Klondike Gold Rush NHP





United States
Department of
Agriculture

Forest
Service

Mt. Baker-Snoqualmie
National Forest

21903 - 64th Avenue West
Mountlake Terrace, WA 98043

USFS, Juneau Ranger District

1. Brackett Wagon Road: Text was changed in Chapter 2 to reflect the option to consider such a trail, but only after the White Pass unit resources have been inventoried, documented, and potential impacts mitigated.
2. Martin Itjen House: The proposed action was changed to include using the house as a cooperative interagency trails-cabins information center.
3. Shared housing: Text was added in Chapter 2 to examine this option.
4. USFS mobile info station: Text was added in Chapter 3 to reflect this use.
5. Text was added in Chapters 3 and 4 as appropriate.
6. Benefits of Trail Info Center: Text was added to reflect the benefits in Chapter 4.
7. Helicopter tours: Text was added in Chapter 3 to reflect this activity takes place outside of the park, and that the NPS continues to work with the operator on routes over the park and monitor this use.
8. Wild and Scenic River study: Although the latest version of the TLMP does not include the Skagway River as eligible, it does not make the plan inconsistent with the TLMP. Each agency has been directed to review and make recommendations of possible candidate streams within its management responsibility. The NPS has included historic resources, as provided for in the Wild and Scenic Rivers Act, as an element of possible eligibility. The segment of the Skagway River and its White Pass Fork within the park do meet this element and the recommendation will be included in the final document.
9. Goat Lake project: This is mentioned in the text in Chapter 3, Affected Environment, under Water Resources and Hydrology, although it is outside of the park. The text was changed to reflect construction beginning next year.

File Code: 1600

Date: August 16, 1996

Willie Russell, Superintendent
Klondike Gold Rush National Historical Park
117 South Main Street
Seattle, WA 98104

Dear Willie:

This letter is in response to the Draft General Management Plan and Environmental Impact Statement for the Klondike Gold Rush National Historical Park, specifically as it relates to the Outdoor Recreation Information Center (ORIC) in downtown Seattle. Page 2.1 (Chapter 2) indicates that an interagency task force is currently looking at staffing, space costs and other financial issues related to the operation of ORIC.

I want to formally let you know that this task force is still in place and working on these issues. Task force members presented their preliminary findings in early July, at which time Bill Walters and I asked the group to further explore two partnership options. The task force is currently doing that, and we expect to hear back from them later this month. We hope to make a final decision before the end of the fiscal year.

Sincerely,


DENNIS E. BENSCHOR
Forest Supervisor

cc: B. Walters; NPS

Mt. Baker-Snoqualmie National Forest

Interagency taskforce examining ORIC issues: Responsibility for the Outdoor Recreation Information Center (ORIC) in Seattle will be transferred October 1, 1996 to the NPS Columbia Cascades System Support Office, and all references to the ORIC have been deleted from the text. Agency leadership continues to examine options for the future, including staffing, location, and function.



STATE OF WASHINGTON

DEPARTMENT OF COMMUNITY, TRADE AND ECONOMIC DEVELOPMENT

OFFICE OF ARCHAEOLOGY AND HISTORIC PRESERVATION

111 21st Avenue S.W. • P.O. Box 48343 • Olympia, Washington 98504-8343 • (360) 753-4011

June 24, 1996

KLGO/KLSE GMP Comments
NPS Alaska System Support Office
2525 Gambell Street
Anchorage, Alaska 99503-2892

Log: 061296-08-NPS
Re: Klondike Gold Rush National
Historical Park General Management
Plan

Greetings:

Thank you for sending a copy of the Draft Klondike Gold Rush National Historical Park General Management Plan (GMP) and Environmental Impact Statement (DEIS) to the Washington State Office of Archaeology and Historic Preservation (OAHP). On behalf of OAHP, I have taken the opportunity to review the draft GMP and DEIS. My review has focused on portions of the GMP pertaining to the Seattle Unit (KLSE).

First, I concur with the findings and recommendations of the GMP and DEIS. Further, I recommend National Park Service selection and implementation of Alternative C for KLSE. Alternative C provides for enhanced staffing for more efficient service to the public, better protection of collections, expanded accessibility, a permanent home for KLSE, and greater outreach into the Pioneer Square Historic District community for education and heritage awareness.

A second comment is the recommendation that any rehabilitation work conducted at the present or future site(s) be in accord with the *U.S. Secretary of the Interior's Standards for Rehabilitation* and in consultation with OAHP. Also, building rehabilitation at KLSE should be coordinated with the City of Seattle's Pioneer Square Historic Preservation Review Board.

Thank you for the opportunity to review and comment on this document. On behalf of OAHP staff, we look forward to working with KLSE toward implementing the GMP in Seattle. Should you have any questions, please feel free to contact me at (360) 753-9116.

Sincerely,

Gregory Griffith
Comprehensive Planning Specialist

Washington State Department of Community, Trade, and Economic Development

Rehabilitation work must be in compliance with the Secretary of the Interior's Standards for Rehabilitation and in consultation with the Washington State Office of Archeology and Historic Preservation: The NPS is committed to adhere to the Secretary's Standards involving rehabilitation work at any present or future park site. Work would be coordinated with the Pioneer Square Preservation Board, Skagway Historic District Commission, and state historic preservation office as appropriate.

STATE OF ALASKA

DEPARTMENT OF TRANSPORTATION
AND PUBLIC FACILITIES
OFFICE OF THE COMMISSIONER

TONY KNOWLES, GOVERNOR

3132 CHANNEL DRIVE
JUNEAU, ALASKA 99801-7898

TEXT: (907) 465-3652
FAX: (907) 586-8065
PHONE: (907) 465-3900

August 7, 1996

FAXED
8/26/96

Clay Alderson, Superintendent, KLGO
Willie Russell, Superintendent, KLSE
KLGO/KLSE GMP Comments
NPS Alaska System Support Office
2525 Gambell Street
Anchorage, AK 99503-2892

Dear Sirs:

Thank you for the opportunity to review the Draft General Management Plan and Environmental Impact Statement for the Klondike Gold Rush National Historical Park. The Department of Transportation and Public Facilities (DOT&PF) concurs with your decision to pursue Alternative C as the preferred alternative. The proposed action appears to be the most cost effective solution to meet the long range needs of the park facilities, with minimal adverse impact. DOT&PF is looking forward to working with you in the future as you develop interpretive waysides or trailheads adjacent to the highway system.

Please continue to keep us informed as you finalize your plan.

Sincerely,


Tom Brigham
Director

STATE OF ALASKA

OFFICE OF THE GOVERNOR

TONY KNOWLES, GOVERNOR

OFFICE OF MANAGEMENT AND BUDGET
DIVISION OF GOVERNMENTAL COORDINATION

□ SOUTHCENTRAL REGIONAL OFFICE
3801 "C" STREET, SUITE 370
ANCHORAGE, ALASKA 99503-5830
PH: (907) 269-7470/FAX: (907) 861-6134

□ CENTRAL OFFICE
P.O. BOX 110030
JUNEAU, ALASKA 99811-0030
PH: (907) 465-3562/FAX: (907) 465-3075

□ PIPELINE COORDINATOR'S OFFICE
411 WEST 4TH AVENUE, SUITE 2C
ANCHORAGE, ALASKA 99501-2943
PH: (907) 271-4317/FAX: (907) 272-0890

August 12, 1996

Mr. Jack Mosby, Team Captain
KLGO/KLSE GMP Comments
NPS Alaska System Support Office
2525 Gambell Street
Anchorage, AK 99503-2892

Re: KLGO/KLSE Draft General Management Plan / EIS Comments

Dear Mr. Mosby:

The State of Alaska appreciates the opportunity to comment on the above-referenced document. Overall, the plan is very well organized, and includes language which accurately reflects the status and relationships of the agencies which share management of natural resources and public uses. We also appreciate the ease in commenting provided by the numbering of each line in the document. The following represent the consolidated comments of the state resource agencies.

MOU Between NPS and the State

Page 1.11, lines 31-34. The discussion of the Memorandum Of Understanding should note that the current MOU applies only to state lands managed by the Division of Parks and Outdoor Recreation (DPOR) as Special Purpose Sites under Alaska Statute 38.05.300. These lands include the Chilkoot Trail Corridor easement, and six smaller parcels which are each under 640 acres in size and were withdrawn from "multiple purpose use" through executive action. The MOU does not include any other state lands within the Park; these other state lands are over 640 acres and, under state law, cannot be managed by the DPOR absent legislation. The NPS has no authority to attempt to enforce 36 CFR on state lands within the Park not managed by DPOR. It

may be an appropriate time to revise the MOU upon completion of the municipal entitlement conveyances.

1.

Acquisition of State Land

Page 1.11, line 36 - 39. The State disagrees with the assertion that acquisition of state land within the park boundary is "necessary" to secure long term protection of the historic, cultural, and natural resources of the park, and that such protection is "impossible" under the current MOU. The State believes that under the provisions of the MOU and state statutes, adequate long term protection of resources can occur on state lands. We recognize the NPS interest in acquisition of state lands, but in the absence of mutually attractive land exchange proposals, such acquisition is unlikely.

Municipal Entitlements

Page 1.11, line 49 - page 1.12, line 3. We appreciate the discussion of the lands selected by the City of Skagway under the state's Municipal Entitlement Program.

Page 1.12, lines 3 - 4. The state agrees that the management recommendations in this GMP may require additional review and further revision once the City of Skagway land entitlement issues are resolved.

Page 3.1, line 36. The Land Ownership section is silent on the issue of lands selected by the City of Skagway, and should be revised to include such a discussion. This section would also be strengthened by the inclusion of a detailed ownership map showing private, city, state, and federal lands; the map following page 3.41 is a good start but could be improved for the final EIS.

2.

Public Access

Page 1.14, line 2. Clarification is needed regarding the statement "Continued public access to the state tidelands is an issue that needs resolution." It would be helpful to identify what the issue is and how it may be potentially resolved.

3.

Subsistence

Page 2.30 - 2.41. It appears that the Proposed Action will not have a significant impact on subsistence uses. Any expansion of the park boundaries, however, would likely limit the hunting opportunities of Skagway and Dyea residents. NPS restrictions on

4.

firearms and dogs, for instance, in an expanded area would be problematic for local residents.

Water Rights

Page 3.29, lines 39 - 40. Delete "and are applied to lands where federal reserved water rights are not applicable" and replace with "and can be acquired by private citizens and federal, state, or local agencies through application to the Alaska Department of Natural Resources."

Page 3.29, lines 44 - 45. Delete "When the reserve doctrine or other federal law is not applicable, water rights will be applied for in accordance with Alaska laws and regulations" and replace with "The state water rights process will be used whenever feasible. Assertion of federal reserved water rights will be limited to those instances where priority dates or other considerations make use of the federal reserved water rights more advantageous."

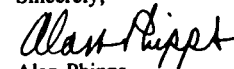
5.

Fish and Wildlife Management

Page 3.37, line 28 - page 3.38, line 36. We appreciate the accurate language reflecting the relationships of our respective agencies regarding fish and wildlife management.

The State of Alaska looks forward to continuing a productive working relationship with the NPS in regards to the management issues facing Klondike Gold Rush National Historical Park. Thank you for the opportunity to submit these comments. If you have any questions, please do not hesitate to contact me at 269-7476.

Sincerely,



Alan Phipps
Project Review Coordinator

cc: Frank Rue, Commissioner, DFG
John Shively, Commissioner, DNR
Michele Brown, Commissioner, DEC
Diane Mayer, Director, DGC
Marilyn Heiman, Governor's Office, Juneau
John Katz, Governor's Office, DC
Clay Alderson, Superintendent, Klondike Gold Rush NHP

[43] From: FASTFRT@aol.com at NP--INTERNET 8/2/96 8:53PM (1889 bytes: 40 ln)
 To: Jack Mosby at NP-ARO
 Subject: Fwd: klgo general management plan
 ----- Message Contents -----

Text item 1: Text Item

 Forwarded message:
 Subj: klgo general management plan
 Date: 96-08-02 20:48:25 EDT
 From: FAST FRT
 To: KLGO/KLSE GMP Comments@nps.gov

Dear Sirs,

I would like to take this opportunity to respond to the Draft General Management Plan and Draft Environmental Plan. As a member of the Skagway City Council I have some concerns regarding Alaska Alternative C, Proposed Action. I oppose plan C because I feel that the Dyea townsite should be left unchanged. The removal of approximately 6 acres of vegetation would disturb the overall beauty of the sight. Interpretive signs are enough for the normal traveling public. I certainly would not want to see the Dyea Valley as it looked in 1898, an almost treeless landscape.

The proposed plan would increase visitor numbers in the historic district of Skagway adding to an already overcrowded streetscape. The interpretive tours now being conducted tend to spill out into the street creating congestion and hazard to traffic. The situation is potentially deadly, at today's numbers, an increase will only make matters worse.

I prefer Alaska Alternative A: No Action with one addition; the existing State warming shelters at Canyon City and Sheep Camp should be rebuilt or replaced for the safety of the hikers that utilize the Chilkoot Trail.

The media reports a lack of funds for general maintenance in major National Parks with some parks unable to even open to the public. I see no reason for the Nation to invest large sums of money expanding this small historical park.

Thank you,
 Suzanne Hartson
 Councilmember
 City of Skagway

Hartson

Rebuild or replace state warming shelters at Canyon City and Sheep Camp:
 The proposed action has been changed to reflect the park intends to replace the two log structures with one in each location that would be similar to the warming shelters constructed two years ago along the Chilkoot Trail.

State of Alaska

1. State-NPS MOU: The MOU contains some language subject to varied interpretation. These areas will be addressed and clarified during the MOU review and revision.
2. Municipal Entitlements: Skagway municipal entitlements are discussed in detail in Chapter 1 and not repeated here as this is a general discussion of regional land status.
3. Public Access: Text was added in Chapter 1 that summarizes the NPS' and city's ongoing efforts to secure a bridge crossing farther downstream on Nelson Slough to provide continued public access to the Dyea flats.
4. Subsistence Hunting: An expansion of park boundaries in the areas proposed near the trailhead and campground is not expected to have any effect on the hunting opportunities as the campground area is already closed to hunting by federal regulations for safety reasons. Little, if any, hunting takes place on the narrow strip of land between the campground and Dyea Road.
5. Water Rights: The language proposed by the state about limiting federal reserve water rights is not accurate and proposes changes to NPS policy which is beyond the scope of this document. The language concerning acquisition of state water rights by private citizens as well as federal, state, or local agencies was added to the text in Chapter 3.



SOUTHEAST ALASKA GUIDANCE ASSOCIATION

P.O. BOX 33037 • JUNEAU, ALASKA 99803
TELEPHONE (907) 789-6172 • 1-(800)-789-6172
FAX NO. (907) 789-3118



Mr. Clay Alderson
U.S. Dept. of the Interior
Superintendent, KLGO
Skagway, Alaska

RECEIVED

July 30, 1996

JUL 30 1996

**Klondike Gold
Rush NP**

Dear Mr. Alderson,

After reading the General Management Plan and Environmental Impact Statement for the Klondike Gold Rush National Historical Park I was glad to see the interest of the park's future being taken into consideration. The plan seems to be comprehensive with the variety of alternatives and the elements in each alternative. I commend your staff on a fine job, and am sure they'll be up for the challenge to implement one of the future alternatives.

One way that may enhance the alternative that is selected for the future is to use the Serve Alaska Youth Corps (SAYC), that is located in Juneau, as a work force. The SAYC has experience working with young adults in trail design & location, maintenance, and various reconstruction and construction methods. The SAYC would be interested in developing a relationship with the National Park Service to assist in back or front country trail operations. Using the SAYC also would also be cost affective for the park, especially since were located so close to the park.

Some of our current relationships that provide great opportunities for young adults are with the Forest Service, Dept. of Transportation & Public Facilities, Juneau-Parks & Recreation/Engineering, AK State Parks-Prince William Sound, Haines, Juneau, AK Dept. of Fish & Game, National Marine Fisheries Service, and the Dept. of Environmental Conservation.

Please call me if you have questions in regard to our program. Thank you for your consideration.

Joe Parrish

Joe Parrish
SAGA-Director



It brings out the best in all of us.®

SUNSHINE MINING & REFINING COMPANY

877 W. Main Street • Suite 600 • Boise, Idaho 83702
(208) 345-0660 • Fax: (208) 342-0004

Allan R. Young, PE.
Vice President — Development

July 9, 1996

KLGO/KLSE GMP Comments
NPS Alaska System Support Office
2525 Gambell Street
Anchorage, AK 99503-2892

Gentlemen:

This letter is written in regards to your Draft General Management Plan and Environmental Impact Statement for the Klondike Gold Rush National Historical Park.

At a time when our National Debt continues to rise at an alarming rate and when existing national parks throughout this country are suffering from limited funding, I find it almost incomprehensible that the Department of Interior should even consider alternatives which will undoubtedly cost even more taxpayer dollars to maintain and administer. The "No Action" alternative is the only sensible approach.

Yours truly,

Allan R. Young
Allan R. Young

ARY:rs

ALASKA POWER & TELEPHONE COMPANY

P.O. BOX 488 • 5TH AND SPRING STREET
SKAGWAY, ALASKA 99840
(907) 905-2202
FAX (907) 905-2903

FAXED
8/24/96

August 13, 1996

KLGO/KLSE Draft GMP Comments
2525 Gambell Street
Anchorage, AK 99503-2892

Re: Public Comment

The staff of Alaska Power & Telephone Co. (AP&T) has reviewed the draft GMP. We request that the National Park Service adopt Alternative B as their Proposed/Preferred alternative. Alternative B continues the positive impact on the Skagway economy without the perception of "growing government". Alternative B allows a continued emphasis on the historical aspects of KLGO with less emphasis on resource management plans.

In addition we also feel that no action should be taken on studying the White Pass Fork (Skagway River) and the Taiya River for potential Wild and Scenic River designation. In December 1993 the City of Skagway strongly stated to the United States Forest Service that a Wild and Scenic and/or any configuration of restriction/designation not be applied to any rivers within the corporate limits of the City of Skagway. In fact the City asked that any rivers with current Wild and Scenic designation be re-reviewed and returned to their original status. We share the City's opinion as we will have a 4 megawatt hydroelectric project installed downstream of White Pass City and designation of the White Pass Fork as Wild and Scenic could have a negative impact on our ability to operate our project and any run-of-the-river hydro potential that exists north of Pitchfork Falls.

Your consideration of our input and concerns will be appreciated.

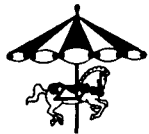
Sincerely,



Alan D. See
Executive Vice President

AK Power and Telephone Company

The segment proposed for study is within the White Pass unit of the park and would not affect the Goat Lake project which is downstream of the unit. Study of the remaining segments of the Skagway River could only be done cooperatively with the state of Alaska, city of Skagway, and U.S. Forest Service as they are the principal landowners outside of the White Pass unit.



September 3, 1996

William Walters
Deputy Field Director
National Park Service
909 First Avenue
Seattle, WA 98104-1060

Dear Mr. Walters:

On behalf of Hal Griffith and myself, I would like to extend our interest in the relocation of the Klondike Gold Rush Historic Park to The Bay Pavilion at Pier 57. For the past twenty-two months, we have been actively participating in the planning of the Klondike Gold Rush Centennial. In fact, I have been on the Board Of Directors for the past year.

We have discussed the General Management Plan that you sent, and believe that the relocation of the Gold Rush Park to the waterfront would have more validity as the waterfront became Seattle's Gateway to the Klondike at the start of the Gold Rush. As you know, Pier 57 sits where the SS Portland originally landed in July, 1897. In addition, the waterfront would gain from the addition of such a wonderful venue.

I have spoke with Superintendent Willie Russell and Park Ranger Betsy Duncan Clark to discuss the possible relocation of the park. We would enjoy speaking with you further regarding the park. Please let me know what the next step is in this process. I am looking forward to talking with you soon.

Sincerely,

Valarie Raya
Property Manager
The Bay Pavilion, Pier 57

cc: Willie Russell

Bay Pavillon

The legislation establishing the Seattle Unit precludes the park from considering a location outside the Pioneer Square Historic National Historic District. Also, the long term goal of the park is to purchase a suitable property within the Historic District as opposed to moving into another leased space.

The Bay Pavilion

1301 Alaskan Way • Seattle, WA 98101 • (206) 623-8600 • Fax (206) 343-9173

JOHN J. SCHNABEL
P.O. Box 149 • Haines, AK 99827
(907) 766-2821 • 766-2228 • Fax 766-2832

June 22, 1996

National Park Service, Alaska
2525 Gambell
Anchorage, Alaska 99503-2892

Dear Public Servants,

My concern regarding the Draft for the Klondike Gold Rush National Park near Skagway is that it may create problems in the future for the construction of a road link between Haines and Skagway. Please include in the proposal that a clause reserving a Right-a-Way for future construction of a road be included.

Yours truly,


John J. Schnabel

Schnabel

Reserving a highway right-of-way through the park: In Section (d) of Public Law 94-323, the park's authorizing legislation, it states:

"The Secretary is authorized to grant to the state of Alaska a highway right-of-way across lands in the Chilkoot Trail unit, in the area of Dyca, for the purpose of linking the communities of Haines and Skagway by road if he finds that (1) there is no feasible and prudent alternative to the use of such land, (2) the road proposal includes all possible planning to minimize harm to the park resulting from such road use, and (3) to grant such right-of-way will not have significant adverse effects on the historical and archeological resources of the park and its administration, protection, and management in accordance with the purposes of this Act."

This section, by law, is included in all the alternatives. It was also added to the Pertinent Laws section in Chapter 1.

7/14/96

11 July 96

Dear Sam,

I support Alternative A
For Klondike Gold Rush
Nat. Historical Park.

11000 Thereson Circle, 1-3
Palos Hills, IL 60465
KLGO/KLSE Draft GMP Comments
2535 Gamwell
Anchorage, AL 99503-3397

Sincerely

J.M. Frey
Box 206
Slongway apt
99560

Dear USDI:

Given the cultural resources present at
Klondike, I think that NHD, the
cultural resource plan should be implemented
because it is not an issue of solitude
and natural beauty, I believe that
maximum effort should be made to
protect and educate the cultural resources
at Klondike.

Thank you for this opportunity for
input and if I can further assist, please
contact me.

Sincerely,

John H. ~~Frederick~~ Hall
John H. Hall



Think Centennial

Massachusetts Audubon Society 1896 - 1996

Dear Mr. Alderson,

Thank you for sending me this DRAFT EIS for the Klandike Gold Rush Historical Park. My concern is the preservation of wilderness. With the increasing visitors you need to do something and alternative C does not seem to have a terrible impact on wilderness values. However - why allow O.R.V. use in Dyea Flats area? Why not ban ORV use altogether - or except if it is absolutely necessary to respond to an emergency - or something similar.

I am returning the EIS to you so you can reuse it. Thank you,
Eleanor MacLellan

From the desk of: Eleanor MacLellan

MacLellan

ORV use: ORV use is prohibited within the park unless it is a street legal machine in which case they are allowed on established park roads. ORV use is permitted on state land within the park that is not covered by the NPS-state of Alaska MOU.

John R. Swanson
3408 Edmund Blvd.
Minneapolis, MN 55406

July 31, 1976.

K200/K25E same comments
no 8 Alaskan System Support Office
2525 Capitol Hill District
Amenity - Alaskan

97803-2892

Dear Sirs:

Please accept my following comments concerning the
Draft General Management Plan - Environmental Impact
Statement, Alutian National Historical Park.

Damage to this Park's natural objects and historical resources
are fully protected and permanently preserved.
So accept this area as a designated National Park with
Canada.

With the Steady River and Steady River designated as
units of our National Wild and Scenic River System,
and to enlarge this Park.

With the preservation of its scenic value area.

Sincerely,

John R. Swanson.

14 July 96

Dear Sirs,

I would like to go on record
supporting ALTERNATIVE A FOR
THE DYER PORT OF THE
PARK.

Paul C Jones
Box 145
Stoughton MA
02460

P.O. Box 50
Lake Minchumina
Alaska 99757

KLGO/KLSE Draft GMP Comments
2525 Gambell St.
Anchorage AK 99503-2892

Dear Sir,

Thank you for the copy of the Draft General Management Plan for the Klondike Gold Rush Historical Park. I appreciate the opportunity to comment on it.

Your Alternative C proposals sound appropriate for an Historical Park; but the increase in funding needed for development costs, compared to Alternative B and especially to Alternative A is great. In deciding which proposals to pursue if the additional funds are not available, it seems to me that preservation of existing buildings, and storage and "curation" of present collections is more important than acquiring more, unless there is immediate danger of damage or destruction. I realize you have to plan for increasing tourist traffic and to mitigate the resultant wear and tear, but try not to manage the old-time appearance and atmosphere any more than you can help. Having visited Skagway in 1948, 1952, and 1953, and again in 1986, the change, mostly due to the number of tourists (shops, eating places, etc.), was tremendous. (Incidentally, I have 15 color slides taken in those early years, some on the ground and a few from the air. I'd be glad to lend them to you if they would help historical research).

Cooperation with other---state and federal agencies and Canadian agencies---should be continued and expanded as much as possible, to help protect surrounding lands and other resources. Although the park was established to preserve historical sites and artifacts, please protect and preserve as much of the natural surroundings as possible. The vegetation in the area differs from that around Whitehorse where drive-in visitors would come from, and people arriving on ships would probably only have seen towns, so the Skagway area is different, and accessible, natural environment is important.

In 1948, I photographed a scene labeled "North from Smuggler's Cove---fjord west of Skagway---leads to Lindbergh Pass". None of the maps in the Draft Plan use that name, so I'm wondering if the name is no longer recognized. If it the cove is outside the park boundary, it was a pretty good, and deserves protection by the Park or some other entity.

Why do you want to change the area labeled "Dyea Campground" only? That's fine, if there are other campgrounds (recreational, commercial) close available (interior, wooded area, etc.) and no other

On page iv, the park staff would increase by five; on page 2.40, "the present staff...would be increased by seven permanent staff positions..." and the chart on p. 2.41 also shows 7 additional people. A misprint on p. iv, probably.

Sincerely,

Florence A Collins

Collins

1. Walk-in only campsites: The text has been clarified to indicate additional walk-in sites will be added to the Dyea campground which would reflect its original intent. Vehicle campers still can use the Dyea campground.
2. Staffing misprint: You are correct there was a misprint in staffing numbers in the summary. The text has been corrected.

KLGO/KLSE Draft GMP Comments
2525 Gansell Street
Anchorage, AK 99503-2892

Gentlemen or Madam:

The cultural and historical perspective of the Park would not be complete without an adequate description of this EIS concerning the origins of the park and where it is going. There is the political origin of the park of which modern day Soapy Smiths may put the original to shame. That beginning in the history of Skagway appears to run true to this day.

One could say that the park was born out of bad land planning, and that corrective measures were attempted to repair the damage through the commitment to a historic park.

The origins of the park rested in the hands of its citizens numbering less than 300 in the winter some of which had long waited and wanted for a way to drive by automobile out of Skagway. But think of the immense cost, through canyon and then to Whitehorse for a handful of citizens! But not until the early 1970s was the political process able to respond and in search and found a place to construct a road. With federal treasury highway trust funds and a previous state Administrations pursuing the policy that building highways was good for the economy of Alaska soon Senator Bill Ray of Juneau came to town with the news that the money was there for a highway through the Skagway canyon. The blessings of a wilderness canyon, and a world class railroad through it were not enough to fire the imaginations and the State of Alaska through its planning processes. Indeed, for planners and get in the way of jobs and road building was a prescription for a short stay in the government. After hearings in Skagway and Juneau with support from nearly every one (except myself and a few others) the construction of the road was approved and construction began. And it was a related to me by a State highway planning engineer that ore could be shipped more cheaply down to Haines by truck than the existing transport on WRYR. The railroad appeared doomed.

What was the land planning challenge? Before the road their was one access from north Lynn Canal to the interior the highway through Haines. This highway gave life to Haines. And at Skagway it had also an access to the interior by its railroad, the one of the few existing privately owned railroads (of Canadian ownership) still in relatively good economic shape. In most land planners books the possibilities of this combination of access to the interior and the potential of the Skagway as an entrance to a great National Park would have been the envy of many. That vision was the Lynn Canal corridor, the most magnificent set of mountains on any inland passage north from Berners Bay to Skagway and on the east side and a railroad to take those who wished to enter a last great wilderness via the rail or for those who were still in

the 21st century to move with their beloved from Haines into the interior if they wished. Two different corridors and access to the interior. The National Parks Association an citizens group professing to be representing the interests of the public in matters of National Parks interests was nowhere to be found. A "natural" or grand fathered railroad already in place would allow access to a great international park through the canyon of the American side of the border and then into Canada and Lake Bennett. But it was not to be.

The opposition at the hearings to the road was unmistakably mute. WPYRR offered no opposition though it would be in competition with trucks now to carry the ore from interior Canada, once transported by the WPYRR. It seems that the famed railroad was waiting with a set of trucks to take over the ore hauling--let the Canadian and American taxpayers pay for the roadbed. The maintenance of the railroad bed and stock could be stopped while railroad operation continued through the last days when the road opened. As the trucking industry developed as expected for the first time in a long time the economic viability was really threatened and the railroad stopped operating. Some changes in the economics of ore from the interior stopped shipments of the ore and the railroad ceased to operate.

The road was constructed through the canyon, and joined to a Canadian road to Whitehorse. Senator Bill Ray and his boys disappeared, occasionally for one to brag in some local Juneau bar how they manfully hung from ropes drilling holes for the dynamite of the glaciated walls of the west side of the canyon, a place once only known to the mountain goats or from the distance by a growing number of sightseers on WPYRR across the canyon. What a place for a National Park with automobile access limited and yet access through a great scenic canyon. But the economic consequences of the action then began after the last drop of highway construction urine fell in the local saloon urinals and ran to sea.

The pain started in Skagway, not that they didn't have it before the road, but with the demise of the railroad unemployment rose in once the main economic fiber of the town, its railroad people. Old railroad families who had origins back into the 1890's never expected it to be like this. While the economic plight deepened in Skagway its neighbor Haines, had been going through a depressed economy for some time because it was no longer the only access to the interior by automobile. Both communities suffered economically. By the late 1970s Skagway is in desperation and resolution was proposed in the Alaska legislature to financially assist the citizens of Skagway and railroad out of their economic plight. It passed the House of Representatives. But upon reaching Senate Senator Bill Ray, from the floor of the Senate, stopped it. So the hidden story of politics, highway construction companies, and miserable State planning and lack of it, as well as questionable actions of WPYRR remained buried.

My view of the park, because I don't speak for the Juneau Group of the Sierra Club, though I am its Chair, and as I expressed in the early 1970 EIS process was and is today to stop the invasion of the automobile in physical world, as well as in our minds. The great and vast spaces viewed from this expansive road would only be appreciated by those who could walk through the country, and view it from the rail road. (In the meantime enjoy this wonderful road, but a white elephant.) That was the line that should have been drawn by those who understand the future of these lands if they want the highest and best use. That line is drawn in the great National Parks, and Skagway could have been equal to the best.

Sincerely,
Richard T. Myren
3320 Fritz Cove Road
Juneau, Ak. 99801

July 31, 1996
file_Skagwa2

Ray Payne
836 Roderick Rd.
Knoxville, TN 37923-2469

7-31-96

KLGO/KLSE GMP Comments
NPS Alaska System Support Office
2525 Gambell Street
Anchorage, AK 99503-2892

Dear Sirs/Madams:

The following comments are submitted on the Draft General Management Plan and Environmental Impact Statement for the Klondike Gold Rush National Historical Park.

I have had the opportunity to visit Alaska and Canada several times for canoeing and backpacking trips including the Chilkoot trail in 1992. On this trip my friends and I also canoed from Johnsons Crossing to Carmack on the Teslin and Yukon Rivers. Hopefully, I will be able to return again soon and canoe from Marsh Lake to Dawson City. Hiking the Chilkoot Trail was something that I had considered since the '70s when one of my friends did it and it was a great experience.

I have reviewed the subject document and am generally supportive of your proposed action, Alternative C. However, I would suggest that every reasonable effort be made to include all of the land and facilities in this alternative under the ownership of the federal government. Certainly here in Tennessee (I suspect the problem is even greater in Alaska) we can not rely on state officials to give natural resources the protection they need from self serving politicians and business interests.

There are two specific provisions under Alternate D which I wish to comment on. I do not believe it is appropriate to provide "cooking facilities, and overnight lodging facilities such as group cabins or a dormitory" (page 2.55) in national parks. We have some very serious problems in several of our national parks with extremely elaborate facilities (a virtual city in Yosemite). We have a minor problem of this nature, relative to Yosemite's problems, in the Smokies; but it has the potential of becoming much worse in the future considering that this park is our most heavily visited national park. Lets not create a problem where none exists with this type of facility.

The other provision under Alternate D which I find particularly troublesome is the one that would connect additional trails to the Chilkoot Trail. This would detract significantly from the historical character of this National Historical Park. It is preferable to cooperate with the Canadians and limit the traffic into Canada by way of this trail if overcrowding their facilities along the trail is a problem.

Sightseeing aircraft over flight is also a problem for several national parks including the Smokies. Every reasonable effort needs to be made to prevent this from becoming a problem on the Chilkoot Trail. The Dept. of Interior (National Park Service) needs to make a much greater effort to get the FAA to bring this intrusive activity under control.

Sincerely,



Ray Payne

Payne

As stated in the Lands subsection of the Planning Issues and Concerns section of Chapter 1, the Land Protection Plan top priorities are to acquire the state land along the Chilkoot Trail (#1) and in White Pass (#2). Authorizing park legislation limits state land acquisition to donation or exchange (possibilities are being examined). The Land Protection Plan is a component to all alternatives.

Rachel Thomas
Box 4637
Huachuca City, AZ 85616
520-456-1008

July 30, 1996

General Management Plan
Klondike Gold Rush National Historical Park
2525 Gambell Street
Anchorage, AK 99508-2892

Reference: Federal Register, June 4, 1996, Volume 61, Number 108, Availability of draft general management plan/EIS.

I am one of the public who is supposed to be part owner in all the public lands. Therefore, I want the public land managed to the very best of our capabilities. I believe that this can only be done by utilizing the knowledge and abilities of the people who live on the land, the personnel trained in particular phases of land management, and the involvement of state and local governments. The management should be by the people who have to live with the consequences, not some government employee who is on site for a few years and then moves on regardless of what is happening to the land. Our public lands should be managed for productivity and sustainability. They are renewable resources and have to be utilized to keep productive. When they or anything are not utilized, they die.

Our public lands that have been shut down to all uses are not healthy. The forest are diseased, dead and dying, and our watersheds are in worst shape than they have every been in.

I also blame the extreme fires that has happened in the last few years on the recent poor management of our natural resources. They have killed a lot of our forest, ruined a lot of watershed and probably killed more of the so called endangered species than all productive man activities could accomplish in a hundred years.

Please keep my name on your mailing list for all future documents pertaining to this region.

Sincerely

Rachel Thomas

Rachel Thomas

The following letter from the City of Skagway was received after the public comment period closed as the document was going to the printers. We were not able to respond to the letter in the document, but park staff have met with the city to discuss it.

CITY OF SKAGWAY

GATEWAY TO THE GOLD RUSH OF '98"
P. O. BOX 415 SKAGWAY, ALASKA 99840
(PHONE) 907-983-2297
(FAX) 907-983-2151

October 1, 1996

Mr. Clay Alderson
Superintendent
Klondike Gold Rush National Historic Park
P.O. Box 517
Skagway, Alaska 99840

RE: DRAFT General Management Plan and EIS

Dear Clay,

Following our personal conversation, I am finally writing for the record comments regarding the June/July 1996 Draft Management Plan. I apologize again for my tardiness and ask that you particularly extend this to Jack Moseby.

As I stated to you the City of Skagway had few remarks regarding the plan. We appreciate the effort to make public discussion and comment available for both the City and the general community. The fact that we do not have significant changes or suggestions to the plan does not detract from the importance of public participation or our long-term interest in and appreciation for the National Park.

Most comments centered around Alternatives A and B, with a general consensus that Skagway does not want to see much change within or expansion of the Park. There was support for an Alternative C action to establish a Klondike History Research Center, provided it is located in Skagway, with opportunities for research, education and interpretation. There was also interest in supporting another Alternative C action that would prevent additional loss of cultural resources from Taiya River erosion and to actively pursue funding to prevent loss in the Dyea historic townsite.

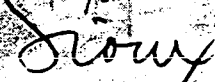
We had questions about the suggested relocation of the Ranger Station to the west side of the Taiya River bridge and remain unsure about the need to do so.

We discussed the impact that summer walking tours have to this already over-crowded town and supported the notion of audio tours to reduce the size of the tour groups.

Finally, there is still concern among some Council members that Spring Street in Skagway remains unsafe due to the location of the Moore House fencing. If there is any way possible to rectify this situation without unduly detracting from this historic monument, it would be in the long-term best interest of the Park and the community. I realize it is a difficult issue, but am hopeful that by moving the fence to some degree we can avoid a future accident. Your recommendations are most welcome as to what the City might do as well to join with NPS in a resolution of the problem.

I appreciate the opportunity to submit these comments on behalf of the City of Skagway.

Sincerely,



Sioux Plummer
Mayor

APPENDIX A: Park Statues

Public Law 94-323
94th Congress, S. 98
June 30, 1976

AN ACT

To authorize the Secretary of the Interior to establish the Klondike Gold Rush National Historical Park in the States of Alaska and Washington, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) in order to preserve in public ownership for the benefit and inspiration of the people of the United States, historic structures and trails associated with the Klondike Gold Rush of 1898, the Secretary of the Interior (hereinafter referred to as the "Secretary") is authorized to establish the Klondike Gold Rush National Historical Park (hereinafter referred to as the "park"), consisting of a Seattle unit, a Skagway unit, a Chilkoot Trail unit, and a White Pass Trail unit. The boundaries of the Skagway unit, the Chilkoot Trail unit, and the White Pass Trail unit shall be as generally depicted on a drawing consisting of two sheets entitled "Boundary Map, Klondike Gold Rush National Historical Park", numbered 20,013-B and dated May, 1973, which shall be on file and available for public inspection in the offices of the National Park Service, Department of the Interior. Within the Pioneer Square Historic District in Seattle as depicted on a drawing entitled "Pioneer Square Historic District", numbered 20,010-B and dated May 19, 1973, which shall also be on file and available as aforesaid, the Secretary may select a suitable site for the Seattle unit and publish a description of the site in the Federal Register. The Secretary may relocate the site of the Seattle unit by publication of a new description in the Federal Register, and any property acquired for purposes of the unit prior to such relocation shall be subject to disposal in accordance with the federal surplus property laws: **Provided,** That the Seattle unit shall be within the Pioneer Square Historic District. After advising the Committees on Interior and Insular Affairs of the Congress of the United States, in writing, the Secretary may revise the boundaries of the park from time to time, by publication of a revised map or other boundary description in the Federal Register, but the total area of the park may not exceed thirteen thousand three hundred acres.

(b)(1) The Secretary may acquire lands, waters, and interests therein within the park by donation, purchase, lease, exchange, or transfer from another federal agency. Lands or interests in lands owned by the State of Alaska or any political subdivision thereof may be acquired only by donation. Lands under the jurisdiction of any federal agency may, with the concurrence of such agency, be transferred without consideration to the Secretary for the purposes of the park.

(2) The Secretary is authorized to acquire outside the boundaries of the park, by any of the above methods, not to exceed fifteen acres of land or interests therein located in, or in the vicinity of, the city of Skagway, Alaska, for an administrative site; and to acquire by any of the above methods, up to ten historic structures or interests in such structures located in the city of Skagway but outside the Skagway unit for relocation within such unit as the Secretary deems essential for adequate preservation and interpretation of the park.

(c) All lands acquired pursuant to this Act shall be taken by the Secretary subject to all valid existing rights granted by the United States for railroad, telephone, telegraph, and pipeline purposes. The Secretary is authorized to grant rights-of-way, easements, permits, and other benefits in, through, and upon all lands acquired for the White Pass Trail unit for pipeline purposes, pursuant to the Acts of February 25, 1920 (41 Stat. 449), August 21, 1935 (49 Stat. 678), and the Act of May 14, 1898 (30 Stat. 409): **Provided,** That significant adverse impacts to park resources will not result.

(d) The Secretary is authorized to grant to the State of Alaska a highway right-of-way across lands in the Chilkoot Trail unit, in the area of Dyea, for the purpose of linking the communities of Haines and Skagway by road if he finds that (1) there is no feasible and prudent alternative to the use of such lands, (2) the road proposal includes all possible planning to minimize harm to the park resulting from such road use, and (3) to grant such right-of-way will not have significant adverse effects on the historical and archeological resources of the park and its administration, protection, and management in accordance with the purposes of this Act.

Sec. 2(a) The Secretary shall establish the park by publication of a notice to that effect in the Federal Register at such time as he deems sufficient lands, waters, and interests therein have been acquired for administration in accordance with the purposes of this Act. Pending such establishment and thereafter, the Secretary shall administer lands, waters, and interests therein acquired for the park

APPENDIX A: Park Statutes

in accordance with the provisions of the Act approved August 25, 1916 (39 Stat. 535), as amended and supplemented, and the Act approved August 21, 1935 (49 Stat. 666), as amended.

(b) The Secretary is authorized to cooperate and enter into agreements with other federal agencies, state and local public bodies, and private interests, relating to planning, development, use, acquisition, or disposal (including as provided in section 5 of the Act of July 15, 1968, 82 Stat. 356; 16 U.S.C. 4601-22) of lands, structures, and waters in or adjacent to the park or otherwise affecting the administration, use, and enjoyment thereof, in order to contribute to the development and management of such lands in a manner compatible with the purposes of the park. Such agreements, acquisitions, dispositions, development, or use and land-use plans shall provide for the preservation of historical sites and scenic areas, recreation, and visitor enjoyment to the fullest extent practicable.

(c) Notwithstanding any other provision of law, the Secretary may restore and rehabilitate property within the park pursuant to cooperative agreements without regard as to whether title thereto is in the United States.

Sec. 3. (a) The Secretary, in cooperation with the Secretary of State, is authorized to consult and cooperate with appropriate officials of the Government of Canada and Provincial or Territorial officials regarding planning and development of the park, and an international historical park. At such time as the Secretary shall advise the President of the United States that planning, development, and protection of the adjacent or related historic and scenic resources in Canada have been accomplished by the Government of Canada in a manner consistent with the purposes for which the park was established, and upon enactment of a provision similar to this section by the proper authority of the Canadian Government, the President is authorized to issue a proclamation designating and including the park as part of an international historical park to be known as Klondike Gold Rush International Historical Park.

(b) For purposes of administration, promotion, development, and support by appropriations, that part of the Klondike Gold Rush International Historical Park within the territory of the United States shall continue to be designated as the "Klondike Gold Rush National Historical Park".

Sec. 4 There are hereby authorized to be appropriated such sums as may be necessary to carry out the purposes of this Act, but not more than \$2,655,000 for the acquisition of lands and interests in lands, and not more than \$5,885,000 for development.

Approved June 30, 1976

Public Law 96-487
December 2, 1980

KLONDIKE GOLD RUSH NATIONAL HISTORICAL PARK

SEC. 1309. The second sentence of subsection (b)(1) of the first section of the Act entitled "An Act to authorize the Secretary of the Interior to establish the Klondike Gold Rush National Historical Park in the States of Alaska and Washington and for other purposes", approved June 30, 1976 (90 Stat. 717), is amended to read as follows: "Lands or interests in lands owned by the State of Alaska or any political subdivision thereof may be acquired only by donation or exchange and notwithstanding the provisions of subsection 6(i) of the Act of July 7, 1958 (72 Stat. 339,342), commonly known as the Alaska Statehood Act, the state may include the minerals in any such transaction."

**APPENDIX B Klondike Gold Rush NHP - Alaska
Cultural Resource Management - PROJECT LIST¹**

INVENTORY CULTURAL RESOURCES (100-199) -

KLGO-C-100.000 Produce Archeological Overview and Assessment of Dyea/Chilkoot Trail and White Pass Units

KLGO-C-101.000 Conduct Archeological Identification/Evaluation Studies (Archeological Surveys)

KLGO-C-102.000 Conduct Special Archeological Studies

- .010 Remote Sensing of Selected Archeological Sites**
- .020 Complete and Computerize the Dyea Townsite Archeological Base Map**
- .030 Update and Computerize Skagway Archeological Base Map**
- .040 Conduct GPS Survey of all Archeological Sites/Features**
- .050 Soil Chemistry Analysis**
- .060 Pollen Profile of Selected Sites**

KLGO-C-103.000 Eliminate Archeological Reporting Backlog

KLGO-C-104.000 Prepare Ethnographic Overview and Assessment

KLGO-C-105.000 Conduct Oral History Interviews

- .010 Duplicate and Transcribe Existing Oral History Tapes**

KLGO-C-106.000 Develop Computer Database for Stampeders

KLGO-C-107.000 Research Topics Related to Sites, Structures, and Objects

- .010 Develop Computer Database for Historical Photographs**
- .020 Research and Develop Computer Database for Objects with Manufacturing Marks**
- .030 Research and Develop Object/Building Profiles**
- .040 Develop Computer Database for US Patent/Trademark Records**
- .050 Develop Computer Database for City of Skagway Records**
- .060 Research U. S. Army Impact to Skagway's Cultural Resources (Gold Rush and World War II)**
- .070 Develop Computer Database for Local Newspapers**
- .080 Research Block and Lot History of Skagway Townsite**
- .090 Skagway Infrastructure History (Roads, Water, Sewer, Electricity, Telephone and Telegraph Service, Dumps)**
- .100 Research Block and Lot History of Dyea Townsite**

KLGO-C-007.110 Dyea and Chilkoot Trail Infrastructure History (Trail Improvements, Wagon Roads, Telephone Service, Electrical Service, Tramways, Railroads, Construction Camps)

- .120 Develop Post-Gold Rush History of Dyea Valley**
- .130 White Pass Unit**
- .140 Dyea-Bennett Telephone System**
- .150 National Register Nomination of World War II Cultural Resources**
- .160 Develop Historic Building File**
- .170 Skagway Business History**
- .180 Skagway Public Services (Post Office, Police, Fire, City Government)**
- .190 Skagway Disasters (Fire, Flood, Accidents)**
- .200 White Pass Infrastructure History**
- .210 Dyea Slide Cemetery**
- .220 Dyea/Chilkoot Trail Post-Gold Rush History**

¹**Bolded items = Project statement developed**

**APPENDIX B Klondike Gold Rush NHP - Alaska
Cultural Resource Management - PROJECT LIST**

KLGO-C-108.000 Produce Cultural Landscape Report

KLGO-C-109.000 Complete Historic Structure Report for Dyea /Chilkoot Trail and White Pass Units

MONITOR CULTURAL RESOURCES (200-299) -

KLGO-C-200.000 Monitor Sites, Structures, and Objects

PRESERVE CULTURAL RESOURCES (300-399) -

KLGO-C-300.000 Provide Emergency Care to Historic Structures, Sites, and Objects

KLGO-C-301.000 Research Potential Use for Preservatives on Objects/Features

KLGO-C-302.000 Prepare Historic Preservation Guide for *in situ* Objects

KLGO-C-303.000 Prepare Historic Structure Preservation Guides for Restored Buildings in Skagway

KLGO-C-304.000 Implement Historic Structure Preservation Maintenance

MUSEUM (400-499) -

KLGO-C-400.000 Establish Curatorial Resource Center

KLGO-C-401.000 Accession and Catalog Museum Objects

KLGO-C-402.000 Prepare Collection Management Plan

KLGO-C-403.000 Conduct Collection Condition Survey

KLGO-C-404.000 Store Museum Objects

KLGO-C-405.000 Identify and Fill Gaps in Museum Collection

KLGO-C-406.000 Establish Auxiliary Park Museums at Dyea, Canyon City, and Sheep Camp

KLGO-C-407.000 Monitor Environmental Conditions of Museum Storage and Exhibits

EDUCATIONAL (500-599) -

KLGO-C-500.000 Develop Educational Outreach Program to Protect Cultural Resources

.010 Improve Artifact/Site Protection Wayside Exhibits

.020 Develop Artifact/Site Protection Brochure

.030 Develop Media Campaign to Recover Artifacts

.040 Develop Popular Book on the Park's Cultural Resources

KLGO-C-501.000 Sponsor Workshops in Gold Rush Archeology, History, and Historic Preservation

KLGO-C-502.000 Develop Book on the Restoration Program (History, Techniques, Results)

1 **APPENDIX C Klondike Gold Rush NHP - Alaska**
2 **Natural Resource Management - PROJECT LIST¹**

3 **KLGO-N-001.000 Inventory Flora & Fauna**

4 **KLGO-N-001.010 Inventory Flora**

5 .011 Terrestrial

6 .012 Aquatic

7 .013 Flora Monitoring

8 **KLGO-N-001.020 Inventory Fauna-Terrestrial**

9 .021 Vertebrate-mammal

10 .022 Vertebrate-bird

11 .023 Invertebrate

12 .024 Terrestrial Fauna Monitoring

13 **KLGO-N-001.030 Inventory Fauna-Aquatic**

14 .031 Vertebrate

15 .032 Invertebrate

16 **KLGO-N-001.040 Threatened and Endangered Species**

17 **KLGO-N-001.050 Special Species - endemics, exotics, etc.**

18 **KLGO-N-001.060 Monitoring**

19 **KLGO-N-002.000 Inventory Physical Resources**

20 002.010 Geology

21 002.020 Soils

22 002.030 Topography

23 **KLGO-N-003.000 Precipitation and Meteorological Data**

24 003.010 Precipitation

25 003.020 Meteorological

26 003.030 Fire Weather

27 003.040 Monitoring

28 **KLGO-N-004.000 Water Resources (Hydrology) Inventory**

29 004.010 Surface Water Resources

30 004.020 Groundwater Resources

31 004.030 Water Quality

32 004.040 Water Chemistry

33 004.050 Monitoring

34 **KLGO-N-005.000 Air Resources Inventory**

35 005.010 Visibility

36 005.020 Air Quality

37 005.030 Monitoring

38 **KLGO-N-006.000 Historical Database/Bibliography of Natural Resources of the Upper Lynn**
39 **Canal**

40 **KLGO-N-007.000 Taiya River Erosion**

41 070.010 Stream Flow Survey

42 070.020 Mitigation of Erosion

43 **KLGO-N-008.000 Back Country Management Plan**

44 008.010 Limits of Acceptable Change (LAC)

45 008.020 DCP for The Chilkoot Trail

¹**Bolded items = Project Statement Prepared**

**APPENDIX C Klondike Gold Rush NHP - Alaska
Natural Resource Management - PROJECT LIST**

- 1 **KLGO-N-009.000 Fire Management Plan**
- 2 **KLGO-N-010.000 Visual Resources Management Inventory**
- 3 **KLGO-N-011.000 Overflights**
- 4 **KLGO-N-012.000 Hazardous Materials**
 - 5 012.010 White Pass Canol Pipeline
 - 6 012.020 Lead Contamination
 - 7 012.030 Railroad Contamination
 - 8 012.040 Hazardous Material Mitigation
 - 9 012.050 Hazardous Material Clean-up
- 10 **KLGO-N-013.000 Bear Management**

1 **APPENDIX C-2 Klondike Gold Rush NHP - Seattle**
2 **Resource Management - PROJECT LISTING¹**

- 3 **KLSE-C-001.00 Documentation and Conservation of Objects**
4 **KLSE-C-002.00 Historic Resource Survey**
5 **KLSE-C-003.00 Oral History Interviewing**
6 **KLSE-C-004.00 Museum Storage/Monitoring**
7 **KLSE-C-005.00 Administrative History**

8 **KLSE-C-006.00 Special History Studies**

¹**Bolded items = Project Statement Prepared**



APPENDIX D Cooperative Agreement Between the City Of Skagway and NPS

- D. Provide at no charge, police and fire protection for Park property, personnel, and visitors within all Park property; and provide orientation programs on local police and fire protection procedures for permanent and seasonal Park Rangers.
- E. Provide labor for the construction and restoration of boardwalks in the Historic District according to agreed-upon designs and specifications.
- F. Make available to employees an active physical fitness program for those employees required by regulation to maintain levels of physical conditioning adequate for fire fighting or law enforcement response. This service will be provided through the local Community Education program to all employees and their families at no cost.

II. The Service, subject to available funding, hereby agrees for itself to:

- A. Provide technical assistance and financial support to the City operated Trail of 98 Museum for adequate storage, protection, exhibition, and preservation of archival and museum materials.
- B. Provide technical assistance and financial support for the maintenance and preservation of the historic atmosphere on Broadway and adjacent streets within the Historic District.
- C. Provide financial assistance to the City for the maintenance and operation of the City Water and Sewer Departments and the solid waste utility service.
- D. Participate in fire and police protection by having a fully commissioned and deputized ranger available to respond in support of City Police Officers on park related incidents and by encouraging employees to participate in volunteer fire brigade activities.
- E. Provide funds for building materials to restore and replace boardwalks throughout the Historic District according to plans developed by the Service with concurrence by the City.
- F. Support the Community Education program by providing funding for enhanced programs of physical fitness aimed at helping employees maintain fitness levels required in NPS-9, Law Enforcement Guideline and NPS-18, Fire Management Guideline.

ARTICLE III

- I. This agreement shall be in effect from the date of the last signature to June 30, 1998. At the end of this five-year period both parties shall reassess benefits and determine the feasibility of a reaffirmation memorandum that would extend the agreement for an additional period.
- II. Implementation of this agreement shall be by the attached work plan for the period beginning July 1, 1994. Subsequent work plans will be negotiated annually and will specify the materials and a schedule of services that the City will provide: a financial plan, the project schedule, the dollar amount that the Service will pay the City, and the mechanisms for verification of billing and payment.

ARTICLE IV

Key officials representing the Service will be the Park Superintendent, the Regional Director of the Alaska Region, and the Contracting Officer for the Alaska Region of the National Park Service. Key officials representing the City will be the Mayor and the City Manager.

ARTICLE V

Payments are to be made on a cost reimbursement basis. Invoice and payment requirements are as follows:

COOPERATIVE AGREEMENT

Between the

NATIONAL PARK SERVICE

and the

CITY OF SKAGWAY, ALASKA

ARTICLE I

This agreement is made and entered into by and between the National Park Service (Service), Department of the Interior, and the City of Skagway (City), Alaska.

WHEREAS the Act of June 30, 1976 (P.L. 94-323), authorized the Secretary of the Interior to establish the Klondike Gold Rush National Historical Park (Park) to preserve in public ownership for the benefit and inspiration of the people of the United States historic structures and trails associated with the Klondike Gold Rush of 1898 and that same act authorizes cooperation with the City and others to carry out the intentions of the act, and

WHEREAS pursuant to the Historic Sites Act of 1935 (16 USC 461) the Secretary of the Interior is authorized to contract and make cooperative agreements with States, municipal subdivisions, corporations, associations, or individuals, to protect, preserve, maintain, or operate any historic or archeological building, site, object, or property used in connection therewith for public use, regardless as to whether the title thereto is in the name of the United States, and

WHEREAS the existence of the Park is beneficial to the City through the preservation of historic values that attract visitors to the City, and

WHEREAS the existence of the Park increases the number of visitors to the City which may contribute to impacts upon City maintained services, and

WHEREAS the preservation of historical structures and sites and scenic values and provision of recreational opportunities for the enjoyment of visitors to the Park are public purposes authorized by federal statute, and

WHEREAS it is in the furtherance of the mission of the Service and of benefit to the City.

ARTICLE II

NOW, THEREFORE, to satisfy mutual desires and to derive mutual benefits the City and the Service agree to the following:

I. The City hereby agrees for itself to:

- A. Work cooperatively with the Park to develop a system for the adequate storage, protection, exhibition, and preservation of museum and archival materials and to make these materials reasonably available to the Park for research, interpretation, and exhibit.
- B. Maintain the historic atmosphere on Broadway and adjacent streets within the Historic District.
- C. Provide at no charge water, sewer, and solid waste utility services at properties owned and operated by the Park for non profit public use.

APPENDIX D Cooperative Agreement Between the City Of Skagway and NPS

Invoices must be submitted not less than quarterly in original and duplicate to the Park Superintendent. To constitute a proper invoice, the invoice must include the City of Skagway's name, the Cooperative Agreement number, date, description of services rendered including dates of service and a breakdown of costs incurred by the City in each of the cost areas outlined in Article II above. The invoice must be signed by one of the responsible officials listed in Article IV above. Payment will be based on the Superintendent's inspection of program progress and approval of a proper invoice.

Continuation of funding beyond FY-94 and any further work under this agreement is subject to available funds.

ARTICLE VI

Any changes or additions to this agreement must be in writing and approved and signed by the original signature authority or the official in the acting capacity.

ARTICLE VII

The attached General and Administrative Provisions application to this agreement is hereby incorporated as Attachment 2 as part of this agreement and must be complied with by the recipient. The recipient of federal funds is required to send all applicable financial and technical reports to the federal sponsoring agency. Address: National Park Service, Alaska Regional Office, Attention: Contracting Officer, 2525 Gambell Street, Rm. 107, Anchorage, Alaska 99501.

The recipient shall report upon the close of the fiscal year. The first year NPS will forward a Financial Status Report form. Thereafter the recipient shall be responsible for obtaining appropriate forms.

ARTICLE VIII

This Agreement may be terminated in accordance with Clauses 29 and 30 of the General Provision made a part of this agreement hereto as Attachment 2.

The undersigned agree to the provisions of this Cooperative Agreement:

FOR THE DEPARTMENT OF THE INTERIOR, NATIONAL PARK SERVICE:

<u>-s- Arthur Sponsel</u>	<u>Sept 9, 1993</u>
Contracting Officer, Alaska Region	Date

<u>-s- Paul Haertel</u>	<u>Sept 20, 1993</u>
for Regional Director, Alaska Region	Date

FOR THE CITY OF SKAGWAY:

<u>-s- Stan Selmer</u>	<u>Sept 1, 1993</u>
Mayor	Date

<u>-s- James R. Filip</u>	<u>Sept 1, 1993</u>
City Manager	Date

WORK PLAN AND SCHEDULE-CY 1994/1995

In accordance with Article III of the Cooperative Agreement signed by the Alaska Regional Director, National Park Service; and the Mayor, City of Skagway, Alaska; the following Work Plan and Schedule is submitted for the City 1994 work year. In order to maintain this plan in conformity with the fiscal year of the City this agreement will begin on July 1, 1994 and will end on June 30, 1995. Work Plan costs are based on any actual cost incurred by the City of Skagway which is above normal City operations by virtue of increased visitation and use of City facilities attributable to the existence of the Park. The City will provide for right-of-way maintenance (including storm drainage, street and boardwalk maintenance and capital improvements) and provide full City-owned utility services (water, sewer, and garbage collection) and will provide free fire and police protection as needed. The City will provide all the necessary materials and equipment for carrying out these specified services.

Items requiring financial support are as listed in the Cooperative Agreement, Article II, A - F, which shall not exceed an annual aggregate of \$30,000.00. Invoices must be submitted as stated in Article V. The Approving Officer shall have five (5) days to inspect and accept the services and approve a proper invoice. Payment shall be due on the 30th day after acceptance. The date of the check issued in payment shall be considered the date payment is made.

SCHEDULE OF SERVICES

A. Museum and Archival Assistance	\$5,000.00 per year
B. Historic District Preservation	\$8,000.00 per year
C. Utilities Services	\$7,000.00 per year
D. Police and Fire Protection	No Charge
E. Boardwalk Maintenance (Materials)	\$5,000.00 per year
F. Community Education Programs	\$5,000.00 per year
	=====
Total payment to City for period July 1, 1994, through June 30, 1995	\$30,000.00 per year

1 APPENDIX E ESTIMATED DEVELOPMENT AND ANNUAL OPERATING COSTS

2 NPS development costs are estimates based on the costs of similar constructed facilities in Alaska,
3 using federal government contracts. Gross costs include construction costs, contract costs, construction
4 supervision, and contingencies. Construction planning costs include surveys, more detailed site
5 planning, design, construction documents, and additional project compliance activities. These costs are
6 provided to aid in comparing the alternatives presented and are not for budgetary purposes.

7 If items are available to purchase without federal government construction, the total costs are often
8 less.

9 The staff and operating cost figures are also estimates only to compare the alternatives. They are
10 based on a number of assumptions about conceptual plans and locations and are subject to change as
11 sites are selected, design decisions are finalized, plans are completed, and a better understanding of
12 actual facility requirements gained. Costs will vary depending on the operating season. These initial
13 estimates assume a summer season from early May through September. Operating seasons of some
14 facilities may be extended in the future. Snow removal will be provided only in the shoulder seasons
15 to prolong the late summer use or enable earlier access at the beginning of the summer season. Costs
16 will vary depending on whether services are privately contracted or provided by seasonal or permanent
17 federal employees or volunteers.

18 For the Seattle unit, development and operating costs have been established for each alternative.
19 However, building acquisitions costs for Alternatives B and C have not been included because it
20 cannot be ascertained at this time which building within the historic district might be acquired. These
21 acquisition costs would be expected to be met from a variety of private and public sources.

Figure E.1 Development Cost Estimates for ALASKA Alternatives A-D

Alternative A Cost Estimates for Alaska

Road Rehabilitation (build 0.5-mile gravel road, new 1-lane bridge, 10 parking sites)	\$517,000
Dyea Area (pedestrian bridge)	40,000
Skagway Area (curatorial storage)	<u>81,000</u>
Total Gross Construction Costs ¹	638,000
Total Construction Planning Costs ²	<u>122,000</u>
Total Construction Costs Alternative A	\$760,000

Alternative B Cost Estimates for Alaska

Road Rehabilitation (rebuild 1.7 miles gravel road, new 1-lane bridge, 53 parking sites)	\$1,066,000
Dyea Area (pedestrian bridge, trail, new picnic facilities, interp kiosk, boundary survey)	506,000
Chilkoot Trail (tentsites, shelter work, multi-lingual interpretive materials)	145,000
Skagway Area (curatorial storage)	<u>81,000</u>
Total Gross Construction Costs	1,798,000
Total Construction Planning Costs	<u>339,000</u>
Total Construction Costs Alternative B	\$2,137,000

Alternative C Cost Estimates for Alaska

Road Rehabilitation (rebuild 2.1 miles 1 lane gravel road, new 1-lane bridge, 73 parking sites)	\$1,381,000
Dyea Area (pedestrian bridge, new trails & picnic facilities, interp kiosk, boundary survey)	1,650,000
Chilkoot Trail (tentsites, shelter work, multi-lingual interpretive materials, replace log cabins)	232,000
Skagway Area (Klondike History Resource Center, park housing)	<u>757,000</u>
Total Gross Construction Costs	4,020,000
Total Construction Planning Costs	<u>754,000</u>
Total Construction Costs Alternative C (Proposed Action)	\$4,774,000

Alternative D Cost Estimates for Alaska

Road Rehabilitation (rebuild 2.1 miles 2 lane gravel road, new 1-lane bridge, 73 parking sites)	\$1,456,000
Dyea Area (pedestrian bridge, trails, new picnic facilities, interp kiosk, boundary survey)	2,056,000
Chilkoot Trail (tentsites, shelter work, multi-lingual interpretive materials, replace log cabins, new trail bridge)	325,000
Skagway Area (Klondike History Resource Center, park housing)	<u>757,000</u>
Total Gross Construction Costs	4,594,000
Total Construction Planning Costs	<u>866,000</u>
Total Construction Costs Alternative D	\$5,460,000

¹ Gross costs include construction costs, contract costs, construction supervision, and contingencies.

² Construction planning costs include surveys, more detailed site planning, design, construction documents, and additional project compliance activities.

FIGURE E.2 Development Cost Estimates for SEATTLE Alternatives A-C

NO DEVELOPMENT IS PROPOSED IN ALTERNATIVE A FOR SEATTLE

Alternative B Cost Estimates for Seattle

Pioneer Square Walking Tour and Exhibits (brochures, design/construct 10 exhibits)	144,000
Waterfront Exhibits (design/construct 5 exhibits)	<u>105,000</u>
Total Gross Construction Costs ¹	249,000
Total Construction Planning ²	<u>48,000</u>
Total Construction Cost ALT B	\$297,000

Alternative C Cost Estimates for Seattle (Proposed Action)

Pioneer Square Walking Tour and Exhibits (brochures, design/construct 10 exhibits)	144,000
Waterfront Exhibits (design/construct 5 exhibits)	<u>105,000</u>
Total Gross Construction Costs ¹	249,000
Total Construction Planning ²	<u>48,000</u>
Total Construction Cost ALT C (Proposed Action)	\$297,000

¹ Gross costs include construction costs, contract costs, construction supervision, and contingencies.

² Construction planning costs include surveys, more detailed site planning, design, construction documents, and additional project compliance activities.

Appendix E Development and Operating Cost Estimates

1 ESTIMATED ANNUAL OPERATION AND STAFF COSTS

2 FIGURE E.3 ALASKA Annual Operating and Staff Costs for Each Alternative				
	ALT A	ALT B	ALT C (Proposal)	ALT D
3 Operating Costs¹	\$131,000	\$148,000	\$163,000	\$171,000
4 Current Staff Costs (19)	1,310,000	1,310,000	1,310,000	1,310,000
5 New Staffing - grade level				
6 Park Ranger - GS-7	0	39,000	39,000	39,000
7 Interpreter - GS-7	0	39,000	39,000	39,000
8 Cultural Resource Specialist GS-7	0	39,000	39,000	39,000
9 Archaeologist GS-9	0	0	46,000	46,000
10 Historian GS-9	0	0	46,000	46,000
11 Carpenter - WG-7	0	53,000	53,000	53,000
12 Custodian - WG-3	0	0	0	42,000
13 Mechanic - WG-7	0	0	53,000	53,000
14 Natural Resource Specialist GS-7	0	0	0	39,000
15 TOTAL	\$1,441,000	\$1,628,000	\$1,788,000	\$1,877,000

16 Salary figures for this table calculated at FY-96 salary level. Benefits calculated at 25% plus 10%
 17 support costs. No costs were added for permanent change of station to cover the cost of bringing in
 18 new employees.

19 ¹ Operating cost includes janitorial, utilities, supplies, and repair.

FIGURE E.4 SEATTLE Annual Operating and Staff Costs for Each Alternative

	ALT A	ALT B	ALT C (Proposal)
Leased Space (annual lease)	\$128,000 ¹	\$176,000 ²	\$176,000 ²
Support Costs ³	23,000	31,000	\$31,000
Current Annual Operating Costs	322,000	322,000	322,000
Total Estimated costs to implement in 1996 dollars	\$473,000	\$607,000	\$742,000

7 No new FTE's are assigned under Alternative A, the no action alternative. Three new FTE's are
8 included in Alternative B, the minimum requirements alternative, in the areas of administration,
9 interpretation, and cultural/history. Six new FTE's are included in the proposed action, and are
10 anticipated to be needed over the 15-year plan period in the functional areas of administration,
11 interpretation, curatorial/history, education, and maintenance⁴.

¹ These are approximate figures based on 10-year lease average; they do not include cost escalations for operating costs and added hour usage as provided in current lease for 7,540 ft².

² Net cost includes annual rent for 10,300 ft², \$2,000 each for Pioneer Square exhibits and Washington Street Landing, and \$15,000 for mezzanine. These are approximate figures based on 10-year lease average; they do not include cost escalations for operating costs and added hour usage as provided in current lease. Denotes short-term lease expenditure until building is purchased.

³ Operating cost includes janitorial, utilities, and repair. This is an approximate figure based on 10-year lease average; it does not include cost escalations for operating costs and added hour usage as provided in current lease.

⁴ This function may or may not be contracted depending upon building ownership or other factors.



1 APPENDIX F CONSISTENCY WITH THE ALASKA COASTAL MANAGEMENT PROGRAM

2 Section 307(c) of the Coastal Zone Management Act of 1972, as amended (16 USC 1451 et seq.),
3 states that "each Federal agency conducting or supporting activities directly affecting the coastal zone
4 shall conduct or support those activities in a manner which is, to the maximum extent practicable,
5 consistent with approved state coastal management programs."

6 The Alaska Coastal Management Program of 1977, as amended, and the subsequent Alaska Coastal
7 Management Program (ACMP) set forth general policy guidelines and standards to be used for the
8 review of projects.

9 The general management plan provides for the management of Klondike Gold Rush National Histori-
10 cal Park for approximately the next 10 to 15 years. The following consistency determination was
11 based on the proposed management for the preferred alternative as it relates to coastal land and water
12 uses and the associated environmental effects.

13 The ACMP identifies 12 primary categories that are to be used in consistency evaluations. The basis
14 of the following consistency determination this appendix. The highlights of the assessment are orga-
15 nized in the format of the ACMP standards.

16 The categories of the ACMP that are applicable to this plan are denoted by an asterisk in the following
17 list and evaluated in Table F.1.

- 18 ☐ coastal development
- 19 ☐ geophysical hazard areas
- 20 ☐ recreation
- 21 ☐ energy facilities
- 22 ☐ transportation and utilities
- 23 ☐ fish and seafood processing
- 24 ☐ timber harvest and processing
- 25 ☐ mining and mineral processing
- 26 ☐ subsistence
- 27 ☐ habitats
- 28 ☐ air, land, and water quality
- 29 ☐ historic, prehistoric, and
- 30 ☐ archeological resources

APPENDIX F CONSISTENCY WITH THE ALASKA COASTAL MANAGEMENT PROGRAM

Table F.1 Consistency with the Alaska Coastal Management Program (ACMP)

ACMP Section	Policy	Evaluation of Proposed Action	Consistency Determination
Coastal Development 6 AAC 80.040	(a) In planning for and developing coastal areas, priority is given to : 1) Water-development uses and activities 2) Water-related uses and activities 3) Existing non-water-related or water-dependent uses or activities. (b) Placement of structures and discharge of dredged or fill material shall comply with CFR, Title 33, Parts 320-323, July 19, 1977.	Development actions would occur in Skagway city and Dyea. Within Skagway, the restoration of buildings and construction of employee housing would be not be directly water-related and would be in conformance with the requirements of this section. At Dyea, the relocation of Nelson Slough Road to provide improved beach access, improved parking, and a vehicular bridge would be directly used for water-related activities. The campground improvements and development of picnic areas would be used for recreational, interpretive, and water-related activities. The other facilities proposed in the Dyea area (trailhead parking and townsite actions) could be for water-related activities, however, they are more directly intended to provide for the interpretation of the Dyea townsite, and for users of the Chilkoot and Lost Lake Trails. The ranger station, employee housing, and interpretive facility would support water-related activities. The proposed improvements to the Dyea bridge may result in the discharge of dredged material. This improvement would comply with the mentioned regulations. The townsite and the tidal flats would be used for water-related activities.	Consistent
Geophysical Hazard Areas 6 AAC 80.050	Known geophysical hazard areas and areas of high development potential in which there is substantial geophysical hazard will be identified.	The areas proposed for development are not within known geophysical hazard zones.	Consistent
Recreation 6 AAC 80.060	(a) Districts shall designate areas for recreational use. Criteria for designation of areas of recreational use are: 1) The area receives significant use by persons engaging in recreational pursuits or is a major tourist destination; or 2) the area has potential for high quality recreational use because of physical, biological, or cultural features. (b) District and state agencies shall give high priority to maintaining and, where appropriate, increasing public access to coastal water.	(a) The preferred alternative recognizes that KLGO receives a significant amount of recreational use and is a major tourist attraction. This alternative proposes to meet some, but not all of the expected visitor- use increases and interest in the park. The physical, biological, and cultural features have potential for high quality recreational opportunities exist resulting from the physical, biological, and cultural features. (b) Public access across NPS land to coastal water near the park is ensured. Additionally, proposed developments would improve access to coastal waters.	Consistent

Table F.1 Consistency with the Alaska Coastal Management Program (ACMP)

ACMP Section	Policy	Evaluation of Proposed Action	Consistency Determination
Transportation and Utilities 6AAC 80.080	(a) Transportation and utility routes must be compatible with district programs. (b) Transportation and utility routes must be sited inland from beaches and shorelines unless the route or facility is water-dependent or no other alternative exists.	The improvement of the road to the tidal flats would support and enhance visitor access to the beach. This road and associated improvements would be in compliance with the district program.	Consistent
Subsistence 6 AAC 80.120	(a) Districts and state agencies shall recognize and assure opportunities for subsistence use of coastal areas and resources. (b) Districts shall identify areas in which subsistence is the dominant use of coastal resources. (c) Districts may, after consultation with appropriate state agencies, Native corporations, and any other persons or groups, designate areas identified under (b) of this section as subsistence zones, in which subsistence uses and activities have priority over all non-subsistence uses and activities. (d) Before a potentially conflicting use or activities may be authorized within areas designated under (c) of this section, a study of the possible adverse impacts of the proposed potentially conflicting use or activity up subsistence usage must be conducted and appropriate safeguards to assure subsistence usage must be provided. (e) Districts sharing migratory fish and game resources must submit compatible plans for habitat management.	Federal subsistence use in KLGO is not in accordance with the provisions of ANILCA. The implementation of this GMP, therefore, would not result in a restriction of subsistence activities. Refer to appendix L for ANILCA, section 810, evaluation.	Consistent

APPENDIX F CONSISTENCY WITH THE ALASKA COASTAL MANAGEMENT PROGRAM

Table F.1 Consistency with the Alaska Coastal Management Program (ACMP)			
ACMP Section	Policy	Evaluation of Proposed Action	Consistency Determination
Habitats 60 AAC 80.130	(a) Habitats in the coastal area that are subject to the Alaska coastal management program include: 1) offshore areas; 2) estuaries; 3) wetlands and tidelands; 4) rocky islands and seacliffs; 5) barrier islands and lagoons; 6) exposed high-energy coasts; 7) rivers, streams, and lakes; and 8) important upland habitat. (b) The habitats contained in (a) of this section must be managed to maintain or enhance the biological, physical, and chemical characteristics of the habitat which contribute to its capacity to support living resources.	The integrity and biological health of coastal habitats would be maintained or improved as discussed in Chapter 4, Environmental Consequences.	Consistent
Air, Land, and Water Quality 6 AAC 80.140	The statutes pertaining to and the regulations and procedures of the Alaska Department of Environmental Conservation with respect to the protection of air, land, and water quality are incorporated into the ACMP.	All requirements would be met under the preferred alternative. All activities would require compliance with applicable federal and state laws and regulations regarding air, land, and water quality.	Consistent
Historic, Prehistoric, and Archaeological Resources 6 AAC 80.150	Districts and appropriate state agencies shall identify areas of the coast that are important to the study, understanding, or illustration of national, state, or local history or prehistory.	The NPS would monitor archaeological and historical sites within the KLGO. Protection as mandated by applicable laws and regulations would be provided.	Consistent

APPENDIX G: DEFINITION OF TRADITIONAL

In applying the provisions of ANILCA as related to "means of surface transportation traditionally employed" (section 811) and "the use of snowmachines ..., motorboats, airplanes, and nonmotorized surface transportation methods for traditional activities" (section 1110), the National Park Service has relied on the following definitions of "tradition(al)" from Webster's Third New International Dictionary of the English Language, (unabridged), 1976:

2. The process of handing down information, opinions, beliefs, and customs by word of mouth or by example: transmission of knowledge and institution through successive generations without written instruction...

3. An inherited or established way of thinking, feeling, or doing; a cultural feature (as an attitude, belief, custom, institution) preserved or evolved from the past; usage or custom rooted in the past (as of a family or nation); as a (1) a doctrine or practice or a body of doctrine and practice preserved by oral transmission (2) a belief or practice or the totality of beliefs and practices not derived directly from the Bible...

5.a. Cultural continuity embodied in a massive complex of evolving social attitudes-beliefs, conventions, and institutions rooted in the experience of the past and exerting an orienting and normative influence on the present; b. the residual elements of past artistic styles or periods...

The National Park Service recognizes that it would be valuable to pursue, with those affected, the refinement of this definition in the context of the legislative history. In the interim, the National Park Service will continue to use this definition in applying the above-referenced provisions of ANILCA.

To qualify under ANILCA, a "traditional means" or "traditional activity" has to have been an established cultural pattern, per these definitions- prior to 1976 when the unit was established.

1 APPENDIX H: GENERAL ACCESS PROVISIONS

2		<u>ALLOWED</u>	<u>REFERENCE^A</u>
3	SNOWMACHINE	Yes	ANILCA 1110
4		Except: B	36 CFR 2.18 and 43 CFR 36.11(c)
5	OFF-ROAD VEHICLES	No	EO 11644
6		Except: D	36 CFR 4.10 and 43 CFR 36.11(g)
7	MOTORBOAT	Yes	ANILCA 1110
8		Except: B	36 CFR 3 and 43 CFR 36.11(d)
9	FIXED-WING AIRCRAFT	Yes	ANILCA 1110
10		Except: B	43 CFR 36.11(f)
11	HELICOPTER	No	43 CFR 36.11(f)
12		Except: C	
13	DOGS, HORSES AND	Yes	ANILCA 1110
14	OTHER PACK ANIMALS	Except: B	36 CFR 1.4, 36 CFR 2.16, 43 CFR 36.11(e)
15			
16	ULTRALIGHTS,	No	36 CFR 2.17
17	HOVERCRAFT AND		43 CFR 36.11(f)
18	AIRBOATS		

19 The terms "Yes" and "No" in the recreation column reflect a general rule as to whether a specific type
 20 of access is allowed. Where exceptions to the general rule exist they are noted and explained in the
 21 appropriate footnote below.

22 FOOTNOTES

- 23 A. ANILCA stands for the Alaska National Interest Lands Conservation Act of 1980;
 24 36 CFR 13 stands for Title 36 of the Code of Federal Regulations, Part 13;
 25 43 CFR 36 stands for Title 43 of the Code of Federal Regulations, Part 36;
 26 EO stands for Executive Order.
- 27 B. The superintendent may close an area or restrict an activity on an emergency, temporary, or
 28 permanent basis (36 CFR 1.5 and 13.30, and 43 CFR 36.11(h)).
- 29 C. The use of a helicopter in any park area, other than at designated landing areas or pursuant to
 30 the terms and conditions of a permit issued by the superintendent, is prohibited (43 CFR
 31 36.11(f)(4)).
- 32 D. Executive Order 11644 prohibits the designation of ORV areas and trails in officially
 33 designated wilderness. The executive order also requires a determination that the location of
 34 ORV areas and trails in non-wilderness park units will not adversely affect the natural,
 35 aesthetic, or scenic values. Street legal ORVs are allowed on established roads.

SUMMARY: OTHER ACCESS PROVISIONS, KLGO

Provision	Reference	Changes
1. <u>Access to Inholdings</u> Applies to holders of valid property or occupancy interests). Ensures adequate and feasible access, subject to reasonable regulations to protect the natural and other values.	ANILCA 1110(b) 43 CFR 36.10	None
2. <u>Temporary Access</u> (Applies to state and private landowners not covered in 43 CFR 36.10 and 36.11). Superintendent shall permit temporary access across a park area for survey, geophysical, exploratory or similar temporary activities on nonfederal lands when determined that such access will not result in permanent harm to park area resources.	ANILCA 1111 43 CFR 36.12	None
3. <u>Transportation and Utility Systems In and Across, and Access into, Conservation System Units.</u> Sets procedures for applications and approvals. Must be compatible with purposes for which the unit was established and no other economically feasible and prudent alternative route exists; establishes terms and conditions of rights-of-way.	ANILCA TITLE XI 43 CFR 36	None
4. <u>Revised Statute 2477 (Rights of Way).</u> Revised Statute 2477 (repealed in 1976) provides that: "The right of way for the construction of highways over public lands, not reserved for public uses, is hereby granted." The park was established subject to valid existing rights, including rights of way established under RS 2477. The validity of these rights of way will be determined on a case-by-case basis. These rights of way are discussed further, including a list of the rights of way the state contends may be valid, in the Public Uses section of the Affected Environment chapter.	43 USC 932	Work with the state of Alaska on a case-by-case basis.
5. <u>Navigation Aids and Other</u> Access is provided to the existing air and water navigation aids communication sites and facilities for weather, climate and fisheries research and monitoring. Subject to reasonable regulation. Access also provided to facilities for national defense purposes.	ANILCA 1310	None
6. <u>Alaska Department of Fish and Game</u> The National Park Service recognizes the right of the ADFG to enter onto park lands after timely notification to conduct routine management activities that do not involve construction, disturbance to the land, or alterations of ecosystems.	NPS/ADFG Master Memorandum of Understanding	None
7. <u>Alaska Mineral Resource Assessment Program</u> Allows for access by air for assessment activities permitted by ANILCA section 1010, subject to regulations ensuring that such activities are carried out by the U.S. Geological Survey or its designated agents and in an environmentally sound manner.	ANILCA 1010	None
8. <u>Railroad, telephone, telegraph, and pipeline purposes.</u> In the first section of the authorizing legislation, section (c) states "The Secretary is authorized to grant right-of-way, easements, permits, and other benefits in, through and upon all lands acquired for the White Pass Trail unit for pipeline purposes ... and for railroad purposes ... provided that significant adverse impacts to the park will not result."	Public Law 94-323, section (c)	None

Provision	Reference	Changes
2 1 9. <u>Highway right of way.</u> In the first section of the authorizing 2 legislation, section (d) states "The Secretary is authorized to grant to 3 the State of Alaska a highway right-of-way across lands in the Chilkoot 4 Trail unit, in the area of Dyea, for the purposes of linking the 5 communities of Haines and Skagway by road if he finds that (1) there 6 is no feasible and prudent alternative to the use for such lands, (2) the 7 road proposal includes all possible planning to minimize harm to the 8 park resulting from such road use, and (3) to grant such right-of-way 9 will not have significant adverse effects on the historical and 10 archeological resources of the park and its administration, protection, 11 and management in accordance with the purposes of this Act."	Public Law 94-323, section (d)	None

**APPENDIX I: COMPLIANCE WITH
OTHER LAWS, POLICIES, AND EXECUTIVE ORDERS**

This section provides a reference to the applicable laws, executive orders, and policies that this planning project is required to address or comply with. In some cases compliance was also discussed in the "Environmental Consequences" section of the Draft General Management Plan. The information is repeated here to provide a comprehensive compliance discussion.

NATURAL ENVIRONMENT

Clean Air Act, Clean Water Act: None of the proposed actions would affect air or water quality within the park. All National Park Service facilities would meet or exceed standards and regulations for proper waste disposal.

Rivers and Harbors Act: Permits would be obtained from the U.S. Army Corps of Engineers for work in navigable waters of the United States.

Executive Orders 11988 (Floodplain Management) and 11990 (Protection of Wetlands): Because limited floodplain mapping exists for the park (Skagway only), the National Park Service would assume worst-case conditions for placement of facilities. Development of new facilities would be preceded by site-specific analyses. No proposal would affect wetlands within the park.

Since there is little or no human habitation along the rivers in the park, the Corps of Engineers does not consider floodplain mapping within the park a high priority in Alaska.

Most of the visitor-use of the park occurs within floodplains. Because of the size of the drainages where use occurs, the potential for flash flooding (i.e., the rivers rising suddenly in a matter of hours because of rainstorms) during the visitor-use season is considered moderate, especially in the Taiya River drainage. Bush camping in these areas is a customary and traditional activity. The flood danger is not considered a high hazard; however, visitors need to be aware of the potential. Visitors who may be unfamiliar with river dynamics will be informed of climatic conditions that could cause water levels to rise and what actions to take if that occurs.

The historic and potentially historic structures along rivers within the park will be assessed for their potential for flooding and in general will be managed to ensure their on-site preservation where possible. This is in keeping with NPS guidelines and has no potential for adverse effects on floodplains.

Prime and Unique Agricultural Lands: No arable lands have been identified within the park.

Safe Drinking Water Act: Any water drawn for human consumption will be treated to meet state and federal standards, in conformity with the Safe Drinking Water Act (42 USC 300).

Endangered Species Act: Pursuant to Section 7 of the Endangered Species Act, the U.S. Fish and Wildlife Service was contacted in June 1992 and 1996 (USFWS verbal consultation 96-IIV) for a list of threatened and endangered plant and animal species that may occur within the park. In their response of July 14, 1992, the Fish and Wildlife Service stated that records indicate that American peregrine falcon may occur in the area as a transients primarily during seasonal migration (the arctic peregrine falcon was removed from the list in 1994.) Eight other species of concern (marbled murrelet, bull trout, Kittlitz's murrelet, northern goshawk, harlequin duck, olive-sided flycatcher, spotted frog, and Alexander archipelago wolf) may be found in the park. Three plant species of concern may also occur in the park area (*Aster yukonensis*, *Carex lenticularis* var. *dolia*, and *botrychium ascendens*). Species of concern are those for which there is information indicating the species might qualify for endangered or threatened status, but further evaluation is needed.

Since no threatened or endangered species are known to occur within the area, no further consultation with the U.S. Fish and Wildlife Service is required under Section 7. All future park actions will, however, meet or exceed standards and regulations for protecting endangered or threatened species.

APPENDIX I: COMPLIANCE WITH OTHER LAWS, POLICIES, AND EXECUTIVE ORDERS

1 Protection of Fish and Game and Waters Important to Anadromous Fish (Alaska State Statutes):
2 Before undertaking any development or action that could affect spawning and rearing habitat for
3 anadromous fish in designated streams, the National Park Service would request a Title 16 permit from
4 the Alaska Department of Fish and Game. The park will consult with Fish and Game for any
5 potential project that may affect anadromous streams.

6 Alaska Hunting, Trapping, and Fishing Regulations: All of these uses of the park are subject to
7 established laws. The National Park Service will ask the state for concurrent jurisdiction to assist in
8 enforcing these laws within the park.

9 Alaska Coastal Management Program: A consistency determination has been prepared pursuant to the
10 federal Coastal Zone Management Act of 1972, as amended, and the plan has been determined to be
11 consistent with the standards of the Alaska Coastal Management Act of May 1977 (appendix F). The
12 consistency determination will be reviewed by the state of Alaska during the public review of the draft
13 plan. The Seattle area is excluded from the Washington coastal management program.

14 CULTURAL RESOURCES

15 Antiquities Act, Museum Act, Historic Sites Act, National Historic Preservation Act, Archeological
16 Resources Protection Act: All actions will be in full compliance with appropriate cultural resource
17 laws. All proposals and activities affecting or relating to cultural resources will be developed and
18 executed with the active participation of professional historians, archaeologists, anthropologists, and
19 historical architects, in accordance with NPS "Management Policies" and "Cultural Resource
20 Management Guidelines" (National Park Service-28). No undertaking that would result in the
21 destruction or loss of known significant cultural resources is proposed in this plan.

22 In accordance with the September 1981 amendment to the 1979 programmatic memorandum of
23 agreement between the National Park Service, the Advisory Council on Historic Preservation, and the
24 National Council of State Historic Preservation Officers, the National Park Service has requested the
25 advice and consultation of the advisory council and the Alaska historic preservation officer during the
26 preparation of this plan. The advisory council was provided a copy of the task directive for this plan.
27 The advice and consultation of these offices will continue to be requested as the plan progresses. The
28 council and the state historic preservation officer have received copies of the alternatives brochure and
29 draft plan for comment and will be invited to attend all future public meetings.

30 1982 National Park Service Native American Relationships Policy: A thorough effort has been made
31 to identify all Native corporations and local Native American groups and individuals who would be
32 interested in participating in this planning effort and who have traditional ties with the park. The
33 planning team has mailed copies of all planning documents to representatives of these groups at
34 various stages of the plan's development. These individuals and groups have been placed on the
35 mailing list and will continue to be consulted, invited to all public meetings, and sent copies of all
36 public information documents for review and comment.

37 SOCIOECONOMIC ENVIRONMENT

38 Concessions Policy Act: If the level of use within the park increases to the point where business
39 licensees are replaced by concessioners, the concession contracts would be issued in accordance with
40 this act.

41 Architectural Barriers Act: All public facilities both inside and outside the park will be accessible by
42 the mobility impaired to the extent possible.

APPENDIX J: WILD AND SCENIC RIVER BACKGROUND INFORMATION

The following information was collected for the Skagway River (North Fork) and Taiya River:

A. Stream Name and Length

2. **Stream Name:** Skagway River, North Fork

3. **Total Stream Miles:** 20 miles

4. **Stream Miles in Park:** 6 miles

B. Eligible Segments Inside Park Unit

5. **Eligible Stream Miles in Park:** 6 miles

6. **Beginning and Ending Points in Park:** Confluence of North Fork and Skagway River north to the Canada border.

7. **Outstanding Values:** Historic travel corridor between the interior of Canada and the Pacific coast. It was used extensively during the Klondike Gold Rush first as a trail (part of which was the Dead Horse Trail), improved as a wagon/cart road, and finally in 1899 as a railroad corridor for access to the Klondike gold fields. The mouth area served as an important staging area where the community of White Pass served as a trans-shipment service point as supplies were transferred from wagons to pack stock for the final pack to the summit. White Pass City shortly became a ghost town after completion of the railroad in 1899. During the winter, the frozen river itself became a travel corridor for gold seekers trying to get to the Klondike. The adjoining uplands were used for both summer and winter travel. The valley also is a very short, natural migration corridor for plants and animals between the Pacific maritime climate and the interior of Canada.

8. **Classification:** Recreational.

9. **Classification Explanation:** The confluence area is the former townsite of White Pass City and visible from the White Pass and Yukon Route Railroad. It can also be accessed by a quarter-mile walk through the brush from the railroad corridor at the former site of Heney Station and by fording the Skagway River. The upper limits of the North Fork are immediately adjacent (200-400 feet) to the railroad corridor and readily visible.

10. **Inholding(s):** State ownership west of the North Fork, and to the east is the White Pass and Yukon Route Railroad corridor, 50 feet to one quarter-mile from the stream.

11. **Watershed % in Park:** 50%

12. **Annual Visitor Use:** 110,000+ visits per year with 99% traveling on the railroad tours between the Canada border and Skagway.

13. **Existing/potential Threats:** Overburden and used equipment from the railroad corridor; future railroad development; improper visitor use; and destruction of cultural resources.

14. **Video Tape Available?** Only along the railroad corridor.

C. Eligible Segments Outside Park

15. **Eligible Segment(s) Outside Park:** Skagway River from its mouth upstream to its source.

16. **Eligible Segment Length:** 6+ miles

17. **Outstanding Values:** Historic travel corridor between the Canada interior and Pacific coast. It was used extensively during the Klondike Gold Rush first as a trail, improved for wagons/carts as the Brackett Wagon Road, and finally in 1899 as a railroad corridor for access to the Klondike gold fields. The mouth area served as an important staging area where the community of Skagway served as a trans-shipment service point as supplies were transferred from incoming ships to wagons and pack stock (and later to the railroad) for the trip to the summit. Skagway is the only remaining town (700 population) in Alaska that was founded as a result of the Klondike Gold Rush. During the winter, the frozen river itself became a travel corridor for gold seekers trying to get to the Klondike. The adjoining uplands were used for both summer and winter travel. The valley also is a short, natural migration corridor for plants and animals between the Pacific maritime climate and the interior of Canada. Snow-capped mountainous scenery in the headwater area is also spectacular.

18. **Classification:** Recreational.

19. **Classification Explanation:** The community of Skagway at the mouth, the adjoining railroad on the east side, and the Klondike Highway to the west are from one-quarter to two miles away.

20. **Land Managers Involved Outside Park:** U.S. Forest Service, Tongass National Forest, Juneau Ranger District; city of Skagway; White Pass and Yukon Route Railroad.

APPENDIX J: WILD AND SCENIC RIVER BACKGROUND INFORMATION

- 1 21. **Estimated Annual Visitor Use:** 110,000+ visits per year with 99% arriving on the railroad tours
- 2 between Skagway and the Canada border. An additional 80,000.00+ people travel the Klondike
- 3 Highway annually.
- 4 22. **Existing/potential threats:** Development that would adversely affect the historical resources along
- 5 the river corridor or possibly impacts from the proposed Goat Lake hydroelectric project.
- 6 23. **Video Tape Available?** Along the railroad corridor only.
- 7 24. **Other relevant information:** The White Pass and Yukon Route Railroad provides several daily
- 8 round trips between Canada and Skagway, Alaska. In 1992 the number of railroad passengers
- 9 exceeded 100,000 during the May-to-September tour season.

10 A. Stream Name and Length

- 11 2. **Stream Name:** Taiya River
- 12 3. **Total Stream Miles:** 17 miles
- 13 4. **Stream Miles in Park:** 17 miles

14 B. Eligible Segments Inside Park Unit

- 15 5. **Eligible Stream Miles in Park:** 17 miles
- 16 6. **Beginning and Ending Points in Park:** Taiya Inlet northerly to Chilkoot Pass at the Canada
- 17 border.
- 18 7. **Outstanding Values:** The entire Taiya River drainage was an important transportation corridor
- 19 during the Klondike Gold Rush. The mouth area served as an important staging area where the
- 20 community of Dyea reached a population of 10,000 during the gold rush before soon becoming a
- 21 ghost town. During the winter, the frozen river itself became a travel corridor for gold seekers trying
- 22 to get to the Klondike Gold Fields. The adjoining uplands were used for both summer and winter
- 23 travel. Two additional towns, Canyon City and Sheep Camp (both areas long since reclaimed by
- 24 nature), also served the gold rush stampeders as they passed through the valley. The present-day
- 25 Chilkoot Trail follows the east side of the river to the Canada border. The valley also is a very short,
- 26 natural transportation corridor for plants and animals between the Pacific maritime climate and the
- 27 interior of Canada.
- 28 8. **Classification:** Recreational and Scenic.
- 29 9. **Classification Explanation:** The recreational classification would extend from the mouth to the
- 30 West Creek confluence due to adjoining road, campground, and ranger station next to or near the river.
- 31 Upstream of West Creek, the river would be classified scenic due to the trail development along the
- 32 river.
- 33 10. **Inholding(s):** State land within the park near the mouth on the Dyea flats area and upstream of
- 34 West Creek to the Canada border; and several private parcels along the west bank between the old
- 35 Dyea townsite and West Creek and in the vicinity of the former Hosford Mill site just upstream of
- 36 West Creek.
- 37 11. **Watershed % in Park:** 25%
- 38 12. **Annual Visitor Use:** 10,000 visits with about one-third occurring along the Chilkoot Trail and the
- 39 rest in the Dyea area.
- 40 13. **Existing/potential Threats:** Development that would adversely affect the historical resources
- 41 along the river corridor or in the Dyea area.
- 42 14. **Video Tape Available?** No



IN REPLY REFER TO:

United States Department of the Interior

FISH AND WILDLIFE SERVICE
Fish and Wildlife Enhancement
Ecological Services Juneau
Southeast Alaska Ecological Services
P.O. Box 021287
Juneau, Alaska 99802-1287
(907) 586-7240

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Regional Director
National Park Service
Alaska Regional Office
2525 Gambell Street, Room 107
Anchorage, Alaska 99503-2892

July 14, 1992

Dear Sir:

This responds to your June 5, 1992 memorandum requesting information concerning the presence of sensitive, endangered or threatened species; critical habitat; breeding, staging or resting areas for marine mammals or migratory birds. We understand this information will be utilized in the preparation of a management plan and environmental impact statement for Klondike Gold Rush National Historic Park, Skagway, Alaska.

Based on currently available information, the following endangered, threatened or candidate species may occur in the proposed project area.

<u>Common Name</u>	<u>Scientific Name</u>	<u>ESA Status</u>
American peregrine falcon	<u>Falco peregrinus anatum</u>	endangered
Arctic peregrine falcon	<u>Falco peregrinus tundrius</u>	threatened
Marbled murrelet	<u>Brachyramphus marmoratus</u>	category 2 candidate
Northern goshawk	<u>Accipiter gentilis</u>	category 2 candidate
Harlequin duck	<u>Histrionicus histrionicus</u>	category 2 candidate

For the purpose of Section 7 consultation, we offer the following comments. Both subspecies of the peregrine falcon may occur in the project area as transients, primarily during seasonal migration.

The following comments regarding Category 2 candidate species are offered as technical assistance for your consideration. There are three species that may be found in the project area listed as category 2 candidate species. Category 2 species are those for which there is information indicating the species might qualify for endangered or threatened status, but further evaluations is needed. The marbled murrelet and Queen Charlotte goshawk are typically associated with mature and old growth forest habitat. Harlequin ducks nest adjacent to inland rivers and streams and commonly use near shore coastal waters throughout the year.

The spotted frog, Rana pretiosa, is an additional category 2 candidate species. The range and abundance of spotted frogs in southeast Alaska is not well known at this time. It is possible that they may occur in permanent fresh water habitat within the project area.

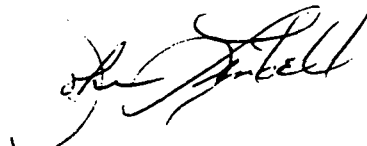
There are several category 2 plant species potentially occurring in the project area, including Aster yukonensis, Calamagrostis crossiglumis, Carex lenticularis var. dolia and Montia bostockii. Information concerning these or other sensitive plant species is limited, but the planning documents should include a review and discussion of candidate plants.

These comments are offered for endangered and threatened species for which the U.S. Fish and Wildlife Service has responsibility under Section 7 of the Endangered Species Act of 1973 (16 U.S.C. 1521 et seq.) and its amendments.

We are aware of several bald eagle nests on Upper Taiya Inlet and the Taiya River. We would be happy to share whatever information we have regarding nest locations.

If you have not done so, we recommend that you contact the National Marine Fisheries Service regarding information on candidate species for which they are responsible.

Sincerely,

A handwritten signature in dark ink, appearing to read "John Lindell", written in a cursive style.

John Lindell
Acting Field Supervisor



United States Department of the Interior

FISH AND WILDLIFE SERVICE
Ecological Services
3704 Griffin Lane SE, Suite 102
Olympia, Washington 98501-2192
(206) 753-9440 FAX: (206) 753-9008

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NOV 19 1993

KLONDIKE GOLDRUSH

Memorandum

November 12, 1993

To: Superintendent, National Park Service, Klondike National
Historical Park, Seattle Unit, Seattle, Washington

From: Acting State Supervisor, U.S. Fish and Wildlife Service,
Ecological Services, Olympia State Office, Olympia, Washington

Subject: Seattle Unit General Management Plan (FWS Ref: 1-3-93-SP-882)

This is in response to your letter dated June 18, 1993, and received in this office on June 21. You have requested a list of listed and proposed threatened and endangered species and candidate species that may be present within the area of the proposed Seattle Unit General Management Plan in King County, Washington. This response fulfills the requirements of the U.S. Fish and Wildlife Service (Service) under Section 7(c) of the Endangered Species Act of 1973, as amended (Act). We have also attached a copy of the requirements for National Park Service (NPS) compliance under the Act (Attachment B).

To the best of our present knowledge, there are no listed, proposed, or candidate species within the area of the subject project. Should a species become officially listed or proposed before completion of the project, the NPS will be required to reevaluate its responsibilities under the Act.

In addition, please be advised that federal and state regulations may require permits in areas where wetlands are identified. You should contact the Seattle District of the U.S. Army Corps of Engineers for federal permit requirements and the Washington State Department of Ecology for state permit requirements.

Your interest in endangered species is appreciated. If you have additional questions regarding your responsibilities under the Act, please contact Jim Michaels or Kristi Swisher of this office at the letterhead phone/address.

Nancy J. Gloman

ks/kr
Attachment
SE/NPS/1-3-93-SP-882
c: WDW, Region 4
WNHP, Olympia

1 **APPENDIX L: ANILCA Section 810 - Subsistence Evaluation**

2 **BACKGROUND**

3 Subsistence uses, as defined by ANILCA, Section 810, means, "The customary and traditional use by
4 rural Alaska residents of wild, renewable resources for direct personal or family consumption as food,
5 shelter, fuel, clothing, tools, or transportation; for the making and selling of handicraft articles out of
6 non-edible byproducts of fish and wildlife resources taken for personal or family consumption; for
7 barter, or sharing for personal or family consumption; and for customary trade." Subsistence activities
8 include hunting, fishing, trapping, and collecting berries, edible plants, and wood or other materials.

9 ANILCA and NPS regulations do not authorize subsistence use on federal lands within Klondike Gold
10 Rush National Historical Park.

11 **INTRODUCTION**

12 This section was prepared to comply with Title VIII, Section 810 of the Alaska National Interest
13 Lands Conservation Act (ANILCA). It summarizes the evaluations of potential restrictions to
14 subsistence activities that could result from alternatives that address the expansion of visitor facilities
15 within Klondike Gold Rush National Historical Park primarily in the Dyea and Chilkoot Trail areas.

16 **THE EVALUATION PROCESS**

17 Section 810(a) of ANILCA states:

18 In determining whether to withdraw, reserve, lease, or otherwise permit the use, occupancy, or
19 disposition of public lands... the head of the federal agency... over such lands... shall evaluate the
20 effect of such use, occupancy, or disposition on subsistence uses and needs, the availability of
21 other lands for the purposes sought to be achieved, and other alternatives which would reduce or
22 eliminate the use, occupancy, or disposition of public lands needed for subsistence purposes. No
23 such withdrawal, reservation, lease, permit, or other use, occupancy or disposition of such lands
24 which would significantly restrict subsistence uses shall be effected until the head of such Federal
25 agency -

26 (1) gives notice to the appropriate State agency and the appropriate local committees and regional
27 councils established pursuant to section 805;

28 (2) gives notice of, and holds, a hearing in the vicinity of the area involved; and

29 (3) determines that (A) such a significant restriction of subsistence uses is necessary, consistent
30 with sound management principles for the utilization of the public lands, (B) the proposed activity
31 will involve the minimal amount of public lands necessary to accomplish the purposes of such
32 use, occupancy, or other disposition, and (C) reasonable steps will be taken to minimize adverse
33 impacts upon subsistence uses and resources resulting from such actions.

34 ANILCA created new conservation system units and additions to existing units of the national park
35 system in Alaska. Section 816 of ANILCA prohibits the taking of wildlife in national parks and
36 monuments except as specifically authorized. Klondike Gold Rush National Historical Park was
37 established in 1976 before the passage of ANILCA. ANILCA and NPS regulations do not authorize
38 subsistence use on federal lands within Klondike Gold Rush National Historical Park.

39 **PROPOSED ACTION ON FEDERAL LANDS**

40 Within the park boundary, the proposed action recommends the upgrading of existing roads, trails, and
41 campground facilities, and the new construction of visitor contact and education facilities in Dyea.

42 In addition to the proposed action, there is a no-action alternative under which park management
43 would continue pursuant to the existing laws and regulations. A full discussion of alternatives,
44 development options, and anticipated effects can be found in the GMP/EIS.

APPENDIX L: ANILCA Section 810 - Subsistence Evaluation

1 No actions are proposed on adjacent Forest Service or Bureau of Land Management lands in state
2 game management Unit 1.

3 **AFFECTED ENVIRONMENT**

4 A summary of the affected environment pertinent to subsistence is presented here. For a
5 comprehensive description, see the "Affected Environment" and "Environmental Consequences"
6 chapters of the draft GMP/EIS. The following document contains additional descriptions of the
7 environment of Klondike Gold Rush National Historical Park:

8 Resources Management Plan, Klondike Gold Rush National Historical Park, Skagway, Alaska,
9 1994.

10 Federal lands within Klondike Gold Rush National Historical Park are closed to subsistence uses.
11 Other federal lands adjoining the park in the Tongass National Forest are open for subsistence uses.
12 Regional subsistence activities that take place include hunting, fishing, trapping, berry picking, and
13 plant gathering. Black bear, moose, fish, furbearers, small mammals, waterfowl, berries, other edible
14 plants, and wood constitute the major subsistence resources used by local residents in Unit 1D.

15 **SUBSISTENCE USES AND NEEDS EVALUATION**

16 To determine the potential impact on existing subsistence activities, three evaluation criteria were
17 analyzed relative to existing subsistence resources that could be impacted. The evaluation criteria are:

- 18 * the potential to reduce important subsistence fish and wildlife populations by (a) redistribution of
19 subsistence resources; or (b) habitat losses;
- 20 * any effect the action may have on subsistence fisherman or hunter access;
- 21 * the potential for the action to increase fisherman or hunter competition for subsistence resources.

22 **Evaluation of the Proposed Action**

23 1.) The potential to reduce populations:

24 The primary focus is for improved or new facility development in the Dyea and Chilkoot Trail
25 areas. New construction is not expected to exceed two acres while facility improvements will
26 affect only existing structures. No subsistence use is known to occur in these areas. Increases in
27 visitation are not expected to reduce or redistribute subsistence resources.

28 Wildlife and habitats would be subjected to minimal potential impacts and disturbances caused by
29 facility improvements or new construction. The potential impacts would be temporary and to
30 insignificant to reduce wildlife populations or their habitat.

31 2.) Restriction of access:

32 All rights of access for subsistence harvest on NPS lands are granted by section 811 of ANILCA.
33 The park is managed according to legislative mandates, NPS management policies, and the Code
34 of Federal Regulations. This alternative would not in any way affect the access to resources by
35 local subsistence users. No restrictions on access to resources by subsistence users are proposed.

36 3.) Increase in competition:

37 The alternative would not produce any increase in competition for subsistence resources. The
38 continued implementation of provisions of ANILCA Title VIII should ensure a subsistence
39 priority on federal public lands within the region.

1 **Evaluation of Alternatives B and D**

2 1.) The potential to reduce populations:

3 The primary focus of each alternative is for improved or new facility development in the Dyea
4 and Chilkoot Trail areas. Alternative B would be less than the proposed action and Alternative D
5 would be slightly more than the proposed action. No impacts are anticipated on subsistence use
6 activities or fish and wildlife populations.

7 2.) Restriction of Access:

8 Federal lands within the park are closed to subsistence uses. All rights of access for subsistence
9 harvest on NPS lands are granted by section 811 of ANILCA. The park is managed according to
10 legislative mandates, NPS management policies, and the Code of Federal Regulations. These
11 alternatives would not in any way affect the access to resources by local subsistence users on state
12 lands. No restrictions or changes in access are proposed in these alternatives.

13 3.) Increase in Competition:

14 These alternatives would not increase competition for subsistence resources. The continued
15 implementation of provisions of ANILCA Title VIII should ensure a subsistence priority on
16 federal public lands within the region.

17 **AVAILABILITY OF OTHER LANDS**

18 The availability of other lands outside and within the park have been considered in the proposed
19 actions. The proposed actions are consistent with NPS mandates. Because the proposed actions occur
20 mostly on federal lands that are not available for subsistence use, the proposed actions do not affect
21 the availability of federal lands for subsistence use. Actions that are proposed on state lands within
22 the park boundary are for trail maintenance and relocation and improvements to existing Chilkoot Trail
23 campsites. These actions will not affect subsistence uses.

24 **ALTERNATIVES CONSIDERED**

25 The evaluation has described and analyzed the alternatives of this draft GMP/EIS with emphasis on the
26 proposed action.

27 **FINDINGS**

28 This analysis concludes that the proposed action will not result in significant restriction of subsistence
29 uses.

MEMORANDUM OF UNDERSTANDING
BETWEEN
THE NATIONAL PARK SERVICE
AND
THE STATE OF ALASKA
DEPARTMENT OF NATURAL RESOURCES

ARTICLE I. Background and Objectives

This agreement is made and entered into by and between the National Park Service, U.S. Department of the Interior, (hereinafter referred to as Service) and the Alaska Department of Natural Resources (hereinafter referred to as Department).

The authority contained in AS 38.05.020, AS 38.05.027, AS 38.05.295, AS 38.05.300, AS 41.20.020 and AS 41.35.030 authorize the Department to enter into this agreement.

The Act of June 30, 1976, (P.L. 94-323), authorized the Secretary of the Interior to establish the Klondike Gold Rush National Historical Park to preserve in public ownership for the benefit and inspiration of the people of the United States historic structures and trails associated with the Klondike Gold Rush of 1898 and

The Historic Sites Act of 1935 (16 USC 361) the Secretary of the Interior is authorized to contract and make cooperative agreements with States, municipal subdivisions, corporations, associations, or individuals, to protect, preserve, maintain, or operate any historic or archaeological building, site, object, or property used in connection therewith for public use, regardless as to whether the title thereto is in the United States, and

The preservation of historical structures and sites and scenic values and provision of recreational opportunities for the enjoyment of visitors to the Park are public purposes authorized by federal statute, and

It is in the furtherance of the mission of the National Park Service and of benefit to the Alaska Department of Natural Resources.

ARTICLE II. Boundary

Significant portions of the Chilkoot Trail unit of the park are under the jurisdiction of the Department. The Department has assigned management responsibility for these lands in the Chilkoot Trail unit and to associated campsites in the Dyea area to the Alaska Division of Parks and Outdoor Recreation through ILMT 65587, January 6, 1975, and ILMA 103245, July 2, 1982. The legal description of lands covered under this agreement are contained in ILMT 65587 and ILMA 103245.

ARTICLE III. Statements of Work

A. Now, therefore, to satisfy mutual desires and to derive mutual benefits the Department and the Service agree to the following:

1. Within the boundaries of the Chilkoot Trail Unit of the park both parties will cooperate in matters relating to planning, development, use, acquisition, and disposal of lands, structures, and waters within and adjacent to the above park units for the purpose of providing appropriate protection and

APPENDIX M: State of Alaska and NPS Memorandum of Understanding

enhancement of the historic values, scenic qualities, and recreational opportunities available to the public.

2. Improvements made by the Service on State owned land will not accrue to the value of the property should the Service acquire the property in the future.
3. Both parties agree to examine and, if feasible, cooperate in the acquisition of lands by consolidating land management through a land exchange suitable and necessary for fulfilling the purposes of the Park.
4. An annual meeting between representatives of the Department and the Service shall be scheduled to review the management and operation of State lands within the Park.

B. The Service agrees to the following:

1. Provide management and protection on State owned lands within the National Historical Park and to do what may be necessary to administer, protect, improve, and maintain the lands and associated resources; subject to available funds.
2. Enforce the regulations contained in 36 CFR on State owned lands within the boundaries of the Park.
3. Allow hunting and trapping pursuant to State law during established seasons on State owned lands within the Park.
4. Submit any studies of, or plans associated with the historic, prehistoric or archaeological resources of the trail to the Director or his designee for review. Any excavation, gathering, or removal from the natural state, of any historic, prehistoric, or archaeological objects on State lands, shall be approved in advance by the Director, as provided in AS 41.35.080. The Service shall be provided with similar information on any plans or activities to be undertaken by the State.

C. The Department agrees to the following:

1. Review applications of qualified employees of the Service so they may be commissioned as Natural Resource Officers, under the authority of AS 41.21.955, to enforce State Park statutes and regulations within the Park.
2. Authorize the Service to perform necessary routine maintenance on the Chilkoot Trail, and also authorize the maintenance of a public campground and related temporary ranger station complex on State owned lands outside the authorized park boundary in the Dyea area.

ARTICLE IV. Term of Agreement

This Memorandum of Understanding shall terminate fifteen (15) years after the date of the last signature unless, by mutual agreement, it is extended or rewritten. At the end of every five year period both parties shall review the agreement and make changes, if necessary.

Any changes or additions to this agreement must be in writing and approved and signed by the original signature authority or the successor or an official in the acting capacity.

ARTICLE V. Key Officials

The key official representing the National Park Service will be the Superintendent, Klondike Gold Rush National Historic Park.

The key official representing the Alaska Department of Natural Resources will be the Southeast Regional Manager, Division of Parks and Outdoor Recreation, State of Alaska.

APPENDIX M: State of Alaska and NPS Memorandum of Understanding

ARTICLE VI. Termination

Either party may terminate this Memorandum of Understanding by providing one years written notice to the other.

ARTICLE VII. Required Clauses

During the performance of this agreement, the participants agree to abide by the terms of Executive Order 11246 on nondiscrimination and will not discriminate against any person because of race, color, religion, sex or national origin. The participants will take affirmative action to ensure that applicants are employed without regard to their race, color, religion, sex or national origin.

No member or delegate to Congress, or resident Commissioner, shall be admitted to any share or part of this agreement, or to any benefit that may arise therefrom, but this provision shall not be construed to extend to this agreement if made with a corporation for its general benefit.

This document supercedes any prior expired Memorandum of Understanding between the Department and the Service regarding the management of the Chilkoot Trail unit of Klondike Gold Rush National Historical Park.

Signatures

The undersigned agree to the provisions of this Memorandum of Understanding:

FOR THE DEPARTMENT OF THE INTERIOR, NATIONAL PARK SERVICE

-s- Boyd Evison
Regional Director, Alaska Region

1/16/90
Date

For the Alaska Department of Natural Resources

-s- R. J. Swope for
Commissioner

12/20/89
Date



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As the nation's principal conservation Agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural and cultural resources. This includes fostering the wisest use of our land and water resources, protecting our fish and wildlife, preserving the environmental and cultural values of our national park and historical places, and providing for enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to assure that their development is in the best interests of all. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U. S. administration. The National Park Service, Alaska System Support Office, provided publication services. NPS document D-68A September 1996.

