

General Management Plan

November 1998

SITKA
National Historical Park • Alaska



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A Vision for Sitka National Historical Park

Sitka National Historical Park commemorates the 1804 battle between the Kiks.ádi clan of the Tlingit and the czarist Russians, the Russian-American period that ended with the transfer of Alaska to the United States, and the southeast Alaska Native cultures. It is a cultural center for the Tlingit people, where visitors are awed by historic Indian totem poles and Russian architecture. In a beautiful coastal rainforest setting, visitors learn about the pivotal events that took place in an area that was the center of Russian influence in America and remains a center of the culture of southeast Alaska and Alaska Natives to this day.

THE CONTEXT FOR THE PLAN



Introduction

Sitka National Historical Park, which lies on the outer shore of Baranof Island in southeast Alaska, preserves historically and culturally significant sites and artifacts related to the 1804 Battle of Sitka between the Kiks.ádi Tlingit and the Russians, the Russian-American period in Alaska, and the Alaska Native people of southeast Alaska. The park is within the city and borough of Sitka, about 100 air miles southwest of Juneau, the state capital (see Region and Vicinity map).

Much of the land now in the park was originally dedicated as a public park by President Benjamin Harrison on June 21, 1890. On March 23, 1910, President William Howard Taft added several tracts of land and designated the area as Sitka National Monument. On February 25, 1952, President Harry S. Truman signed a proclamation that readjusted the boundary. In 1972 Public Law 92-501 expanded the area and changed its designation from a national monument to a national historical park. The park commemorates a part of early U.S. history, including czarist Russia's exploration and colonization of Alaska (see appendix A).

The park consists of two units comprising 106.83 acres, including approximately 49.5 acres of tidelands.

- ♦ The **visitor center unit** consists of the visitor center (which also houses park headquarters and the Southeast Alaska Indian Cultural Center), the Totem Trail and other adjoining trails, the site of the historic Kiks.ádi Tlingit fort, the battleground of the 1804 Battle of Sitka, and the Russian Memorial.
- ♦ The **Russian Bishop's House unit**, near Sitka's central business district, contains the Russian Bishop's House National Historic Landmark (which was the bishop's residence, with a small chapel on the second floor) and two adjacent historic buildings: the Priests' Quarters and the Old School (formerly a school operated by the Russian Orthodox Church). The Russian Bishop's House is one of four examples of architecture remaining from the Russian colonial period in North America.

The Purpose of the Plan

The purpose of this *General Management Plan* is to set forth the management philosophy and direction for Sitka National Historical Park and to provide strategies for addressing issues and achieving identified desired future conditions over a period of 15–20 years. The park has been operating under an outdated master plan prepared in 1966 but never approved. The approved plan described in this document will provide specific direction to meet current and future needs, protect park resources, and enhance visitor services.

The Need for the Plan

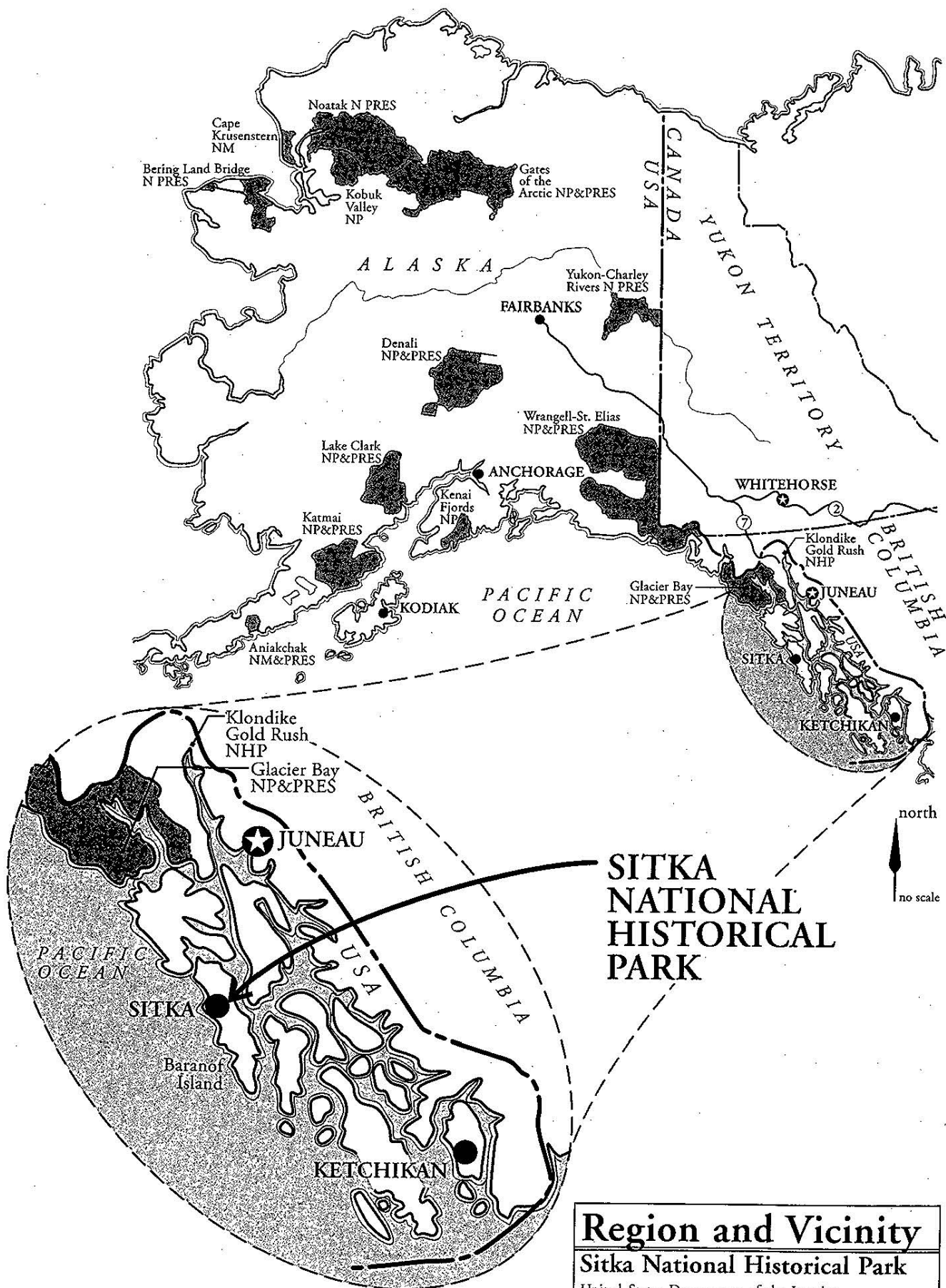
The need for the plan is to address questions and issues that are preventing the park from reaching its full potential, both as a unit of the national park system and as part of the Sitka community. In addition, a long-range plan is needed to guide the park in achieving its vision and to help park managers determine

the most effective use of available funding. Among these issues and concerns are the following:

- ◆ increasing numbers of visitors and crowding at peak periods
- ◆ visitor circulation and safety problems
- ◆ the need for broader interpretive programs
- ◆ treatment standards for cultural landscapes and totem poles
- ◆ potential incompatible uses of three small parcels of land abutting the visitor center unit, Building 29 (a privately owned national historic landmark), and areas near the Russian Bishop's House
- ◆ the need to clarify the areas of mutual benefit between the park and the community of Sitka

Review of the Draft General Management Plan / Environmental Impact Statement

The *Draft General Management Plan / Environmental Impact Statement* (NPS 1998a) for Sitka National Historical Park was available for a 60-day public review from June 26, 1998, to August 24, 1998. On October 16, 1998, a *Final General Management Plan / Environmental Impact Statement* (NPS 1998b) was released, which documented factual corrections and responses to comments received on the draft document. No substantive comments were received during this period, and a record of decision documenting the selection of the proposed action as the park's approved plan was signed by the regional director of the Alaska Region on November 24, 1998 (see appendix C).



Region and Vicinity

Sitka National Historical Park

United States Department of the Interior
National Park Service
DSC/May '98/314/20,039

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Planning Direction

Legislative Mandate

The overall direction for the management of Sitka National Historical Park emanates from the 1916 legislation that created the National Park Service to

promote and regulate the use of the Federal areas known as national parks, monuments, and reservations . . . to conserve the scenery and the natural and historic objects and the wild life therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations. (NPS Organic Act, 16 USC 1)

In conjunction with this general mandate, the statements of purpose, significance, and primary interpretive themes for Sitka National Historical Park provide the framework on which the plan is based and set the parameters for how the area will be managed and used. The purpose statements tell specifically why Sitka National Historical Park was established as a unit of the national park system; the significance statements tell why the park is important to our national heritage; and the primary interpretive themes list the ideas that are important to understanding the park's significance.

Park Purpose

According to the park's enabling legislation, the purposes of Sitka National Historical Park are to achieve the following:

- ◆ Preserve and interpret the site of the last major resistance of Alaska Native people to Russian colonization.
- ◆ Preserve and interpret the battleground and fort site of 1804.
- ◆ Preserve and interpret the site of the former village of the Kiks.ádi clan.
- ◆ Preserve and interpret the numerous totem poles that were present in the park in 1910.
- ◆ Preserve and interpret the Russian Bishop's House, an area that illustrates a part of the early history of what is now the United States by commemorating czarist Russia's exploration and colonization of Alaska.
- ◆ Preserve the Russian Memorial, the site of the memorial to a Russian midshipman and six sailors who were killed in the 1804 Battle of Sitka.

Park Significance

Sitka National Historical Park is significant for the following reasons:

- ◆ It is the site of the last major armed resistance of Alaska Native people to Russian colonization, where the cultural conflicts between two rich and contrasting cultures are interpreted.
- ◆ It includes the Russian Bishop's House, which is the most intact structure of only four that remain from the Russian-American period in North America. The building represents the role and influence of the Russian Orthodox Church on the

people of Alaska, which continues into the present time.

- ◆ It contains totem poles that exemplify the talents, arts, and cultures of Native peoples throughout southeast Alaska and are presented in a historical context.
- ◆ It fosters the preservation and interpretation of Alaska Native culture through its partnership with the Southeast Alaska Indian Cultural Center, a nonprofit organization that since 1969 has preserved and perpetuated traditional art and culture for visitors and residents.
- ◆ It has a long-standing role in the storage, preservation, and display of tribally owned artifacts that are still used by tribe members for ceremonial purposes.
- ◆ The convergence of the Indian River, the coastal rainforest, and the sea provides an inspiring, biologically rich environment that is critical to understanding the events that took place here. The hydrologic processes of the river and tidal waters, along with good water quality, support important riparian and floodplain communities and intertidal wetlands, and they provide essential habitat for native fish and wildlife species.
- ◆ The story of Sitka revolves around the interaction between the Russian colonists, other Europeans, Americans, Native peoples of Alaska, and persons of mixed heritage (primarily Alaska Native/Russian).
- ◆ The distinct identities of the Tlingit people and the Imperial Russian colonists, and Russian attempts to establish a foothold in the traditional Shee Atika homeland of the Tlingit, culminated in the 1804 Battle of Sitka.
- ◆ The land and sea provided a rich natural environment, yielding spiritual, cultural, and physical sustenance for the Tlingit people and profitable resources for European colonists and Americans, all of which continues to attract residents and visitors today.
- ◆ Sitka has long been a major center of Tlingit culture.
- ◆ For Russia, New Archangel (Sitka) was the colonial capital for reaping the rich bounty of Alaska.
- ◆ The Russian Orthodox religion was adopted by many Alaska Natives (who were also educated by the Russian colonists) and retains an active presence in the state today.
- ◆ The transfer of Alaska to the United States in 1867 resulted from mutual Russian and American interests and the geopolitical rivalries with other countries.

Primary Interpretive Themes

The primary stories for Sitka National Historical Park are as follows:

THE PLAN

Overall Concept: Balance Resource Management and Visitor Use

The National Park Service will manage Sitka National Historical Park to balance the priorities and demands of cultural and natural resource protection and preservation and the needs of visitor use and recreation. The goal will be to achieve a high-quality, diverse visitor experience that is consistent with the mandate and mission of the Park Service and with the purpose and significance of the park. New management strategies, social science methods, and interpretive tools will be used to improve the management of visitor use, especially during the days of peak demand.

A number of actions will be important in achieving this balance. The National Park Service will seek legislative approval for several limited boundary adjustments that will make resource protection and visitor enjoyment more compatible; these adjustments will not provide a land base for new park development. Comprehensive research and interpretive programs will emphasize the park's cultural resources as well as the purpose and significance of the park. Park operations such as resource management, administration, and visitor services will be decentralized, and additional space may be leased or purchased in the community near the park's units. The park will also develop and nurture partnerships with other public entities, private organizations, individuals, and native peoples. Finally, the park will recognize and endorse the parallel gateway planning process (see page 41). These changes will have a direct bearing on the park's operations and its ability to fully realize its mission. The Plan map shows where actions will take place.

The major actions of the plan are described under the following headings:

- Management Zoning
- Cultural Resource Management
- Natural Resource Management
- Visitor Experience
- Relations with Alaska Natives
- Community Partnerships
- Facility Development and Land Protection
- Operations, Staffing, and Costs

For each element of the plan, desired future conditions, along with issues and concerns that must be addressed, are highlighted in text boxes. Desired future conditions describe the desired ends that the park is working to achieve in order to accomplish its purposes and to maintain its significance. Issues are problems that are preventing the park from fully reaching its desired future conditions. The process for identifying the issues is fully described in the *Draft General Management Plan / Environmental Impact Statement*.

This planning effort has been coordinated with the community of Sitka because many issues concerning resource protection and visitor experience extend beyond the park boundaries and are interrelated with issues facing Sitka. This plan states how the National Park Service, for its part, will seek to address these issues. However, successful solutions for many of these issues will require the close cooperation of all community members as they chart a future for the city as well as the national historical park.

Management Zoning

Management zones will be changed to more accurately reflect the resources and to prescribe appropriate future uses, experiences, and management strategies. Lands in the former historic zone will be incorporated into either a cultural conservation zone that highlights the connections between cultures and the natural world or a Russian colonial zone focusing on historic structures that reflect the Russian colonization of Alaska. Lands previously included in the natural zone will be assigned to either the cultural conservation zone or the tidal zone (see the Management Zones map).

Development Zone

The development zone is where the highest level of human use will occur. This zone will be a transition between the urban environment and the natural landscape. The zone will be managed to convey a sense of welcome and to offer assurance that learning opportunities and pertinent information are available and that basic comfort needs can be met.

Evidence of human activities and permanent structures will be readily apparent. Facilities such as buildings, parking areas, walkways, and trails will be managed to contribute to the preservation of park resources and to offer optimal visitor experiences.

A range of visitor experiences will be possible, focusing on orientation and interpretive programs. Guided tours, interpretation, and other visitor activities requiring ranger contact will be available.

The level of management will be high, with the management emphasis on providing visitor services, monitoring the condition of resources (including artifacts), and encouraging visitor distribution. The placement of new totem poles also will be appropriate.

Cultural Conservation Zone

The purpose of the cultural conservation zone will be to preserve cultural resources, including landscapes and viewsheds, while offering opportunities for visitors to intimately experience these resources. Special areas — such as the Totem Trail, the historic Tlingit fort and battleground site, and the Russian Memorial — will be designated within this zone to ensure the protection of special resources or the sites of Alaska Native traditional activities. Additional areas may be designated in the future.

The conjunction of the coastal rainforest, the Indian River, and the ocean will help visitors visualize and understand the connections between cultures and the natural world. Appropriate uses will be walking, observing nature from designated trails, and watching cultural demonstrations. This zone will receive a moderate level of use, but the use will be less intensive and more dispersed than in the development zone. Visitor activities will be primarily self-paced and exploratory. There will be some opportunities for solitude (for example, watching salmon in the Indian River from the park footbridge, discovering details of the rainforest, enjoying distant views of the ocean, and contemplating events that occurred

PARTNERSHIPS:

Provide comprehensive visitor information/orientation and coordinate interpretation and assistance with historic district zoning.
Share goals to reduce bus parking, preserve Building 29, and seek resolution for Blockhouse

BOUNDARY ADJUSTMENTS

Acquire additional property to protect resource values

PARKING

Lower lot—Reconfigure for 13 cars (including 2 handicap spaces)
Upper lot—Redesign and expand slightly for 7 buses, 1 shuttle, 10 cars

PEDESTRIAN ACCESS

Work with city to improve access

RUSSIAN BISHOPS HOUSE

Protect national historic landmark and preserve historical setting.
Work with city to designate part of Monastery Street for one-way traffic north bound

PRIESTS QUARTERS AND OLD SCHOOL

Rehabilitate and adaptively reuse as park offices

RUSSIAN MEMORIAL

Manage as contemplative site
Provide wayside exhibit

BOUNDARY ADJUSTMENTS

Acquire additional property to protect resource values

SITKA NATIONAL HISTORICAL PARK

HISTORIC TLINGIT FORT AND BATTLEGROUND AREAS

Confirm fort location and symbolically mark site
manage site according to cultural landscapes report recommendations
Provide wayside interpretive exhibits

TOTEM TRAIL

Restore historic viewsheds and totem poles

VISITOR CENTER

Rehabilitate

Centennial Hall

BUILDING 29

Acquire from a willing seller or donor for parkwide interpretive use and adaptive reuse

BLOCKHOUSE

Continue ownership and interpretation by others

LEGEND



Park boundary



Foot trail



Multi-use path



Other public/private land



Fee-simple lands



Tidelands leases

North

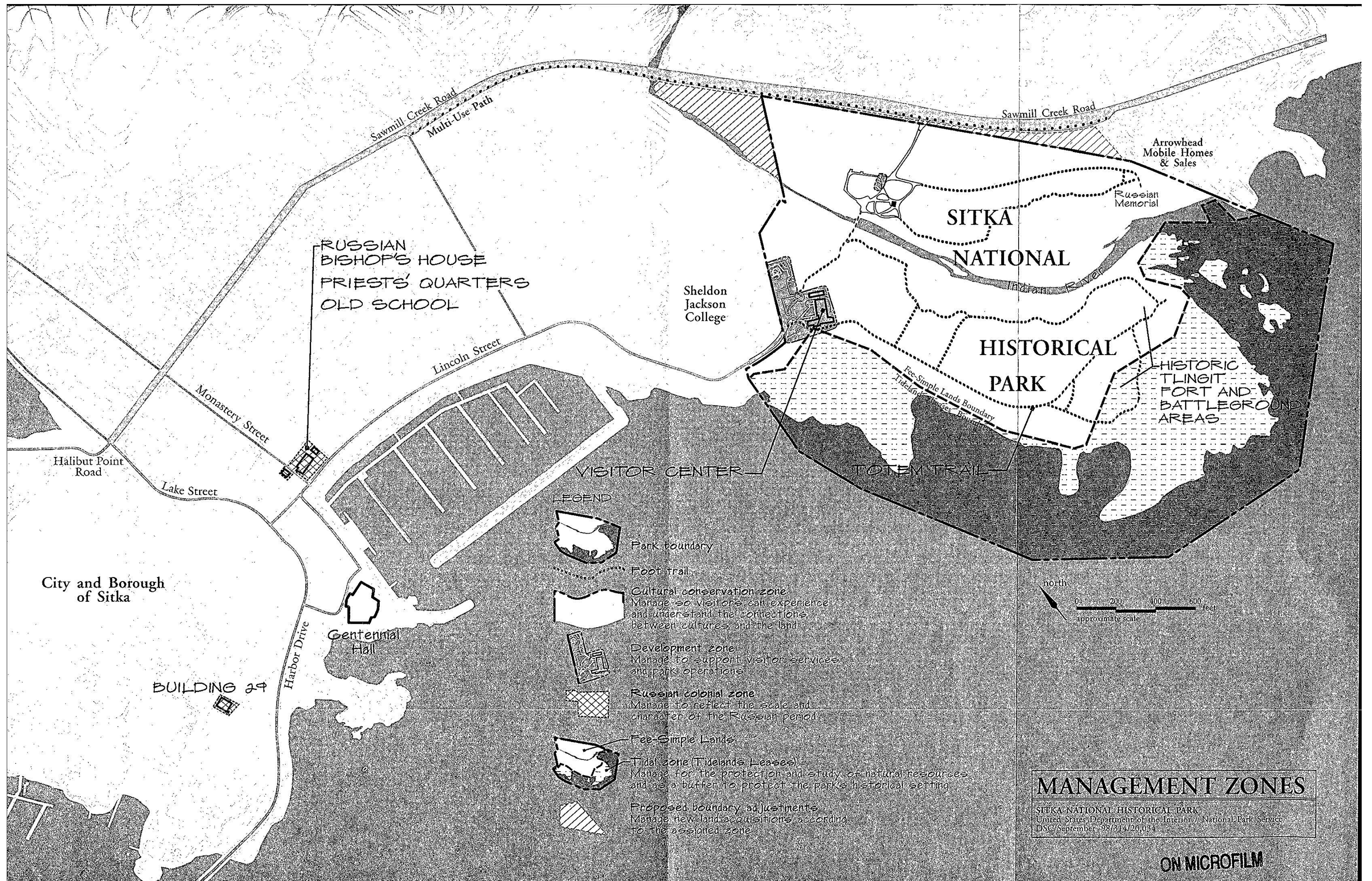
0 200 400 600 feet
approximate scale

The Plan

(General Management Plan)

SITKA NATIONAL HISTORICAL PARK
United States Department of the Interior / National Park Service
DSC/September 98/314/20-038A

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in this place and the cultures that have thrived in this landscape), but crowding may occur at times because areas will be easily accessible. Jogging on trails will be appropriate during times of low visitation, but bicycling or the use of motorized vehicles will not be appropriate.

Development in the cultural conservation zone will be kept to a minimum, with directional signs and interpretive waysides being the most noticeable constructed features. Additional development, such as audio interpretive stations, will not be appropriate.

Landscape management will focus on conveying connections between cultural resources and the natural environment and retaining the elements that add to the ambience of the place. New totem poles and other memorials or cultural expressions that do not involve development or major removal of vegetation will also be appropriate.

Totem Trail

The Totem Trail is located where the forest meets the ocean, and totem poles are an essential feature of this landscape. These totem poles, the experiences they evoke, and the special management they require set this trail apart from the rest of the cultural conservation zone and the landscape of the historic fort site.

Visitors walking along the Totem Trail will be able to experience a wide range of southeast Alaskan cultures as reflected through the totem pole art form. The sights and sounds of people will be most prevalent in the sections of the trail nearest the visitor center. With increasing distance from the visitor center, it

will be possible to become more aware of the sounds of the rainforest and the ocean.

Directional signs and interpretive wayside exhibits will be the only facilities along the Totem Trail. The trail surface will not be paved but will be maintained as much as possible (without detracting from the historical setting) to make it accessible for visitors with disabilities. Picnicking and other group activities (except guided tours) will be inappropriate in this area, as will the use of bicycles or motorized vehicles.

Historic Tlingit Fort and Battleground Site

The site of the Kiks.ádi Tlingit fort from the 1804 Battle of Sitka will be managed as a historic landscape where the natural resources and views from the area of the historic fort will demonstrate the strategic importance of the site. Onsite interpretation will be appropriate. Interpretive programs and activities will be appropriate uses. Site furnishings, lighting, and the use of motorized vehicles will be inappropriate.

Fast-growing shoreline vegetation, a result of isostatic rebound during this century, will be actively managed to restore views to the sea and the spatial qualities of the fort site and battlefield. Vegetation at the historic fort site will be cleared over time to reestablish historical views according to the recommendations of the cultural landscape report and to convey the story.

Russian Memorial

The Russian Memorial, where the Russians who died in the 1804 battle are commemorated, will be managed as a historic

landscape. To respect the solemnity of the site, interpretation will be unobtrusive. Ranger-led interpretive activities for small groups will be appropriate. Inappropriate uses will be site furnishings (such as benches), lighting, and the use of motorized vehicles.

Management will consist mainly of maintenance and repair of the memorial. The trail around the memorial will not be paved, and there will be no other facilities except perhaps a wayside exhibit.

Russian Colonial Zone

The Russian colonial zone will include structures preserved to reflect the scale and character of the Russian period and to offer visitors an opportunity to learn about the Russian culture, the economic enterprise, and the religion of the period. Structures to be included are the Russian Bishop's House, the Priests' Quarters, the Old School, and the immediate grounds; these resources are concentrated near Crescent Harbor and downtown Sitka. A potential addition to this zone is the historic Building 29, if the National Park Service acquires it from a willing seller. Close communication and coordination in the management of visitor use and the protection of the historical setting will be necessary because

of the central location of Building 29 in the Sitka community.

This zone will receive a high but controlled level of use, and the focus will be mainly on buildings. Visitor activities will take place primarily inside the buildings, but enough outdoor context will be available so that visitors can understand the connection with the Russian colonial era.

Tidal Zone

Natural processes and resources will be protected in the tidal zone. This zone will serve as a buffer to protect the park's historical setting. Natural processes will dominate the landscape in this zone, and there will be no permanent evidence of human activity.

Appropriate uses will include looking out from the shore, walking along the shoreline, and appreciating the land-sea interface. Nonmotorized exploration, research, and interpretive programs for small groups will be acceptable uses.

There will be no developed facilities in the tidal zone. The level of management will be low.

Cultural Resource Management

Desired Future Conditions for Cultural Resources

A comprehensive, systematic research program for cultural resources, arranged in priority order, exists. Ongoing research and baseline data collection are integrated into sound, accepted cultural resource management practices.

Museum collections and display exhibits are stored and protected in appropriate facilities. A comprehensive museum management program ensures that the park effectively deals with the full range of related needs.

All items on loan to the park by the Tlingit are protected and preserved. The National Park Service provides proper storage and protection of these artifacts. The Tlingit have access to their artifacts.

Priorities are assigned to future acquisitions according to their support of the park's purpose and significance.

The park's totem poles are stored, protected, preserved, and displayed.

The park's cultural resources are protected from damage by erosion.

An approved policy for the use of ethnographic objects gives local people specific direction about how to preserve and use items in the park's museum collections.

The Totem Trail, the fort site, the battleground, and the Russian Memorial are protected and managed as historic landscapes.

The location of the fort site and the battleground are confirmed and commemorated.

A Tlingit memorial has been established to commemorate the Alaska Native participants in the 1804 battle and the subsequent Survival March, and these subjects are included in park interpretation.

Visitors to the Russian Bishop's House can enjoy exhibits and interpretive presentations without undue wear and tear on the structure and its furnishings. The respectful, dignified ambience in this facility is worthy of a place of worship. NPS policies and partnership activities with nearby landowners and the city protect the setting and the historical scene from incompatible development.

Building 29 is preserved and protected.

The goal of cultural resource management will be to add quality and depth to the park's existing management programs. Priorities for cultural resource management will be systematically identified so that funding can be sought on the basis of those priorities.

Priorities for research have been established in the park's "Resource Management Plan" (NPS 1994c). This *General Management Plan* is based on inventories of the park's cultural resources; resource management needs for research, protection, and preservation; and research priorities. The research will be

implemented according to the comprehensive sequential order suggested in the "Resource Management Plan" and the "Museum Management Plan" (NPS 1997d). The ongoing cultural landscape report and the ethnographic study of traditional Tlingit use of the area that is now the park will be completed.

Additional archeological studies will be called for to increase the amount of the park that is archeologically surveyed. At this time less than 1% of the park has been surveyed. High priority will be given to continuing archeological, ethnographic, and historical research to

confirm the actual site of the historic Tlingit fort and the related Kiks.ádi village. Research also will be directed to locate the site of the original Russian Memorial, and the park will continue to be an advocate and strong supporter of scholarly research on the Russian colonial period in Alaska.

The park will continue to share information and programs with park neighbors for cultural resource management and education. The mutually acceptable curation policy with the Tlingit will continue, with the park accepting the loan of cultural artifacts related to the park's purpose and significance for storage and display, subject to available space.

The park will involve southeast Alaska Natives through consultation and mutually determined scholarly research projects to collect information about traditional ecological and other forms of indigenous knowledge.

Volunteer programs for cultural interpretation, curation, and resource management will be enhanced and others developed. Such volunteer programs will include local docents at the Russian Bishop's House and the visitor center, as well as Alaska Native interpreters of Tlingit life.

The park staff will continue to work and consult with the Sitka Tribe of Alaska and Kiks.ádi elders and clan leaders to determine a culturally appropriate memorial to the Tlingit who participated in the 1804 battle and the ensuing Survival March. The goal will be to better incorporate Tlingit perspectives on culturally appropriate ways to manage and interpret the fort location.

Management Issues and Concerns about Cultural Resources

The totem poles now standing in the park and the remnants of Tlingit and Haida totem poles from the Brady territorial era give visitors a dramatic introduction to the Tlingit and southeast Alaska Native culture and artistic achievements. These totem poles are a key park resource, but the park does not have a clear, concise totem pole management plan. Older totem poles are deteriorating. Original totem poles and fragments central to the park's creation are stored in an unprotected area subject to the elements, with minimal security.

The actual locations of the Tlingit fort site and the battleground are uncertain. The park was created in part to protect and commemorate these sites, yet little is known about them. Visitors leave the park without a clear idea of the location or extent of these sites or how they related to one another at the time of the 1804 battle.

Near the Russian Bishop's House unit there is potential under the current city zoning for high-density development that would be incompatible with the cultural landscape and would detract from the historic setting. There are no development guidelines or conservation easements in place to protect the historical scene.

The park does not have adequate facilities to protect its collection of southeast Alaska artifacts.

The park does not have an overall policy for determining the number and types of items that the National Park Service stores for the Tlingit clans. The park may be holding items in limited space that have little to do with park purpose and significance.

Building 29, a national historic landmark, is one of four extant Russian colonial era structures in North America. The building could be at risk without an ongoing National Park Service preservation treatment program for the structure and an up-to-date fire suppression system.

The reconstructed Blockhouse (a representation of a Russian colonial structure that the National Park Service built on federal land managed by the Bureau of Land Management) is deteriorating, is subject to vandalism and littering, and is not effectively interpreted.

Visitor Center Unit

Totem Policy

The management of the park's totem poles will be focused on making all prudent efforts to preserve the wood of the totem poles to extend their life in the rainforest environment, monitoring their condition, and arranging for their replacement when necessary. The park will conserve and curate all current and future totem poles associated with or commissioned by the park. When replacements are needed for individual poles along the Totem Trail, the Brady totem poles will be replicated and recarved as precisely as possible. The number of replacement totem poles will be limited to the maximum number that once stood in the park, about 14 poles and 4 corner house posts. With appropriate Alaska Native consultation, the park will occasionally commission new totem poles. Any additional totem poles will be placed in appropriate locations to be determined after consultation with clan leaders and elders, the Sitka Tribe of Alaska, and other appropriate native organizations.

Although the Southeast Alaska Indian Cultural Center must have the flexibility to occasionally accept commissions to carve totem poles for distribution and placement in other areas of southeastern Alaska or in Canada, such activities will not be emphasized.

Totem Trail

To protect and preserve the picturesque setting of the Totem Trail, which is adjacent to the coast but still in the rainforest, the trail will be managed as a historic landscape according to the specific recommendations of the park's cultural landscape report and the

recommendations resulting from studies, further environmental assessment, and Alaska Native consultations. In accordance with the proposed management zoning, bicycling, the use of motorized vehicles, picnicking, and other group activities (except guided tours) will not be permitted in this area.

The standard for trail preservation will be set according to the recommendations of the cultural landscape report. Sea views and other viewsheds, grassy clearings for totem pole sites (referred to as nodes), and sites identified as having historical significance will be restored to reflect the landscape character.

Historic Tlingit Fort Site and 1804 Battleground (Exact Location to Be Confirmed)

The park will work toward confirming the location of the fort site. Tlingit consultation and ethnographic and ethnohistorical research will be used to confirm the historical authenticity of the landscape. The fort footprint will be symbolically marked. Vegetation at the fort site and battleground will be managed in accordance with the recommendations of the cultural landscape report, other studies, Alaska Native consultations, and environmental compliance documents. In an effort to reduce vandalism and impacts on resources, rangers will routinely monitor the historic fort area, and interpreters will encourage visitors to help protect the resources.

The National Park Service will consult with the Sitka Tribe of Alaska and Kiks.ádi clan leaders and elders on how to appropriately interpret and commemorate the 1804 battle and the route of the Survival March, which began in what is now the park.

Russian Memorial

The Russian Memorial will continue to be maintained and managed as a memorial site, with the park continuing to provide a quiet, contemplative setting for this special place.

Russian Bishop's House Unit

Russian Bishop's House

There will be a high degree of resource protection at the Russian Bishop's House. Guided tours will be necessary for the second floor to protect resources. Park personnel will always be onsite when visitors are present. The park staff will continue to monitor the building for any evidence of physical degradation. Maintenance will be at a high level, with emphasis on actions to protect and preserve the structure on the interior and exterior. Income from fees will be used to help maintain and operate the structure.

The park will continue to protect and preserve the present setting of the Russian Bishop's House through informal contacts with public and private entities that own and manage neighboring properties.

Priests' Quarters and Old School

The Priests' Quarters and the Old School will be rehabilitated and adaptively reused

for park offices, a library, and storage. The area beneath the Priests' Quarters will be excavated, and a full basement will be constructed.

Non-NPS Structures

If the National Park Service acquires Building 29 from a willing seller, the building will be restored according to the *Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation*. The building may be adaptively reused for a mix of activities, including interpretation, staff offices, and period restoration. The structure may be acquired by purchase, or it could be purchased by another entity and donated to the National Park Service.

If the building is acquired for use as a joint interpretive center in cooperation with the city and borough of Sitka, the building's exterior and a portion of the interior will be restored to reflect the historic period.

The Bureau of Land Management owns the property where a reproduction of a Russian blockhouse is located. The bureau is working with the city and borough of Sitka, the Sitka Tribe of Alaska, and other non-NPS entities on an agreement to maintain and operate the site. The National Park Service supports this effort.

Natural Resource Management

Desired Future Conditions for Natural Resources

The park's natural resources and processes are conserved and protected. The protection of cultural resources takes precedence in implementing natural and cultural resource policies.

Natural processes, including the action of water, are allowed to continue unimpeded in the tidal zone.

Ecological processes and conditions associated with the Indian River and adjacent riparian areas are protected. A healthy, viable river and riparian system sustains wildlife populations. Water quality and minimum streamflows needed to sustain the dependent biota of the Indian River, particularly native fish populations, are maintained.

The estuarine and other intertidal habitats and resources are preserved, protected, and interpreted.

The rainforest and other vegetative communities are preserved, protected, and interpreted.

Natural resources will be managed in accordance with the park's comprehensive "Resource Management Plan" (NPS 1994c). A natural resource management staff position will be established to enhance the implementation of resource management programs and to further support work with local governments in identifying development activities that could impact park resources.

The program of inventory, monitoring, and research will be aimed at achieving a more comprehensive resource database and programs to detect potentially harmful changes as early as possible. This will apply particularly to aquatic resources (instream flows, water quality, and tidal and freshwater flora, organisms, and sediments), shoreline and channel stability, and forest conditions and trends. Present and potential sources of pollution will be evaluated for possible impacts on park resources. The park will work with the community to minimize potential threats to park resources from outside.

The park will take the lead in conducting additional cooperative baseline inventories and monitoring with other interested parties. The park will also pursue the cooperative

management of resources not fully protected within the park boundary, particularly the Indian River and its watershed. This will include facilitating or coordinating a long-term comprehensive plan to protect the water quality and flows of the Indian River and other related resources. The development of this plan should involve all pertinent agencies, landowners, regulatory interests, the city, and the public. Mutual goals for protecting lands and waters in and adjacent to the park will be developed. A similar cooperative approach will be taken regarding forest management (urban forestry) in the community and in the park. The park will play a more active role in the interagency management of visitor use in the intertidal zone.

The park will initiate a program to monitor shoreline and channel stability. Trends in channel and shoreline conditions will be evaluated regularly and after major storms or floods. Measures to protect park resources and development threatened by erosion will be studied and implemented if necessary. Human-caused erosion at the mouth of the Indian River from past erosion control structures will be evaluated for possible modification and restoration.

***Management Issues and Concerns
about Natural Resources***

The Indian River system is threatened by erosion, legal water withdrawals, upstream development, past development at the mouth of the river, and runoff from Sawmill Creek Road. Events that occur in the Indian River watershed can directly affect the quality of park resources, since the park is at the farthest point downstream. There is concern that future development upstream could impact water quality in the Indian River.

In the early 1970s the city and borough of Sitka and the state of Alaska granted to the National Park Service 55-year leases to the tidelands adjacent to the park. The leases were intended to prevent further change in the salmon spawning habitat, protect the park from any changes in stream course that could result in extensive erosion, and preserve the historical scene. Since that time, little has been done to gather baseline information on the intertidal zone. Without baseline data, the park cannot effectively protect intertidal resources.

Resource damage has resulted from the creation of informal "social" trails connecting major loops on the Totem Trail and other trails in the visitor center unit.

Unauthorized bicycle use in the park results in trail surface degradation.

Growth in tourism poses potential environmental impacts on water, air, and visual quality throughout the community.

Vegetation management will be based on the management zoning goals and the recommendations of the cultural landscape report. A specific vegetation management plan will be developed to perpetuate the cultural landscape, including guidelines to reduce hazard trees and control infestations. Forest biodiversity will be inventoried and monitored to establish the condition and trends in vegetative communities.

Vegetation at the Tlingit fort site and battleground will be managed in accordance with the cultural landscape report.

Borders along park trails will be clearly defined to prevent informal trail widening.

Visitor Experience

Desired Future Conditions for Visitor Experience, Information, and Interpretation

Before and upon arrival at the park, visitors have immediate, convenient, and accurate current information on the array of activities, attractions, and touring options for an enjoyable and safe visit to Sitka National Historical Park.

Opportunities for diverse, high-quality experiences are offered; they are consistent with the park's purpose and significance and with its resources and values. Sustainable practices and traditional uses are considered.

Visitors circulate with ease and are evenly dispersed throughout the park.

Information and orientation, along with interpretive and educational media and programs, establish links within the community and the region and present an integrated picture of the rich character, resources, and heritage of Sitka and the park.

The park's primary interpretive themes stimulate, then satisfy, a desire in visitors to understand the park's cultural and natural resources and its history.

Visitors with differing levels of interest, understanding, and time gain a basic understanding of the park's purpose and significance.

All visitors, including those whose time is severely limited, non-English speaking people, and special populations such as visitors with disabilities, receive high-quality interpretive services and educational programs and can appreciate and enjoy the park.

Visitors receive the latest information about cultural resources because the results of ongoing research are incorporated into the park's interpretive programs.

Visitors have many opportunities throughout the park for experiencing solitude and the sights and sounds of nature.

Visitors understand and appreciate the area's natural resources and the relationship between those resources and Sitka's diverse cultural heritage.

Visitors understand the park in its regional context and appreciate the Tlingit and Russian contributions to Sitka's culture and history.

Access, Circulation, and Parking

Visitor Center Unit

Vehicles will continue to enter the visitor center unit from Lincoln Street, with a limited number of visitors entering the park from the small, informal parking area on Sawmill Creek Road. The park will consult with the Alaska Department of Transportation and Public Facilities, Southeast Region (ADOT/PF) regarding the forthcoming evaluation of future improvements to Sawmill Creek Road, especially the section that abuts the northeast boundary of the park.

The lower parking lot will be reconfigured slightly to allow for 13 visitor vehicles, including two parking spaces for visitors with disabilities. In addition, two staff vehicles can be parked near the northwest corner of the visitor center.

The upper parking lot will be redesigned to improve vehicle circulation and visitor safety and to improve access to the visitor center for visitors with disabilities. It will be expanded slightly beyond the previously disturbed area to provide seven tour bus spaces and a separate shuttle bus space. This will eliminate the need for buses to exit by backing up. An

Management Issues and Concerns about Access, Circulation, and Parking

Pedestrian/vehicle conflicts frustrate drivers and endanger pedestrians at the park entrance on the curve at Metlakatla Street.

The main way for visitors to get around Sitka is by tour bus. Buses add to traffic congestion, especially at the Centennial Hall area and on Lincoln Street and Harbor Drive.

During peak visitation periods the heavy influx of pedestrians, tour buses, and private vehicles makes relaxed, safe visitor movement in the visitor center area difficult. The parking lot poses unsafe conditions for motorists and pedestrians. Space is not available for pull-through bus parking, and buses must line up in a limited space. When a bus is ready to exit, it sometimes must shuffle with the bus behind it and then back up in an area where pedestrians may be present. To compound the situation, there is no safe, direct route for visitors with disabilities to go from the bus parking area to the visitor center.

Visitors who walk to the visitor center unit from the Russian Bishop's House must cross Lincoln Street on a curve with limited visibility.

Unauthorized bicycle use in the park poses pedestrian safety issues.

access ramp will be constructed to link the upper lot and the visitor center. After this development is completed, further enlargement of the visitor center parking lots will be limited by the adjacent forest.

Ten spaces in the upper parking lot will be allocated for employees of the park and the cultural center. No parking for recreational vehicles (RVs) will be available during peak visitation periods.

No modifications will be made in pedestrian access or park trail use. Unnecessary informal trails and redundant trails will be eliminated, and the park will restore the trail network in accordance with the cultural landscape report. Jogging will be permitted to continue on park trails during times of low visitation.

Enforcement techniques and education will be used to deter bicycling in the park.

Russian Bishop's House Unit

The park will work with the city and borough of Sitka to designate Monastery Street as a one-way street for traffic going north. An October 1997 ADOT/PF study recommends that Monastery Street be made one-way between Oja Way and Lincoln and that a 5' wide sidewalk be constructed within the right-of-way. The park will coordinate with the city and borough of Sitka and the state regarding the implementation of this proposal.

Information and Orientation

Sitka visitors will find information about the park aboard cruise ships and ferries, as well as at hotels and other visitor attractions throughout the community. Informational wayside exhibits at each port of entry to Sitka (the docks, the airport, and the ferry terminal) will orient visitors to Sitka's resources, indicate where more information can be found, and identify available transportation. The park staff will work with community and private groups to design and develop these exhibits. The park will also build on the new community directional sign system to guide visitors to major points of interest throughout the city and the park.

The on-line information system about Sitka National Historical Park will be expanded to include fairly detailed educational programs geared to various user groups, including schools, on a regional, national, and international level.

More specific, site-related information will continue to be available at the information desks at the visitor center and the Russian Bishop's House. Informational wayside exhibits, perhaps with bulletin cases, will be placed near the entrances to these facilities, and clear directional signs will be placed at main trailheads and in the visitor center lobby or near the entrances. Trail informational and directional signs will be improved.

The National Park Service will help the community and private entities establish information stations at the commercial lightering docks to carry out the following functions:

- ◆ orient visitors to Sitka's resources
- ◆ introduce the major interpretive stories
- ◆ describe options for guided and self-guided tours
- ◆ identify available transportation modes

If the National Park Service acquires Building 29, information will be provided through a joint agreement with partners. This effort will include publishing a brochure or pamphlet listing sites, facilities, programs, guided tours, and special events in Sitka.

Management Issues and Concerns about Visitor Experience and Information

The present approach to the transportation and distribution of cruise ship visitors in Sitka results in a high-intensity, short-duration visitation pattern in the park. Hundreds of cruise ship visitors arrive on commercial tour buses or walk to the park during a short period. These visitors typically stay in the park for only 20–35 minutes. This wave pattern presents a number of challenges to the park staff and visitors.

Rangers cannot relate to visitors personally because of crowding in the visitor center and the Russian Bishop's House. Often so many people come through at a time that it is difficult for the staff to manage visitor flow and present enjoyable park experiences. The auditorium/theater, restrooms, and telephones are inadequate to meet the peak seasonal demand, and many visitors spend most of their time standing in line at these facilities. The Totem Trail becomes crowded, while other, more remote trails and resources have fewer visitors. Because of these conditions, visitors have a hard time grasping the full meaning and value of the park.

Visitors' experiences at both park units could be negatively affected by potential increases in commercial and residential uses on lands adjacent to the park. Such increased activity could impair visual and contemplative visitor experiences in areas such as the Russian Memorial. Development along Sawmill Creek Road could result in trash and litter, noise, vandalism, and late-night incursions into the park.

Many visitors to Sitka do not know where to go, what to see, how to get there, or how long each activity might take. Central business district information centers are inadequate. With a lack of information and no established points of distribution for visitor information, visitors may have a limited understanding of the activities available in town and at the park, and they may not know how to use their brief time in Sitka most effectively.

Interpretation

Expanded interpretive opportunities will be available throughout the park. Key interpretive elements will be the cultural landscape, the Totem Trail, and the totem poles. Other Russian and Tlingit period resources related to the park's purpose and significance will also be interpreted. Brochures, occasional wayside exhibits, roving interpreters, Tlingit demonstrations, and guided walks will be program options.

Visitor Center Unit

The focus of interpretation in the visitor center unit will be telling the stories of the 1804 Russian-Tlingit battle and the culture and history of the Kiks.ádi Tlingit. Also interpreted will be the cultures of other Tlingit clans in the Sitka area in the wider regional context of the cultures of southeast Alaska Natives. Interpretation will emphasize the strategic location of the fort, the Tlingits, and the Russians in relation to the rest of the battleground area. Interpretation will present the following aspects of the area's stories:

- ◆ the cultural complexities of Russian-Tlingit contact and interaction, ranging from armed conflict to economic cooperation and the sharing of ideas between the two cultures
- ◆ the subtleties of Tlingit interclan and intertribal relations, ranging from art and other aspects of expressive culture to land management and corresponding aspects of social organization and subsistence characteristic of southeastern Alaska
- ◆ a comparative approach to the effects of the Russian presence on the Tlingit, cultural exchanges among the two peoples,

Management Issues and Concerns about Interpretation

Available interpretation does not adequately treat the diverse potential presented by Sitka's natural, cultural, and historic resources, and it does not offer a balanced emphasis among stories.

Integrated interpretation and information is lacking about national park system areas served by cruise ships, including Sitka, Skagway, and Glacier Bay. This makes it difficult for visitors to comprehend and take advantage of various recreational and interpretive opportunities offered by the three national parks in these areas. There generally is little coordination of interpretive efforts between the cruise companies.

Many visitors whose time is limited because of tour bus schedules leave the park without understanding its primary interpretive themes or its natural and cultural significance. In addition to time constraints, several other factors are involved in visitors not learning the park's stories:

- Existing media do not adequately tell the cultural, social, and religious stories at the Russian Bishop's House.
- The 1804 Battle of Sitka is not being interpreted adequately, and the Tlingit who died there are not being commemorated appropriately. Informational and interpretive signs are obsolete, ineffective, or incomplete, and there are no wayside exhibits.
- Time constraints make it difficult for interpreters to help visitors understand and appreciate the relationship between the park's natural and cultural

(continued on page 29)

and the parallel relations that the Sitka Tlingit had and still have with other indigenous peoples of southeastern Alaska

The slide program in the visitor center will be updated and converted to a video format.

Updated interpretive literature for the Totem Trail will be displayed more prominently. Directions to the trailhead will be clearly posted on the way to the visitor center, as well as inside the building. Interpretive brochures, occasional wayside exhibits, or ranger-led tours will tell visitors what to expect on the trail, including the length, the degree of difficulty, and the time needed.

**More Management Issues and Concerns
about Interpretation**

resources. Visitors do not always understand that the park's rich natural resources form the setting and context for the cultural resources.

- Interpretive programs do not adequately convey the park's rich natural history and its relationship to the cultural resources, explain the traditional Tlingit uses of resources, or describe the transfer of Alaska from Russia to the United States. For example, many visitors leave the park without a clear idea of the importance of the tidal zone to the Tlingit economy and lifestyle.
- The enabling legislation directs the National Park Service to preserve and interpret the Kiks.ádi village, yet there is not enough information about this site to verify its existence or significance. Visitors lose the interpretive opportunity to more fully understand the Tlingit culture in Sitka at the time of Russian colonization.

Because the Southeast Alaska Indian Cultural Center is not open year-round, visitors who come to Sitka in the off-peak season miss the opportunity to learn of the contributions of Alaska Native craft specialists and to relate to the artisans on a one-to-one basis.

Building 29 houses two commercial enterprises, and there is little interpretation of the building's history for community visitors.

The minimal interpretation available at the reconstructed Blockhouse does not enable visitors to realize the significance of the original structure or its role in Sitka's Russian colonial period.

There will be no trails through the historic Tlingit fort site area, but wayside interpretive exhibits will be placed so as not to intrude on the historical scene. Parts of the Tlingit fort might be represented symbolically, such as with a paving pattern on the ground. In cooperation with the Sitka Tribe of Alaska, the beginning of the Survival March in the park will be recognized and interpreted. The fort site will be moderately accessible for visitors with disabilities (the grades will be flat, but surfaces will not be paved).

The park will develop a wayside exhibit to interpret the Russian Memorial in the context of the 1804 battle.

The picnic tables on the outer side of the bridge across the Indian River will be removed. The picnic shelter will be retained and be incorporated into an outdoor interpretive site for Alaska Native activities.

The basic themes communicated to the public in the tidal zone will be the impacts of the sea on the lives of indigenous inhabitants and on the Russian settlers and traders.

Russian Bishop's House Unit

Interpretation at the Russian Bishop's House unit will focus on the Russian colonization of Alaska — not just Sitka — and its economic, religious, social, and environmental influences and consequences on native peoples. The original functions of the Russian Bishop's House will be interpreted, as will some outdoor features. Internationally significant geopolitical events such as Alaska's connection to the 1860s American Civil War period and the diplomacy between Russia and the United States will also be interpreted.

The Russian Bishop's House and its immediate surroundings will be interpreted to present a sense of the scale and character of Sitka during the Russian period. A sign near the entrance will answer visitors' most frequently asked questions. A reasonable fee will be charged for guided tours, with revenues used to increase visitor services and provide maintenance. Volunteers can sell books during busy periods.

On the first floor, visitors will be able to read the interpretive exhibits at their own pace, but

the number of people in the area at one time will be limited so that people can circulate and see the exhibits. For the second floor, methods will be developed so that visitors can move through the exhibits in a more orderly manner and be able to learn about the site. Park employees will monitor the building for physical degradation or adverse effects on the visitor experience. Special programs for visitors with disabilities will continue to be available on the first floor.

If the National Park Service acquires Building 29, the economic and governmental significance of the Russian-American enterprise will be interpreted.

Carrying Capacity

One purpose of a general management plan is to identify visitor carrying capacities for park areas. To establish carrying capacities, indicators are selected, standards set, and visitor experiences and resource conditions monitored. To this end, specific physical use capacities for the visitor center and the Russian Bishop's House will be defined. These limits will be based on the assumption that there is a strong relationship between the number of visitors, the quality of the experience, and the impacts on resources. It is also assumed that behavior problems can be addressed through education, interpretation, maintenance, and law enforcement efforts, in conjunction with managing use levels.

Park facilities are to be managed within their established capacities. Resource conditions and visitor experiences will be monitored to determine the effectiveness of use limits. Carrying capacities could then be raised or lowered if warranted. Management tools such

as ranger-led tours, enhanced directional signs, and limiting use of some facilities could be used to distribute visitors throughout the park.

Accurate visitor counts are available for the Russian Bishop's House but not the visitor center. Additional evaluation will be needed after the visitor center has been rehabilitated (see "Facility Development," page 37). The following actions may be taken to manage carrying capacities for individual structures:

- ◆ The desirable number of visitors that can be present at any one time will be determined in conjunction with transportation and visitor distribution proposals. Then the proposed carrying capacity will be tested and adjusted, if necessary.
- ◆ Various methods will be used to disperse visitors to less-used areas such as the outlying trail system, tidal areas, the fort and battleground sites, and the Russian Memorial. Methods may include ranger-led tours, enhanced directional signs, new brochures and pamphlets informing visitors of more remote opportunities, and coordination with local tour operators to encourage people to visit other park sites.
- ◆ To establish a basis for future carrying capacities, the park will use methods such as mapping visitor distribution, analyzing the condition of park resources and the visitor experience, and identifying quality indicators.

The park will charge a nominal fee at the visitor center, and the number of visitors will be limited to a maximum of 200 at one time in order to protect the resources and the quality of the visitor experience.

As previously mentioned, a fee will also be charged at the Russian Bishop's House. Fifty people at one time can be accommodated on the first floor and 20 on the second floor (in two groups of 10); at peak use times 30 to 40 people can be accommodated on the second floor, with rangers at strategic places for effective interpretation and resource protection. This will amount to about 80 people per hour on the first floor (and 640 people per 8-hour day if they were evenly distributed) and 50 people per hour on the second floor (400 people per day). The structural design and occupancy code confirm that these numbers

are well within acceptable standards, and this level of use will still maintain the visitor experience objectives discussed above. Even though visitor use at present is not evenly distributed throughout the day, the potential capacities can be used in working with the community and the cruise ship industry to more effectively distribute visitor use throughout the city. Outside the three-structure Russian Bishop's House complex, a maximum of 75 visitors can be accommodated.

No use limits will be defined for the rest of the park (such as the trail system).

Relations with Alaska Natives

Desired Future Conditions for Relationships with Partners and Alaska Natives

Park personnel respect and cooperate with the Sitka Tribe of Alaska, with an emphasis on collaborative decision making and problem solving to address common mutual issues and to promote a stewardship ethic for the park.

In partnership with the Southeast Alaska Indian Cultural Center and the Sitka Tribe of Alaska, resources are interpreted and preserved, and an educational experience is offered for visitors. These programs, which are of primary interest to the park and indigenous peoples, are consistent with the missions of the park and the cultural center.

Through educational programs about the historical and cultural significance of Sitka, the park staff facilitates cooperative efforts with the surrounding community and other public agencies to manage resources not fully protected within the park boundary.

The Southeast Alaska Indian Cultural Center makes a significant contribution to the Alaska Natives' visitor services and programs.

Sitka National Historical Park will continue to operate in a government-to-government fashion with the Sitka Tribe of Alaska, a federally recognized tribe that has headquarters in Sitka and that is closely affiliated with the park. It is in the interest of the park and the tribe to enter into agreements and partnerships. Regular consultation and dialogue will continue between the park and other local and regional Alaska Natives to benefit all parties' visitor services and outreach programs.

Sitka National Historical Park will explore with the Sitka Tribe of Alaska the mutual benefits of negotiating annual funding agreements that might lead to the tribe's increased involvement in performing components of park activities, programs, services, and functions that are of special geographic, cultural, or historical significance under the provisions of section 403(c) of title IV of the Indian Self-Determination and Education Assistance Act of 1975 (PL 93-638), as amended in 1994 by PL 103-413, PL 103-435, and PL 103-437.

Government-to-government consultations will also continue with the Central Council of the Tlingit and Haida Indian Tribes, consistent with their status as tribal entities that are federally recognized (*Federal Register* 1997: 55270-75). In consultations, the park recognizes its obligation to honor all laws, regulations, and policies involving Alaska Natives, such as the 1992 amendments to the National Historic Preservation Act of 1966, which require consultation with Native Americans on traditional sites; the Native American Graves Protection and Repatriation Act of 1990 (NAGPRA); and the 1994 amendments to the Indian Self-Determination Act. These amendments allow eligible tribes to enter into funding agreements to assume responsibility for components of certain federal functions that are of special significance to tribes (see appendix B).

Sitka Tribe of Alaska

The Sitka Tribe of Alaska and the park have entered into preliminary discussions to

determine the scope of the tribe's interest in performing components of some park functions. The park will continue its government-to-government consultations to carry out the following actions:

- ◆ Explore how to further recognize the value of indigenous knowledge in managing and interpreting park resources.
- ◆ Discuss making increased access to the park available to tribe members for specific ceremonial and educational activities for Tlingit cultural conservation.
- ◆ Discuss the commissioning and design of a Tlingit memorial to be placed in the park to commemorate the Tlingit casualties of the 1804 battle, with consultation especially sought with Kiks.ádi clan leaders and elders for information and inspiration.
- ◆ Determine how the Tlingit fort site might be more meaningfully interpreted with some physical representation.
- ◆ Decide how the beginning of the Survival March can be commemorated and interpreted in the future, in combination with the Tlingit fort site and a Tlingit memorial.
- ◆ Find new ways that the tribe can cooperate with, encourage, and complement the work of the Southeast Alaska Indian Cultural Center.
- ◆ Consider how the park, with its curatorial expertise, can help the tribe with its anticipated curatorial needs upon the expected return of many cultural artifacts from various museums around the country as a result of the Native American Graves Protection and Repatriation Act.

Consultations will continue on these topics and any others that the tribe might introduce. Park managers recognize that options should be explored more fully in an ongoing dialogue with the tribe for increasing the tribe's future involvement in components of park activities and functions.

Subject to mutual agreement, the Sitka Tribe of Alaska could perform components of the following activities, programs, services, and functions to the mutual benefit of the tribe and the park:

- traditional use studies
- natural resource studies and projects
- visitor education activities
- cultural resource projects
- maintenance activities
- curation of the museum collection
- maintenance of archival records
- support for the activities of the Southeast Alaska Indian Cultural Center

In addition to annual funding agreements, the park may also involve the Sitka Tribe of Alaska through the use of government contracts and cooperative agreements within existing laws and regulations. The park will explore a full range of possible opportunities and enter into contractual agreements with the tribe when it will benefit both parties. Many of the tribe's concerns were considered and addressed during the drafting of the memorandum of understanding between the tribe and the National Park Service that was signed on November 13, 1997 (appendix B).

The National Park Service will consider and suggest opportunities for the Sitka Tribe of Alaska to be more involved in park interpretation and to share training programs in interpretation and possibly curation.

Southeast Alaska Indian Cultural Center

The long-term close relationship between the park and the Southeast Alaska Indian Cultural Center will continue. The center, a nonprofit organization, has since 1969 preserved, protected, and perpetuated certain traditional art forms. The cultural center makes these works available to visitors and residents as part of park interpretive programs. The park will continue to offer financial support as part of its budget and encourage the center's independent efforts to seek additional funding as a nonprofit organization. A fiscal year 1999 base funding increase for the park will allow the center to operate year-round. The cultural center will remain in the park's visitor center, with Native artisans demonstrating wood-carving, regalia making, and silverworking, providing an interpretive highlight for visitors.

The Southeast Alaska Indian Cultural Center is coordinating and working with the park to accomplish the following goals:

- ◆ Find supplemental funding to keep the center open year-round as a training facility for young Indian artists.
- ◆ Achieve more use of some park areas for outdoor demonstrations when weather permits.
- ◆ Develop interpretive programs in the park to demonstrate how Alaska Natives use plants for food and basketry and for cultural conservation in general.
- ◆ Consult on a regular basis regarding interpretation.
- ◆ Develop additional programs in artistic expressive culture that could complement

those that the Sitka Tribe of Alaska promotes at its new cultural center.

- ◆ Continue to explore mutual goals that the park can encourage in its long-term support of the center.

The park will encourage the Southeast Alaska Indian Cultural Center to pursue the following actions:

- ◆ As a nonprofit organization, find additional funding from outside sources.
- ◆ Develop more activities and programs to teach cultural artistic expression for cultural conservation.
- ◆ Work toward increasing its role as a regional southeast Alaska educational institution for Alaska Native arts and crafts and totem pole carving.
- ◆ In conjunction with the Alaska Natural History Association, develop more interpretive items that can be offered for sale to visitors.
- ◆ In cooperation with the park (consistent with the park's purpose and significance), explore new opportunities to help visitors learn about southeastern Alaska Native artistic and other traditions.

Regular consultations will continue on these topics and others that might develop.

Other Alaska Native Groups

The park will also continue its ongoing consultations on various topics with the Alaska Native Brotherhood and Sisterhood, the Central Council of the Tlingit and Haida Indian Tribes, the Shee Atika Corporation, and the Sealaska Corporation.

Community Partnerships

Sitka National Historical Park managers will continue to be involved in several partnerships with private entities and other public agencies. In the face of limited or declining resources, including funding, personnel, land, and facilities, partnerships can be a viable way to achieve park objectives and partner goals. The park may participate in partnerships with private or corporate entities or with Alaska Native groups (such as the Sitka Tribe of Alaska). Other possible partners and possible cooperative activities may include the following:

- ◆ combining efforts with other national parks in southeast Alaska, such as Glacier Bay National Park and Preserve or Klondike Gold Rush National Historical Park, to develop and present interpretive programs
- ◆ possibly using facilities of other federal agencies such as the U.S. Forest Service
- ◆ establishing natural and cultural education programs with educational institutions such as the Sheldon Jackson College or the University of Alaska–Southeast
- ◆ sharing the facilities of local governing bodies, such as the city and borough of Sitka, and assisting with orientation programs
- ◆ sharing staff and programs with state governing bodies such as Alaska State Parks and Recreation
- ◆ developing and presenting programs with community groups such as the Sitka Historical Society

A number of opportunities for partnerships will be available. The expansion of the shuttle system to move visitors throughout the community will be a major opportunity to even the flow of visitors to the park, especially during peak times. Shuttle and tour operators will be given up-to-date information on capacity limitations at the park, especially the visitor center, so that they can inform visitors about other experiences available at different park units.

Additional partnership arrangements with outside organizations at all park sites may be developed to enhance the frequency and variety of talks, walks, demonstrations, and special events throughout the year.

The National Park Service may cooperate with the city and borough of Sitka to develop effective zoning around the Russian Bishop's House complex and possibly pursue easements or fee ownership of an adjacent buffer. The protection of the Indian River watershed also is an opportunity for partnership.

To help the many public, private, and commercial entities involved in providing interpretive services to visitors, the National Park Service may offer a series of joint training programs, perhaps managed through a partnership agreement, to focus on interpreting history, cultural diversity, and natural resources. Training also may be offered in communication skills and interpretive techniques. Another example of training that could be made available is the naturalist program offered by the University of Alaska–Southeast. Along with partners such as Klondike Gold Rush National Historical Park, Glacier Bay

National Park and Preserve, and the U.S. Forest Service (which stations interpreters on ferries), park managers will coordinate with cruise ship companies to develop on-board interpretive programs.

Programs for cruise ship and ferry passengers can be expanded to include video programs shown on the ships' cable television channels or at special gatherings. The funding and production of these programs could be a joint effort of the tourism industry and various agencies. Partners in this effort may be those involved in interpretation, education, history, and the preservation of cultural and natural resources. The programs also could be made available to schools, libraries, and television stations throughout the region.

The park will work in partnership with the community to develop a system of theme-related self-guiding walking tour publications. In addition to a comprehensive tour that will touch on each major story of the park or community, specific tours may be developed to focus on Tlingit culture and history, Russian-American interaction, or natural resources.

The park will help develop wayside exhibits to interpret key cultural and natural features throughout Sitka. These low-profile displays will complement the self-guiding tour stops and provide on-the-spot interpretation for

anyone passing by. The park will also help develop a citywide communication network to ensure the consistency and accuracy of visitor information.

Volunteer partnerships will be encouraged, as will programs on topics such as historic preservation, interpretation, and archeological survey work. Depending on the program, the National Park Service, the Sitka Tribe of Alaska, the city and borough of Sitka, the state of Alaska, the Russian Orthodox Church, and/or other entities will take the lead in these community-based partnerships to provide technical assistance.

The formation of new partnerships will be intended to develop a better physical link between the park and the central business district of Sitka. New partnership arrangements may lead to cooperation in managing components of preservation and interpretive programs for Building 29. This structure could serve as a preservation and cultural heritage anchor for lower Lincoln Street.

Another partnership arrangement may be developed with various public and private organizations to establish an integrated environmental education program in Sitka. Programs for local and regional audiences and for national and international visitors may be geared to children, college students, families, organized groups, or senior citizens.

Facility Development and Land Protection

Facility Development

The planned rehabilitation of the visitor center will be implemented. The rehabilitation will be carried out within the previously disturbed area and will be designed to complement the building's current design. The following improvements are included:

- ◆ Redesign the lobby to better accommodate increased numbers of visitors.
- ◆ Reconfigure space in the cultural center for greater spatial efficiency, including added built-in changeable exhibit cases; redesign the information desk area.
- ◆ Enclose a breezeway between the visitor center and the museum collection building to create an exhibit space for historic totem poles.
- ◆ Enlarge the theater to seat approximately 80 people.
- ◆ Upgrade existing curatorial storage space.
- ◆ Construct a small addition behind the cultural center area for limited office space.
- ◆ Double the capacity of public restrooms.

The Priests' Quarters and the Old School both will be rehabilitated. The area beneath the Priests' Quarters will be excavated and a full basement constructed.

The picnic shelter will be retained, and an outdoor interpretive site will be created.

A new maintenance facility will be built near the park, and the Bally building and the Bureau of Public Roads shed will be removed.

Land Protection

The National Park Service will seek 55-year extensions to the tideland leases with the state of Alaska and the city and borough of Sitka so that these lands can continue to be managed to protect park resources.

As part of this planning effort, the entire park was analyzed to determine if more lands should be acquired to protect resources and enhance the visitor experience. The evaluation included the application of *National Park Service Criteria for Boundary Adjustments* (NPS 92-11). It became apparent that certain additional lands are appropriate for inclusion in the park over the next several years. Other properties are also desirable for inclusion, but the current use of those properties indicates that any such inclusion probably will take place over a longer term.

At the visitor center unit three small contiguous parcels adjacent to the park's northeast boundary (along Sawmill Creek Road) should be added to the park as soon as possible. This will create a more easily identified boundary, give visitors an opportunity for access to additional cultural and natural areas, and prevent the potential for incompatible development along the Sawmill Creek Road corridor. The three parcels (shown on the Management Zones map, page 15) are as follows:

- ◆ an irregularly shaped parcel north to Sawmill Creek Road and east to the mobile home park
- ◆ a triangular parcel west of the Indian River

THE PLAN

- ◆ a narrow strip of land that is between the park boundary and the state right-of-way for Sawmill Creek Road (which extends at least 50' from the roadway centerline) and that links the two parcels

Legislation will be required for boundary adjustments and to authorize land acquisition from a willing seller only. All three parcels meet the above criteria for boundary adjustments, are contiguous with the authorized park boundary, and will serve to more effectively fulfill the park's purpose and significance. As an alternative to outright acquisition, the park could acquire easements to protect natural and cultural resources and enhance the visitor experience.

In addition, an easement along the park's northeastern boundary could also be acquired to protect natural and cultural resource values in this area and to enhance the visitor experience.

At the Russian Bishop's House unit the following land protection strategies or boundary adjustments will be considered:

- ◆ Acquire an easement to protect and preserve the setting from current high-density commercial zoning in this area at the boundaries on the north (a school-yard), east (the Teen Center), and west (the historic Osbaken house).
- ◆ Seek local zoning modifications to protect and preserve the historical setting and views from the buildings, especially the view toward the harbor and the park.
- ◆ Work with the city and borough of Sitka to create and implement conservation and development guidelines for property around the Russian Bishop's House unit.

The National Park Service will seek authority to acquire Building 29 from a willing seller. A site for a new maintenance facility also will have to be acquired.

Operations, Staffing, and Costs

Desired Future Conditions for Park Operations

Park personnel have access to appropriate facilities and equipment to fulfill operational requirements.

Resources are shared between park operations and similar resource management and visitor service programs of the community and the private sector.

Priorities are assigned to potential acquisitions according to their support of the park's purpose and significance.

Volunteers actively help the park conduct its programs and achieve its goals.

Most park functions will be carried out in facilities within the expanded park boundaries. The rehabilitated Priests' Quarters will be made into office space for the park administrative staff. The rehabilitated Old School will be used as an office for the chief ranger and the chief of interpretation, workspace for interpreters, and a location for the park's library. Some park staff offices will be in Building 29 (if it is acquired). The superintendent's office will remain in the visitor center. Maintenance functions will be relocated to a new facility near the park, not to be placed in a pristine natural area, and the Bureau of Public Roads shed and the Bally building (which are used for limited storage) will be removed.

Curatorial space will be divided. The redesigned space for curation (to be implemented according to the visitor center renovation plan) will house the NPS-owned artifacts regularly used for research, curation, and interpretive programs. This curation space also will contain artifacts on loan to the National Park Service that are frequently used for similar activities. If more space should be needed for these artifacts, it will be found elsewhere in the park.

Artifacts not needed regularly at the park may be curated in a separate storage facility away from the park. That possibility will be explored, along with the possibility of sharing a full-scale curatorial facility and storage with other Sitka entities. The National Park Service will share expertise in curation management with interested Sitka entities. Items that are now stored at the park but are owned by other parties will be placed in a facility not owned or managed by the park. For instance, items belonging to the Sitka Tribe of Alaska or Tlingit clans will be stored in a separate facility, especially after NAGPRA mandates have been addressed.

The park has two proposed construction projects: the rehabilitation of the Priests' Quarters (including adding a full basement) and the Old School, which has been funded at \$1,120,000, and the rehabilitation of the visitor center for a total of \$4,080,000. This *General Management Plan* proposes two additional projects: the preservation of Building 29, and the construction of a maintenance building, as indicated in the table on the following page.

Staffing for the park will total 26.85 full-time equivalents (FTEs). The congressionally allocated FTE ceiling is 10. The park uses the Alaska local hire authority (section 1308 of

Management Issues and Concerns about Park Operations and Facilities

Park facilities in general are inadequate or obsolete in terms of space and function. Space is especially lacking for administrative and interpretive personnel. The existing restrooms are inadequate to meet the demand.

the Alaska National Interest Lands Conservation Act of 1980—ANILCA), which exempts parks from FTE ceilings. The park staff is expected to grow slowly to 26.85 FTEs, or 9.35 new FTEs above the current base of 17.5. New positions to be filled are a secretary, an administrative support employee, a supervisory park ranger, a biologist, a historian, a museum specialist, a maintenance mechanic, a

cultural anthropologist, a park ranger (resource education), and a seasonal laborer; new FTE costs will amount to \$532,796 (1998 dollars). In addition, if the National Park Service acquires Building 29, two additional FTEs will be required (seasonal rangers — 1.5 FTE and a seasonal laborer — 0.5 FTE) at a cost of \$66,309, bringing the total FTE number to 28.85 (11.35 over the present number) and the cost to \$599,105.

Although information on costs provides an estimated figure for comparison, such funding might not actually be realized, given current NPS priorities and projected limited resources available in the short and long terms.

**ESTIMATED CONSTRUCTION COSTS FOR GENERAL MANAGEMENT PLAN PROJECTS
(1998 DOLLARS)**

Project	Gross Construction Costs	Construction Planning Costs	Total Project Costs
Preserve Building 29 ^a	\$2,572,185–\$5,144,370	\$643,046–\$1,286,092	\$3,215,231–\$6,430,462
Construct a maintenance building	\$1,250,000	\$312,500	\$1,562,500
Total*	\$3,822,185–\$6,394,370	\$955,546–\$1,598,592	\$4,778,023–\$7,992,962

NOTE: All development costs are class C estimates.
a. This range reflects different structural treatments from basic preservation and exterior restoration to complete exterior and interior restoration.

Consultation and Coordination

Public Involvement

During the development of this *General Management Plan* the National Park Service distributed newsletters and arranged public meetings and open houses to solicit input from the public. Public involvement has been intertwined between planning for the management of Sitka National Historical Park and the gateway planning initiative.

This *General Management Plan* has been prepared in coordination with the community of Sitka, as a pilot project for the National Park Service's Gateway Community Planning Initiative. Sitka National Historical Park was selected in 1994 as a pilot park to "work cooperatively with the community surrounding the Park on planning for land use, visitor facilities, alternative transportation, community services, and similar issues." The park and the community worked together to evaluate issues related to development guidelines, historic preservation, land use, transportation, and such visitor experiences as orientation and interpretation. Joint recommendations were then made for actions in the plan.

In February 1996 the city and borough assembly created the Comprehensive Plan Implementation Team (ComIT) to review, revise, and offer an implementation strategy for its February 1995 *Draft Comprehensive Plan*. The "Memorandum of Understanding: Scope of Services for Gateway Planning Assistance between the National Park Service and the City and Borough of Sitka" (1996) outlines the commitments that the National Park Service made to Sitka to implement gateway planning. Some issues facing the park

and the community were addressed as part of the gateway planning process.

In April 1997 the National Park Service presented to the assembly of the city and borough of Sitka the *Gateway Community Planning Assistance: Design Workshop Recommendation: Range of Alternatives* for the community's evaluation and use. The gateway study contains 18 recommendations for five major topics: visitor gateway zones, pedestrian ways, core downtown area, transportation, and information and orientation. The community has acted on two specific recommendations in the NPS study: a community sign program is underway, and the Sitka Tribe of Alaska initiated a limited shuttle service in 1997 to link visitor attractions in Sitka, including Sitka National Historical Park.

Other public involvement that was undertaken during the preparation of this *General Management Plan* is documented in the *Draft General Management Plan / Environmental Impact Statement* (NPS 1998a).

Alaska Native Consultations

The need for Native American consultation arises from the historic and current government-to-government relationship of the federal government with American Indian tribes, as well as from the related federal trust responsibility to conserve tribal resources. Tribal sovereignty is involved in and supported by the government-to-government relationship. Concerning park projects for planning, resource management, and/or interpretation, consultations with Alaska Natives, American Indians, Native Hawaiians,

or other Native Americans are required for compliance with a variety of laws and other legal entities, such as presidential executive orders, proclamations, and memorandums; federal regulations; and agency management policies and directives. Examples are the Native American Graves Protection and Repatriation Act of 1990 (PL 101-601); the National Historic Preservation Act of 1966 (PL 89-665), as amended, most recently in 1992 (PL 102-575); the American Indian Religious Freedom Act; the 1994 amendments (PLs 103-413, 103-435, and 103-437) to the Indian Self-Determination and Education Assistance Act of 1975 (PL 93-638); and Executive Order 13007 of May 24, 1996, entitled "Indian Sacred Sites."

Cultural information is sought for park planning, including present concerns and ideas for future possibilities. Consultations are conducted with tribal governments, groups, organizations, and individuals representing indigenous peoples that may have traditional and/or contemporary interests in lands once in their control but now managed by the National Park Service — in this instance, Sitka National Historical Park. Regular face-to-face communication is the goal of ongoing consultations with Alaska Natives. In this way, cultural data and contemporary concerns are discussed, providing useful dialogue and feedback to all involved.

The park has met this goal with at least quarterly contact with the Sitka Tribe of Alaska and daily contact with the Southeast Alaska Indian Cultural Center, which is housed in the visitor center of Sitka National Historical Park. The Sitka Tribe of Alaska was chartered in 1938 under the Indian Reorganization of 1934 (Theodoratus et al. 1995, 1) and thus is federally recognized. The Southeast Alaska Indian Cultural Center is a nonprofit organiza-

tion that since 1969 has preserved, produced, and perpetuated certain traditional art forms for visitors and residents to see and appreciate as part of park interpretation.

The Sitka Tribe of Alaska and the park have entered into preliminary discussions designed to determine the nature and scope of the tribe's interest in performing components of some park functions, consistent with the 1994 amendments to the Indian Self-Determination and Education Assistance Act. These amendments allow eligible tribes to enter into funding agreements to assume responsibility for certain aspects of federal functions that are of special significance to them.

It is in the interest of both Sitka National Historical Park and the Sitka Tribe of Alaska to enter into agreements and partnership arrangements. Park managers will explore with tribal representatives the mutual benefits of negotiating annual funding agreements to increase the tribe's involvement in performing some components of park activities, programs, services, and/or other possible functions that would be of special cultural, geographical, or historical significance to the tribe. Possible categories for agreement are traditional use studies, cultural and natural resource studies and projects, visitor education activities and programs, maintenance activities, curation of museum collections, archival records services, and various types of support for the Southeast Alaska Indian Cultural Center.

The National Park Service recognizes the potential for a range of alternatives that could increase the Sitka Tribe of Alaska's involvement in park activities and functions. Besides the annual funding agreements mentioned above, other types of government contracts and cooperative agreements may also be considered in accordance with regulations and

laws regarding acquisition. The park is committed to exploring the fullest range of opportunities to enter into agreements with the Sitka Tribe of Alaska when it is in the best interests of the park and the tribe to do so.

The Sitka Tribe of Alaska and the Southeast Alaska Indian Cultural Center were the primary Alaska Native groups consulted during the scoping, or information-gathering, phase of this planning project. The Park Service has consulted with clan elders and leaders and will continue to do so. The tribe's Tlingit history has been closely connected with the area that became the park, and the cultural values of the cultural center overlap those of the park staff in an ongoing dialogue about how the park might best be employed for resource management and interpretation, including making use of indigenous knowledge.

Other Alaska Natives in the region were contacted and invited to respond during the comment period, when the draft planning document was sent out for public review. The Central Council of the Tlingit and Haida Indian Tribes in Juneau was included. This group, like the Sitka Tribe of Alaska, is federally recognized (*Federal Register* 1995, 9250-55). Also included in consultation were the Alaska Native Brotherhood and Sisterhood in Sitka, the Shee Atika Corporation (the local for-profit Alaska Native corporation in Sitka), and the Sealaska Corporation (a large regional Alaska Native for-profit corporation based in Juneau). The Alaska Native Brotherhood and the Alaska Native Sisterhood date back to the early part of this century as fraternal and mutual-help organizations. The Alaska Native corporations stem from the Alaska Native Claims Settlement Act of 1971.

Some of the tribe's concerns that were raised during scoping for the general management plan are listed below:

- ◆ the tribe's concern that the park should not only be maintaining the reconstructed Russian-American Blockhouse, which is near the tribe's new cultural center for Tlingit traditional performing arts in downtown Sitka, but also the adjacent historic Russian-American cemetery
- ◆ recognition of the need to identify and honor burial sites on remote islands in the area in a context of broadening the scope of historical interpretation to include the history of Aleuts in the area as part of Russian colonialism and entrepreneurial fur trapping
- ◆ ways in which various types of funding arrangements and cooperative agreements, including government contracts, can be discussed in the future for the tribe to perform components of certain park functions of interest and significance to the tribe

The Southeast Alaska Indian Cultural Center also expressed its goals.

Many of the tribe's concerns were addressed during the drafting of the memorandum of understanding between the tribe and the National Park Service, which was signed on November 13, 1997. The memorandum, which recognizes the government-to-government relationship for areas of mutual concern and support, is intended to establish a framework for cooperative relationships and to promote communication. This has been a good faith effort to achieve better understanding, cooperation, and participation between the park and the tribe.

APPENDIXES
SELECTED BIBLIOGRAPHY
PLANNING TEAM

Appendix A: Legislation

DEPARTMENT OF THE INTERIOR,

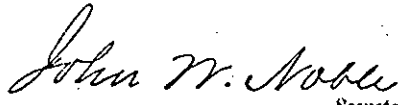
WASHINGTON, D. C., June 25, 1890.

The Commissioner of the General Land Office:

SIR: You are hereby notified that on the 21st instant the President, by executive order, declared certain reservations in the Territory of Alaska, as recommended by this Department in a letter dated the 19th instant.

Copies of said letter and executive order are herewith transmitted, with directions that you notify the local officers of the District of Alaska, and that proper notation be made on the records as far as practicable.

Very respectfully,


Secretary.

DEPARTMENT OF THE INTERIOR,

WASHINGTON, D. C., June 19, 1890.

The President:

SIR: I have the honor to transmit herewith a communication from the governor of Alaska, dated April 2, 1890, inclosing the several reports of commissioners appointed by him to examine and report as to what lands in and about Sitka, Juneau, Douglas Island, and Fort Wrangel should be permanently reserved by the Government for its uses for public buildings, barracks, parade grounds, parks, wharves, coaling stations, etc., and recommending that the reservations therein reported upon be made. These reports were made in accordance with the suggestion from this Department that it be ascertained what tracts are needed by the Government, and for what purposes, and that the Governor communicate his views to the head of the Department having control of the matters for which the proposed reservation is to be made, in view of the possibility that Congress may at the present session extend the public land laws over Alaska.

I approve of the recommendations of the Governor with three exceptions. He recommends that lots 1, 2, 3, 7, and 8 in block 7, Juneau, and all of block "C," in said town, be set aside for garrison purposes; but it is stated by the commissioners that these tracts were declared by the district court for the District of Alaska, to have been reserved for garrison purposes by the Navy Department. If this be true it will not be necessary to declare a further reservation of these tracts. But it appears that there are certain settlers on these tracts, and the commissioners recommend that they be paid for their improvements placed thereon in good faith. In this connection I call attention to the "Act providing a civil government for Alaska," (25 Stats., 24) which provides

in section eight that Indians or other persons in said Territory "shall not be disturbed in the possession of any lands actually in their use or occupation or now claimed by them, but the terms under which such persons may acquire title to such lands is reserved for future legislation by Congress." This enactment would seem to debar the Executive from taking any action calculated to disturb any such settlers and, if the tracts had not been reserved for naval purposes, would furnish sufficient reason for disapproving this recommendation of the Governor.

The Governor recommends that lots 7 and 8, in block 9, as per plat of G. C. Hannus, Juneau, be reserved for court-house and jail purposes, and that a certain unnumbered block on the north side of Douglas City be reserved for like purposes. As it appears these tracts are in the possession of settlers the recommendation is disapproved. He recommends that certain tracts in Sitka be reserved for a marine or military barracks, on condition that the United States shall erect certain buildings thereon. This reservation I suggest be made without condition. The reservation for a military cemetery, as recommended by the Governor, seems to be "claimed" for the Presbyterian Board of Home Missions. The nature of the claim is not stated. However, as Congress has provided in said act of May 17, 1884, *supra*, that land in said Territory occupied as a missionary station shall be continued in such occupancy, to the extent of 160 acres for each such station, until further action by Congress, I am of opinion this reservation should be declared subject to the rights of said Board of Home Missions therein.

I therefore recommend that the following-described tracts of land be reserved from settlement and disposal and set apart for the purposes hereinafter mentioned.

JUNEAU AND DOUGLAS CITY.

In the town of Juneau, all that tract or block numbered 23 as per plat of said town made by G. C. Hannus, except lots 5 and 6 for public school purposes; the island, called Juneau Island, situated in Gastineaux Channel, opposite the town of Douglas City, as a coaling station and Government wharf; the unnumbered block on the north side of the town of Douglas City, upon which is situated the public school building for public school purposes.

FORT WRANGEL.

In the town of Fort Wrangel, a tract of land containing about 4 acres, upon which are the buildings now occupied by the civil government, and embraced in the following description: Beginning on the south side of Main street; at the northwest corner of the warehouse occupied by Sylvester & Reid; thence in a northwesterly direction by lands occupied by Rufus Sylvester, 210 feet to a post in picket fence; thence in a northeasterly direction along said picket fence, old stockade block house and lands occupied by Rufus Sylvester, 214 feet to a post; thence in a northwesterly direction at a right angle with aforesaid line by lands of the United States, 240 feet to a post; thence in a southwesterly direction and parallel with the northwest wall of the old fort and 40 feet distant from said wall by lands of the United States, 550 feet to low tide-water mark; thence along low tide-water mark in a southeasterly direction by the sea, 450 feet, to the south side of Main street; thence along south side of Main street to place of beginning.

SITKA.

The following tracts in the town of Sitka, designated by numbers hereinafter referred to as they appear on the map of the settlement at New Archangel, Sitka, accompanying a letter from General Lovell H. Rousseau, Commissioner for the United States, and Alexis Pestchouroff, Commissioner for Russia, published in House Executive Document No. 127, 40th Cong., 2d session, to wit:

The property designated as a "Wharf," together with the warehouse marked No. 1, situated on the approach to said wharf, for the legitimate uses and purposes of the public.

Also that tract of land described as follows: Commencing at a point 30 feet from the northwest corner of building designated on map and inventories as No. 6; thence along Lincoln street to low water mark in the bay; thence following the shore line up low water mark in a southeasterly direction to a point outside of a rocky point running into the bay; thence in a northeasterly direction to a point at right angles from the place of beginning; thence in a northwesterly direction to the place of beginning on Lincoln street, meaning to include with other land all of those lots designated on the map by numbers 2, 3, and 5, and part of lot number 4, for a custom house, and other uses in the collection of customs.

Also the plot of ground marked No. 20 on the map, but more particularly described as follows: Commencing at the northern corner of that plat of ground which we hereafter ask shall be reserved as a public common, and now known as the "parade ground," near the Presbyterian church, and running north 33° east 64.68 feet; thence west 35° north 59.73 feet; thence north 39° east 87.79 feet, to a road 26.40 feet wide, crossing this and continuing the line (north 39° east) 59.40 feet; thence east 39° south 104.28 feet; thence south 30° west 46.20 feet to a road 26.40 feet wide; thence on south side of said road east 30° south 86.46 feet; thence south 29° west 111.54 feet; thence west 4° north 150.40 feet to point of starting, for a marine or military barracks and garden.

Also all of that plot of ground bounded on the northwest side by Lincoln street from warehouse designated No. 1 on map and inventories and along Lincoln street and the shore line to the southern corner of the fence inclosing house designated No. 24 on the map and inventories; thence along the walk in a northwesterly direction fronting lot No. 20, and Government school No. 2, to the northwest corner of plot designated on map and inventories No. 18; thence in a southwesterly direction to water front, most of which is now known as the parade ground, for a public common.

Also that plot of ground designated on said map as No. 103, now occupied in part by Government school No. 1, and the plot of ground described as follows: Beginning at the southeast corner of lot designated on map and inventories as No. 18, in a northeast direction to the northwest corner of plot marked "I" on map and inventories; thence in a southeast direction to the southwest corner of said plot marked "I"; thence in a southwesterly direction to line of the land herein to be reserved as a public common for school purposes.

Also the block house marked "C" on map and inventories for public services, including a space of ground 100 feet square surrounding the same.

Also the block house marked "D" on said map and inventories, including a space of land described as follows: Beginning at a point on

the northwest corner of the street running east and west from the house now occupied by the Governor, and the road leading north from said street, to the Russian cemetery; thence north 50° west 660 feet, west 36° south 363 feet, south 50° east 660 feet, east 36° north 363 feet, for public buildings for the civil service.

Also the land upon which were situated the buildings designated on the map as Nos. 116, 117, and 118, and more particularly described as follows, to wit: Commencing at a point 28 feet from the northwest corner of the main building, situated on American street, now occupied by Reuben Albertstone as a hotel, and running thence in a northerly direction 123 feet to the line of a street or road; thence along said street or road 224 feet in an easterly direction to certain fence posts; thence southeasterly 109 feet to the line of an old fence; thence in a westerly direction 197 feet, to the place of beginning, for a Governor's house, or such other occupancy as may be deemed best by the General Government.

Also ten acres of land, including that now designated on the plat of land as surveyed and claimed by Rev. Sheldon Jackson for the Presbyterian Board of Home Missions, as the same appears of record in the office of the Recorder, *ex officio*, for this district, and marked "Military Cemetery," and more particularly described as follows, to wit: Beginning at corner mark No. VIII on said plat, running northwesterly 660 feet; thence at right angles southwesterly 660 feet, thence southeasterly 660 feet, thence northeasterly 660 feet, containing ten acres more or less, for a military and naval cemetery, subject to any rights which said Board of Home Missions may have.

Also 250 feet of land on each side of the stream of water running into Jamestown Bay on the south side thereof on Baranoff Island now used for watering purposes by the United States Navy and mercantile vessels, for a wharf and such other purposes as may be necessary for the uses of the United States Navy and mercantile marine; also all of that island situated directly opposite the town of Sitka known as Japon-sky Island for naval and military purposes.

The tract of land bounded on the west by the line as established by the survey made for the Presbyterian Mission, and along the shore line of the bay at low tide to the mouth of Indian River, and across the mouth of said river and along its right bank for an average width of 500 feet, along said bank to the point known as Indian River Falls, and also on the left bank of said river from said falls an average width of 200 feet, from said falls to the eastern line or boundary as shown on the Mission plat, for a public park.

Herewith I inclose a copy of the opinion of the Assistant Attorney-General for this Department touching the legal points involved, which meets with my approval.

Very respectfully,
JOHN W. NOBLE,
Secretary.

June 21, 1890.

In accordance with the recommendation of the Secretary of the Interior, the above-described tracts of public land in the Territory of Alaska, are hereby reserved for the uses and purposes indicated by the Secretary until otherwise directed by Congress.

BENJ. HARRISON.

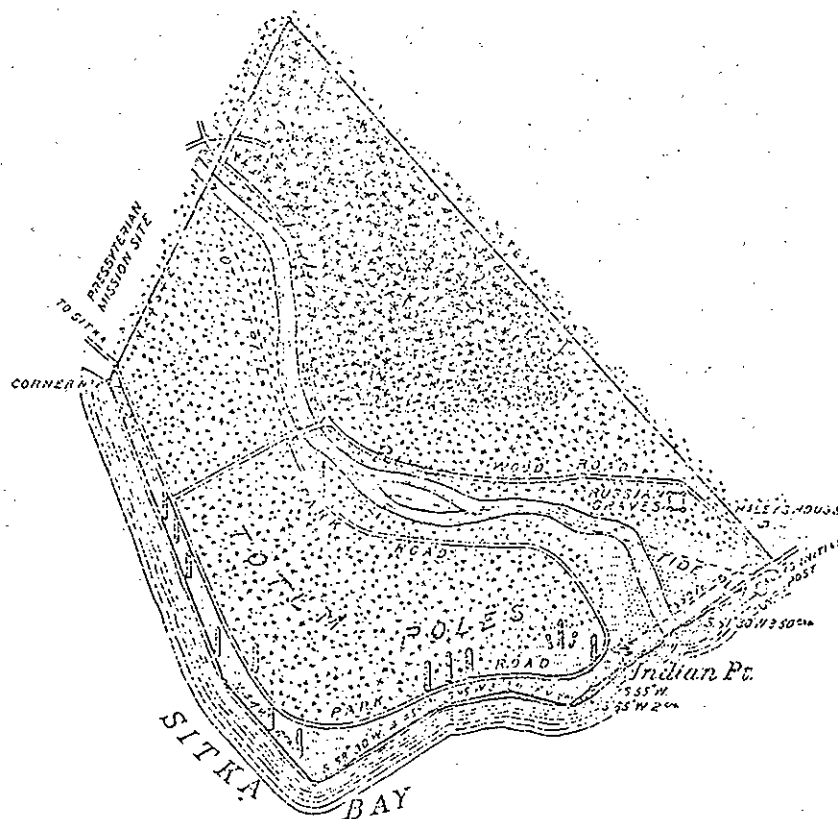
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SITKA NATIONAL MONUMENT

ALASKA

Embracing a tract of land which includes the mouth of Indian River and adjacent territory near Sitka, containing about fifty seven acres.



DEPARTMENT OF THE INTERIOR
 GENERAL LAND OFFICE
 Fred Dennett, Commissioner

70. Sitka National Monument

Establishment: Proclamation (No. 959) of March 23, 1910.....

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BY THE PRESIDENT OF THE UNITED STATES OF AMERICA

A PROCLAMATION

[No. 959—Mar. 23, 1910—16 Stat. 2601]

WHEREAS, within the limits of the public park created by proclamation June 21, 1890, near Sitka, Alaska, is located the decisive battle ground of the Russian conquest of Alaska in 1804, and also the site of the former village of the Kik-Siti tribe, the most warlike of the Alaskan Indians; and that here also are the graves of a Russian midshipman and six sailors, killed in the conflict, and numerous totem poles constructed by the Indians, which record the genealogical history of their several clans, and

WHEREAS, under the general laws of Alaska it has been found difficult to prevent vandalism within the reserved area,

Now, THEREFORE, I, William H. Taft, President of the United States of America, by virtue of the power vested in me by Section two of the Act of Congress approved June 8, 1906, entitled, "An Act for the Preservation of American Antiquities", do hereby set aside, subject to any vested right, as the Sitka National Monument, a tract of land near Sitka, Alaska, situated within, or chiefly within, the public park which embraces the mouth of Indian River and adjacent territory, created by proclamation of June 21, 1890, the same being more definitely located and described as follows:

Beginning at corner No. 2 of the Presbyterian Mission site on the easterly side thereof; thence north twenty-four degrees, fifty-four minutes east, along the line of said mission tract, crossing Indian River, to a point seven chains and fifty-eight links from the right bank of said river; thence south forty-two degrees east, thirty-three chains and eighty-five links, to a point north fifty-one degrees, thirty minutes east, ninety-one links from a post on high tide line designated "Haley's Initial Post"; thence south fifty-one degrees, thirty minutes west, crossing the mouth of Indian River to a pine tree on Indian Point; thence following the meanders of the high tide line of Sitka Bay southwesterly and northwesterly to the place of beginning; embracing approximately fifty-seven acres of land, as shown upon the diagram hereto attached and made a part of this proclamation.

Warning is hereby expressly given to all unauthorized persons not to appropriate, injure or destroy any feature of this National Monument, or to locate or settle upon any of the lands reserved by this proclamation.

IN WITNESS WHEREOF, I have hereunto set my hand and caused the seal of the United States to be affixed.

DONE at the city of Washington this 23rd day of March, in the year of our Lord one thousand nine hundred and ten, and of the Independence of the United States the one hundred and thirty-fourth.

WM. H. TAFT.

By the President:

P. C. KNOX,

Secretary of State.

412515° — 47 — 10

PROCLAMATIONS—FEB. 23, 1932

[68 Stat.

REDEFINING THE BOUNDARIES OF THE SITKA NATIONAL MONUMENT
ALASKAFebruary 23, 1932
[No. 2963]

BY THE PRESIDENT OF THE UNITED STATES OF AMERICA

A PROCLAMATION

WHEREAS errors have been discovered in the description of the area now constituting the Sitka National Monument, Alaska, as contained in Proclamation No. 959 of March 23, 1910 (36 Stat. 2601), establishing the said monument; and

WHEREAS a certain tract of land adjoining the said monument has been donated to the United States to provide a suitable entrance to the monument, and a certain tract of public land near the monument is needed for the administration thereof; and

WHEREAS certain privately-owned lands adjoining the said monument are needed for the administration and protection thereof, and the United States desires to acquire such lands for such purposes; and

WHEREAS it appears that it would be in the public interest to redefine the boundaries of the Sitka National Monument (1) to correct the above-mentioned errors of description, (2) to add to the monument the said tract donated to the United States and the said tract of public land, and (3) to include within the boundaries of the monument the said privately-owned lands, with a view to making such lands parts of the monument upon acquisition of title thereto by the United States:

Sitka National
Monument.
Boundaries.

NOW, THEREFORE, I, HARRY S. TRUMAN, President of the United States of America, under and by virtue of the authority vested in me by section 2 of the act of Congress approved June 8, 1906, 34 Stat. 225 (16 U. S. C. 431), do proclaim that, subject to valid existing rights, (1) the lands now owned by the United States within the exterior boundaries of the following-described tracts of land shown on the diagram attached hereto and hereby made a part hereof shall constitute the Sitka National Monument, and (2) the privately-owned lands within such boundaries shall become parts of the monument upon acquisition of title thereto by the United States:

TRACT No. 1

Beginning at corner No. 1, M. C., of U. S. Survey No. 1258, which is corner No. 2 of U. S. Survey No. 407, Tract B, on the west shore of Baranof Island on Sitka Bay, Alaska, at mean high tide, in latitude $57^{\circ} 02' 45''$ N., longitude $135^{\circ} 19' 56''$ W., from which U. S. R. L. M. No. 1 bears N. $79^{\circ} 08' 10''$ W., 3,965.61 ft. distant.

From the initial point,

With U. S. Survey No. 407, Tract B, meanders of Sitka Bay,

S. $72^{\circ} 42'$ W., 236.28 ft.,

N. $60^{\circ} 18'$ W., 153.78 ft.,

S. $73^{\circ} 34'$ W., 39.38 ft. to east line of Kelly Street, as delineated on Mission Plat Addition to Town of Sitka dated June 14-21, 1923, produced southerly:

Thence with street lines as delineated on said Mission Plat Addition to Town of Sitka, and, as enumerated hereinafter,

Along east line of Kelly Street, produced southerly,

N. $20^{\circ} 21'$ E., 51.41 ft. to south line of Lincoln Street,

Along south line of Lincoln Street,

S. $80^{\circ} 44'$ E., 97.12 ft.,

S. $89^{\circ} 58'$ E., 140.09 ft. to east line of Metlakahla Street,

Along east line of Metlakahla Street,

N. $23^{\circ} 46'$ E., 528.47 ft. to south line of a road leading to Indian River,

Along south line of said road,

N. $71^{\circ} 06'$ E., 190.66 ft., more or less;

Thence leaving the said road, with northeast line of Lot 1, Block IV of aforementioned plat.

S. 28° 48' E., 22.85 ft., more or less, to a point in the west line of U. S. Survey No. 1258 and east line of U. S. Survey No. 407, Tract B:

Thence with the exterior boundaries of U. S. Survey No. 1258 to the hereinafter enumerated corners,

N. 25° 18' E., 313.34 ft., crossing Indian River to corner No. 6,

S. 42° 00' E., 1,805.10 ft. to corner No. 7,

S. 30° 00' E., 673.36 ft. to corner No. 8, M. C., at mean high tide of Sitka

Bay:

Thence with the meanders of Sitka Bay.

N. 65° 38' W., 123.42 ft.,

N. 10° 00' W., 142.56 ft.,

N. 76° 54' W., 66.00 ft.,

S. 9° 21' W., 88.44 ft.,

N. 52° 08' W., 224.40 ft.,

S. 71° 50' W., 234.96 ft.,

S. 12° 45' W., 85.80 ft.,

S. 39° 28' E., 169.02 ft.,

S. 9° 13' E., 62.04 ft.,

S. 59° 51' W., 204.60 ft.,

N. 82° 45' W., 328.68 ft.,

S. 59° 49' W., 364.32 ft.,

N. 67° 35' W., 67.98 ft.,

N. 37° 35' W., 359.04 ft.,

N. 24° 17' W., 448.14 ft.,

N. 15° 25' W., 292.38 ft.,

N. 30° 54' W., 284.46 ft. to corner No. 1, M. C., the place of beginning.

The tract as described contains 53.454 acres, more or less.

TRACT No. 2

Beginning at corner No. 6 of U. S. Survey No. 2545, which is corner No. 9 of U. S. Survey No. 407, Tract B, corner No. 2 of U. S. Survey No. 1473, corner No. 4 of U. S. Survey No. 1804, and corner No. 1 of U. S. Survey No. 1558, from which U. S. R. L. M. No. 1 bears S. 66° 28' 53" W., 3,170.04 ft. distant, and corner No. 1, M. C., of U. S. Survey No. 1258 bears S. 26° 08' 06" E., 2,241.36 ft. distant.

From the initial point with south line of U. S. Survey No. 2545 and north line of U. S. Survey No. 1804, this line being north line of Observatory Road, so-called,

N. 15° 45' W., 35.74 ft., more or less, to the true point of beginning, thence

N. 60° 22' W., 260.00 ft.;

Thence leaving south line of U. S. Survey No. 2545 and continuing along north line of said road,

N. 32° 38' W., 105.00 ft.,

Thence leaving the said road,

N. 70° 22' E., 213.60 ft. to a point in the west line of U. S. Survey No. 1558;

Thence with the west line of U. S. Survey No. 1558,

S. 15° 45' E., 300.01 ft. to the true point of beginning.

The tract as described contains 0.880 acres, more or less.

The said Proclamation No. 959 of March 23, 1910, is amended accordingly.

Executive Order No. 8854 of August 16, 1941, reserving the lands comprising the said Tract No. 2 and other lands for the use of the U. S. Coast and Geodetic Survey, Department of Commerce, as a magnetic and seismological observatory site, is hereby revoked as to the lands comprising the said Tract No. 2.

The Director of the National Park Service, under the direction of the Secretary of the Interior, shall have the supervision, management, and control of this monument, as provided in the act of August 25, 1916, ch. 408, 39 Stat. 535 (16 U. S. C. 1-3), and acts supplementary thereto or amendatory thereof.

Warning is hereby expressly given to all unauthorized persons not to appropriate, injure, destroy, or remove any feature of this monument and not to locate or settle upon any of the lands thereof.

IN WITNESS WHEREOF, I have hereunto set my hand and caused the Seal of the United States of America to be affixed.

DONE at the City of Washington this 25th day of February in the year of our Lord nineteen hundred and fifty-two, and [SEAL] of the Independence of the United States of America the one hundred and seventy-sixth.

HARRY S TRUMAN

By the President:

JAMES E. WEBB

Acting Secretary of State.

38 Stat., Pt. 2, p. 2801.

3 CFR, 1943 Cum. Supp., p. 984.

Supervision and management.

Public Law 92-501

October 18, 1972
(S. 1497)

AN ACT

To authorize certain additions to the Sitka National Monument
in the State of Alaska, and for other purposes.Sitka National
Monument,
Alaska.
Additional
lands; name
change.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, in order to preserve in public ownership for the benefit and inspiration of present and future generations of Americans an area which illustrates a part of the early history of the United States by commemorating czarist Russia's exploration and colonization of Alaska, the Secretary of the Interior (hereinafter referred to as the "Secretary") is authorized to acquire by donation, purchase, or exchange, for addition to the Sitka National Monument, the lands and interests therein, and improvements thereon, including the Russian mission, as generally depicted on the map entitled "Proposed Additions, Sitka National Monument, Sitka, Alaska" numbered 314-20,010-A, in two sheets, and dated September 1971, which shall be on file and available for public inspection in the offices of the National Park Service, Department of the Interior. Lands and interests in lands within such area owned by the State of Alaska or any political subdivision thereof may be acquired only by donation. Notwithstanding any other provision of law, the Secretary may erect permanent improvements on lands acquired by him from the State of Alaska for the purposes of this Act.

Administration.

SEC. 2. The Sitka National Monument is hereby redesignated as the Sitka National Historical Park, and it shall be administered, protected, and maintained by the Secretary in accordance with the provisions of the Act of August 25, 1916 (39 Stat. 535; 16 U.S.C. 1, 2-4), as amended and supplemented, and the Act of August 21, 1935 (49 Stat. 666; 16 U.S.C. 461 et seq.).

Appropriation.

SEC. 3. There are hereby authorized to be appropriated not to exceed \$140,000 for land acquisition and \$691,000 (June 1971 prices) for development, plus or minus such amounts, if any, as may be justified by reason of ordinary fluctuations in construction costs as indicated by engineering cost indexes applicable to the types of construction involved herein.

Approved October 18, 1972.

Appendix B: Memorandum of Understanding

13 November, 1997

Sitka Tribe of Alaska
Sitka National Historical Park
Sitka, Alaska

Dear Sirs:

Please be advised that we have had the opportunity to read over the Memorandum of Understanding drafted up for your signatures and to be signed by both parties today.

We believe that this is an important step in mutual cooperation and coordination between both parties and do support these kind of efforts.

We of the Kiks.adi Clans of Sitka want to make some important points about this endeavor. It is important to us because of the history behind Sitka and the property surrounding Totem Park, in particular.

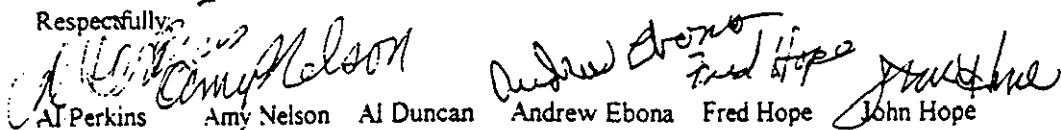
We want to emphasize that the Kiks.adi Clans of Sitka consider the area Sacred Ground, because many of our grandfathers and grandmothers shed their blood, and indeed, are still buried in the area. This was the important site of the battles for Sitka in the early 1800's. The National Historic Park itself recognizes this and depicts the account on film and pictures at the Park.

Secondly, many of the Kiks.adi Clan artifacts are stored at the museum at the Park. Our Clan leaders have had an understanding with the Park that we would have continuing access to these artifacts and that no one could have access without our permission, or at least informing us. These objects are sacred to our Clan, as it is so with other Clans. We want to maintain this access for the Kiks.adi Clan leaders and permission must be given from them for other access to these artifacts.

The Sitka National Historic Park site is vital to cultural integrity of the Kiks.adi Clan. We must be involved in any future decisions regarding this site. It goes without saying that we are available to work with any and all entities in this kind of endeavor.

Thank you for your time.

Respectfully,


Al Perkins Amy Nelson Al Duncan Andrew Ebona Fred Hope John Hope
Kiks.adi Clan Clan Mother Clay House Clay House Point House Point House

MEMORANDUM OF UNDERSTANDING
between the
SITKA TRIBE OF ALASKA
and the
DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE
SITKA NATIONAL HISTORICAL PARK

to

RECOGNIZE AREAS OF MUTUAL CONCERN AND SUPPORT, ESTABLISH A
FRAMEWORK FOR COOPERATIVE RELATIONSHIPS, AND PROMOTE COMMUNICATION

Article I. INTRODUCTION

This Memorandum of Understanding (MU) is made and entered into by and between Sitka National Historical Park (SITK) of the National Park Service (NPS) and Sitka Tribe of Alaska (STA) to facilitate cooperative relationships in the spirit of the National Historic Preservation Act; the Alaska National Interest Lands Conservation Act of 1980; the President's Federal Indian Policy, January 24, 1993; the American Indian Religious Freedom Act of 1978; the Alaska Native Claims Settlement Act of 1971; the Archeological Resource Protection and Repatriation Act of 1990 and the Indian Self-Determination Act of 1975 as amended.

BACKGROUND / OBJECTIVES

The purpose of this MU is to recognize areas of mutual concern and support, promote and enhance communications, and establish a framework for cooperative relationships and initiatives between both parties from both the SITK and Tribal perspectives.

Whereas, the SITK has been delegated such authority to enter into a MU with local, state, and federal organizations, and federally recognized tribal governments; and

Whereas, the STA is authorized to enter into such MU with local, state, and federal agencies under the Constitution of Sitka Tribe; and

Whereas, the SITK and STA have mutual and overlapping interests in documenting and telling a proper account of Tlingit-Russian struggles in the greater Sitka area; and

Whereas, the STA and SITK are interested in continuing to promote the understanding of Tlingit history, culture, and the interpretation of traditions of the Tribe and fulfilling their respective authorities and responsibilities under the authorities listed in Article I of this document; and

Whereas, the NPS in managing SITK has information and resources beneficial and sensitive to the Tribe, and the Tribe, in managing the Tribal affairs, has information and resources beneficial to the SITK; and

Memorandum of Understanding, MU 9910-8-0001, Page 1

Whereas, frequent cooperation, sharing of information and expertise are of mutual benefit; and

Whereas, the NPS and STA share an interest in the well keeping, history, use and interpretation of important Tlingit objects maintained in NPS collection; and

Whereas, the NPS seeks the continued input of tribal citizens to improve park operations, planning and community relations;

Now Therefore: to satisfy the mutual responsibilities and interests and to derive mutual public benefits, STA, NPS and SITK, agree to engage in a number of activities as detailed below.

Article III. STATEMENTS OF WORK

In consideration of the above premises, the SITK and STA agree as follows:

1. Assist the SITK in identifying, articulating, and facilitating culturally appropriate ways in which the SITK might contact resource persons knowledgeable about Tlingit culture, the Tlingit-Russian battle for Sitka, and past usage of the park grounds.

2. Provide assistance whenever possible to participate in research and educational and developmental activities of mutual interest and benefit including cooperative agreements.

3. Assign a Tribal Liaison Officer who shall be responsible for routine activities and communication between STA and the SITK.

4. Disseminate information to tribal members about the employment opportunities at SITK, including the Apprenticeship Program for Students in which the NPS is a partner.

5. At least annually provide the STA citizens a report on the activities and achievements which have resulted from this agreement.

6. Provide comments appropriate to the SITK on park operations such as use for the park area, planning, and cultural resources management.

B. NPS agrees to:

1. Make NPS resources and professional expertise available for the furtherance of this program including cooperative agreements, subject to and in accordance with the applicable Federal laws, regulations, and park planning, and subject to approval by the appropriate SITK / NPS personnel.

Memorandum of Understanding, MU 9910-8-0001, Page 2

2. Assign a SITK Liaison Officer who shall be responsible for routine activities and communication between the SITK and STA. In addition the SITK liaison officer will inform STA of relevant NPS training in which the STA might participate.

3. Participate in cooperative historical, ethnographic, and architectural research with STA. Whenever appropriate and mutually agreed upon, the SITK will provide cultural resources and technical assistance such as archaeological and anthropological consultation and advice.

4. Invite further comments concerning park operations, planning, and cultural resources management from the STA.

5. Regularly advise the Tribe of employment opportunities at the SITK in a timely manner by working with the STA Tribal Employment Rights Officer to provide detailed instructions to applicants for vacant temporary and permanent positions.

6. Include knowledge and familiarity with Tlingit history and culture as a desirable criteria for appropriate SITK positions.

C. Both parties agree:

1. This MU in no way restricts the parties from participating with other public and private agencies, organizations, and individuals, or from accepting contributions and donations for other similar agreements or projects.

2. Nothing in this agreement shall obligate any party to expend funds in excess of appropriations authorized by law.

3. Each party agrees that it will be responsible for its own acts and the results thereof; shall not be responsible for the actions of the other party; and each party agrees it will assume to itself any risk under the agreement.

4. Both parties will meet annually in Sitka to discuss methods to implement this agreement.

5. STA and SITK Liaison Officers will work together to facilitate communication between both parties and complete consultation responsibilities.

6. Nothing in the foregoing will be interpreted to prevent or preclude SITK and STA from engaging in joint or supportive activities/initiatives designed to enhance the accomplishment of the objectives of this MU.

Article IV. TERM OF AGREEMENT

The MU agreement shall be in effect for five years from the effective date of the last signature unless terminated earlier according to Article VII of this MU. It will be reviewed at that time and renewed if in the best interest of both parties.

Article V. KEY OFFICIALS

Key officials representing the NPS will be the Superintendent and Park Resources Manager.

Key officials representing the Tribe will be the Sitka Tribe of Alaska Chairman and General Manager.

Article VI PRIOR APPROVAL

Any amendments, revisions, agenda, extensions, or reaffirmations of this MU must be in writing and approved and signed by the original signature authority.

Article VII TERMINATION

This MU may be terminated by either party with 30 days written notice to the other party.

Article VIII REQUIRED CLAUSES

"During the performance of this agreement, the participants agree to abide by the terms of Executive Order 11246 on non-discrimination and will not discriminate against any person because of race, color, religion, sex, or national origin. The participants will take affirmative action to ensure that applicants are employed without regard to their race, color, religion, or national origin." However, STA will abide by the appropriate Indian Hire Preference requirements under applicable Federal Law and Regulations.

"No member or delegate to Congress, or resident Commissioner, shall be admitted to any share or part of this agreement, or to any benefit that may arise therefrom, but this provision shall be construed to extend to this agreement if made with a corporation for its general benefit."

The undersigned agree to the provisions of this Memorandum of Understanding:

FOR SITKA NATIONAL HISTORICAL PARK

Superintendent

Date

FOR SITKA TRIBE OF ALASKA

Tribal Council Chairman

Date

Appendix C

UNITED STATES DEPARTMENT OF THE INTERIOR

NATIONAL PARK SERVICE

RECORD OF DECISION

FINAL ABBREVIATED ENVIRONMENTAL IMPACT STATEMENT AND GENERAL MANAGEMENT PLAN

Sitka National Historical Park

Alaska

INTRODUCTION

The *Draft and Abbreviated Final General Management Plan / Environmental Impact Statements* together serve as the general management plan for Sitka National Historical Park. These documents describe the proposed plan for providing a balance between the priorities and demands of cultural and natural resource protection and preservation, and the needs of visitor use and recreation.

This record of decision has been prepared by the Department of the Interior, National Park Service (NPS), pursuant to the National Environmental Policy Act of 1969, and the regulations promulgated by the Council on Environmental Quality at 40 CFR 1505.2. This record of decision details the decision made (selected alternative), other alternatives considered, the basis for the decision, the environmentally preferable alternative, measures adopted to minimize environmental harm, and public involvement in the decision-making process.

DECISION (SELECTED ALTERNATIVE)

The National Park Service will implement the proposed action (alternative 1) as described in the *Draft and Abbreviated Final General Management Plan / Environmental Impact Statements* as the selected alternative. This plan will achieve a high-quality, diverse visitor experience consistent with the mandate and mission of the National Park Service and the purpose and significance of the park. New management strategies, social science methods, and interpretive tools will be used to improve the management of visitor use, especially during the days of peak demand. For better visitor distribution, visitors will be encouraged to move beyond the visitor center and the nearby Totem Trail into less frequently visited areas, such as the fort site, the battleground, and the Russian Memorial. By funding and implementing comprehensive research and interpretive programs, the National Park Service will place increased emphasis on the park's cultural resources and on the purpose and significance of the park.

Major actions included in the approved plan are summarized below:

- The National Park Service will seek legislative approval for several limited boundary adjustments along the Sawmill Creek Road side of the park. These adjustments will achieve compatibility between resource protection and visitor enjoyment rather than provide a land base for new park development.
- Future cultural resource management will add quality and depth to the park's existing management programs. The park's existing "Resource Management Plan" and "Museum Management Plan" will be fully implemented. The ongoing cultural landscape report and the ethnographic study of traditional Tlingit use will be completed.
- The National Park Service will seek extensions to the tideland leases with the state of Alaska and city and borough of Sitka. The National Park Service will work with the city and borough of Sitka as they consider designation of Monastery Street as a one-way street.
- Building 29 (a significant Russian colonial structure and a national historic landmark) is recommended for acquisition from a willing seller.
- The Old School and the Priests' Quarters will be rehabilitated and reused for park offices, a library, and storage. A full basement will be constructed beneath the Priests' Quarters.
- Visitation at the visitor center, which is to be rehabilitated, will be limited to a maximum of 200 people at any one time. The lower and upper parking lots will be redesigned to improve vehicle circulation, visitor safety, and visitor center access for visitors with disabilities.
- Some park operations such as resource management, park administration, and visitor services will be decentralized, and additional space could be leased or purchased in the community near the park's units. A new maintenance facility will be constructed near the park, and the Bally building will be removed.
- Interpretive opportunities will be expanded throughout the park.
- The park will continue to be involved in partnerships with private entities and public agencies to achieve park objectives and goals.

OTHER ALTERNATIVES CONSIDERED

Three other alternatives in addition to the selected alternative were considered. Under alternative 2, the no-action alternative, the park would continue to be operated under current management direction. Benefits for visitors in information and interpretation would continue, but use of adjacent lands would continue to have adverse effects on visual resources and land use. The open access policy for visitation would continue within the constraints of current funding and staffing levels. Crowding in the visitor center would affect the visitor experience. Current plans for visitor services and interpretation would go forward, but not as part of a comprehensive, long-range plan.

Under alternative 3 enhanced resource protection would be emphasized. Alternative 3 would increase the protection of cultural and natural resources and improve park administration and operation. Access to the park during peak use times would be managed more strictly. It is likely that fewer visitors than at present would enter the visitor center and the Russian Bishop's House during peak visitation times. Some operations would be decentralized and moved out of the park into leased or purchased space. Development of new in-park facilities would be minimized.

Under alternative 4 more visitors would be accommodated during peak times. Alternative 4 would lead to some improvement in visitor access and circulation in and near the park, improvements in opportunities for information about Sitka's attractions, and improved visitor experience. The park would plan and manage its resources to accommodate increased use. To provide a higher level of visitor service and to improve visitor distribution, the park would expand infrastructure, staffing, and visitor management activities. Operations would be concentrated within the park's boundary. Legislative authorization would be sought to acquire additional land or property to develop park infrastructure, such as curatorial and maintenance facilities.

ENVIRONMENTALLY PREFERABLE ALTERNATIVE

The environmentally preferable alternative is the alternative which causes the least damage to the biological and physical environment and that best protects, preserves, and enhances historical, cultural, and natural resources. Alternative 3, with its strong direction on preservation of park cultural and natural resources, is the environmentally preferable alternative.

Although there were only minor quantitative and/or qualitative differences between the proposed action and alternative 3, there was a general sense expressed by the park's community partners and the various publics that the stricter visitation limits at the visitor center and the Russian Bishop's House were not entirely appropriate for Sitka visitors who arrive by cruise ship during a brief window of opportunity during the summer.

BASIS FOR DECISION

The proposed action has been selected as the final plan because it offers an appropriate balance between visitor use and resource protection and most effectively meets the management objectives as described in the *Draft and Abbreviated Final General Management Plan / Environmental Impact Statements*.

The proposed action includes a combination of actions that the National Park Service believes will provide the best balance between resource protection and visitor experience and the appropriate mix of interpretive and other visitor services. NPS interpretive services will be enhanced. The historic Priests' Quarters and Old School will be rehabilitated for adaptive use by park staff. A key action to acquire and preserve a significant Russian colonial structure in downtown Sitka will present greater opportunities to broaden interpretive programs and to introduce visitors to the park and community.

The National Park Service's management objectives for Sitka National Historical Park are numerous. Thirty-six statements for desired futures are identified, ranging from cultural resource management to relationships with partners including Alaska Natives. The proposed action balances the statutory mission of the National Park Service to provide long-term resource preservation while allowing for appropriate levels of visitor use and appropriate means of visitor enjoyment. The proposed action provides for projected growth in visitation well into the 21st century, while complying with policies of the National Park Service, the park's purpose and significance based on its enabling legislation, constraints on the park's management under the same legislation, and the protection of its significant resources.

MEASURES TO MINIMIZE ENVIRONMENTAL HARM

All practicable means to avoid or minimize environmental harm will be adopted as part of the plan. These measures are specified in detail on pages 79–81 of the *Draft General Management Plan / Environmental Impact Statement*, under the heading "Mitigating Measures." These include measures to protect cultural resources, sensitive plant species, wetlands, and the visual quality of the park. Measures have been identified to lessen the effects of construction traffic and noise as well as any presence of hazardous materials during the rehabilitation projects at the visitor center and the Old School and Priests' Quarters.

PUBLIC PARTICIPATION

The National Park Service consulted with numerous agencies and organizations and the interested public in developing the alternatives described in the *Draft and Abbreviated Final General Management Plan / Environmental Impact Statements*. The scoping process for this planning effort was initiated on May 17, 1995, when a "Notice of Intent" to prepare an environmental impact statement was published in the *Federal Register* (60 FR 26455). Scoping meetings were held in Anchorage, Juneau, and Sitka, Alaska, in June 1995. Public comment was requested on the preliminary alternatives in May 1997. Copies of the planning workbook containing the draft alternatives were distributed throughout the community in May 1997.

On June 26, 1998, the National Park Service published a notice in the *Federal Register* (63 FR 34925) announcing the availability of the *Draft General Management Plan / Environmental Impact Statement*. About 150 copies of the draft document were distributed to the public in June 1998. Written comments were accepted throughout the 60-day comment period, which concluded on August 24, 1998. A public meeting was conducted in Sitka on July 20, 1998. During the comment period 11 letters were recorded. All verbal and written comments were considered in preparing the *Abbreviated Final General Management Plan / Environmental Impact Statement*, and responses to substantive comments and other comments on the draft document were published in the final document. A notice of availability for the *Abbreviated Final General Management Plan / Environmental Impact Statement* was published in the *Federal Register* (63 FR 55637) on October 16, 1998, and the 30-day no-action period ended on November 16, 1998.

A parallel Gateway planning process also took place in midst of the general management planning process. The National Park Service participated in two workshops with community representatives in June and September 1995. The workshops identified important attributes of the park that community representatives believed should be preserved, problems that should be addressed, and places in Sitka where visitors and residents take part in a variety of recreational and leisure activities. As involved partners in the planning process, the city and borough of Sitka, local business interests, and the U.S. Forest Service contributed funds for a visitor utilization study. Data were collected to complete phase one of that study in September, 1995, and the report *Sitka Visitor Utilization Study, September 1995, Preliminary Results*, was used as a baseline reference for the subsequent general management plan and the Gateway study. The National Park Service presented a document entitled *Gateway Community Planning Assistance: Design Workshop Recommendations* to the assembly of the city and borough of Sitka in April 1997, closing the parallel planning process.

As required under section 7 of the Endangered Species Act, the National Park Service has consulted with the U.S. Fish and Wildlife Service to ensure that actions contained in the final plan do not adversely affect federally protected species or designated critical habitat. The Park Service has also consulted with the Alaska State Historic Preservation Office (SHPO) to initiate and plan for the coordination of survey, eligibility, effect, and mitigation of possible cultural resources in the proposed

project areas. All implementation actions that could affect historic properties as defined in the 1965 National Historic Preservation Act will be evaluated through consultation with the state historic preservation officer. These actions include proposed changes to historic buildings or districts and ground-disturbing activities.

CONCLUSION

The above factors and considerations justify the selection of the proposed action as presented in the *Draft and Abbreviated Final General Management Plan / Final Environmental Impact Statements* as the final plan. The final general management plan for Sitka National Historical Park, Alaska, is hereby approved.

Recommended

Date:

Gary Gauthier
Superintendent, Sitka National Historic Park
National Park Service

Date

Robert D. Barbee
Regional Director
Alaska Region

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Planning Team and Consultants

Planning Team

Sitka National Historical Park

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Jennifer Baird, Interpretive Ranger
Carol Burkhart, Chief Ranger
Gene Griffin, Chief of Resources Management
Virginia Hirayama, Chief of Administration
Randy Rodgers, Maintenance Chief
Sue Thorsen, Museum Specialist
The entire staff at Sitka National Historical Park were very helpful with this project.

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As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historical places; and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.