

ALASKA LEGISLATIVE COMMITTEES

1713 SJ - SJR 13 - SJR 25

within the borough to serve also as borough manager. A city adopting a manager plan may, by agreement with a borough, enter into a contract providing for the manager of a borough within which the city is located to serve also as city manager. Appointment and service of the manager shall be as otherwise provided for managers in AS 29.23.130 — 29.23.150 and AS 29.23.450 — 29.23.470 Nothing in this subsection affects the authority of the assembly or council to provide for other dual officeholding if the dual offices held are compatible or otherwise to appoint officers and employees in accordance with law.

(f) The assembly, with the concurrence of two-thirds of its members, may remove the borough mayor from office for a conviction of a felony or misdemeanor described in AS 15.56.010 — 15.56.130 as a corrupt practice. The assembly shall consider a conviction of the borough mayor of a felony or misdemeanor described in AS 15.56.010 — 15.56.130 as a corrupt practice at its first meeting following the final determination of the conviction. (§ 2 ch 118 SLA 1972; am § 1 ch 6 SLA 1975; am § 1 ch 63 SLA 1976; am §§ 5, 6 ch 83 SLA 1979; am § 210 ch 100 SLA 1980)

Effect of amendments. — The 1975 amendment added subsection (e).

The 1976 amendment added the second sentence of subsection (b).

The 1979 amendment substituted "certification of the mayor's election" for "his election, which is held the first Tuesday of October, unless a different date of election is provided by ordinance" at the end of the

first sentence of subsection (c) and deleted the former fourth sentence of subsection (d), which read: "If the manager plan is adopted, it becomes effective following certification of the result of the first regular election occurring at least six months after adoption of the plan."

The 1980 amendment added subsection (f).

### Article 3. City Council.

#### Section

200. Composition, eligibility, election and term

210. Procedure

Sec. 29.23.200. Composition, eligibility, election and term. (a) Each first class city has a council of six members elected by the voters at large. Each second class city has a council of seven members elected by the voters at large. The council of a first or second class city may by ordinance provide for election of members other than on an at-large basis for all members.

(b) A city voter is eligible to hold office as a member of the council. The council may by ordinance establish residence requirements for council members not exceeding three years. A council member who ceases to be eligible to be a city voter immediately forfeits that office.

(c) Councilmen are selected for three-year terms and until their successors are elected and have qualified. The regular term of office begins on the first Monday following certification of the election. The

council 1  
years, e  
be altere  
83 SLA

Effect o  
amendmen  
"office as a  
office of cou  
sentence, i  
tence, and  
office" at t  
The 1975

Sec. 2  
every m  
meetings  
not less t  
member.  
hours not  
a quorum  
notice. A  
meeting.  
for that n

(b) The  
and provi  
judge of t  
concurren  
conviction  
15.56.130  
viction du  
conviction

(c) Four  
required fo

(d) The  
motion is  
unless the  
(\$ 2 ch 11  
1980)

Cross refe  
from official  
of interests,  
Effect of

h manager. A city adopting  
 h a borough, enter into a  
 ough within which the city  
 ointment and service of the  
 managers in AS 29.23.130  
 Nothing in this subsection  
 cil to provide for other dual  
 ompatible or otherwise to  
 ce with law.  
 two-thirds of its members,  
 for a conviction of a felony  
 — 15-56.130 as a corrupt  
 ction of the borough mayor  
 5.56.010 — 15.56.130 as a  
 the final determination of  
 ch 6 SLA 1975; am § 1 ch  
 § 210 ch 100 SLA 1980)

nce of subsection (c) and deleted  
 r fourth sentence of subsection  
 read: "If the manager plan is  
 becomes effective following cer-  
 f the results of the first regular  
 rcurring at least six months after  
 f the plan."  
 ) amendment added subsection

il.

election and term. (a)  
 ers elected by the voters  
 f seven members elected  
 second class city may by  
 her than on an at-large

member of the council.  
 ence requirements for  
 A council member who  
 tely forfeits that office.  
 terms and until their  
 regular term of office  
 on of the election. The

council may provide by ordinance for different terms not to exceed four years, except that the current term of incumbent councilmen may not be altered. (§ 2 ch 118 SLA 1972; am § 2 ch 63 SLA 1976; am § 7 ch 83 SLA 1979)

Effect of amendments. — The 1976 amendment, in subsection (b), substituted "office as a member of the council" for "the office of councilman" at the end of the first sentence, added the present second sentence, and substituted "that office" for "his office" at the end of the third sentence.

The 1979 amendment, in subsection (c),

substituted "Councilmen are selected" for "An election is held annually on the first Tuesday of October, unless a different election date or interval of years is provided by ordinance, to choose councilmen" at the beginning of the first sentence and inserted "certification of" in the second sentence.

Sec. 29.23.210. Procedure. (a) The council shall meet at least once every month, unless otherwise provided by ordinance. Special meetings may be held on the call of the mayor or two councilmen upon not less than 24 hours written or oral notice communicated to each member. In an emergency, a special meeting called on less than 24 hours notice is a legal meeting if all members are present or there is a quorum and all absent members have waived in writing the required notice. A waiver may be made either before or after the time of the meeting. The waiver shall be attached to and made a part of the journal for that meeting.

(b) The council shall determine its own rules and order of business and provide for keeping a journal of its proceedings. The council is the judge of the election and qualification of its members and, with the concurrence of two-thirds of its members, may expel a member for a conviction of a felony or misdemeanor described in AS 15.56.010 — 15.56.130 as a corrupt practice. The council shall consider that conviction during its first meeting following final determination of the conviction.

(c) Four councilmen constitute a quorum. Four affirmative votes are required for the passage of an ordinance, resolution, or motion.

(d) The final vote on each ordinance, resolution, or substantive motion is a recorded roll call vote. All councilmen present shall vote unless the council, for special reasons, permits a member to abstain. (§ 2 ch 118 SLA 1972; am § 8 ch 83 SLA 1979; am § 211 ch 100 SLA 1980)

Cross references. — As to abstaining from official action when there is a conflict of interests, see AS 29.23.555.

Effect of amendments. — The 1979

amendment added the third, fourth and fifth sentences of subsection (a).

The 1980 amendment added the second and third sentences in subsection (b).

Article 4. City Executive and Administrator.

Section

- 250. Election and term of mayor
- 255. Removal from office

Sec. 29.23.250. Election and term of mayor. (a) A voter of a home rule or general law city is eligible to hold the office of mayor, except that a home rule city may prescribe additional residency requirements by charter. The council, for all other cities, may by ordinance establish residence requirements for candidates for mayor not exceeding three years.

(b) The mayor of a first class city is elected at large for a term of three years and until a successor is elected and has qualified. The council may provide by ordinance for a different term not to exceed four years, except that the current term of an incumbent mayor may not be altered.

(c) The mayor of a second class city is elected by and from the council for a term of one year and until a successor is elected and has qualified.

(d) The mayor's regular term begins on the first Monday following certification of the mayor's election. The council of a second class city shall meet on the first Monday after certification of the regular election and elect a mayor who takes office immediately. (§ 2 ch 118 SLA 1972; am § 3 ch 63 SLA 1976; am §§ 9, 10 ch 83 SLA 1979)

Effect of amendments. — The 1976 amendment added the second sentence of subsection (a).

The 1977 amendment substituted "of one year and until a successor is elected and has qualified" for "equal in length to a councilman's term" at the end of subsection (c), and in subsection (d), substituted

"certification of the mayor's election" for "his election, which is held on the first Tuesday of October, unless a different date of election is provided by ordinance" in the first sentence and "certification of the regular election" for "the regular election date" in the second sentence.

Sec. 29.23.255. Removal from office. The council may, with concurrence of two-thirds of its members, remove the mayor from office for a conviction of a felony or misdemeanor described in AS 15.56.010 — 15.56.130 as a corrupt practice. The council shall consider the conviction during its first meeting following final determination of the conviction. (§ 212 ch 100 SLA 1980)

Article 5. School Boards.

Sec. 29.23.310. Election.

NOTES TO DECISIONS

Quoted in *Tunley v. Municipality of Anchorage School Dist.*, Sup. Ct. Op. No. 2160 (File Nos. 4796, 4797, 4826), 617 P.2d 490 (1980).

Section

- 440. Adoption

Sec. 29.23.5

assembly or resolution

(b) The a nity and Re 118 SLA 19

Effect of an amendment in subsection (a).

Section

- 530. Salaries of
- 540. Prohibition
- 560. Reports

Sec. 29.23

council shall of the mayor officer may i municipality. not compensa 43 SLA 1979)

Effect of ame amendment sub: "may fix" in the "before they are

Sec. 29.23.5

removed from against with re sex, creed, nati of his political

(b) This secti

(c) No state e right to serve e ment by the sta



Official Business

# Alaska State Legislature

## Senate

### Judiciary Committee

Pouch V  
State Capitol  
Juneau, Alaska 99811

#### MINUTES OF THE SENATE JUDICIARY COMMITTEE

OF

MARCH 1, 1982

Butrovich Committee Room, State Capitol Juneau, Alaska

#### Legislation Before Committee:

SJR 6 - Proposing an amendment to the Constitution of the State of Alaska relating to sessions of the legislature.

SB 167 - "An Act relating to election campaigns and to the composition and responsibilities of the Alaska Public Offices Commission; and providing for an effective date."

SCI 37 - Relating to the use of computers and telecommunication systems.

SJR 13 - Relating to the ratification of an amendment to the Constitution of the United States defining Congressional representation and voting rights for residents of the District of Columbia.

The meeting of the Senate Judiciary Committee was called to order by Chairman Rodey at 1:40 P.M. Committee members present were: Senators Rodey, Parr, and Ray. Senator Bennett was absent.

The first item brought before the committee was SB 167. Senator Rodey introduced the new amendment and gave an explanation of its intent.

Senator Parr introduced a second amendment to SB 167 and gave an explanation to the Committee.

Senator Ray suggests that the Committee put a definition section in giving a definition of "knowingly", and "reasonably complete report".

Shari Holmes, Alaska Public Offices Commission, testifies in favor of SB 167. In reference to Senator Rays suggestion of including a definition section, she stated that there should not be a definition section included so that the court could make its own determination.

Senator Parr expresses his objection to leaving the decisions to others, such as the court.

Senator Rodey offered language for "reasonably complete report" which is as follows: "reasonably complete report" means a report which accurately reflects the campaign contributions and expenditures of the candidate and which is free from significant omissions which are known to the candidate. There was no objection and the language was adopted.

Senator Ray moved that "knowingly" have the same definition as it does in the criminal code. There was no objection to its adoption.

Senator Ray moved that paragraph (a) and paragraph (b) of the committee substitute be reversed. There was no objection and the amendment was adopted.

Senator Ray moved that on page 11, line 14, "knowingly" be inserted between the words "or" and "falling".

Senator Parr suggested that after the word office, add "except State Legislature". The motion failed, Parr voted yea, Rodey and Ray voted nea.

Senator Ray moved that SB 167 be moved from committee. Senator Parr objected. As a result, Senator Rodey laid SB 167 on the table until Senator Bennett could be present for a majority vote.

Chairman Rodey next brought SCR 37 before the committee.

After a brief explanation of the bill by Senator Parr and a brief discussion, Senator Parr moved that the bill be passed from committee. There was no objection and the bill was passed with a unanimous do pass vote.

Chairman Rodey next brought SJR 13 before the committee.

Susan Clark, representing Alaska Association of University Women, testified in favor of SJR 13.

Paula Ziegler, League of Women Voters, came before the committee and testified in favor of SJR 13.

Senator Bennett entered the room for the vote of SB 167. Chairman Rodey excused Ms. Ziegler for the purpose of voting on SB 167.

Senator Ray again moved that SB 167 be passed from committee. Senators Rodey, Ray, and Bennett voted yea. Senator Parr voted nea. The bill was passed from committee with individual recommendations. Senator Parr signed do not pass, Senator Bennett signed no recommendation, Senators Ray and Rodey signed do pass.

Senator Bennett left to attend to his Finance Committee duties.

Chairman Rodey asked Ms. Ziegler to join the committee members and resume her testimony.

After brief discussion, Senator Rodey moved that SJR 13 be passed from committee. There was no objection. Senator Parr and Ray signed no recommendation, Senator Rodey signed do pass.

Chairman Rodey adjourned the meeting at 3:05 P.M.



Official Business

# Alaska State Legislature

## Senate

Pouch V  
State Capitol  
Juneau, Alaska 99811

### MEMORANDUM

TO: Nancy Groszek  
FROM: Bruce Weyhrauch  
DATE: February 18, 1982  
SUBJECT: Persons invited to testify at State Affairs

#### SJR 13

Jim Walefield  
Susan Clark  
Paula Ziegler  
Rep. Mike Miller  
Bob Manners

AFL-CIO  
American Ass'n. of University Women  
League of Women Voters  
NEA - Alaska

#### SJR 62

Brigadier General William Sharrow  
Jessie Dodson  
Senator Sackett  
Representative Rogers  
Gen Dickey  
Jack Quisenberry  
Lorraine Eide

Dept. of Military Affairs  
Governor's Office

Senator Murkowski  
Senator Stevens  
Representative Young

#### SJR 75

Ted Paprocki  
Stan Borucki



District of Columbia  
(voting rights)

SENATE JOINT RESOLUTION NO. 13, by Senators Stimson and Fischer. Resolves that the Twelfth Alaska Legislature ratifies the proposed amendment to the U. S. Constitution establishing representation in Congress for residents of the District of Columbia and confirming the right of the residents of D. C. to vote for the election of President and Vice President of the United States.

Introduced February 3 and referred to State Affairs and Judiciary.

U of A Board of Regents  
(const. am. term of office)

SENATE JOINT RESOLUTION NO. 14, by Senator Ferguson, Sturgulewski, Colletta, Hohman and Stimson. Proposes an amendment to the Alaska Constitution limiting the term of office of members of the U of A Board of Regents to five years. Seeks to amend Art. VII, Sec. 3, "BOARD OF REGENTS OF UNIVERSITY," by adding: "The term of office of a regent may not exceed five years." Provides that proposed amendment be placed before the voters of the state at the next general election. (See SB 152, page 112)

Introduced February 4 and referred to Health, Education & Social Services and Judiciary.

Pope's Visit to Alaska

SENATE CONCURRENT RESOLUTION NO. 7, by the Rules Committee. Resolves that the Alaska Legislature, on behalf of the people of Alaska, "extends to Pope John Paul II a warm welcome and a wish for safe and pleasant travels." Further resolves that the members of the Alaska legislative delegation to greet the Pope personally deliver the resolution to the Pope during his visit in Anchorage on February 26, 1981. (Note: passed this week, see page 120.)

Introduced February 4 and referred to Rules.

Uniform Rules  
(amendments to)

SENATE CONCURRENT RESOLUTION NO. 8, by the Rules Committee. Does not propose major substantive changes in the Uniform Rules. Makes several changes which are more clarifications or codifications of existing practice. Makes the Rules more truly "uniform" with regards to the required votes on the various procedural questions. Where a majority vote of the full membership is required, the Rules are amended throughout to read "a majority vote of the full membership" rather than "a majority vote of the members of the house" and other imprecise wordings. Similarly amends Rule for two thirds, three fourths, and one fifth votes of full membership. Where a certain proportion of those present is required for passage, the Rules are amended to specifically state this. Rules amended in the above manner are: 1(b); 3(a); 9; 14(a); 16; 17; 18(a); 22(c); 23(a); 23(b); 26(b); 28; 29(a); 31(a) 33(a); 34; 38; 40; 41; 47(a); 47(c); 48; 50; 52; and 53.

Amends Rule 20(a) (jurisdiction of the Labor & Commerce Committees) to read: "the programs and activities of the Department of Labor and other matters relating to labor-management relations, . . . and workers' [WORKMEN'S COMPENSATION]. . ." (underlined material added, bracketed material deleted).

Amends Rule 29(e) relating to reconsideration to read: "Calling up reconsideration on the next legislative day automatically places the question to be reconsidered again before the body in third reading if the question is adoption of a measure for which three readings are required and opens the question for debate."



# NEA - ALASKA

AFFILIATED WITH THE NATIONAL EDUCATION ASSOCIATION

**Robert C. Manners**  
Executive Secretary  
Juneau Office

**Robert C. Cooksey**  
Deputy Executive Secretary  
Juneau Office

**James D. Alter**  
Field Staff  
Juneau Office

**Charles L. O'Connell**  
Deputy Executive Secretary  
Anchorage Office

**Dianne Anderson**  
Field Staff  
Anchorage Office

**Steve Pulkkinen**  
Field Staff  
Anchorage Office

**Mary Ann Eininger**  
Deputy Executive Secretary  
Fairbanks Office

**JUNEAU OFFICE**  
147 SOUTH FRANKLIN #207  
JUNEAU, ALASKA 99801  
PHONE: (907) 586-3090

**ANCHORAGE REGIONAL OFFICE**  
1411 WEST 33rd  
ANCHORAGE, ALASKA 99503  
PHONE: (907) 274-0536

**FAIRBANKS REGIONAL OFFICE**  
825 COLLEGE ROAD  
FAIRBANKS, ALASKA 99701  
PHONE: (907) 456-4435

February 18, 1982

TO: Chairman Fischer  
Senate State Affairs Committee

FROM: NEA-Alaska, Inc.

RE: SENATE JOINT RESOLUTION NO. 13

NEA-Alaska supports and strongly encourages passage of SJR No. 13.

The Constitutional establishment of full voting rights for the residents of the District of Columbia with appropriate and meaningful Congressional representation is a fundamental principle of justice which must be done now.

Hopefully the apparent inadvertent disenfranchisement of nearly three-quarters of a million of our citizens will be immediately corrected by ratification by the States.

The provision that Congress have exclusive jurisdiction over its surroundings is clearly compatible with full voting representation for the residents therein. Full voting representation does not intrude into Congressional authority nor in any way compromise the basic principles and rights of Statehood.

Residents of the District of Columbia enjoy no exemption from the obligation of taxation and have been equally distinctive with all citizens throughout the Nation in every war since the War for Independence.

Retrocession is not a viable option if we are to maintain the basic concepts and principles of one person, one vote. Politically, such a situation would seem to be intolerable as well.

Thank you for your consideration of our concern.

Respectfully submitted:

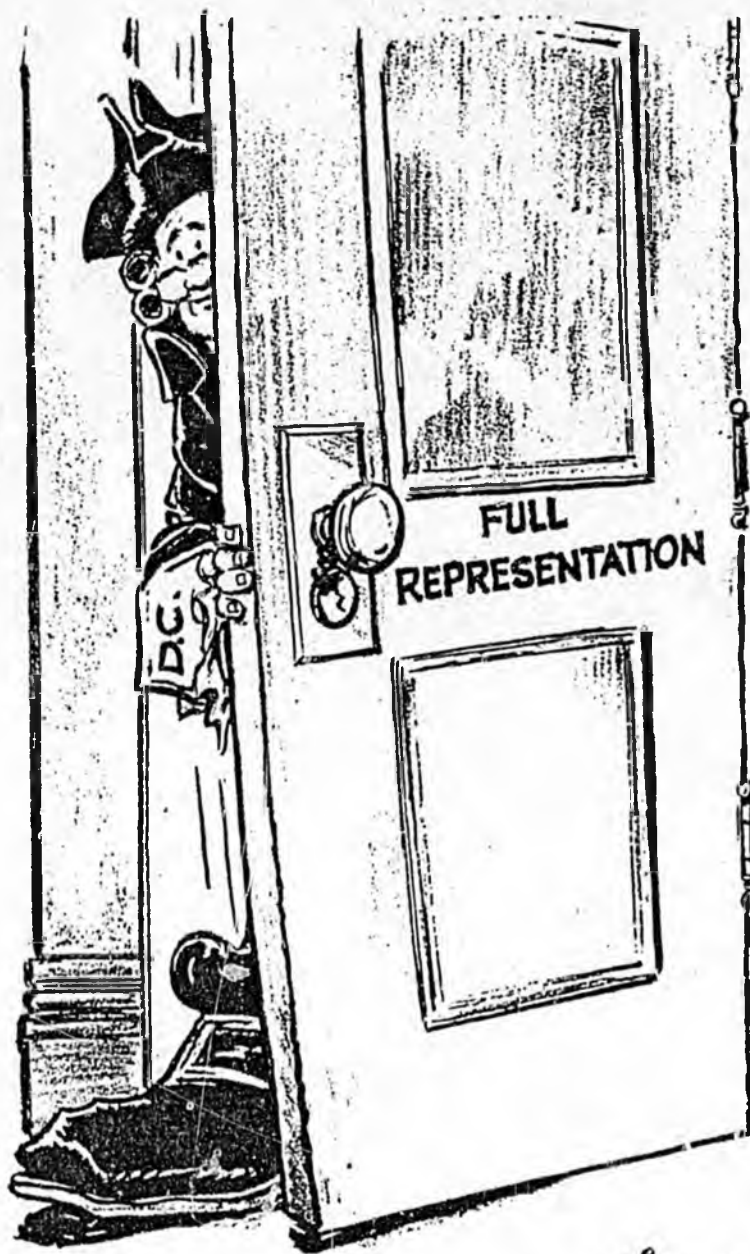
Robert Manners  
Executive Secretary

"... THAT ALL MEN ARE CREATED EQUAL...

16 10.925 #8

# AFTER 200 YEARS, END TAXATION WITHOUT REPRESENTATION FOR THE DISTRICT OF COLUMBIA

State legislatures are now being asked to confirm the action of Congress; to ratify an amendment to the Constitution giving equal representation to the "Last Colony", the nation's capital district. Presidents Truman, Eisenhower, Kennedy, Johnson, Nixon, Ford and Carter all endorsed national representation for District residents and the amendment passed both the Senate and the House of Representatives by more than a two-thirds majority with strong bipartisan support.



GIB CROCKETT  
© THE WASHINGTON STAR



COMPILED AND PUBLISHED BY  
THE D.C. LEAGUE OF WOMEN VOTERS  
Room 718  
1346 CONNECTICUT AVENUE, N.W.  
WASHINGTON, D.C. 20036

Tel: 202-785-2617

November, 1980

THE RIGHT OF REPRESENTATION IN THE LEGISLATURE. "Declaration of Independence

"WITH LIBERTY AND JUSTICE FOR ALL" — Pledge of Allegiance

THE PROPOSED D.C. AMENDMENT  
to the  
CONSTITUTION OF THE UNITED STATES

"Section 1. For the purposes of representation in the Congress, election of the President and Vice President, and Article V of the Constitution, the District constituting the seat of government of the United States shall be treated as though it were a State.

"Section 2. The exercise of the rights and powers conferred under this article shall be by the people of the District constituting the seat of government, and as shall be provided by the Congress.

"Section 3. The twenty-third article of amendment to the Constitution of the United States is hereby repealed.\*

"Section 4. This article shall be inoperative, unless it shall have been ratified as an amendment to the Constitution by the legislatures of three-fourths of the several States within seven years from the date of its submission."

THE CASE FOR FULL VOTING REPRESENTATION  
IN THE U. S. CONGRESS  
FOR THE CITIZENS OF THE DISTRICT OF COLUMBIA

HISTORY

The Constitution of the United States provides that Congress shall exercise exclusive legislative authority over the seat of government.

When the Constitution was being debated in Philadelphia, there was no capital. But in 1783 Pennsylvania refused to call out the state militia to protect the Congress from a band of unruly discharged soldiers. With this sour taste of the past in mind, the new Congress planned that the national assembly should never again depend on a state government for vital services. It would be sole master of its permanent home. But the Founding Fathers had no intention of denying to the thousands of American citizens the right to the democratic representation which they themselves had just fought a revolution to win.

In 1790 the site of the capital was finally chosen, a large swampy piece of land along the Potomac River which was ceded to the federal government by acts of the Maryland and Virginia state legislatures. In 1800, there were about 14,000 people living in the area, too few to warrant a representative of their own. Most of them were temporary residents, living in the new city for the few months that the Congress was in session each year and returning to their home states to vote.

The District of Columbia has changed from a rural farming area into a national capital with over 635,000 people (1980 census). It now has more inhabitants than Alaska, Delaware, Vermont and Wyoming. Each of these states sends senators and representatives to the U.S. Congress; the District of Columbia none. In 1972 D.C. was granted one non-voting Delegate to the House of Representatives to speak, but not to vote, for almost three-quarters of a million Americans.

For the citizens of our nation's capital the struggle to end taxation without representation has never ended. Since Congress came to town in 1800 there have been organized efforts in the District to rectify this gross injustice and to give the residents the same democratic representation that all other Americans enjoy. In 1978 the House of Representatives and the Senate of the United States voted by more than a two thirds majority to approve a constitutional amendment to provide full representation for these citizens. Now this amendment needs the approval of 38 state legislatures to bring the rights of democracy to those American citizens living in the federal district. The responsibilities and burdens of all citizens are already borne by these people.

WHAT THE AMENDMENT WILL DO

The proposed amendment does not alter the relationship between the federal government and the District of Columbia. It simply provides that District citizens will have votes in the actions of Congress, the election of the U.S. President and ratification of constitutional amendments equal to those of all other Americans. It does no damage to the constitutional provisions for a federal district and leaves the exclusive legislative authority over the District in the hands of Congress.

The U.S. is the only country in the free world that denies representation to the residents of its capital city, even in those designated as federal districts. Only one military regime denies such citizens equal representation -- Brazil -- and the Brazilian legislature is waiting for the 1980 census figures to determine if Brasilia has a large enough resident population to be accorded representation. Rio de Janeiro, the former federal district, has been represented in their legislature for over 100 years.

D. C. RESIDENTS ARE HEAVILY TAXED

**FEDERAL:** There is a common misconception that the citizens of the District of Columbia have no vote and pay no taxes. The fact is that D.C. is one of the most heavily taxed localities in the country. According to Library of Congress research, the residents of D.C. paid \$1.8 billion in federal taxes in fiscal year 1979, more than in 10 states. On a per capita basis, D.C. residents paid \$2,684 or \$600 over the national average. This was more per capita than any state except Alaska. Thus, residents bear the responsibility of taxation without the right of representation.

**LOCAL:** With regard to local taxes, D.C. residents also pay among the highest in the nation. Comparing the District of Columbia per capita total local tax burden in 1979 with the total per capita state and local taxes in all states, the Bureau of the Census found that residents of only two states (Alaska and New York) paid more than D.C. residents. The D.C. average was \$1,336.07 compared with the national average of \$933.74.

**THE FEDERAL PAYMENT:** The annual federal payment to the District is not a device to free D.C. citizens from paying local taxes. It is an amount that the Congress thinks appropriately compensates for the federal tax-exempt presence in the District of Columbia. There is a great difference of opinion about how much that payment should be. The D.C. Department of Finance and Revenue estimates the total District revenue loss because of the federal presence for FY 1981 to be \$640.5 million. Congress currently authorizes \$300 million federal payment but the actual appropriation to date has always been less than this. For FY 1981, it is expected to be about \$296 million. This is not a gift. It represents partial payment of a federal obligation.

**LIMITATIONS AND RESPONSIBILITIES:** There are special responsibilities in relation to the federal government which place burdens on the local government. The D.C. Department of Finance and Revenue reports show the federal government owning 42.6% of the potentially taxable land area in D.C. and an additional 7.3% consisting of foreign holdings, national non-profit organizations headquarters, etc., which are tax-exempt in D.C. Thus 50.4% of the real estate in D.C. is tax-exempt because of the federal government's presence. Yet, police, fire, street maintenance and other services must be provided for all these places out of the District's resources.

Acts of Congress have placed severe limitations on revenue sources for the District including restrictions on the height of buildings, and a ban on taxation of income earned within the city by non-residents. Every state with an income tax has reciprocal agreements with other states enabling the collection of income taxes from those who live outside the state but earn their income within its borders. D.C. cannot tax the incomes of non-residents who make up 60% of those who work in the District, resulting in a \$323.7 million loss of revenue.

The U.S. Congress gave the citizens of the District of Columbia the right to elect their own Mayor and Council in 1973. Limited powers and legislative authority were delegated to the new government but budget control was not. That power is still maintained by the Congress,

\* The 23rd Amendment allows D.C. residents to choose electors for President and Vice-President, but only as many as "the least populous state."

where representatives of every other jurisdiction in the country except the District of Columbia may have a voice in setting budget and revenue priorities for the Federal district.

"THE DISTRICT SHOULD BE REPRESENTED IN CONGRESS,  
BUT..."

Many opponents of the proposed amendment accept the principle of D.C. representation in Congress but advocate alternatives to the amendment. But ...

... JUST AND EQUAL REPRESENTATION MEANS IN BOTH HOUSES.

Our nation's legislature is composed of two houses. Besides having functions in common, such as enacting legislation, declaring war and conscripting soldiers, the Senate and the House of Representatives have separate functions. The House originates all revenue measures. The Senate ratifies all treaties, and advises and consents to the appointments of all cabinet members, ambassadors, federal judges, and local D.C. judges. Thus representation in one House and not the other would not provide equity for District residents.

Some have argued that the District should be granted representation in the House but not in the Senate because the Constitution says that "no state without its consent, shall be deprived of its equal suffrage in the Senate." However, a wide range of constitutional scholars testify before the House Judiciary Subcommittee on Civil and Constitutional Rights found no problem with Senate representation for the District of Columbia via a constitutional amendment. And Charles Alan Wright, Professor of Law at the University of Texas said:

The clear purpose of that clause was to ensure that the Great Compromise would not be undone; and that representation in the Senate would not be put on the basis of population. That purpose is not compromised by allowing the District to have two Senators any more than it is when a new state is admitted.

Two senators for the District would not impinge on the equal treatment of any state vis-a-vis the other states. There were 26 senators when the nation was founded. During the last 200 years, 37 states and 74 senators have been added without disturbing the fabric of government.

... NOT THROUGH ANOTHER STATE'S BALLOT BOXES

One of the most frequent arguments raised is that the District should be given back or retroceded, to Maryland and thus be represented by Maryland's congressional delegation. Proponents say retrocession could take either of two forms, full or partial retrocession. Full retrocession would mean that the District of Columbia would be divided into two parts: a federal enclave including key federal installations would be carved out while the rest including most of the residential property would become part of Maryland. With partial retrocession, the District of Columbia would remain the District of Columbia as it exists today, but its citizens would be allowed to vote for Maryland Senators and Representatives.

Inasmuch as state boundaries cannot be changed without "the consent of the legislatures of the states concerned as well as the Congress" according to Article IV, Sec. 3 of the Constitution, full retrocession would need such consent. District citizens have shown no desire for this solution, representatives from Maryland have indicated they would oppose it, and the United States Congress has shown it is not receptive to the idea either. Furthermore, it is doubtful that the people of this country, who feel a proprietary interest in their nation's capital, would support a plan to put a large part of the present federal district under the control of any state.

Partial retrocession would require the same kind of consent as full retrocession. In addition, partial retrocession creates other problems. The Constitution says that senators and representatives shall be chosen by the people of the states in question. But District residents are not "people of Maryland." They are District people residing in and paying taxes to the District of Columbia. Furthermore, residents of the District could not vote in the

Maryland state elections and, therefore, would have no voice in setting election district lines or filling congressional vacancies. This would not be equal representation in Congress for the citizens of the District. Partial retrocession seems to create more problems than it solves.

... NOT NECESSARILY BY BECOMING A STATE

Statehood has been proposed as an alternative to achieve D.C. representation in Congress. On November 4, 1980, an initiative to begin the statehood process was approved by the voters of the District. The favorable vote was fueled largely by the frustration of District voters at not having national representation and control over local affairs. Recent history has shown that statehood is a lengthy process, requiring over 40 years for Alaska and over 50 years for Hawaii. There is no reason to suppose that Congress would pass a statehood act for the District of Columbia any more speedily, especially since Congress would be giving up the budgetary authority and veto power over District legislation which it now exercises.

The idea of statehood has been used as a diversionary tactic by those opposed to the amendment in some state legislatures. However, at this time, there is no indication of wide support for statehood for D.C. in the nation as a whole. In 200 years the citizens of the states have developed a possessive attitude toward the District as the nation's capital. It is doubtful that many would accept shrinking the capital to a small federal enclave of monuments and federal installations as proposed by statehood proponents.

Under the proposed constitutional amendment the District of Columbia as the capital of the nation would still remain a geographically distinct entity as the Founding Fathers apparently intended. The amendment appears to be the most feasible method of achieving equal political rights for D.C. citizens in the foreseeable future.

THE DISTRICT IS ALREADY TREATED AS A STATE FOR MANY PURPOSES

Some people have objected that the District is not a state and, therefore, not entitled to senatorial representation. The Constitution does not forbid representation for the District of Columbia, however. It is silent on this matter, and the District is often treated as though it were a state. All recent federal legislation which applies to states, including grant legislation, includes the phrase "for the purposes of this legislation the term 'state' shall include the District of Columbia."

There are parts of the Constitution itself which have been interpreted to include the District as though it were a state. For example, Article I, Section 2 of the Constitution says that "direct taxes shall be apportioned among the several states which may be included within this Union." In 1820, the Supreme Court considered whether Congress had authority to directly tax the residents of the District of Columbia; the Court ruled that Congress did have this authority. Thus District residents have always borne the same federal tax responsibilities as citizens of the states. In 1889, the Supreme Court upheld a ruling that Congress had the authority to regulate commerce across District borders even though Article I, Sec. 8 of the Constitution says that Congress has the power to regulate "commerce... among the several states." In 1960, the Twenty-third Amendment to the Constitution gave the District the right to vote for President and Vice-President of the United States "as if it were a State."

... AND IS NOT MERELY A CITY

Objections are also made on the premise that the District of Columbia is a city, and if it were granted representation, other large cities would then seek senators of their own. There is, of course, no other city in the country that is not already represented by two senators and at least one representative.

The District, however, is more than a city. It is the federal district provided in the Constitution. Its government serves city, county and state functions. One estimate by city officials indicates that 67% of the District government functions are non-municipal.

THE STEREOTYPED IMAGE OF WASHINGTON

There are more arguments, of course, aimed at threatening other people's self-interest. The District is seen as "too black, too liberal, too urban, too devoted to the federal interests." Some people have a stereotyped view of "Washington," assuming that all people who live in D.C. work for the federal government and are interested in making "big government" bigger. (Paying the very high per capita federal taxes they do, it seems possible that the opposite might be true). In fact, less than one-third of the District's total work force is employed by the federal government and more than half of working D.C. residents work for the private sector. Representatives from the District of Columbia would also represent small businessmen, the construction industry, bankers, lawyers, doctors, teachers, the elderly. All of these would be citizens who are required to obey federal laws, although they have had no vote in enacting these laws, and whose relatives or themselves may have fought and died in American wars -- especially the Vietnam war when District casualties ranked fourth among the fifty states on a proportional basis.

THE RATIFICATION PROCESS FOR THE D.C. AMENDMENT

The Constitution is not amended easily or lightly. The procedure requires a two thirds majority of both Houses of Congress, which it has now received, and ratification by three-fourths (38) of the state legislatures within seven years. On September 11, 1978, New Jersey became the first state to ratify the proposed amendment.

In the ratification process, as in the campaign for passage of the proposed amendment by the Congress, the D.C. League of Women Voters will continue to work with the League of Women Voters of the U.S. and the 50 state and 1300 local Leagues, which played a key role in the House and Senate victories. Since 1924, Leagues all across the country have worked together to achieve full democracy for D.C. residents. Leagues are and will be in leadership roles in the states, and the D.C. League thanks them and pledges to do all it can to help them.

THE COALITION -- D.C. SELF DETERMINATION/  
D.C. AMENDMENT RATIFICATION CAMPAIGN

In 1971 many organizations that had long supported self-determination for the District of Columbia formed a coalition to support and advance this cause by coordinating their efforts and activities. There are now more than 60 local and national organizations which are members of the Ratification Campaign Committee which will be working in the states.

Among the groups are NAACP, ACLU, AFL-CIO, AFSCME, American Federation of Teachers, American Jewish Committee, American Veterans Committee, B'nai B'rith Women, Catholic

Archdiocese of Washington, Common Cause, D.C. Bar, D.C. Republican Central Committee, Delta Sigma Theta, Democratic National Committee, Episcopal Church, Friends Committee on National Legislation, Greater Washington Board of Trade, Leadership Conference on Civil Rights, League of Women Voters, NAACP, National Conference of Christians and Jews, National Women's Political Caucus, National Education Association, Newspaper Guild, the Ripon Society, UAW, U.S. Jay Cees, United Methodist Church Board of Church and Society, United Presbyterian Church, and the United Steelworkers.

SPECIAL INTERESTS ARE OPPOSING RATIFICATION

Opposition to the amendment is well-funded and well-organized. By equating the citizens of the District with big government and over-regulation they raise fears of "oppressive" influence if the District had congressional representation. Speculation by these and other interest groups that the new members of Congress would oppose their views may motivate others to be fearful of D.C. representation.

Groups actively in opposition include the American Conservative Union, the Conservative Caucus, Young Americans for Freedom, the American Legislative Exchange Council, Americans for the Right to Keep and Bear Arms, Heritage Foundation and the Liberty Foundation.

A prompt mailing following Senate passage of the measure produced a spate of columns and editorials deriding the effort to create a second state of Washington and similar misconceptions. At the annual meeting of the American Legislative Exchange Council in Washington, a unanimous resolution including the statement "Whereas, the proposed amendment would award full statehood rights to the District of Columbia..." in clear and obvious contradiction to the text of the amendment.

Opponents admit the justice of full representation for D.C. citizens but argue that the amendment is not the way to provide it. Congress, however, considered and rejected the alternatives they suggest. The amendment is, at present, an acceptable, viable way to correct this injustice.

Their arguments are not germane to the principle of representation. There is no argument anywhere that can justify D.C.'s present colonial status. It violates the basic principles of democracy for some people to be more equal than others.

WILL RATIFICATION OF THE D.C. AMENDMENT BE DECIDED ON THE BASIS OF SELF-INTEREST OR AS A MATTER OF SIMPLE JUSTICE?

\*\*\*\*\*

# League of Women Voters of Alaska

February 11, 1982

## SJR 13

Mr. Chairman and members of the committee, I am Paula Ziegler, president of the League of Women Voters of Alaska. I would like to speak in favor of SJR 13, by which Alaska would ratify the amendment to the United States Constitution defining Congressional representation and voting rights for the residents of the District of Columbia.

Support for allowing those who live in the nation's capital to have their own representation has been on the League's agenda for 60 years. The process has at last reached the stage where approval by 38 state legislatures is all that is needed. To date, ten states have ratified; the League would like Alaska's name added to the list.

The argument in favor of ratification is clear and simply stated: there are 635,000 American citizens, residing in the continental United States, who have no voting voice in Congress, just because they happen to live in something of a "no-man's land" as far as traditional thinking is concerned--not in a city, not in a state, but in the District of Columbia. Over the last 200 years, through Constitutional amendment or other means, we have gradually accommodated those other Americans who originally had no representation, among them women, blacks, <sup>native Americans</sup> ~~Indians~~ and those who didn't own property. It is high time we accommodated the last group: residents of the District of Columbia.

This idea does take some getting used to because it presents a departure from the current representational scheme. Constitutional experts who appeared before Congress when the amendment was passed there did not feel that this departure was in any way prohibited by the Constitution. The Framers in 1789 had no way to foresee that hundreds of

thousands of people would be disenfranchised as a result of living in the then newly-created federal district. Most of those Framers had just risked their lives to overthrow a system of taxation without representation. <sup>Presumably,</sup> They would not knowingly have turned around and imposed such a system on anyone else. The ratification process we are involved in now reflects the fact that these men realized change in the Constitution would be needed from time to time. The League believes that voting representation for the District of Columbia is one of these needed changes.

The arguments opposing the notion of voting representation are based somewhat on constitutional interpretation but largely, unfortunately, they are based on fear. Fear of something different and fear that a District Senator and/or Representative would vote "on the other side." From Alaska's standpoint, at the present time when we are not exactly aligned with east coast interests, this might be true. However, that completely misses the point, ~~and seems just a bit narrow~~. The issue is one of fairness. Giving District residents voting representation is fair; how those representatives might or might not vote on any ~~one~~ given matter is irrelevant.

The constitutional <sup>opposition</sup> arguments center around the fact that the District of Columbia is not a state and therefore is not entitled to representation. But it is treated in all other respects as if it were a state. Residents pay federal taxes; they are subject to the draft; <sup>residents fight in those wars just mentioned</sup> their commerce across state lines is regulated by the ICC. All <sup>relevant</sup> federal laws which apply to states contain this clause: "For the purpose of this legislation, the term 'state' shall include the District of Columbia."

This amendment would not make the District into a state. It would only

grant three state rights: voting representation in both houses of Congress, power to ratify or not constitutional amendments, and electoral college representation (which exists now in a limited form). Its current status as a unique federal district would not change. Congress would still have authority over District activities. The only difference is that the District would have its proportional share of authority over Congressional activities.

Statehood, however, is ~~not very much~~ on District residents' minds. A constitutional convention is meeting there now, working on another approach to achieve parity with the rest of us. The League's position on the statehood movement is that it and the ratification effort are two means toward the same end, but the League prefers the amendment. It is simpler, more clearly defined, makes fewer basic changes in the District of Columbia's status, and it is here and now. The statehood process, as Alaskans know, can take half a century or more. It can also be stopped cold by Congress. If ratification had progressed through the states more quickly, the statehood drive might not have developed at all. The fact that it has only emphasizes how much District residents desire representation and how desperate they are to get it. Because they have embarked on this other course does not mean the ratification effort should cease.

A last consideration regarding states is <sup>the argument</sup> that the District of Columbia should become part of another state, notably Maryland, and share their Congressional representation. This idea has no support in the District of Columbia, and Congress dismissed it. It defeats the purpose of the Framers in creating an enclave separate from any state and is tantamount to suggesting that Alaska should have become part of Washington state in order to have a voice. Maryland, by the way, has ratified <sup>the</sup> ~~this~~ amendment, which gives you an idea of how they feel about the idea.

In summary, there is one final point to make. For Alaskans, it has not been all that long since we shared this second-class status with the District of Columbia. More than any other group of Americans, Alaskans should sympathize and be willing to help. Alaskans rankled for years, and still do, about federal control of our affairs. Consider this: representatives of every jurisdiction in the United States except the District of Columbia vote on the annual budget for the District of Columbia. Alaska ranks first in per capita payment of federal taxes; second on the list is the District of Columbia. Almost every argument used to oppose statehood for Alaska is being used to oppose representation for the District of Columbia. Alaska, after 50 years or so of trying, now has three votes in Congress. The District of Columbia still has none, in spite of the fact there are half again as many people living there than here. Alaska, by ratifying this amendment, can help to correct <sup>this</sup> ~~such~~ inequity. The League of Women Voters of Alaska urges that we do so. Thank you.

Paula Ziegler  
President  
586-2660 ext. 909

SJR

20

# COMMITTEE REPORT

## SENATE

FURTHER: Finance

3/2/81

Date: MAY 15, 1981

Mr. President:

The Committee on JUDICIARY has had SJR 20

Proposing an amendment to the Constitution of the State of Alaska relating to appropriations

under consideration and (a majority of the committee) (the committee) reports it back with the following recommendations:

- do pass  do not pass
- do pass with attached amendments(s)  same title
- replace with CS for \_\_\_\_\_  new title
- and recommends \_\_\_\_\_
- AND attaches a "Letter of Intent"  New Fiscal Note
- reports it back without recommendation
- referred to the \_\_\_\_\_ Committee

MEMBERS SIGNING  
DO PASS

MEMBERS HAVING  
OTHER RECOMMENDATIONS:

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Charles P. ...

...

...

...

CHAIRMAN

...



Official Business

# Alaska State Legislature

Senate

Committee on Judiciary

Pouch V  
State Capitol  
Juneau, Alaska 99811

## A G E N D A

### Senate Judiciary Committee Hearing

Wednesday, March 11, 1981  
Butrovich Committee Room - 1:30 p.m.

#### CALL TO ORDER

SJR 20 Proposing an amendment to the Constitution of the State of Alaska relating to appropriations.

#### PRESENTATION OF OVERVIEW:

Senator Tim Kelly

SB 115 "An Act relating to the Agreement on Detainers; and providing for an effective date."

#### ADJOURN



Official Business

# Alaska State Legislature

Senate

Committee on Judiciary

- Pouch V  
State Capitol  
Juneau, Alaska 99811

## A G E N D A

### Senate Judiciary Committee Hearing

Wednesday, March 11, 1981  
Butrovich Committee Room - 1:30 p.m.

#### CALL TO ORDER

SJR 20 Proposing an amendment to the Constitution of the State of Alaska relating to appropriations.

#### PRESENTATION OF OVERVIEW:

Senator Tim Kelly

SB 115 "An Act relating to the Agreement on Detainers; and providing for an effective date."

#### ADJOURN

SJR

251

COMMITTEE REPORT

SENATE

FURTHER: None

3/16/81

Date: MARCH 25, 1981

Mr. President:

The Committee on JUDICIARY has had SJR 25

Klondike Gold Rush National Histroical Park

under consideration and (a majority of the committee) (the committee) reports it back with the following recommendations:

- do pass  do not pass
- do pass with attached amendments(s)  same title
- replace with CS for \_\_\_\_\_  new title

and recommends \_\_\_\_\_

AND attaches a "Letter of Intent"  New Fiscal Note

reports it back without recommendation

referred to the \_\_\_\_\_ Committee

MEMBERS SIGNING  
DO PASS

MEMBERS HAVING  
OTHER RECOMMENDATIONS:

[Signature]

[Signature]

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

[Signature]

CHAIRMAN

[Signature]

SENATE AMENDMENT

By Senate Judiciary

To: \_\_\_\_\_ SENATE BILL No. SJR 25

To: \_\_\_\_\_ HOUSE BILL No. \_\_\_\_\_

PAGE: 1            LINE: 26

Insert "allegedly" between "has" and "closed"

PAGE: 2            LINE: 2

Insert "allegedly" between "has" and "proposed"

PAGE: 2            LINE: 29

Insert "reportedly" between "is" and "ignoring"

PAGE: 3            LINE: 1

Insert "Further alleged to be" between "is" and "treating"

# Alaska State Legislature

BETTYE FAHRENKAMP, CHAIRMAN  
VIC FISCHER, VICE-CHAIRMAN  
BRAD BRADLEY  
DICK ELIASON  
DON GILMAN  
DOB MULCAHY  
ARLISS STURGULEWSKI



POUCH V  
STATE CAPITOL  
JUNEAU, ALASKA 99811  
(907) 465-3834  
(907) 465-3835

## Senate

### Committee on Resources

March 13, 1981  
1:30 p.m.

Beltz Room  
211 Capitol

---

#### MEMBERS PRESENT

SENATOR FAHRENKAMP  
SENATOR FISCHER  
SENATOR ELIASON  
SENATOR GILMAN  
SENATOR MULCAHY  
SENATOR STURGULEWSKI

---

Hearing: SJR 25 "Relating to the Klondike Gold Rush  
National Historical Park"  
SCR 12 "Relating to hand trolling"  
SB 140 "An Act creating a fishery product  
revolving loan fund"  
SB 141 "An Act making a special appropriation  
to the fishery product revolving loan  
fund"

---

#### SJR 25

John McDermott, Skagway City Council, stated there had been a considerable breakdown in communication with the National Park Service. Their major problem is with the Park Service's land acquisition policy. The policy is in draft form and there has never been a public meeting on it. He stated that SJR 25 will certainly help their situation and the City Council supports it.


Skip Elliott, Skagway City Manager, stated that he had previously outlined the City's problems when he testified on

SB 36. He said that the Park Service is more receptive since the introduction of SB 36 and SJR 25.

Senator Mulcahy put forth the motion to move SJR 25 with individual recommendations.

-----

Skip Elliott, Skagway, City Manager, stated that in 1977 the Klondike National Park was created with the City's full support. As soon as the Park was established communications between the citizens and the Park Service virtually stopped. He indicated there is fear and anger toward the Park Service by the citizens. He stated that the Park Service has used its funding to build employee housing which they rent for \$20.00 per month. He indicated that they are still willing to cooperate with the Park Service but they want it to be on a mutual basis.



# Delegation hits access permits

Empire Washington Bureau  
 WASHINGTON — Alaskans shouldn't need to apply for a permit to get to land surrounded by national parks or wildlife refuges, according to the state's congressional delegation.

The comments came on interim regulations designed by the Interior Department to protect Alaskans from the full force of Lower 48-type regulations until final rules for the Alaska Lands Act are written. The regulations run the gamut of refuge-use issues from subsistence hunting to removal of downed airplanes.

The state's Congressional delegation spoke its mind on the new rules in an eight-page letter suggesting rewrites or changes of virtually every section of the regulations.

Opposition to a permit system for access to inholdings was just one of the delegations' gripes. Other sections where major revisions were requested include:

- Deletion of special restrictions on cabin residents in the Klondike Gold Rush National Historic Parks near Skagway

Their has been friction between the National Park Service and some local residents, who claim they are being harassed by park service personnel who threaten condemnation of private property. Sen. Frank Murkowski, R-Alaska, sent a letter to Park Service Director Russel Dickenson on Tuesday, asking him to investigate the Skagway residents' complaints.

- Rewritten procedures for closing areas in refuges so that "major public participation" is required before an area is closed. They also wanted emergency closures for only 30 days, and temporary closures

for not more than three months.

- Incorporation of existing park and refuge laws into the regulations, so all laws that affect Alaska refuges are in one place.

- Deletion of subsistence use definitions until the state gets its subsistence program off the ground. The delegation cites "little need" for federal subsistence regulations since President Reagan's budget proposed deleting funding for federal subsistence studies in 1981.

- Elimination of a provision which would allow commercial trappers access to parks and

refuges, but not assistants.

In addition, the delegation proposed a number of smaller changes, including matching the regulations' language to that of the Lands Act, allowing recreational gold panning and rockhounding, and deleting a provision that required the listing of family members living in a cabin.

Comments on the regulations are being collected by the Anchorage Fish and Wildlife office. A tally on the number and nature of the responses was not yet available.

Fish and Wildlife spokesman George Sura said Washington-based solicitors for Fish and Wildlife and the Park Service would fly to Anchorage next week to sort through the comments and see how Alaska concerns can be accommodated. Work on a final version of the regulations should begin in three weeks, according to Sura.

FINAL ENVIRONMENTAL STATEMENT

PROPOSED  
KLONDIKE GOLD RUSH NATIONAL HISTORICAL PARK  
ALASKA-WASHINGTON

This is the report prepared in 1964 that  
Mr. Belous referred to at your recent meeting.

He thinks they have the situation in Skagway  
under control. They've had meetings with people  
in Skagway and there is a better understanding  
of what's going on.



ROBERT BELOUS

(907) 271-4196

NATIONAL PARK SERVICE  
ALASKA AREA OFFICE

540 W. 5th AVENUE  
ROOM 202  
ANCHORAGE, ALASKA 99501

DEPARTMENT OF THE INTERIOR

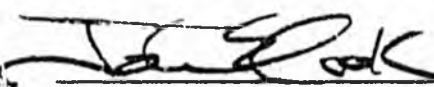
FINAL  
ENVIRONMENTAL STATEMENT

Proposed  
KLONDIKE GOLD RUSH NATIONAL HISTORICAL PARK  
ALASKA AND WASHINGTON

FES 74-64

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

Acting

  
Director, National Park Service

Contents

SUMMARY SHEET

I.	DESCRIPTION OF THE PROPOSAL . . . . .	2
II.	DESCRIPTION OF THE ENVIRONMENT . . . . .	25
III.	THE ENVIRONMENTAL IMPACT OF THE PROPOSED ACTION . . . . .	42
IV.	MITIGATING MEASURES INCLUDED IN THE PROPOSED ACTION . . . . .	56
V.	ANY ADVERSE EFFECTS WHICH CANNOT BE AVOIDED SHOULD THE PROPOSAL BE IMPLEMENTED . . . . .	62
VI.	THE RELATIONSHIP BETWEEN LOCAL SHORT-TERM USES OF MAN'S ENVIRONMENT AND THE MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY . . . . .	64
VII.	ANY IRREVERSIBLE AND IRRETRIEVABLE COMMITMENTS OF RESOURCES WHICH WOULD BE INVOLVED IN THE PROPOSED ACTION SHOULD IT BE IMPLEMENTED . . . . .	66
VIII.	ALTERNATIVES TO THE PROPOSED ACTION . . . . .	67
IX.	CONSULTATION AND COORDINATION WITH OTHERS . . . . .	74
	REFERENCES . . . . .	136
	APPENDIX A: COOPERATIVE AGREEMENT . . . . .	137
	APPENDIX B: COORDINATION UNDER SECTION 106, NATIONAL HISTORIC PRESERVATION ACT . . . . .	140
	APPENDIX C: POSITIONS OF STATE AND LOCAL GOVERNMENTS . . . . .	144
	APPENDIX D: BOUNDARY/TOPOGRAPHY MAP . . . . .	152
GRAPHICS:	SEATTLE LEASED SPACE . . . . .	5
	SKAGWAY/GENERAL DEVELOPMENT . . . . .	6
	PARK GENERAL DEVELOPMENT . . . . .	9
	LAND OWNERSHIP . . . . .	12
	COOPERATIVE MANAGEMENT ZONES . . . . .	13
	GOLD RUSH TRAILS . . . . .	18
	REGION/VICINITY . . . . .	27
	SKAGWAY HISTORIC RESOURCE . . . . .	32
	NATURAL RESOURCE . . . . .	35

SUMMARY

Draft ( )

Final (X)

Environmental Statement

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

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

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

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

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

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

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

7. Date Final Statement to CEQ: DEC 12 1974

\*Comments received.

## I. DESCRIPTION OF THE PROPOSAL

### A. The Proposal

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

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

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

Existing land jurisdiction includes:

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

#### 1. Units of the Proposed Park

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

### Seattle Unit

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

### Skagway Unit

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

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

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

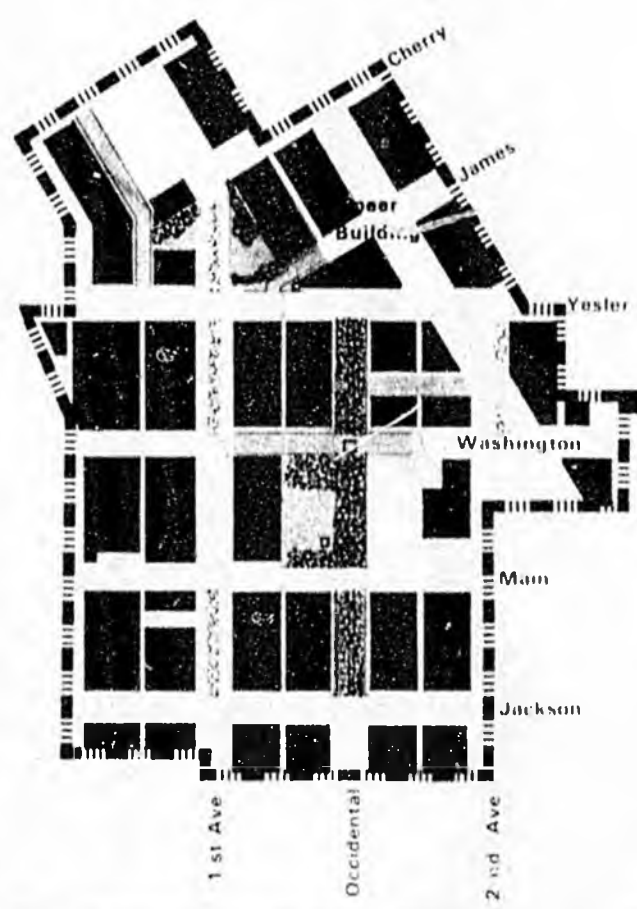
history program. To achieve this purpose, up to 16 structures would be acquired by the National Park Service for renovation and adaptive restoration. The restored structures would form a living interpretive story of life in Skagway in the days of '98. National Park Service staff would be attired in period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

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






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

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

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



# pioneer square historic district

-  Historic District Boundary
-  Pedestrian Zones
-  Restored Street Planting
-  Suggested Lease Space for Administrative/Interpretive Functions
-  Professional Offices



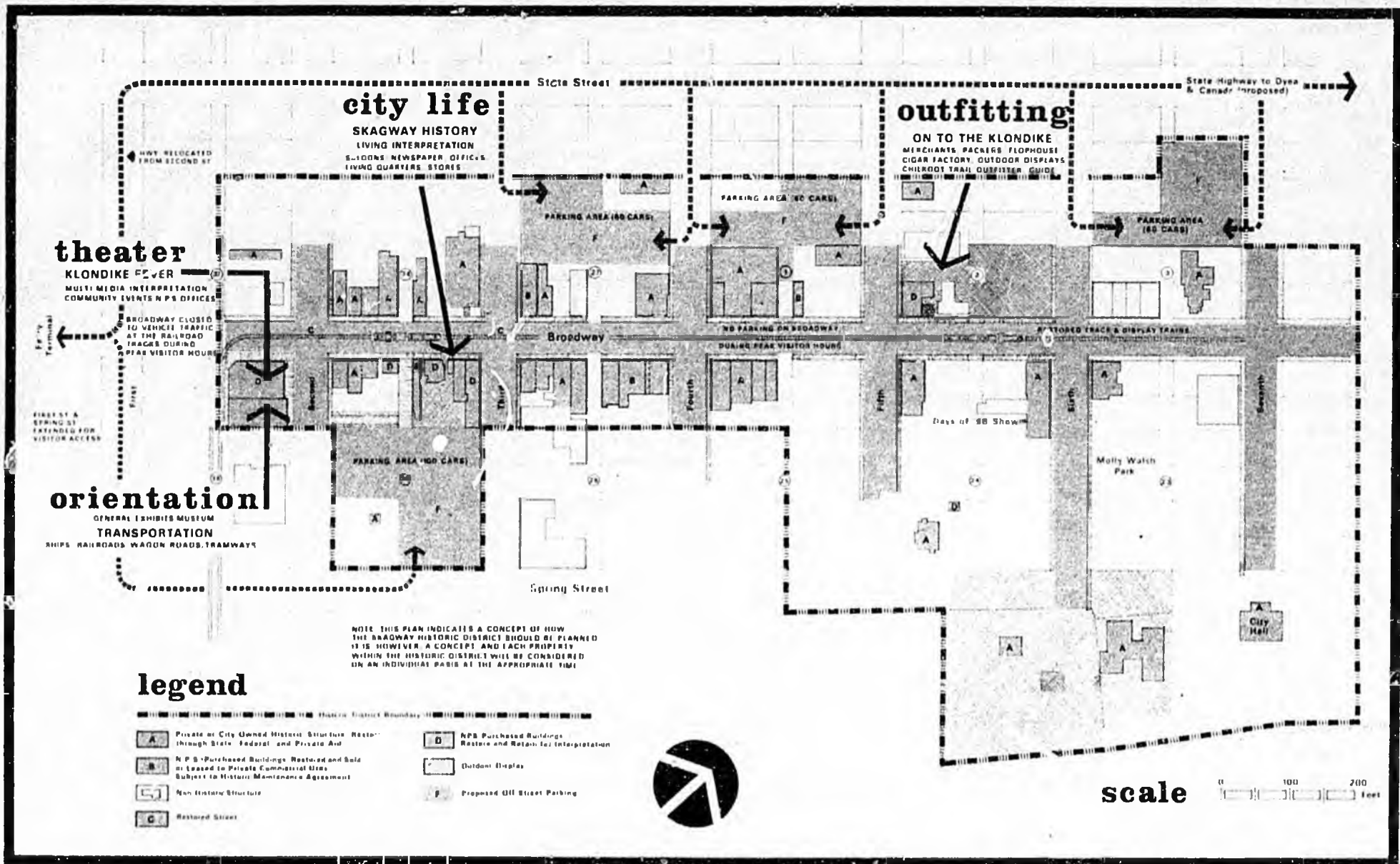
**seattle**  
leased space

KLONDIKE  
GOLD RUSH  
NATIONAL  
HISTORICAL PARK

JUN 73

20018-A

DSC



# skagway / general development

KLONDIKE  
 HISTORICAL PARK  
 JUN 73  
 1004-A  
 DSC

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

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

#### Chilkoot Trail Unit (including town of Dyea)

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

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

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

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












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

- a. Protect and interpret the wharf and townsite.
- b. Preserve, protect, and interpret the two historic cemeteries.
- c. Establish a designated walk-in camping area.
- d. Maintain a manned interpretive center during the visitor season, which would also serve as a campground trailhead contact station.
- e. Provide for the protection of the waterfront and tidelands in cooperation with the state of Alaska.

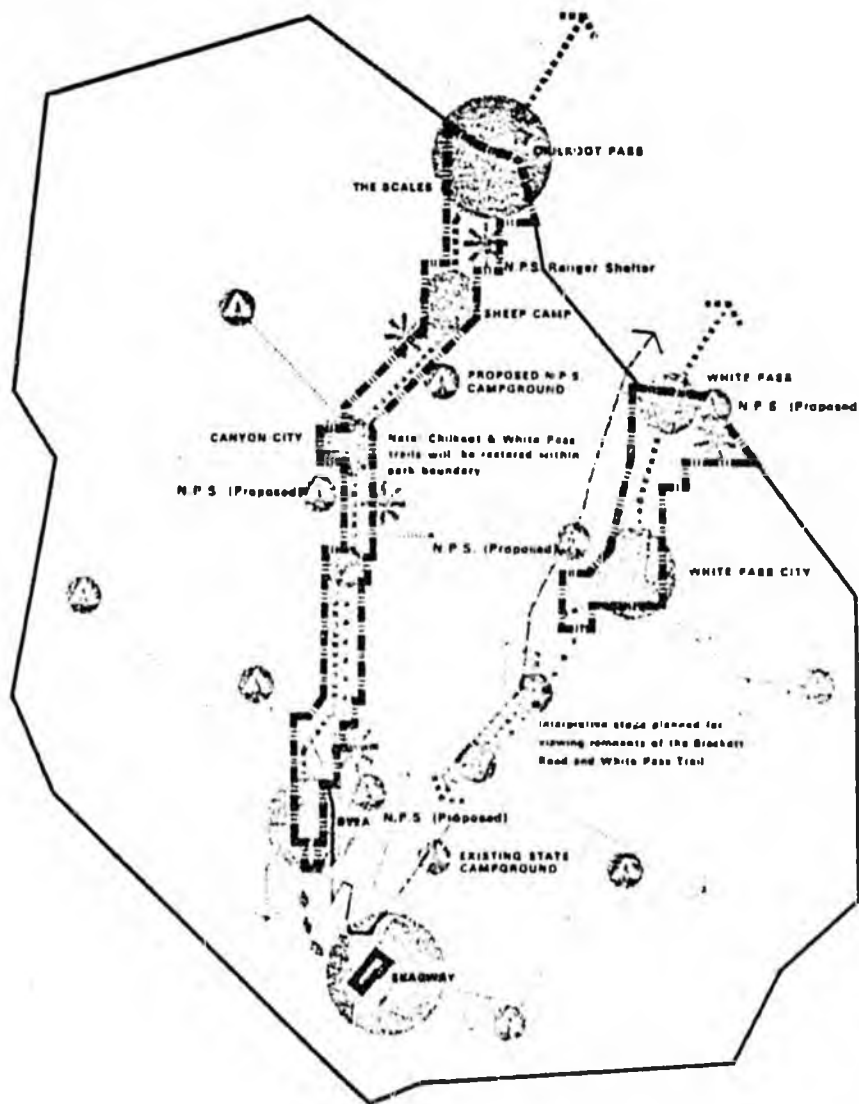
To achieve the restoration and preservation of the Chilkoot Trail corridor, the National Park Service intends to:

- a. Relocate the present trail to its true historic location, where feasible.
- b. Provide additional camping sites as needed and provide standardized signs and interpretive markers in cooperation with the Canadian Government.
- c. Stabilize the historic ruins at Canyon City, Sheep Camp, and The Scales and preserve thousands of artifacts abandoned along the trail.
- d. Remove the existing restriction on the lands along the Chilkoot Trail. Action has been initiated through the Bureau of Land Management to complete revocation of Powersite Classification 396, the only restriction, which relates to a potential impoundment near Canyon City.
- e. Purchase the 820 acres of private lands within the corridor in fee.

# legend

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

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



scale 0 1 2 3 4 5 Miles

# park general development

KLONDIKE  
NATIONAL  
HISTORICAL PARK

JUN 73

10018-A

DSC

## White Pass Unit

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

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

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

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

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

- a. Restore the upper portions of the trail, with access at points strategic to the railroad as well as along the road when it is completed.
- b. Provide campsites, standard signs, and interpretive markers in cooperation with the Canadian Government.
- c. Stabilize ruins at White Pass City and collect and preserve artifacts.
- d. Restore portions of the White Pass Trail and the Brackett Road below White Pass City.

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

## 2. Cooperative Management Zones








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

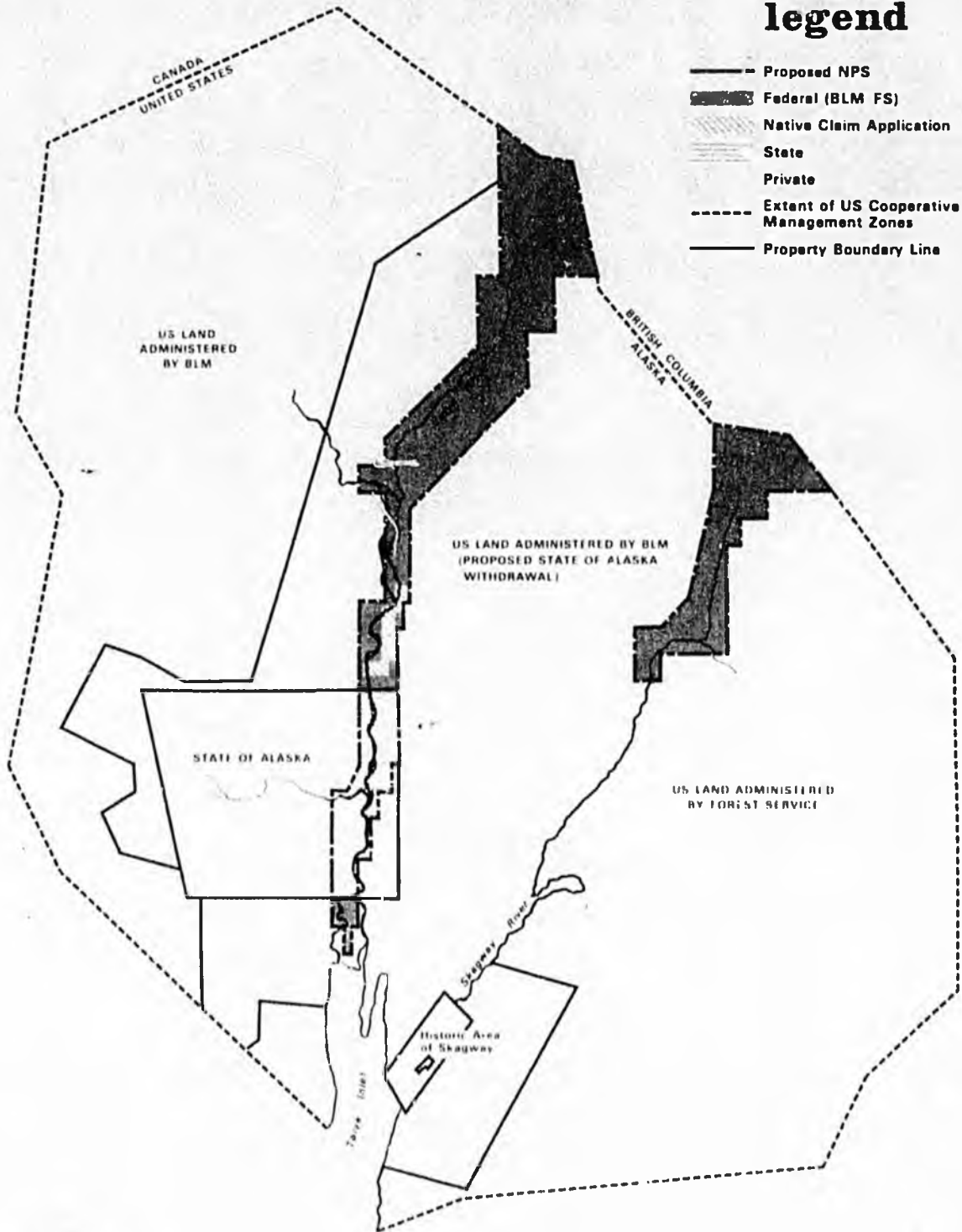
It is proposed that approximately 164,000 acres of lands surrounding the park (based on topographic crests, not legal boundaries) be preliminarily considered for the cooperative management zones (see Cooperative Management Zone map) for the following purposes:

- a. Provide for the scenic protection of the Taiya River valley from one topographic crest to the other.
- b. Provide for the scenic protection of the Skagway River valley from the topographic crest on the east to the topographic crest on the west-- Mount Carmack and Mount Cleveland.
- d. Cooperate with the state of Alaska, Bureau of Land Management, and U.S. Forest Service in recreational development, wildlife management and regulating potential adverse uses of lands adjacent to the historical park.
- e. Provide for interpretation of the summit areas, safety of visitors, maintenance of trails, and control of use through coordination with Canada.
- f. Continue planning studies with Canada for future development and interpretation of the White Pass summit areas and the possible continuation of trails to Lake Bennett, Atlin, and Ben-My-Chree.

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

# legend

-  Proposed NPS
-  Federal (BLM FS)
-  Native Claim Application
-  State
-  Private
-  Extent of US Cooperative Management Zones
-  Property Boundary Line





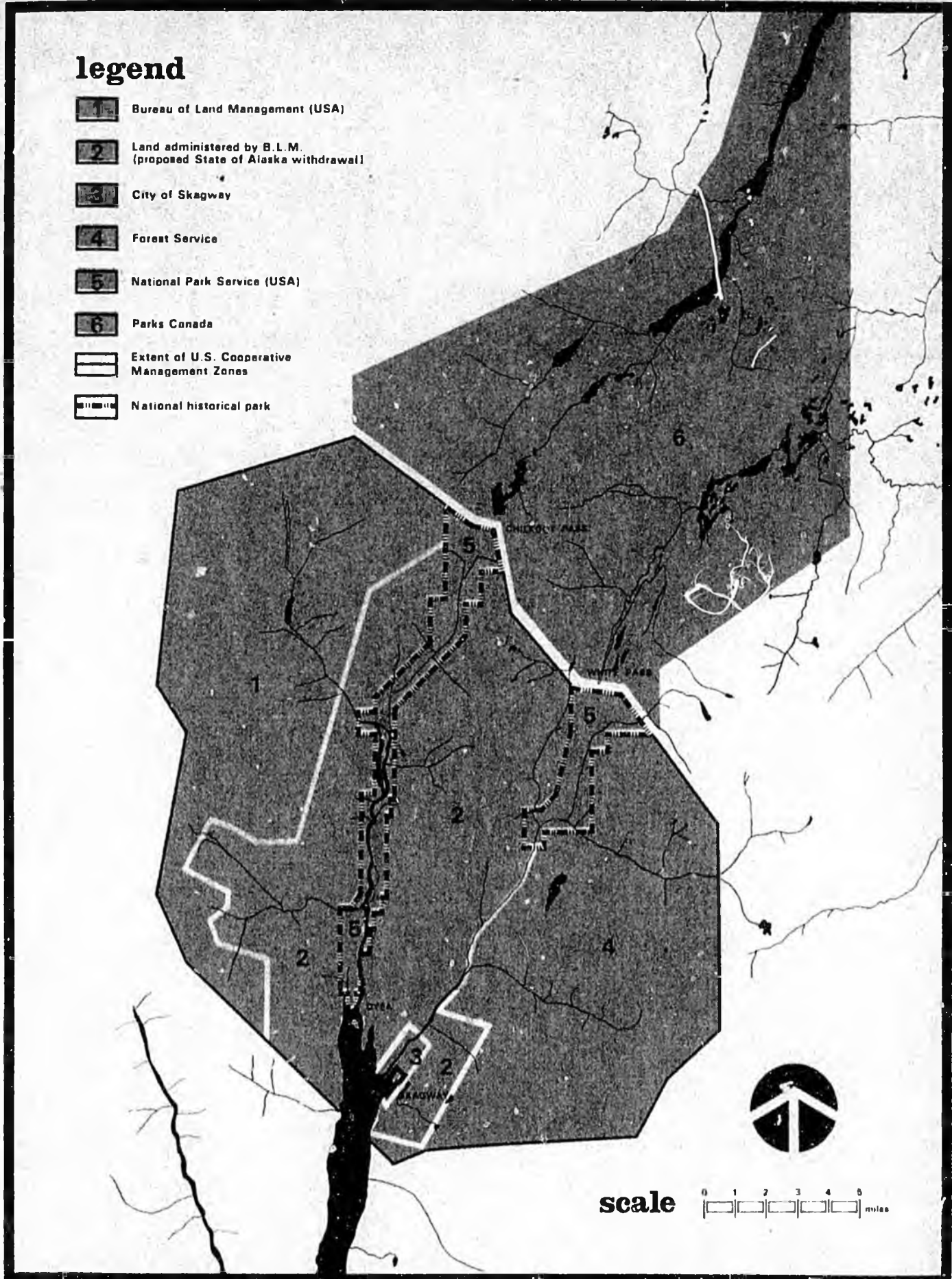
scale 0 1 2 3 4 miles

# land ownership

KLONDIKE GOLD RUSH NATIONAL HISTORICAL PARK	20,022
SEPT. 72	DSC

# legend

-  Bureau of Land Management (USA)
-  Land administered by B.L.M.  
(proposed State of Alaska withdrawal)
-  City of Skagway
-  Forest Service
-  National Park Service (USA)
-  Parks Canada
-  Extent of U.S. Cooperative  
Management Zones
-  National historical park



# cooperative management zones

KLONDIKE GOLD RUSH NATIONAL HISTORICAL PARK	20019-A
JUN 73	DSG

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

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

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

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

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

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

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

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

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

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

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

### 3. Estimated National Park Service Development Costs

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

## B. Historical Significance

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

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

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

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

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

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

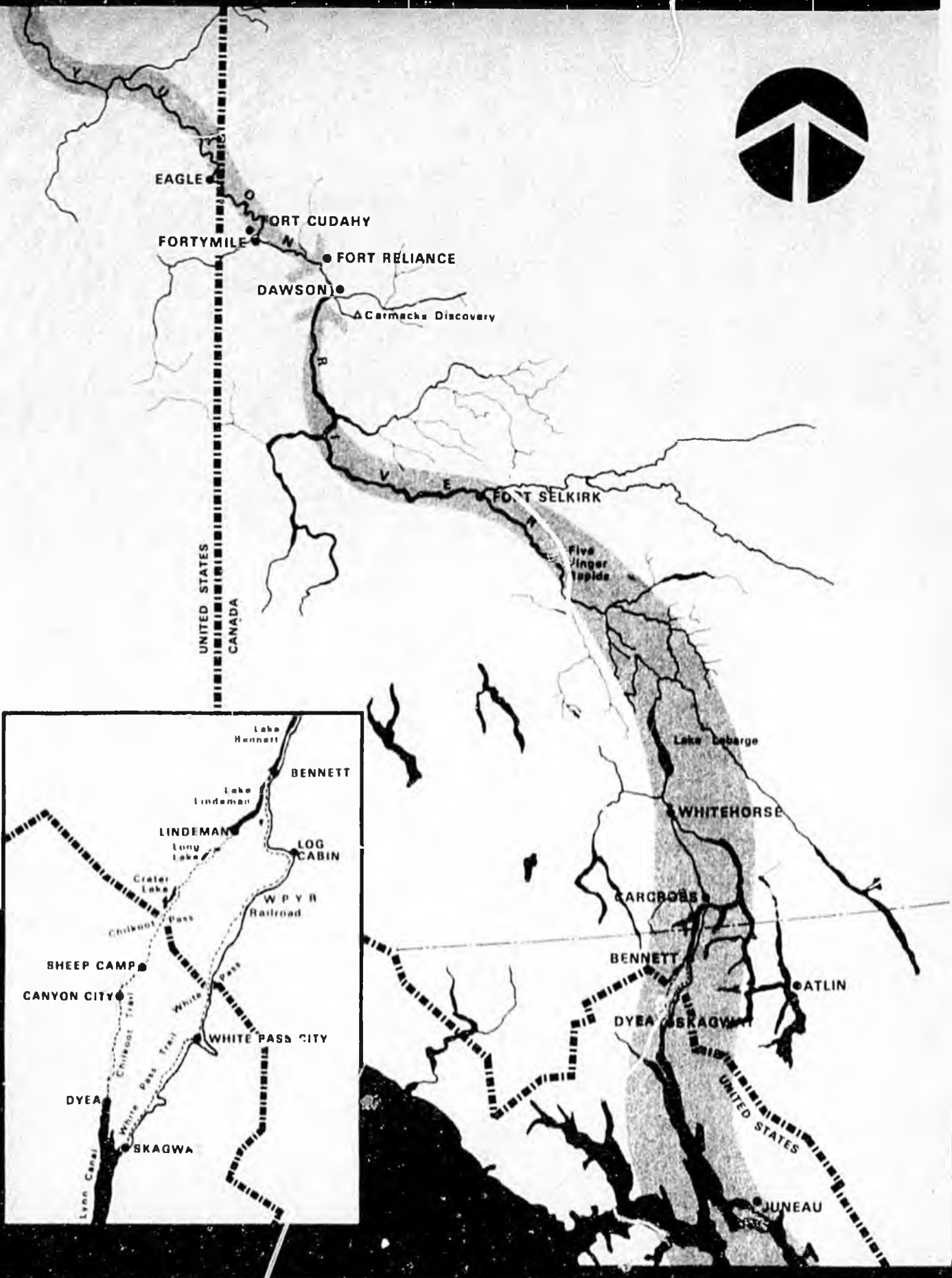
Within ten days after the arrival of the Portland, the cities of Seattle, Tacoma, Portland, San Francisco, and Victoria were besieged by gold-hungry hordes heading north. The San Francisco ship Excelsior headed north on her return voyage with a full load of prospectors. The rush gained momentum, and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

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

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

#### Seattle Unit

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



# gold rush trails

KLONDIKE GOLD RUSH NATIONAL HISTORICAL PARK 20018

SEPT 72 | DSC

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

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

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

#### Skagway Unit

In the early summer of 1897, Skagway had but one family, Captain William Moore's. He headed for Alaska in 1837, surveyed the White Pass Trail, and settled on the broad flats of the Skagway River to wait for the Yukon Gold Rush that he suspected might develop. His closest neighbors were three miles around the point at Dyea.

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

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

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

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

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

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

#### Chilkoot Trail Unit (including town of Dyea)

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

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

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

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

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

#### White Pass Unit

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

## II. DESCRIPTION OF THE ENVIRONMENT

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

### Seattle Unit

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

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

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

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

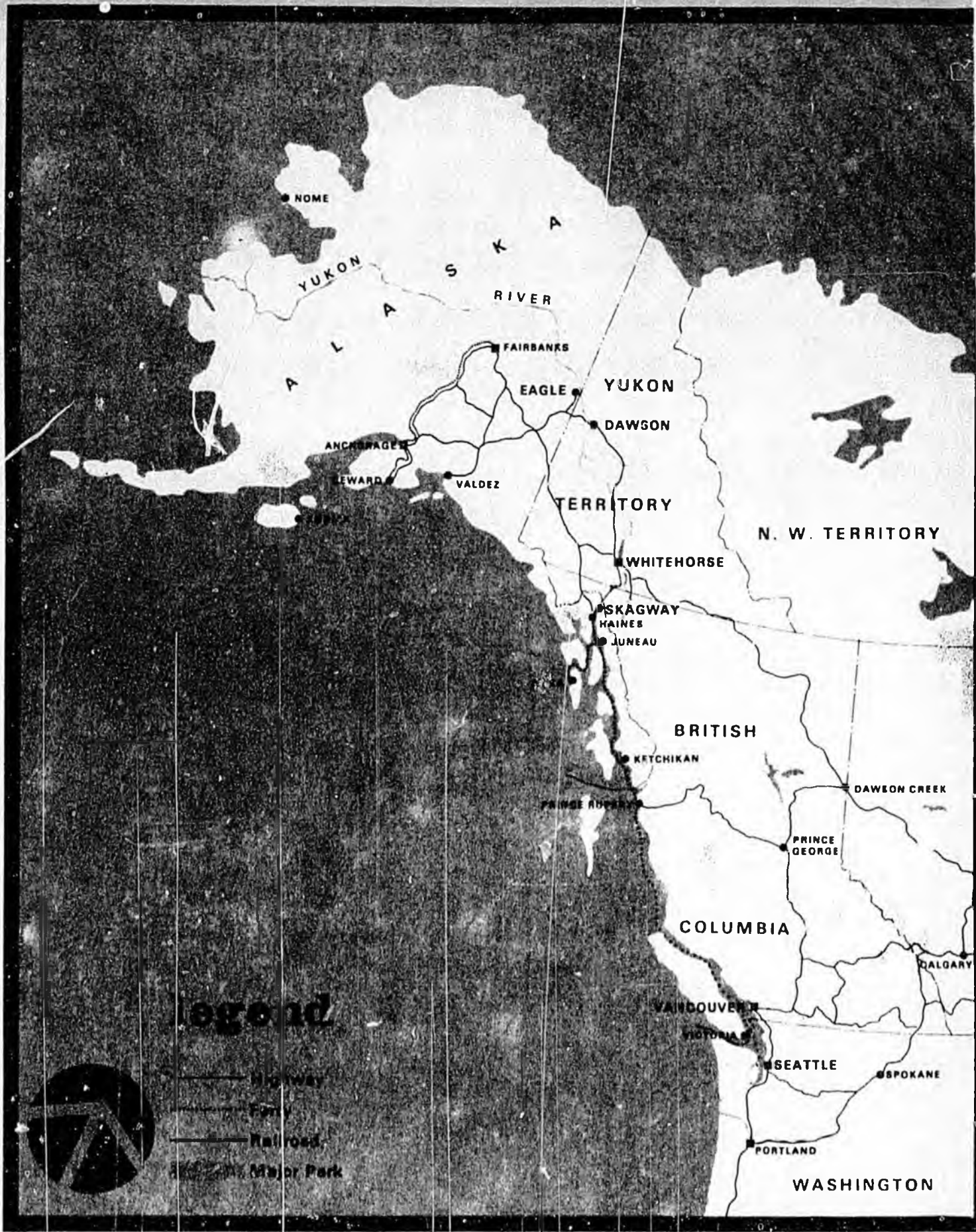
An estimated 1,000 indigent residents and migrants live within the Pioneer Square Historic District. As restoration projects evolve, these people will be moved from the old hotels where they live and from the doorsteps of deserted buildings where many spend the day. There is no comprehensive program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

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

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

#### Skagway Unit

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



# region vicinity

GALTNEY PARK  
 SEPT  
 DEC

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

- a. The beautiful and well-preserved city hall was constructed in 1899-1900 to be used as a school but was used as a federal courthouse for many years. Today, it houses the city offices, jail, and a community museum.
- b. Mrs. Harriet Pullen's famous hotel sheltered many famous people, including President Harding. For years, the Pullen House was Alaska's finest hotel. After Mrs. Pullen's death, the structure was left unused; and as is the case with so many old buildings, fire, weathering, and vandalism have taken their toll. Today, the big, proud old hotel is almost beyond redemption and lies warped and sunken on its crumbling foundation. The neighboring structures on the estate are in a similar state of disrepair.
- c. The log structure which belonged to Captain William Moore, Skagway's founder, sits well-preserved on private land near its original location.

State Street

Broadway

Spring Street

Second

Third

Fourth

Fifth




Sixth

Seventh


Molly Walsh Park

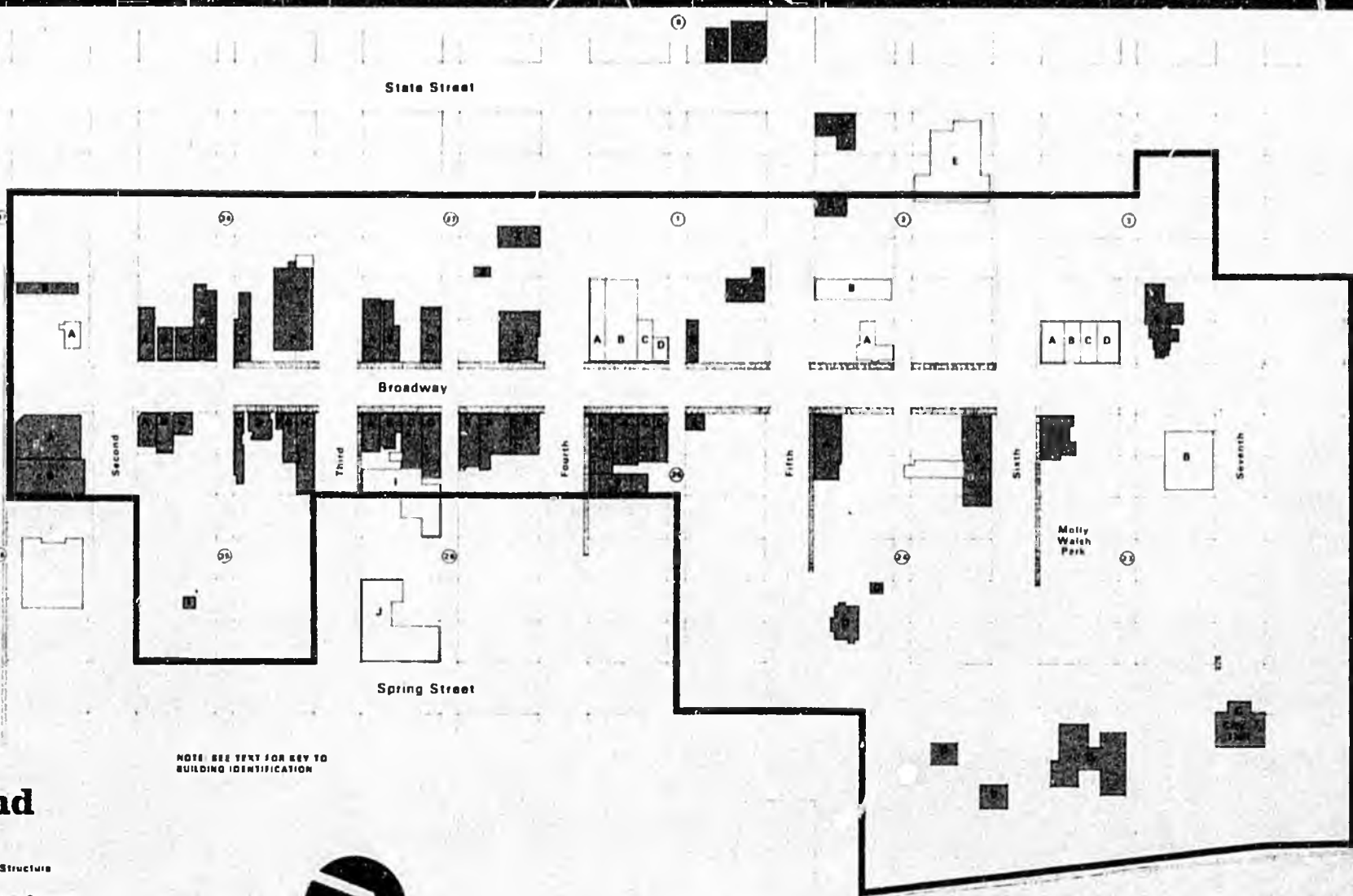
NOTE: SEE TEXT FOR KEY TO BUILDING IDENTIFICATION

# legend

-  Historic Structure
-  Non-Historic Structure
-  Proposed Historic District Boundary



scale 



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

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

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

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

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

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

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

### Chilkoot and White Pass Trails

#### Topography

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

## Climate

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

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

## Ecological Zones







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

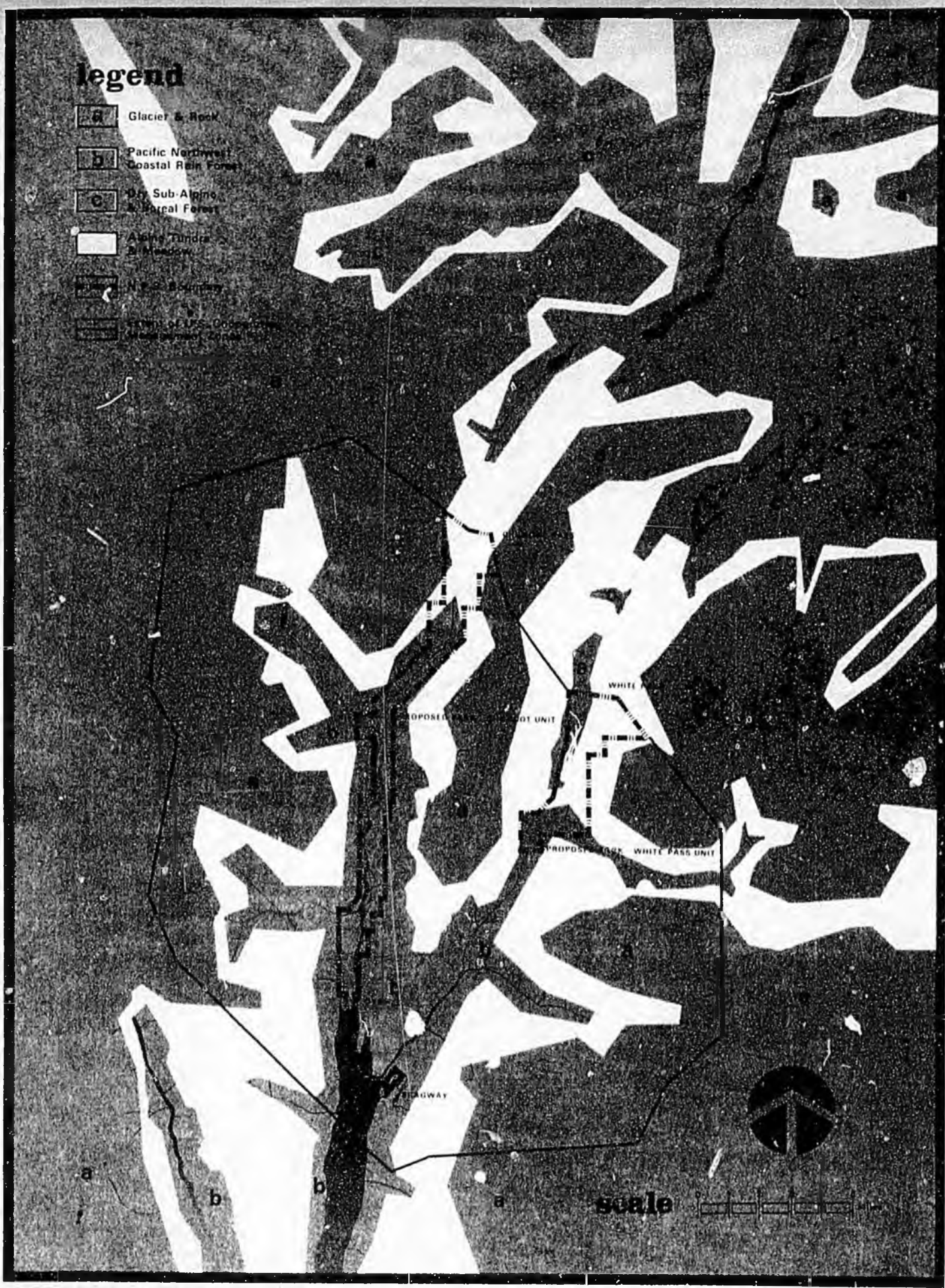
### a. Pacific Northwest Coastal Rainforest

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

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

# legend

-  Glacier & Rock
-  Pacific Northwest Coastal Rain Forest
-  Dry Sub-Alpine & Boreal Forest
-  Alpine Tundra & Meadow
-  N.P.S. Boundary
-  Extent of U.S. Department of the Interior



**natural  
resource**

MOUNT RAINIER  
 NATIONAL PARK  
 20000  
 SEPT 77  
 GNC

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

b. Alpine Tundra and Alpine Meadow

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

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

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

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

c. Drier Sub-alpine and Boreal Forest

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

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

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

### Minerals

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

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

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

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

### Wildlife

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

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

#### Archeological Resources

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

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

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

#### Dyea

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

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

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

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

#### Chilkoot Trail and Pass

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

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

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

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

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

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

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

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

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

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

#### White Pass Unit

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

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

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

## Probable Future of the Environment Without the Proposal

### Seattle Unit

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

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

### Skagway Unit

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

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

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

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

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

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

#### Chilkoot and White Pass Trail Units

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

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

### III. THE ENVIRONMENTAL IMPACT OF THE PROPOSED ACTION

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

#### A. Impacts on Vegetation

##### Skagway and Dyea

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

##### Chilkoot and White Pass Trail Units

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

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

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

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

#### B. Impacts on Wildlife

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

#### Chilkoot and White Pass Trail Units

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

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

#### C. Impacts on Water Quality

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

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

#### D. Impacts on Air Quality

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

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

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

## E. Impacts on Land Use

### Seattle Unit

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

### Skagway Unit

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

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

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

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

## Chilkoot and White Pass Trail Units

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

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

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

### F. Impacts on Economic Development

#### Seattle and Skagway Units

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

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

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

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

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

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

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

Details of the socioeconomic impact on the Skagway community are not well understood, as yet, but are expected to be of significance. In June 1974, the National Park Service initiated a study in Skagway with the following three objectives: (1) to develop a socioeconomic model of the factors and conditions which influence the community of Skagway; (2) to assess the impact of the proposed park on the community and especially its central business district; and (3) to develop a profile on the various types of visitors coming to Skagway and to develop a similar profile on hikers of the Chilkoot Trail. The economic study is scheduled to be completed by winter 1975 and the sociological study by the summer of 1976. The findings of the study will be appended to this final environmental statement and will be filed with the Council on Environmental Quality. Until the study is complete, impacts on the socioeconomic environment can be discussed only in general terms.

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

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

The lands outside Skagway are generally precipitous, with the only relatively level, developable land being approximately 4,200 acres along the lower Taiya River. All but about 40% of these acres, mostly mud flats, are proposed for inclusion in the Chilkoot Trail Unit of the park. No commercial, industrial, or agricultural development will be permitted on approximately 13,271 acres proposed for park units except for that expressed in the Yukon-Taiya provision of the Klondike legislation. By including the Historic Dyea Flats within the proposed

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

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

#### G. Impacts on the Local Communities

##### Seattle Unit

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

##### Skagway Unit

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

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

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

#### H. Impact of Visitor Use

##### Seattle Unit

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

##### Skagway Unit

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

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

##### Chilkoot and White Pass Trail Units

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

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

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

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

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

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

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

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

## I. Impacts on Historical and Archeological Resources

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

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

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

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

### Skagway Unit

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

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

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

#### J. Impacts on Transportation

Transportation to the Skagway area presently is by air, ship, or rail. Southeast Skyways provides five 9-passenger scheduled flights from Juneau per day, and air taxi service is available from Haines and Juneau. Ferries of the Alaska Marine Highway System dock at Skagway six days a week during the summer season and three days a week during the winter season. In addition, cruise ships include Skagway as part of their Alaska tours. Rail service is available between Skagway and Whitehorse daily via the Yukon and White Pass Route, which carries passengers and their vehicles as well as freight. Approximately 5 miles of the Skagway-Carcross Highway have been constructed outside Skagway, and the remainder of the highway, which will connect Skagway with the Alaska Highway at Carcross in Yukon Territory, is scheduled for construction in 1975.

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

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