



ANNUAL RETREAT - HISTORIC RESOURCES ADVISORY COMMITTEE AGENDA

January 10, 2024 at 6:00 PM

Assembly Chambers/Zoom Webinar

<https://juneau.zoom.us/j/83467626208> or 1-253-215-8782 Webinar ID: 834 6762 6208

A. CALL TO ORDER

B. LAND ACKNOWLEDGEMENT

We acknowledge the Áak'w K'wáan and T'aakú K'wáan as the original owners and inhabitants of the City & Borough of Juneau. We are grateful to be here in your ancestral homeland as we come to you from areas of Alaska and beyond. We are thankful that you have permitted us to live here and make this land our home. Gunalchéesh.

C. ROLL CALL

D. APPROVAL OF AGENDA

E. APPROVAL OF MINUTES

F. PUBLIC PARTICIPATION ON NON-AGENDA ITEMS

G. AGENDA TOPICS

1. New Business:

- a. 2024 Goals
- b. Annual Report to the Assembly
- c. Officer Elections
 - i. Recorder
 - ii. Vice-Chair
 - iii. Chair

H. STAFF REPORTS

I. COMMITTEE MEMBER COMMENTS AND QUESTIONS

J. NEXT MEETING DATE

- 2. February 7, 2024

K. SUPPLEMENTAL MATERIALS

L. ADJOURNMENT

ADA accommodations available upon request: Please contact the Clerk's office 36 hours prior to any meeting so arrangements can be made for closed captioning or sign language interpreter services depending on the meeting format. The Clerk's office telephone number is 586-5278, TDD 586-5351, e-mail: city.clerk@juneau.gov.



CBJ HISTORIC RESOURCES ADVISORY COMMITTEE

2022 Annual Report

Prepared by the City and Borough of Juneau and the Historic Resources Advisory Committee

On behalf of Juneau’s Historic Resources Advisory Committee (HRAC), the City and Borough of Juneau (CBJ) is pleased to present the 2022 Annual Report to the Alaska Office of History and Archaeology. This document provides an overview of HRAC’s work over the past year.

In the fall of 2022 HRAC transitioned from virtual meetings mandated by COVID-19 to hybrid meetings, with the option of attending in person or virtually.

2022 saw Juneau’s cruise ship tourism return to pre-pandemic levels. Juneau received approximately 1.15 million cruise ship passengers. Many of these passengers spend the day walking through Juneau's historic neighborhoods and frequenting the local shops and restaurants. With this increased activity more shops were open, yet vacant buildings continue to be of concern and the decrease in private investment are topics that are being addressed in downtown Juneau's area plan – Blueprint Downtown. This area plan will compliment Juneau's Historic and Cultural Preservation Plan.

A. LOCAL PRESERVATION ORDINANCES:

- No new preservation ordinances were adopted in 2022.

B. HISTORIC RESOURCES ADVISORY COMMITTEE:

In accordance with the CBJ Land Use Code and HRAC’s governing resolution, the Historic Resources Advisory Committee is entrusted with the following duties:

- Review and make recommendations on local projects that might affect properties identified in the local Historic Preservation Plan;
- Review and develop nominations to the National Register of Historic Places for properties within the City and Borough of Juneau;
- Cooperate and consult with the Assembly and the Community Development Department, and the State Historic Commission on matters concerning the historical district and historic, prehistoric and archaeological preservation in the City and Borough of Juneau;
- Review and make recommendations about the collections, exhibits, education programs, long-range plans, and other pertinent activities of the Juneau-Douglas City Museum; and
- Perform other actions which are necessary and proper to carry out the above duties.

In 2022, HRAC was comprised of the following members, with the specific seat held at the time, and professional background:

- Zane Jones – Architect, MRV Architects (Chair)
- Shannon Crossley (Vice Chair) – Associate Architect, NorthWind Architects

- Don Harris– Retired Psychologist, historic home owner, and Board of Directors for Friends of the Juneau-Douglas City Museum (term started April 2022)
- Shauna McMahon (Recorder) – State Natural Resource Specialist, State Museum docent
- Gary Gillette – Architect, Member of Gastineau Channel Historic Society and CBJ Liaison to Treadwell Historic Preservation and Restoration Society
- Sarah Hieb – Investigator for the Alaska Police Standards Council and member of the Daughters of the American Revolution
- Olivia Lihou – Educator in Juneau with a passion for educating children on the dynamic history of Southeast Alaska
- Dorene Lorenz – Broadcast News ABC – FOX Alaska, Historian, member of Pioneers of Alaska Juneau Igloo, Fourth generation Alaskan
- Chuck Smythe - Director, History & Culture Department of Sealaska Heritage Institute

Beth McKibben, Planner from the Community Development Department (CDD) served as staff liaison between CBJ and the Historic Resources Advisory Committee. Niko Sanguinetti, Curator at the Juneau Douglas City Museum, served as the staff liaison between the City Museum and the Historic Resource Advisory Council through August. Ms. Sanguinetti left the City Museum and Cory Woodall took over as Curator and staff liaison in September.

The Historic Resources Advisory Committee held regular monthly meetings on the first Wednesday of every month, with the exception of May, July, September and November. HRAC held special meetings in August and September. All of the meeting agendas and minutes are attached to this report.

C. SURVEY AND INVENTORY OF HISTORIC PROPERTIES:

- In 2022 the CBJ completed Phase 1 of the Juneau Townsite Historic Survey and Inventory. A total of 45 structures were surveyed.

D. PRESERVATION PLANNING ACTIVITIES: HRAC reviewed the following projects.

- Section 106 Project Reviews:
 - No section 106 project reviews took place in 2022.

➤ Downtown Historic District Project Reviews:

- 241 Front Street – Review of paint changes. The JJ Stocker Building is known as the “Missouri Saloon/Stocker Building” and was listed on the National Register of Historic Places on June 6, 1994. 241 Front Street was originally the location of the Missouri Saloon. In 1896 it became the Louvre Theater. The building burned and was rebuilt in 1906, and named the J.J. Stocker Building. It continued to operate as the Louvre Theater and Bar until 1917 providing live theater in Juneau. In 1918 it was converted to the mercantile store. A third floor was added in 1935.

The HRAC reviewed a proposed paint scheme. HRAC recommend some changes to the proposed paint colors. A copy of the recommendations is attached.

- 251 S. Franklin - Review of paint changes. The Filipino Community Hall is a noncontributing building in the Downtown Historic District. The proposal that was brought to HRAC includes repair of the front façade, including stucco and painting. HRAC voted unanimously to recommend approval of the project. A copy of the recommendation is attached.
- In January CBJ started work to develop a Historic District Design Review application form and an informational handout about Design Guidelines. The purpose of the project is create predictability and transparency for applicants, the public, and HRAC. Substantial work with completed but the form and handout are not yet in use.

➤ Meeting with State CLG Coordinator, Maria Lewis.

In September 2022 Maria Lewis traveled to Juneau. She met with HRAC Vice Chair, Shannon Crossley, and contractor for Phase 1 of the Juneau Townsite Survey and Inventory. They visited several historic sites in downtown Juneau. Ms. Lewis met with HRAC staff liaison, Beth McKibben to discuss Juneau’s historic preservation program. Ms. Lewis attended the HRAC special meeting on September 13, 2022, minutes attached.

E. NATIONAL REGISTER PROGRAM PARTICIPATION:

- HRAC did not propose any new nominations to the National Register in 2022.

F. PUBLIC EDUCATION PROJECTS:

In 2022, the Juneau Douglas City Museum offered historical presentations, walking tours, lectures and exhibits.

Program Type	Total # Of Programs	Total # of Attendees	NOTES
Education Tours	16	429	K-12 students JSD, SHI, Homeschool STEAM Conference Staff
Events	13	1,503	First Friday Poetry Reading Totem Pole Raising & Dedication Salmon Creek Dam Natl Landmark Ceremony FoJDCM Annual Meeting
Presentations	9	399	Solo Artist Talks/Workshops Travel Fair presentation Artworks Grant presentation Volunteer orientation
Walking Tours	207	1,757	Alaska State Capitol Tours (153) Historic Downtown Juneau Tours (42) Treadwell Tours (4) True Crime Tours (8)
Other Programs	3	987	Walter Soboleff Day Elizabeth Peratrovich Scavenger Hunt Month of Play
TOTALS	248	5,075	

G. ADVOCACY AND PRESERVATION

Burning of Aanáx Yaa Andagan Ye' (Douglas Indian Village)

The City Museum continues its progress in creating conversations and engaging the community as we work towards an exhibition that describes the decisions and events that led to the burning of the Douglas Indian Village by the City of Douglas in 1962 utilizing a grant from the National Trust for Historic Preservation, Telling the Full History. The City Museum is in partnership with KTOO to create an accompanying documentary.

H. HISTORIC PRESERVATION GRANT ACTIVITIES:

- In August CBJ and consultants NorthWind Architects, LLC completed work on Phase 1 of the Juneau Townsite Survey and Inventory in accordance with the 2021 grant award.
- In August HRAC and staff worked together to submit an application to Office of History and Archeology for Phase 2 of the survey and inventory of the Juneau Townsite. In December CBJ was awarded \$31,500 in CLG funds.

I. UPDATED CONTACT INFORMATION:

➤ CDD Staff Liaison

Name: Beth McKibben, AICP, Planner

Address: 4th Floor Marine View Building, Juneau, Alaska 99801

Phone: 907-586-0753 EXT. 4128

Email: Beth.McKibben@juneau.org

➤ Committee Chair

Name: Zane Jones, HRAC Chair

Phone: 907-586-1371

Email: zane@mrvarchitects.com



City and Borough of Juneau's

H

istoric & Cultural
Preservation Plan

Community Development Department,
Planning Division



Cover & Plan Design
Brenwynne Grigg

Cover Photography
Patrick McGonegal

City and Borough of Juneau's Historic & Cultural Preservation Plan

Adopted March 16, 2020
Ordinance 2020-07



City & Borough of Juneau
Community Development Department
Planning Division

COMMUNITY DEVELOPMENT DEPARTMENT

Jill Maclean, AICP, Director
Alexandra Pierce, PMP, Planning Manager
Allison Eddins, Planner II, Project Manager
Brenwynne Grigg, Administrative Officer
Chelsea Wallace, Administrative Assistant II

Special Acknowledgements

The process of updating Juneau’s Historic and Cultural Preservation Plan was an ambitious undertaking that involved many stakeholders. The City and Borough of Juneau acknowledges and thanks all participants for their contribution in making this Plan a success.

CITY & BOROUGH OF JUNEAU

Rorie Watt, City Manager
Mila Cosgrove, Deputy City Manager

ASSEMBLY

Beth Weldon, Mayor
Maria Gladziszewski, Deputy Mayor
Wade Bryson
Rob Edwardson
Michelle Bonnet Hale
Alicia Hughes-Skandijis
Loren Jones
Greg Smith
Carole Triem

PLANNING COMMISSION

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Paul Voelckers, Vice Chair
Michael LeVine, Clerk
Nathaniel Dye, Assistant Clerk
Ken Alper
Travis Arndt
Shannon Crossley
Weston Eiler
Daniel Hickok

HISTORIC RESOURCES ADVISORY COMMITTEE

Zane Jones, Chair
Don Harris, Vice Chair
Shauna McMahon, Secretary
Shannon Crossley
Gary Gillette
Myra Gilliam
Charlie Kidd
Dorene Lorenz
Chuck Smythe

CONSULTANTS

Chris Mertl, Corvus Design
Tracie Krauthoefer, Corvus Culture
Norè Winter, Winter & Company

SPECIAL THANKS

To the dedicated residents and businesses who attended many steering committee meetings.

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Juneau Canoe, Winter & Pond Photo Collection

Executive Summary

Over the past thirty years, the City and Borough of Juneau (CBJ) has been one of the most active communities in Alaska in its preservation efforts. As the State Capital, it is appropriate for the CBJ to be a model for the rest of the state in responsible planning, urban design, and the preservation of its historic and cultural resources.

Juneau possesses a wealth of historic resources; it is in the best interest of the community to identify and preserve these artifacts, structures, and sites, which contribute to the historic and cultural diversity of the community. Current documentation lists 479 buildings that were built before or during the first quarter of the 20th century. Countless numbers of additional sites, structures, and landscapes, await documentation. These resources are part of the community's heritage, and their identification and preservation are paramount in maintaining the community's sense of place in the 21st century.

The CBJ Comprehensive Plan, adopted in 2013, is the official plan for the growth and development of the community. Policy 16.1 of the Historic and Cultural Resources chapter states that CBJ should, "...identify, preserve and protect Juneau's diverse historic and cultural resources, and promote historic preservation and accurately represent Juneau's unique heritage through publications, outreach and heritage tourism."

It is with this mandate that the Community Development Department (CDD), and the Historic Resources Advisory Committee (HRAC), embarked on the development of the Juneau Historic and Cultural Preservation Plan. HRAC is a nine-member committee appointed by the CBJ Assembly, with expertise in architecture, archeology, and history.

HRAC advises CDD and the Assembly on preservation matters.



Kaayeeekooxéik, yú Yéil tláa (Kaayeeekooxéik, the mother of Raven), created by Tlingit artist Jackson Polys. Photo Credit: Allison Eddins

The development of the Plan was made possible through a Federal Historic Preservation Fund grant administered by the Alaska Office of History and Archaeology. The process of developing the Plan began in late 2016 with a series of public meeting and focus groups. Participants were asked to share their vision for preservation in Juneau, identify issues and concerns regarding the preservation of historic and cultural resources in the community, and to identify goals for the future of preservation.

“Sometimes historic preservation involves celebrating events, people, places and ideas that we are proud of; other times it involves recognizing moments in our history that can be painful or uncomfortable to remember.” Municipality of Anchorage Historic Preservation Plan, 2018

MAJOR THEMES HEARD FROM THE PUBLIC

Throughout the public process, the community was asked to articulate goals for the future of preservation in Juneau. Based upon this public input, Juneau’s Preservation Program should:

- Quantify the value that preservation has on the local economy;
- Create an array of local incentives to encourage the rehabilitation/re-use of historic properties;
- Share Juneau’s history and culture in ways that are available to everyone, i.e. public art, interpretative signage, banners, etc.;
- Acknowledge past injustices, recognize the impacts, and share that part of our history;
- Connect property owners and developers with training opportunities for the rehabilitation and care of historic buildings; and,
- Make historic and cultural resource data easily accessible to the public.

PURPOSE OF THE PLAN

The Historic and Cultural Preservation Plan is meant to guide efforts to preserve and protect the valuable historic and cultural resources of the Juneau community. The Plan is intended to encourage, and

in some instances, require, public and private development activities to be sensitive to historic preservation and cultural resource values. The Plan establishes goals and actions that the community has determined to be important. The Plan defines policies that will serve as a roadmap for future activities, with an eye toward achieving the preservation goals.

The Plan recommends that work continue to document, protect, and preserve, significant historic and cultural resources, with CBJ providing a leadership role in this effort.

This plan is intended to guide CBJ’s preservation activities for the next 20 years. Every two years, the implementation progress should be evaluated, with updates occurring at 10 years.



Photo Credit: Patrick McGonegal

PLAN OVERVIEW AND VISION

During the visioning phase of the Plan development, the public expressed an underlying view of Juneau as, “...a friendly community, rich in history and cultural diversity, with strong Native traditions, and gold mining roots.” The visioning process prompted development of the following vision statements for preservation in Juneau:

- Juneau is a community which is knowledgeable about, and understands the importance of, protecting and preserving its history and Native culture.
- Juneau is a community which takes care to protect and preserve the historic physical character of the community.
- Juneau is a community which is proud to share its past with residents and visitors in a manner that protects the valuable resources of the area.

The Plan focuses on five components of a well functioning preservation program, and establishes a vision and goals for each component.

COMPONENT #1:

Preservation Program Administration and Management Tools — the framework for operating the Preservation Program, and the mechanisms for protecting historic and cultural resources

Vision: CBJ supports preservation by maintaining an effective, functional, and integrated administration program, and by having management tools that enhance, support, and promote, the preservation goals in this plan.

Goals:

1. Provide adequate CBJ resources to support the Preservation Program and allow it to reach a high level of performance;
2. Work to ensure HRAC membership reflects the diverse community of Juneau;

3. Educate HRAC so the committee is well-versed in the community’s preservation vision and goals, and has the tools available to implement that vision;
4. Implement a design review process for building permit applications within the Downtown Historic District, that is concise and well understood;
5. Review and enhance the Downtown Historic District Design Standards and Guidelines through a public process; and,
6. Use existing regulatory tools to protect identified resources.



Photo Credit: Patrick McGonegal

COMPONENT #2:

Resource Inventory and Identification — the surveying and recognition of properties and places with cultural and historical significance

Vision: CBJ maintains an up-to-date inventory of historic and cultural resources; those resources are valued and preserved.

Goals:

1. Develop and maintain a comprehensive inventory of cultural and historic resources; and,
2. Create a public process for the identification and documentation of these resources.

COMPONENT #3:

Incentives and Benefits — programs that assist property owners and support preservation

Vision: CBJ has a comprehensive set of incentives and benefits, that attract investment in historic and cultural resources.

Goals:

1. Promote and enhance financial incentives for preservation;
2. Promote and enhance regulatory incentives;
3. Create and promote recognition incentives; and,
4. Work to create easily accessible materials that provide information about the incentive programs.

COMPONENT #4:

Education and Interpretation — the tools to build awareness and strengthen skills to support preservation

Vision: The public knows the value, and understands the importance, of sharing Juneau's diverse history and culture.

Goals:

1. Work to establish educational opportunities for

K-12 students to engage in preservation with HRAC and community partners;

2. Provide training and technical assistance to promote and encourage preservation through the CBJ; and,
3. Accurately present the diverse history of Juneau's people and places through educational and interpretive materials, and be easily accessible to residents and visitors.



Vincent Soboleff Photo Collection, Alaska State Library

COMPONENT #5:

Advocacy and Partnerships — the promotion of policies and strategic partnerships that support preservation efforts

Vision: Preservation is supported through strong partnerships between the CBJ, community organizations, and preservation advocacy groups.

Goals:

1. Establish relationships with preservation advocates, including non-profit organizations; government entities; Alaska Native tribes, corporations, and organizations; and, educational entities, to support and promote preservation goals; and,
2. Support preservation partners in pursuit of their preservation goals.

THE IMPORTANCE OF PRESERVATION

The preservation of historic and cultural resources gives a community its unique character and provides a link to the past and its people. Preservation protects properties and places of historic and cultural value, maintains them in active use, and keeps them intact for the benefit of future generations. Preservation has the ability to play a vital role in Juneau's efforts for downtown planning and revitalization, environmental sustainability, and affordable housing.

Preservation is beneficial to the community in the following ways:

- Culturally, Juneau is richer for having the tangible link to its past;
- Property values and tax revenues increase when historic buildings are protected and made the focal point of revitalization;

- Preservation and re-use of historic buildings puts less waste into the landfill and consumes less energy than demolition and new construction;
- Nationally, neighborhoods with older, smaller, mixed-use blocks, provide more opportunities for affordable housing units than newer neighborhoods;
- An increasing number of visitors coming to Juneau are looking for an authentic cultural experience;
- Historic district design standards help maintain the architectural character of buildings in an increasingly seasonal downtown; and,
- Tax credits and grant opportunities are available for the rehabilitation of recognized historic buildings.



Photo Credit: Patrick McGonegal

Public Participation

This planning process began in 2016, with funding provided in part by two rounds of grants through the State of Alaska Historic Preservation Office Certified Local Government (CLG) program. The planning process was broken into two phases, one for each round of funding. Phase I focused on broad public engagement and data gathering. Phase II focused on strategic public engagement and plan writing.



Attendees at the May 31, 2016 Public Meeting. Photo Credit: Chris Mertl, Corvus Design

PUBLIC ENGAGEMENT AND PARTICIPATION

Multiple forms of public outreach techniques were used to engage residents, property owners, business owners, local government agencies, heritage and tribal organizations, local non-profits, and under-represented groups. Public outreach methods used during the planning period included: public meetings, planning charrette, focus groups, emails, phone calls, flyers, on-line survey, radio programs, social networking, and a preservation webpage.

In 2016, the planning team held two public meetings, one focus group meeting, and conducted an on-line survey. The first public meeting was held on May 31, 2016, in the downtown Senate Building.



Attendees at the August 25, 2019 Public Meeting. Photo Credit: Chris Mertl, Corvus Design

The second meeting was held on August 25, 2016, at Floyd Dryden Middle School. The meetings consisted of four activities, designed to assess public understanding of an interest in preservation. Attendees began a visioning and goal development process. The results were compared with the vision and goals in the 1997 Preservation Plan (not adopted), to determine the extent that updates were needed.

On August 26, 2016, the planning team was invited to present to the Downtown Improvement Group (DIG). This meeting was focused on preservation issues in the downtown area. DIG members, of which 20 were present, were interested and concerned about coordinating the preservation planning effort with other CBJ planning processes, collaborating with the private sector on plan development, and establishing a transparent process.

The planning team conducted an on-line survey that was active from August 1, 2016, through September 16, 2016. The survey was accessed and publicized

through a link on the CBJ Historic and Cultural Preservation Webpage, email blasts, and announcements at the meetings. Similar to the public meetings, the survey was designed to gauge public interest and understanding of preservation, and begin the visioning, goal, and action development process.

On March 15, 2018, the planning team held a charrette-style meeting at the State Library Archives and Museum. The meeting was attended by representatives of CBJ Departments, neighborhood associations, local historians, the Alaska Department of Transportation & Public Facilities, AELP/AVISTA, the Filipino Community Board, Travel Juneau, the US Forest Service, and many others.



Attendees at the March 15, 2018 Planning Charrette

The meeting focused on the six components of a preservation program: administration, resource identification and inventorying; resource management tools; economic incentives and benefits; education and interpretation; and, advocacy and partnerships. Attendees were split into groups, and each group was assigned one of the five components. Participants identified major challenges associated with each program component, and solutions to those challenges.

In July 2018, CDD staff met individually with the Douglas Indian Association, the Sealaska Heritage Institute, and the Downtown Business Association. On July 13th, CDD staff were invited to attend the Douglas Indian Association Tribal Government one-day cruise. These small meetings helped focus the conversation on the specific preservation issues that most directly impact each group.

PRESERVATION CHALLENGES IDENTIFIED BY THE PUBLIC

- Lack of funding
- Lack of financial incentives
- No obvious economic incentive
- Not necessarily “highest and best use”
- Lack of awareness from general public
- Lack of knowledge regarding the importance of our heritage
- Lack of knowledge about preservation opportunities
- Lack of public education about preservation
- Preservation is not seen as a high priority
- Balancing preservation with development goals
- Climate change
- Knowing which history to preserve
- Lack of public buy-in
- Knowing how to prioritize what is most important

Plan Visioning Ideas Presented by the May 31, 2016 Meeting Attendees

JUNEAU'S HISTORIC AND CULUTURAL PRESERVATION PLAN SHOULD...

- Respectfully and correctly address Native history
- Provide clear guidance in land use management decisions
- Help the Indian Village and bring out the history of the Village
- Guide authentic heritage tourism
- Identify and protect the historic buildings, sites, and structures that remain
- Provide a framework of places, activities, and values that represent our community
- Preserve our history
- Be a living document that allows for change
- Meet with Elders of local clans to find out what they would like to preserve and how
- Save the stories about the history of Juneau's neighborhoods
- Help create more opportunities for education
- Create or encourage more signage about existing historic buildings
- Install signage in the Tlingit language
- Spruce-up and clean-up the downtown
- Be integrated with on-going development in the downtown
- Help Juneauites identify what spaces and structures are important to them
- Identify historic resources and assess their state and condition
- Give vibrancy to past and present
- Protect and preserve natural and cultural resources that are significant to the people of Juneau
- Be useful and not sit on a shelf
- Provide checks and balances before a place, building, or artifact, is removed or destroyed

Juneau's Historic Significance

There is archaeological evidence that people lived in Southeast Alaska for at least the last 10,000 years. The people that inhabited the region must have used some sort of watercraft for transportation, because in addition to living on the mainland, they also inhabited the islands of the Alexander Archipelago. Long distance trade in resources is evidenced by the discovery of obsidian at two of the oldest archaeological sites in northern Southeast Alaska. The obsidian came up the Stikine River from Mount Edziza in British Columbia, and from Sumez Island, west of Prince of Wales Island.¹

The greater Juneau area is the homeland of the Áak'w Kwáan, a regional sub-division of Tlingit Indians, who in the recent past, had villages in Berners Bay, Young's Bay (Admiralty Island), at the mouth of Fish Creek (Douglas Island), and in Auke Bay. Their principal winter village was located on the main-land north of Auke Bay at what is now the Auke Village Recreation Area.² The Áak'w Kwáan were joined by the Taku people, whose main village was located up the Taku River in what is now Canada. Soon after, other Tlingit people from nearby villages began to migrate to the new mining town.³

In 1867, the United States purchased Alaska from Russia for \$7.2 million. The Federal Government virtually ignored Alaska for several decades. Fortune hunters, however, did not. Europeans explored Southeast Alaska in particular because of the possibility of great riches, eventually settling there when these possibilities proved true. Russians came for fur trade and established an influence on the area.

After the United States purchased Alaska, prospectors found gold throughout the Southeast region. In 1880, a member of the Áak'w Kwáan showed a miner the source of gold, that led to the development of the AJ

Mine in Juneau. This marked the beginning of a great influx of Natives and non-Natives in the following year.⁴ In order to forestall disharmony between the Tlingit community and the newly arrived miners, the U.S. Navy engineered the move of the Tlingit people from downtown Juneau, to an area just outside the original town site, in the area known today as the Áak'w Village District (formerly known as Indian Village). Although greatly changed, this neighborhood remains in the same location today. There is a creek nearby that is called Džantik'í Héeni (Creek at the Base of a Hill Shaped like a Flounder, or Gold Creek), which is the Tlingit name for the town of Juneau. Today, the Juneau Native community includes descendants from many, if not all, communities in Southeast.⁵

The success of the mining industry, from the late 1800's to the mid-1940s, and the transfer of Territorial government to Juneau in 1900, fostered population growth in the area. When large-scale hard rock gold mining activity ceased in 1944, the town continued to thrive as a center of Territorial government. The mid-1900's population of Juneau was composed of not only miners and government officials, but also entrepreneurs, doctors, lawyers, and others, looking for the opportunities of a newly-established town. These newcomers resulted in the establishment of neighborhoods such as Starr Hill, Casey Shattuck, Telephone Hill, Chicken Ridge, and the Mendenhall Valley.⁶

In the nine years following the discovery of gold, Juneau's population grew 800 percent, from 150 residents, to more than 1,200 residents.⁷ Construction proceeded at a steady pace, and the downtown business district developed almost immediately. An Áak'w village was established on the waterfront at the mouth of Gold Creek, in the area known today as the

Aak'w Village District. Cabins for miners began to appear in the working class neighborhood of Starr Hill, and by 1893, people began settling the Chicken Ridge neighborhood.

For more than 60 years, gold mining dominated the identity of Juneau and influenced its growth. After the decline of gold mines, the influx of government kept Juneau's economy thriving. In 1900, the town was incorporated, and Juneau was designated the temporary seat of government in the Territory. By this time, it was a thriving town with numerous wooden buildings lining the streets. Residential and commercial areas had developed, and the population had grown to 2,000 residents.⁸

In 1900, the District Court moved from Sitka to Juneau, and used rented quarters until 1904, when a courthouse and jail were built at the site of the present State Office Building. The executive offices moved

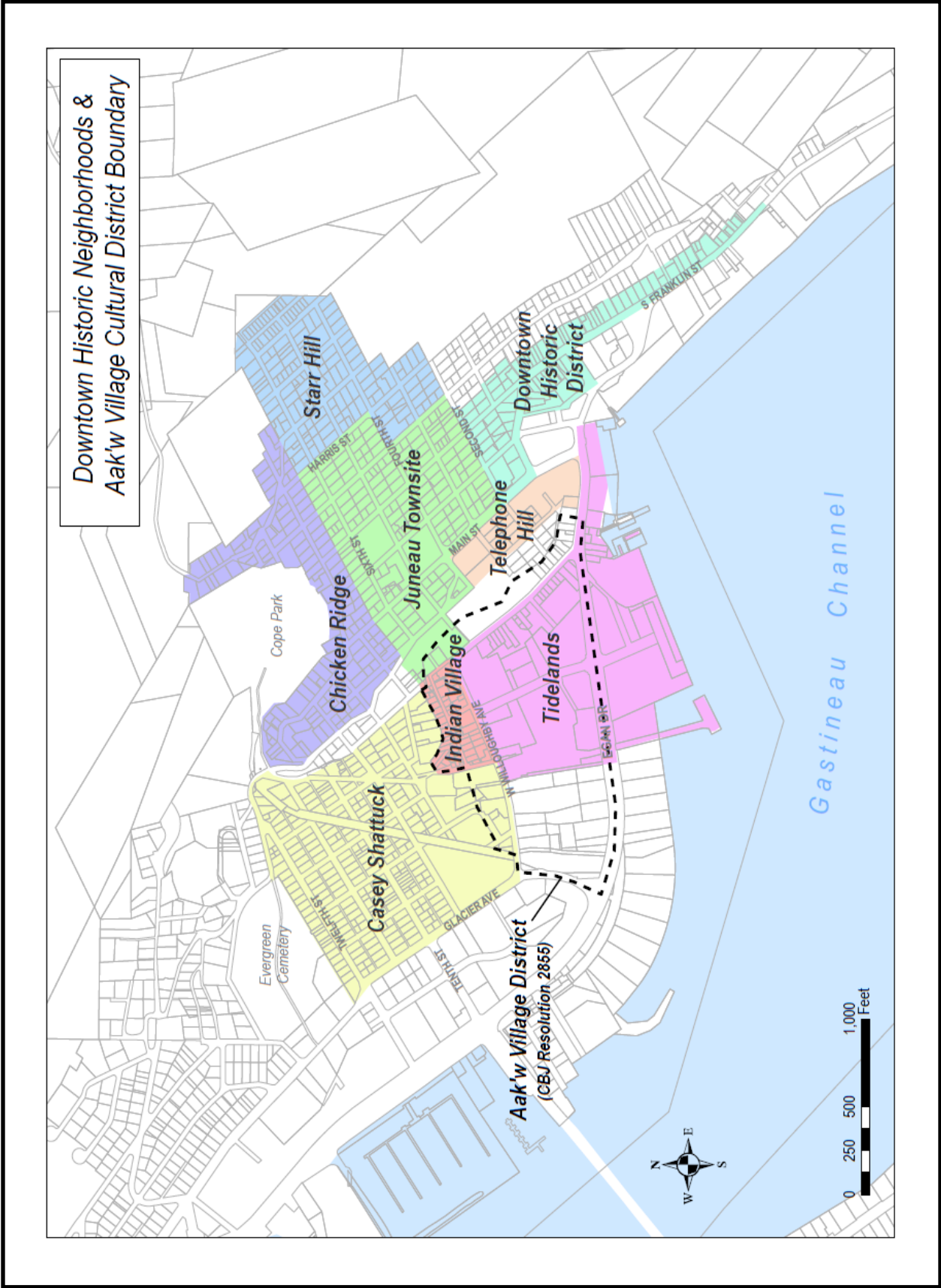
from Sitka to Juneau in 1906.

In 1912, Alaska was granted Territorial status, and the first territorial legislature was convened in The Elks Hall building (The Rockwell building), located on South Franklin Street in the heart of the Downtown Historic District.

Mining activities slowed in the late 1930's, and ceased with the closing of the AJ Mine in 1944. Territorial and Federal Government offices continued to grow in importance, and replaced the mining companies as the main economy of Juneau. Alaska became a state in 1959, with Juneau as the designated capital. The tourism industry began growing in the early 1990's and has since taken on boom proportions to become a vital factor in the local and regional economy.



Auk Indians and Cabins Wickersham State Historic Sites Photo Collection. Alaska State Library.



HISTORIC THEMES AND PROPERTY TYPES

The following time periods represent years of particular influence to the community. These time periods typically have a unifying theme, which relates to the historic activities, and the development of the area. Various property types associated with the historic themes provide tangible links to an area's past.

The architecture of Juneau is reflective of the topography; the climate; the availability of local materials; the expense of shipping materials to Alaska; a shortage of skilled craftsmen; and, the basic need for immediate shelter. Those who came to Juneau were generally from the Lower 48, and brought with them the architectural styles of the day. Generally, buildings were constructed for practicality rather than fashion, resulting in modest interpretations of national stylistic trends. The basic forms were reflective of the popular styles, but the details and ornamentation were lacking.

Construction materials were primarily wood, with some poured concrete showing up in the mid-1900's, with the advent of higher engineering technology, brought on by the mining companies. Fortunately, the downtown district has not suffered a major fire; because of this, it looks much like it did historically, with a mix of early western style false front buildings, as well as a variety of other historical styles. Adjacent to the Downtown Historic District, but within the original townsite, is a mix of residential and commercial buildings. Some of the city's best examples of Queen Anne residential architecture are found in this area. Other residential styles include Craftsman, Shingle, Colonial Revival, and Prairie School. Commercial styles include Art Deco and the International Style.⁹ An example of religious architecture is St. Nicholas Orthodox Church, which is of the Octagon Mode.

The neighborhoods surrounding the original Juneau Townsite are reflective of the socioeconomic character of its historic residents. Chicken Ridge, the neighborhood of doctors, lawyers, business leaders,

and top mining personnel, features larger and more ornate representations of the popular styles. The neighborhood is predominately of Craftsman style. Other styles include Colonial and Tudor Revivals, Prairie School, and Queen Anne.¹⁰

The Starr Hill neighborhood historically housed the blue collar workers of the community. The homes are generally of the smaller Craftsman Style, constructed of wood, and with sparse detailing. Many were constructed from the same floor plan as the Fries Miner's Cabins on Kennedy Street. Similar building styles are evident along Gastineau Avenue, which extends to the east of Starr Hill.¹¹

In 1913, the Casey Shattuck neighborhood was subdivided into small residential lots on the site of Juneau's original dairy farm. The residential buildings are predominately designed in the Craftsman style. The unique feature of the Casey Shattuck neighborhood, is that it is relatively level ground compared to the other neighborhoods of Juneau. This allowed a typical grid layout of the streets and alleys.¹²



Saint Nicholas Church. Photo Credit: Patrick McGonegal

Time Period	Property Types	Architectural Styles
10,000 BP– 5,000 BP	Archaeological Sites	Native midden and sub-surface remains indicative of settlements
5,000 BP– 1741	Historic and Archaeological Sites	Traditional wood plank houses; Camps; Traditional Tlingit architecture
1741–1880 (Period of exploration)	Historic and Archaeological Sites	Traditional wood plank houses; Camps; Traditional Tlingit architecture
1880–1912 (Start of the European built environment)	Mining Sites and Ruins; Commercial and Residential Buildings; Institutional and Education Buildings; Religious and Social Buildings	Mid-19th Century Octagon Mode; Late 19th and Early 20th Century American Movements – Prairie School, Commercial Style, Craftsman, and Bungalow; Late 19th and Early 20th Century Revivals – Colonial, Neo-Classical, Classical, Colonial, and Tudor; Late Victorian – Shingles Style and Queen Ann; Vernacular; Eclectic- Classical
1912–1938	Mining Sites and Ruins; Commercial and Residential Buildings; Institutional and Education Buildings; Religious and Social Buildings	Late 19th and Early 20th Century American Movements – Prairie School, Commercial Style, Craftsman, and Bungalow; Late 19th and Early 20th Century Revivals – Colonial, Neo-Classical, Classical, Colonial, and Tudor; Vernacular; Art Deco
1938–1959	Mining Sites and Ruins; Commercial and Residential Buildings; Institutional and Education Buildings; Religious and Social Buildings; Expanded Transportation; Expansion of Recreational Structures and Military Structures	Industrial Box; Modern Movement
1959–1969	Commercial and Residential Buildings; Institutional and Education Buildings; Religious and Social Buildings	Utilitarian Commercial

DOUGLAS

Until the closure of the mines, Juneau and Douglas were thriving, independent communities, with commercial and residential buildings, churches, schools, hospitals, cemeteries, and recreation areas. Although the architecture is modest in detailing, the composition of the neighborhoods, as well as the unique topography, provides a visually exciting context to the community. The majority of the original buildings in the historic parts of Juneau and Douglas, have been maintained by their owners, which results in a pleasing character reminiscent of early days.

The City of Douglas, incorporated with the City of Juneau in 1970, suffered four great fires. These fires destroyed much of the historic fabric in Downtown Douglas. As a result of these fires, very few of the original buildings remain in Downtown Douglas.¹³ The last of these fires occurred in 1962, and destroyed a neighborhood of Douglas that was inhabited by many T'aaku Kwáan residents. The neighborhood consisted of wooden buildings, built on pilings, near what is now the area of Mike Pusich Boat Harbor and Savikko Park.



Downtown Douglas circa 1900. Alaska State Library Photo Collection.

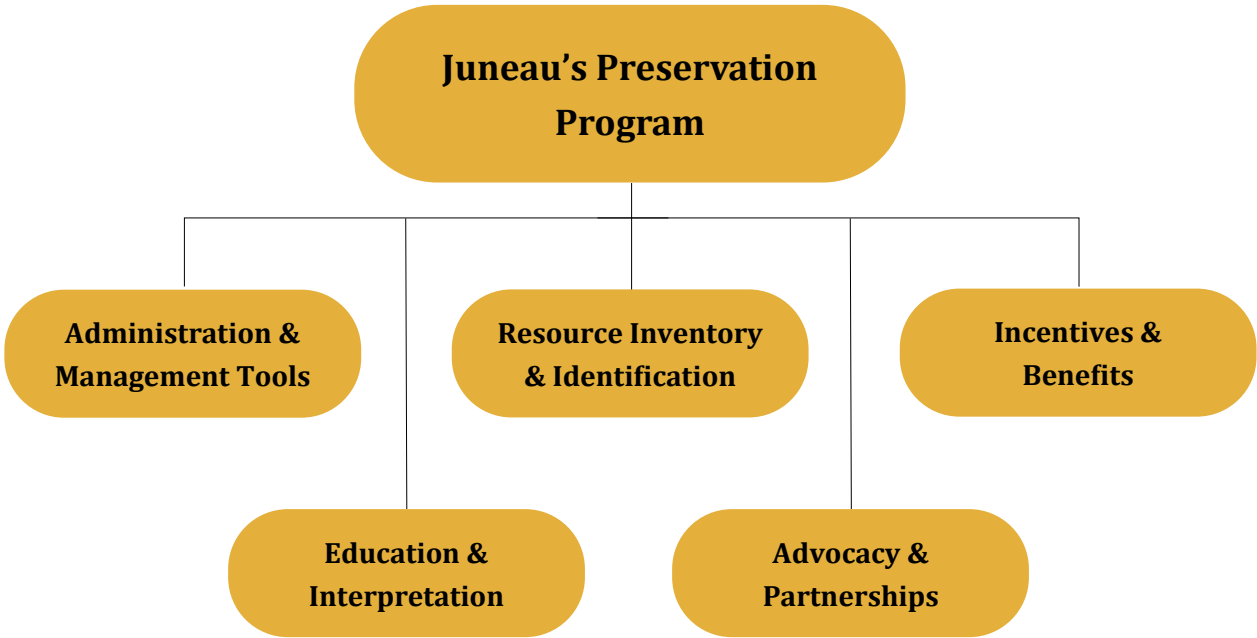
For many years prior to the fire, the City of Douglas had plans to relocate the village in order to build a boat harbor. In the summer of 1962, while many of

the residents were away fishing, a fire began in one of the buildings and quickly destroyed the village. Many believe that the fire was set deliberately, with approval from City of Douglas leaders. Other accounts claim the fire was set accidentally when a lamp was left burning.¹⁴

SURROUNDING AREAS

The increased population, spurred by statehood in 1959, prompted the development of the outlying areas of the borough. The Mendenhall Valley became suburbanized in a similar fashion as other American cities. Weekend cabins at Auke Bay, Lena Point, Tee Harbor, and along the road, became permanent, year-round residences, as the development of Glacier Highway provided a transportation link to downtown. Previously, little survey work had been done in these areas of Juneau. One of the most notable, post World War II buildings constructed in Juneau, includes the Mendenhall Glacier Visitor Center (1962).

Program Components



This chapter describes the existing state of each Preservation Program component, and provides a discussion of key questions and issues related to each. Goals and action items for each program component are described in the following chapters.

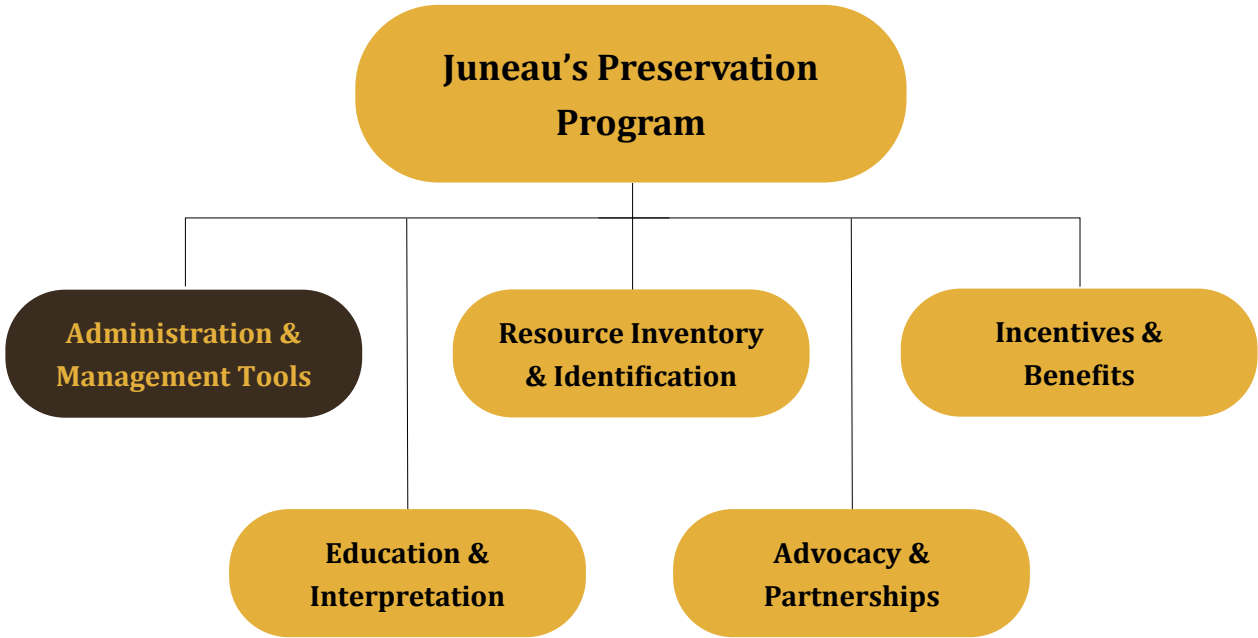
The Preservation Program components are:

- Administration and Management Tools;
- Resource Inventory and Identification;
- Preservation Incentives and Benefits;
- Education and Interpretation; and,
- Advocacy and Partnerships

While the CBJ directs a number of the Preservation Program components, some are led by other partners. Sealaska Heritage Institute, and the Treadwell Historic Preservation and Restoration Society, are just two examples of local organizations that make preservation education and advocacy core components of their missions. The chart above illustrates the key components of Juneau's Preservation Program.

The implementation table at the end of each program component chapter is meant to be used as a guide to prioritize preservation activities, and as an annual work plan for CDD staff. "Near-term" refers to items of the highest priority, that should be undertaken in the next five years. "Long-term" refers to items that should be addressed in the next 5–15 years. "On-going" recommendations, are those that are currently happening.

Administration & Management Tools



ADMINISTRATION

Juneau's Preservation Program officially began in 1983, when the CBJ Assembly adopted the original boundaries of the Downtown Historic District, and developed the Borough's first set of design standards for structures within the newly created district. In 1988, CBJ became a Certified Local Government (CLG). The CLG program, developed by the National Parks Service, and administered by the State Office of History and Archaeology, provides assistance to local governments for historic preservation efforts. HRAC was established by the Assembly to oversee the preservation efforts and activities of the community, and to perform the duties as described by the CLG program.

Effective administration is a critical part of a successful preservation program. It includes overall organization,

the roles of various CBJ departments, staffing, and processes that work to ensure the effective operation of the program. CDD staff and members of HRAC are the core team who administer the Preservation Program.

CDD's preservation staff consists of one main planner and one back-up planner. Until the early 2000's, CDD had a staff person whose time was spent mainly on preservation activities. Since this budget item was defunded due to shifting community priorities, CBJ's Preservation Program is not as robust as it once was.

The main tasks include:

- Staffing and preparing the materials for the monthly HRAC meetings and sub-committee meetings;
- CLG grant writing and management;



Old Treadwell Pumphouse. Photo Credit: Patrick McGonegal

- Assisting the public and other government agencies with local preservation issues; and,
- Reviewing projects that impact Juneau's historic or cultural resources for compliance with adopted plans, regulations, and standards.

Recent staffing changes within CDD may allow the main planner more time to focus on preservation activities. For the Preservation Program to be more robust, this would include:

- Survey and inventory management;
- Maintaining survey and data systems;
- Grant writing and management for national grants;

- An array of locally funded and managed preservation incentives;
- Demolition review;
- Neighborhood meetings and outreach events;
- More active management of CDD's preservation webpage; and,
- Distribution of information, publications and research.

MANAGEMENT TOOLS

Management tools are the mechanisms for protecting historic and cultural resources. CBJ's primary management tools for preservation are the policies set forth in adopted plans, the regulations in the Land Use Code (Title 49) and the Building Code (Title 19), ordinances establishing historic districts, and the Design Review Process with design guidelines that guide development in the Downtown Historic District. These tools provide a framework for the Preservation Program.

CBJ COMPREHENSIVE PLAN

The CBJ Comprehensive Plan, updated in 2013, is the official plan for the growth and development of the community. It presents a vision for the future, and establishes long-range goals and policies to achieve that vision. Preservation is discussed specifically in Chapter 16 of the Plan (Historic and Cultural Resources), and it is also included in the guiding principles of the Plan, and in policy statements and associated actions included in other chapters.

The policy statements specific to preservation are as follows:

CHAPTER 4: HOUSING ELEMENT

- Policy 4.7. To encourage preservation of residential structures that are architecturally and/or historically significant to the CBJ, and which

contribute to the historic and visual character and identity of the neighborhood.

CHAPTER 5: ECONOMIC DEVELOPMENT

- Policy 5.5. To maintain and strengthen downtown Juneau as a safe, dynamic, and pleasant center for government and legislative activities, public gatherings, cultural and entertainment events, and residential and commercial activities, in a manner that complements its rich historic character and building forms.

CHAPTER 16: HISTORIC AND CULTURAL RESOURCES

- Policy 16.1. To identify, preserve, and protect Juneau's diverse historic and cultural resources, and to promote historic preservation, and accurately represent Juneau's unique heritage through publications, outreach, and heritage tourism.
- Policy 16.2. To identify historic resources within the CBJ, and to take appropriate measures to document and preserve these resources.
- Policy 16.3. To increase public awareness of the value and importance of Juneau's archaeological and historic resources, and to educate, encourage, and assist the general public in preserving heritage, and recognizing the value of historic preservation.
- Policy 16.4. To preserve and protect the unique culture of Juneau's native peoples, including buildings, sites, artifacts, totems, traditions, lifestyles, languages, and histories.
- Policy 16.5. To promote responsible heritage tourism, that accurately represents Juneau's unique history, while protecting the resources from overuse or harm.

The Comprehensive Plan identifies significant historic and cultural resources within the subareas of Juneau

that are publicly valued and should be preserved. These resources include:

- Sentinel Island Lighthouse;
- Petroglyphs in Berners Bay;
- The Shrine of Saint Therese;
- Auke Recreation Site and Indian Point;
- Alaska-Juneau and Alaska-Gastineau Mines;
- Downtown Douglas;
- Douglas Cemeteries;
- Treadwell Mine Complex;
- Treadwell Ditch;
- Cropley Lake; and,
- The 3rd Cabin Area (Dan Moller Trail/Kowee Creek).

CBJ AREA PLANS

CBJ currently has area plans adopted for the Auke Bay neighborhood and the Lemon Creek neighborhood. Both of these Area Plans include specific goals and actions that relate to preservation.



Auk Village [Village]. William R Norton Photographs. 1890-1920

2015 AUKE BAY AREA PLAN

CHAPTER 3: CULTURAL AND HISTORIC SIGNIFICANCE AND RESOURCES

- Goal 1: Identify Auke Bay's historical sites and structures.

Policy 1.1. Conduct a detailed, historic survey of Auke Bay plan area, to identify cultural and historic sites and structures.

- Goal 2: Preserve and protect Auke Bay's history.

Policy 2.1. Preserve Indian Point through rezones, easements, or other preservation methods, which limit activities allowed on the site, and amend the 1996 CBJ Parks and Recreation Comprehensive Plan, to further limit activity at Indian Point.

Policy 2.2. Seek National Register recognition for significant sites in Auke Bay.

- Goal 3: Promote Auke Bay's rich culture and history.

Policy 3.1. Include culturally compatible elements into Auke Bay's gateway design.

Policy 3.2. Consider bilingual signage in the Auke Bay plan area.

Policy 3.3. Include interpretive signage along the proposed Auke Bay Seawalk, that details Auke Bay's history and sites.

Policy 3.4. If an Auke Bay neighborhood committee is formed, include a cultural representative.

Policy 3.5. Consider the development of a cultural center at Auke Bay, to promote the protection of Auke Bay's rich culture and history, including its relationship to fisheries and sea life in Auke Bay, and resource management.

Since the Auke Bay Area Plan's adoption in 2015, CBJ adopted the 2019 Parks and Recreation Master Plan. The updated Master Plan recommends that

Indian Point should be preserved in its natural state. Additionally, in 2018, Indian Point was listed on the National Register of Historic Places as a culturally significant site.

2018 LEMON CREEK AREA PLAN

CHAPTER 2: HISTORIC AND COMMUNITY CHARACTER

- Goal 3: Recognize the Lemon Creek area's cultural diversity.

Action: Collaborate with representatives of local historical/cultural organizations to ensure the



Dzantik'i Heeni Middle School Totem. Photo Credit: Brenwynne Grigg

protection of the Lemon Creek area’s historical and cultural resources.

Action: Promote public art in both public and private developments, by encouraging developments to incorporate artwork such as sculpture, fountains, murals, or other visual displays, into their projects.

Action: Coordinate with representatives of local historical/cultural organizations to follow appropriate mitigation, preservation, and recovery measures, in the event such resources could be impacted by development.

Action: Seek opportunities to undertake a historical survey of the Lemon Creek area, in order to develop and maintain a more extensive inventory of historical structures and resources in the area.



The Baranof Hotel. Photo Credit: Patrick McGonegal

BLUEPRINT DOWNTOWN

CBJ is currently working on an area plan for Downtown Juneau. The study area includes eight of Juneau’s nine historic neighborhoods, and many of Juneau’s historic resources are located in this area. The Plan will include a Historic Context chapter, with goals and action items, many of which will likely be similar to the action items in this Plan.

CBJ LAND USE CODE (TITLE 49)

The CBJ Land Use Code, Title 49, provides the basic regulations that shape development throughout the Borough. In addition to providing the regulatory foundation of CBJ’s Preservation Program, Title 49 describes the roles and responsibilities of HRAC, enables the Planning Commission to adopt design standards for established historic districts, and establishes the process for reviewing development within the Downtown Historic District. Title 49 also establishes overlay districts that are intended to preserve the historic character of Juneau’s oldest residential neighborhoods.

CBJ BUILDING CODE (TITLE 19)

The CBJ Building Code recognizes the unique challenges faced by owners of historic buildings. Title 19 allows the Building Official to reduce certain code requirements that would be difficult for historic buildings to meet. The building official may also wave code requirements that contradict adopted design standards for historic buildings under certain conditions. Title 19 establishes a process for documenting historic buildings, prior to demolition.

Title 19 states, that in the case that a building or structure has previously been designated as having historic or architectural significance, CDD staff shall, within five working days after the date of application for demolition, prepare a set of photographs for the historic record. Many potentially significant buildings in the Borough have not been surveyed, and therefore, may not be documented prior to demolition.

DOWNTOWN HISTORIC DISTRICT DESIGN STANDARDS AND GUIDELINES

The Downtown Historic District Design Standards and Guidelines, and the review process that accompanies them, were prepared specifically for the Downtown Juneau Historic District, and were adopted into code via ordinance. The standards and

Downtown Historic District Design Review Process

PERMIT INTAKE

Construction plans are submitted to the CDD Permit Center. A Preservation Planner will conduct an initial review of the plans. It is at this stage that many applicants learn about the design standards.

HISTORIC RESOURCES ADVISORY

The HRAC Design Review Subcommittee is scheduled. If the next regularly scheduled HRAC meeting is less than one week away, the review is added to the agenda and a subcommittee is not necessary.

HRAC REVIEW

The applicant is informed of the meeting, and construction plans are distributed to HRAC members for review, prior to the meeting date.

HRAC PRESENTATION

The applicant presents their proposed work. CDD and HRAC use the Downtown Historic District Design Standards and Guidelines to determine the appropriateness of the proposed work. Our goal is to complete the HRAC review process within two weeks.

RECOMMEND APPROVAL

The proposed work is consistent with the design standards and guidelines, and a letter is sent to the applicant.

DIRECTOR/PC REVIEW

Applicant applies for a development permit with the reviewed plans and continues through the review process.

RECOMMEND DENIAL

The proposed work is inconsistent with the design standards and guidelines, and a letter is sent to the applicant with recommended changes. Applicant can modify the plans or proceed to Director/PC review.

PLANS MODIFIED

Applicant makes the recommended changes and re-submits for a second HRAC review.

RECOMMENDATION

The revised work is consistent with the design standards and guidelines, and a letter is sent to the applicant. Or, the proposed work is inconsistent with the design standards and guidelines, and a letter is sent to the applicant with recommended changes.



New construction in the historic district should maintain characteristics of the district while being distinguishable as new construction. Downtown Historic District Design Standards & Guidelines

guidelines, adopted in 2009, provide criteria for determining the appropriateness of proposed work. The design review process typically follows the steps outlined on the following page.

The Downtown Historic District Design Standards and Guidelines can be vague and open to interpretation. There is the additional challenge of distinguishing standards from guidelines. This can create a review process that is unpredictable for the applicant, and frustrating for property and business owners. The design standards could be updated to identify key architectural and site features to ensure the historical integrity is maintained, without being overly prescriptive. An example of a key site feature is the close proximity between building and sidewalk. A defining architectural feature of many downtown buildings is a canopy. Canopies contribute to the historic character, and should be maintained on existing buildings, and included in new construction. However, the Design Standards and Guidelines do not need to specify a particular canopy material; the important thing is to have one.

The design standards are, among other things, intended to promote awareness of Juneau's heritage,

and should include Native design traditions and forms that were popular during the period of significance for the Downtown Historic District.

The current design review process can also be frustrating for HRAC. One of the more common applications for proposed work in the Downtown Historic District, is for bumping out recessed entryways. Most of the time, this work does not require major structural changes to the building, and therefore, the applicants are not required to submit professional construction plans. This can result in low quality, hand drawn plans, that are difficult for HRAC to assess, and can delay the review process.

Enforcement and compliance of the design standards and guidelines is an ongoing issue. Some construction work may deviate from the approved plans, or may be executed without approval. Addressing this issue requires clear documentation of what has been permitted, and active monitoring and code compliance.

Downtown Historic District Design Standards & Guidelines Juneau, Alaska



Adopted as Regulation, October 12, 2009
(Effective October 21, 2009)

Downtown Historic District Design Standards & Guidelines. Cover

ADMINISTRATION AND MANAGEMENT TOOL CHALLENGES

Challenges regarding administration of the Preservation Program identified during planning meetings and workshops include:

- Additional funding and time will be needed to improve the Preservation Program, that includes community engagement, National Register nominations, and historic building and site documentation;
- HRAC members, and new members in particular, need training and orientation for what their roles and responsibilities include;
- HRAC members should reflect the diverse demographics of Juneau;
- The CBJ Preservation Program should be working in closer cooperation with other CBJ departments and local organizations to achieve complementary goals;
- Downtown Historic District Design Standards and Guidelines can be vague, and it is not easy to distinguish a standard from a guideline;
- Downtown Historic District Design Standards and Guidelines do not reflect Native building practices and styles that were prominent during the period of significance; and,
- Contractors and downtown historic property owners are not always aware of the design standards and guidelines for the Downtown Historic District.

Preservation Program Administration & Management Tools

Vision: *CBJ supports preservation by maintaining an effective, functional, and integrated administration program, and by having management tools that enhance, support, and promote, the preservation goals in this Plan.*

GOAL 1: CBJ RESOURCES ARE ADEQUATE TO SUPPORT THE PRESERVATION PROGRAM AND ALLOW IT TO REACH A HIGH LEVEL OF PERFORMANCE

ACTIONS	TIMEFRAME
Provide sufficient staff time and resources to administer the Program and Plan, and identify intern or volunteer opportunities to assist with Program administration.	Near-term
Conduct an annual informal review of the Program, to determine priorities for future actions and Program administration support needs.	Near-term



Kamal Lindoff and Bernadine DeAsis, both from Douglas Indian Association, at the site of the Douglas Indian Village. Photo Credit: Douglas Indian Association

GOAL 2: HRAC MEMBERSHIP REFLECTS THE DIVERSE COMMUNITIES OF JUNEAU

ACTIONS	TIMEFRAME
Actively solicit application from the Alaskan Native Community, the Filipino community, and the business community.	Near-term

GOAL 3: THE HRAC IS WELL-VERSED IN CBJ'S PRESERVATION VISION AND GOALS, AND HAS THE TOOLS AVAILABLE TO IMPLEMENT THAT VISION

ACTIONS	TIMEFRAME
Develop and implement annual HRAC training that includes roles and responsibilities, design review, inventorying, and identifying and documenting historic properties, including historic contexts and cultural landscapes.	Near-term
Support HRAC member attendance at the National Association of Preservation Commission's biennial conference, as well as other training opportunities, by applying for travel grant funding, and/or fundraising.	Near-term

GOAL 4: CBJ HAS A DESIGN REVIEW PROCESS FOR DEVELOPMENT APPLICATIONS WITHIN THE DOWNTOWN HISTORIC DISTRICT, THAT IS CONCISE AND WELL UNDERSTOOD

ACTIONS	TIMEFRAME
Work with HRAC members, development professionals, and property owners, to establish appropriate standards for application materials.	Near-term
Develop a "What to Expect" FAQ for the Downtown Historic District Design Review Process, to educate property owners, and clarify the decision-making process. These FAQ's should distinguish design standards from design guidelines.	Near-term
Provide examples of construction materials that meet the design standards on CDD's webpage and in the CDD Permit Center.	Near-term

GOAL 5: REVIEW AND ENHANCE CBJ MANAGEMENT TOOLS

ACTIONS	TIMEFRAME
Periodically review and update the Historic District Design Standards and Guidelines, and any future design standards and guidelines, to ensure they reflect Juneau’s full history and mix of architectural styles. Updated design standards should be user-friendly and enforceable.	Near-term

GOAL 6: USE EXISTING REGULATORY TOOLS TO PROTECT IDENTIFIED HISTORIC AND CULTURAL RESOURCES

ACTIONS	TIMEFRAME
Engage property owners and the public in a discussion about nominating more of Juneau’s historic neighborhoods to the National Register.	Near-term
Engage property owners and the public in the discussion of creating minimum design standards for Juneau’s historic neighborhoods.	Near-term



South Franklin Street in 1914.

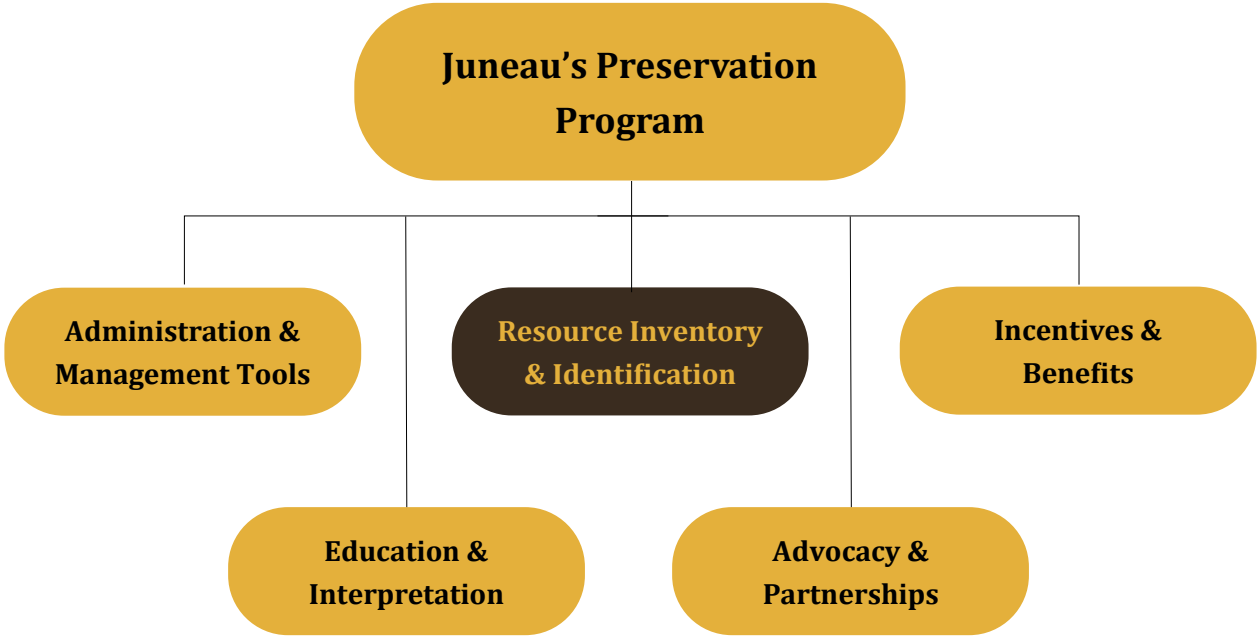


1946.



2007.

Resource Inventory & Identification



How is it determined that a property has historic significance? Professionals in the fields of history, historic preservation, and historic architecture, would work with CDD staff and property owners to conduct an evaluation using nationally recognized standards. They would employ a variety of research tools to assist them in making these determinations, including historic contexts and themes, and building surveys. Geographic Information System (GIS) has also emerged as an important tool in identifying potentially significant resources.

Numerous historic surveys have identified significant resources in the Borough. Together, these surveys have identified 497 properties that have historic or cultural significance, either because of age, association with a significant event or person, or a specific architectural style.

SURVEYS AND HISTORIC CONTEXTS

Historic and architectural surveys and historic contexts are the foundation for understanding and preserving a community's cultural and historic resources. Surveys inform a community about the historic resources it has, and why they may be important. They can include buildings, sites, and cultural landscapes.

Historic context reports help narrate the stories of the past. The reports can identify specific properties associated with key historic events and patterns, important people, architectural styles, or building types. They provide a framework to assist in understanding the importance and significance of individual resources, in relation to the theme, time, or place, and in relation to other resources. They are used specifically in the evaluation of a resource's eligibility for listing in the National Register of Historic Places (NRHP). They are also useful in designating

TITLE	DOCUMENT TYPE	YEAR COMPLETED	STATUS
Alaska Heritage Resource Survey Sites in the Juneau Area	Survey	1980	Needs updating
Juneau Gold Mining Sites Inventory	Survey	1980	Current/ No change
Telephone Hill Historic Site and Structures Survey	Survey	1984	Needs updating
Inventory of Historic Sites and Structures (Update to the 1980 survey)	Survey	1986	Needs updating
The Kennedy Street Miner's Cabins Survey	Survey	1986	Current/ No change
Juneau's Historic Neighborhoods Volume I — Starr Hill	Context	1987	Current/ No change
Inventory of Historic Buildings, Sites, Structures, and Objects of the Last Chance Basin Historic District	Survey	1987	Needs updating
Evergreen Cemetery Historic Walk	Context	1987	Current/ No change
Juneau Townsite Historic Building Survey	Survey	1988	Needs updating
Douglas Townsite Historic Building Survey	Survey	1989	Needs updating
Historic Structures Report: Jualpa Mine Camp	Survey	1990	Needs updating
Treadwell Historic Resources Survey	Survey	1991	Updated in 2010
Juneau Dairy Farming Historic Resources Survey	Survey / Context	1991	Needs updating
Juneau's Historic Neighborhoods Volume II — Downtown Historic District, The Builders of Downtown	Context	1991	Current/ No change
Chicken Ridge Historic Buildings Survey	Survey	1992	Needs updating
Inventory of Historic Shipwrecks within the CBJ	Survey / Context	1992	Current/ No change
Survey and Inventory of Historic Cemeteries in Douglas	Survey / Context	1995	Needs updating
Casey-Shattuck Neighborhood Building Survey	Survey	2004	Needs updating
Perseverance Trail: Last Chance Basin to Silver Bow Basin Historic Inventory	Survey	2004	Needs updating
Treadwell Mining Complex: Historic Resources and Site Survey Report	Survey	2010	Current/ No change

and understanding local significance and priorities for preservation.

NATIONALLY AND LOCALLY RECOGNIZED HISTORIC PROPERTIES

Juneau has 23 historic properties listed on the NRHP. Historic properties can be buildings, structures, sites, districts, or objects. To be considered eligible, a property must meet the National Register Criteria for Evaluation. This involves examining the property’s age, significance, and integrity, typically through survey work. There are at least 133 properties within the Borough that are eligible for listing. These 133 properties are recognized locally, and are listed on CDD’s webpage. With the exception of X’unaxi (Auke Cape), all of Juneau’s recognized historic properties reflect the era of European exploration and the early mining history. Even within this context, there are many properties in the Borough that have not been surveyed.

Updating the surveys may identify new properties that are eligible for historic designation. Surveying and nominating properties is an activity that CBJ should begin again in earnest. Most state and federal grants for preservation, require that a property be listed individually on the NRHP, or located within a nationally recognized historic district.

Securing funding for rehabilitation work for Juneau’s oldest buildings, may help further CBJ’s economic development and housing goals. This topic will be discussed more in the Incentives and Benefits chapter.

CRITERIA FOR EVALUATION

A property must typically be at least 50 years old to be considered eligible for listing; age, however, is not the only factor that is taken into consideration. Properties that are significant in national or local history, architecture, archaeology, engineering, or culture, and which possess integrity of location, design, setting, materials, and workmanship, are also eligible. In

IDENTIFICATION VS. DESIGNATION

Note that there is a distinction between identifying that a property has historic significance and formally designating it as a historic

order to be eligible for listing based on significance, a property must meet one of the following criteria:

- Association with events that have made a significant contribution to the broad patterns of history;
- Association with the lives of significant persons;
- Embody the distinctive characteristics of a type, period, or method of construction, or represent the work of a master, or posses high artistic value, or represent a significant and distinguishable entity whose components may lack individual distinction; or,
- Yield, or be likely to yield, information in history or prehistory.



Historic AELP Building. Photo Credit: Patrick McGonegal

Properties Listed on the National Register of Historic Places

BUILDINGS LISTED

Alaska Governor's Mansion	J.M. Davis House
Alaskan Hotel	Juneau Memorial Library
Alaska Steam Laundry	MacKinnon Apartments
Bergmann Hotel	Mayflower School
Ernest Gruening Cabin	Rudy-Kodzoff House
Frances House	Saint Nichols Russian Orthodox Church
Fries Miners Cabins	Valentine Building
Holy Trinity Church (burned)	Wickersham House

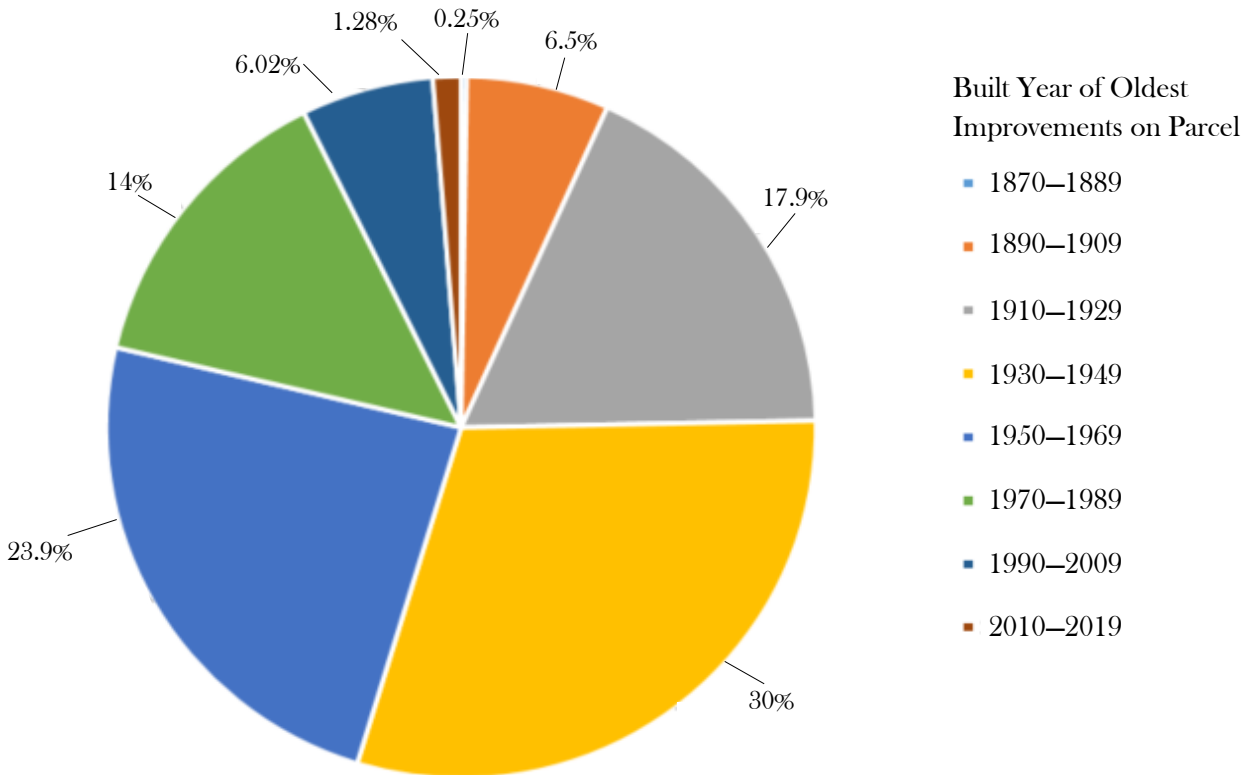
SITES LISTED

Fort Durham Site
Twin Glacier Camp
X' unaxi (Auke Cape/Indian Point)

DISTRICTS LISTED

Chicken Ridge Historic District
Downtown Historic District
Jualpa Mining Camp Historic District
Sentinel Island Light Station Historic District

Distribution of Buildings in Juneau’s Historic Neighborhoods



The chart above groups all 1,611 buildings currently existing in Juneau’s historic neighborhoods, into roughly 20 year segments, by the earliest date of construction. Only four structures survive from the earliest two decades of 1870-1889. The small number indicates their rarity, and potential importance, as historic resources. Over half of all the buildings in the historic neighborhoods are over 60 years old. This suggests that a substantial portion of the neighborhoods’ built environment could have historic significance, and that updated surveys may help determine if Juneau should nominate other historic neighborhoods to the NRHP.

A 2004 survey of the Casey Shattuck neighborhood, indicates that the neighborhood is eligible for listing.

Many buildings within Juneau’s historic neighborhoods may be considered as “recent past” resources. Nearly 24 percent of the buildings in our oldest neighborhoods, date from 1950 to 1969. Even the most recent buildings in this category will reach 50 years old in 2020. This is a period of the recent past that may now be considered for potential historic significance. Despite meeting the age threshold, many of these structures may not be considered to have historic significance.

Design issues related to these newer properties can sometimes be different from those of buildings from earlier periods. When the Downtown Historic District Design Standards and Guidelines are updated, this should be taken into consideration.

RESOURCE INVENTORY AND IDENTIFICATION CHALLENGES

Challenges regarding the inventory and identification of historic resources identified during planning meetings and workshops include:

- Juneau’s historic context documents are not reflective of the depth and breadth of Juneau’s history and communities, in particular, the history of Tlingit and Haida people;
- Existing survey information is out of date;
- There is inadequate funding, and/or CBJ staff time, to identify and document historic and cultural resources;
- Uncertainty as to how to document (and preserve) sacred places, where the locations of which, must remain confidential; and,

- Many potential historic and cultural resources have not been documented, due to access barriers, such as rough terrain, erosion, and overgrown vegetation.

BUILDING AGE AND HISTORIC SIGNIFICANCE

Note that age in and of itself does not bestow historic significance to a property, but instead serves as a “first filter” to sort properties that may be evaluated for historic significance.



The Simpson Building. Photo Credit: Patrick McGonegal

Resource Inventory & Identification

Vision: *Historic and cultural resources within the CBJ are identified, valued, and preserved.*

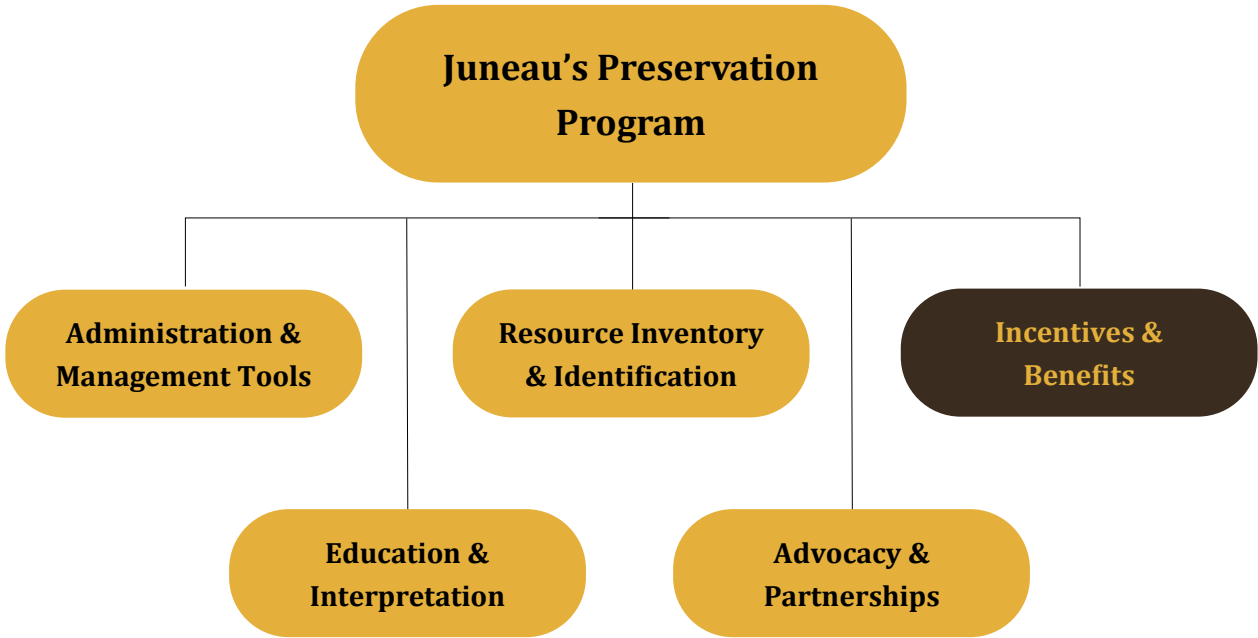
GOAL 1: DEVELOP AND MAINTAIN A COMPREHENSIVE INVENTORY OF HISTORIC AND CULTURAL RESOURCES

ACTIONS	TIMEFRAME
Use CBJ mapping resources, and year built tax assessment data, to identify and prioritize neighborhoods, and individual resources, for survey. Include review of previous survey efforts.	Long-term
Work with interested parties to ensure that breadth of Juneau's cultural resources are surveyed and preserved.	Near-term
Pursue grants and partnerships to support survey and inventory work.	Near-term
Update and maintain the borough-wide parcel database to identify all structures 50 years old and older, that are potentially eligible for listing on the National Register, and to identify all structures that should be documented prior to demolition.	Near-term
Hold a series of meetings with property owners in Juneau's historic neighborhoods to share information about the nomination process and the benefits. If the majority of property owners are interested, the CBJ should pursue a nomination.	Near-term

GOAL 2: THE PUBLIC PARTICIPATES IN THE IDENTIFICATION AND DOCUMENTATION OF HISTORIC AND CULTURAL RESOURCES

ACTIONS	TIMEFRAME
Develop a mobile application program to inventory and document historic and cultural resources. Restrictions will need to be in place in order to protect sensitive cultural resources.	Long-term
Hold a public training event, and CBJ-wide surveying effort, annually during Preservation Month (May), or other appropriate time.	Long-term

Preservation Incentives & Benefits



Incentives and benefits are tools that assist the CBJ and property owners in identifying, maintaining, preserving, rehabilitating, and interpreting, historic and cultural resources. Effective preservation programs offer special incentives to stimulate investment in historic and cultural resources, encourage owners to follow appropriate rehabilitation procedures, and assist those with limited budgets.

Incentives fall into four main categories:

1. **Financial Incentives:** Provide financial assistance in the form of tax credits, grants and low-cost loans.
2. **Regulatory Relief Incentives:** Provide relief from certain sections of regulatory code, primarily the land use and building codes.
3. **Technical Assistance Incentives:** Provide technical assistance to historic resource owners in the form of specialized knowledge and support,

to complete research, rehabilitation, and maintenance tasks.

4. **Recognition Incentives:** Reward historic resource owners with recognition plaques, and commonly include annual preservation awards.

CBJ currently offers a seldom used financial incentive, and regulatory incentives. CBJ does not currently offer technical assistance, or recognition to incentivize preservation.

FINANCIAL INCENTIVES

FEDERAL REHABILITATION TAX CREDIT

The Historic Rehabilitation Tax Credit (HRTC) gives a 20 percent tax credit (not a deduction) to owners who rehabilitate historic buildings, in accordance with the Secretary of the Interior's Standards for Rehabilitation. This program encourages property owners to rehabilitate their historic properties for an income-producing use, such as rental housing. Rehabilitation projects do not have to be large in

order to take advantage of this incentive. According to the U.S. Department of Housing and Urban Development, roughly 50 percent of all HRTC projects cost less than \$1 million, and a further 25 percent cost less than \$250,000.¹ In order to qualify, a property must be individually listed on the NRHP, or be within a district that is listed.

CBJ TITLE 69 PROPERTY TAX EXEMPTION

The CBJ Revenue and Tax Code allows for repair and rehabilitation work on historic property, to qualify for a property tax exemption for up to four years. The exemption is in the amount equal to the value of the repair or rehabilitation work, with a maximum amount of \$20,000. In order to qualify, a property must be recognized locally as a historic building. Updated building surveys will allow CBJ to keep an accurate list of qualifying properties. This is a little known incentive, and currently, there is not an application process in place. In addition to creating an application process, CBJ staff will research the benefits of increasing this tax exemption, consistent with Goal 2 of this chapter.

ALASKA HISTORIC PRESERVATION GRANTS

The Alaska Office of History and Archaeology, has Historic Preservation Fund grants for owners, aimed to assist with predevelopment and development work on historic properties. These funds are for properties listed in the National Register of Historic Places. When available, a call for project proposals is advertised statewide. The Alaska Historical Commission reviews the applications, and makes recommendations of awards to the State Historic Preservation Officer.

ALASKA CLG PROGRAM AND GRANTS

Ten percent of the annual Historic Preservation Fund grant to Alaska is designated for Certified Local Government projects. These funds may be used for resource identification and inventory work.

ALASKA HISTORICAL COMMISSION GRANTS

The Alaska Historical Commission promotes special initiatives, such as commemorating anniversaries of significant events in Alaska history, when there is



Kennedy Street miners houses. Photo Credit: Laurel Christian



Gross 20th Century Theatre. Photo Credit: Patrick McGonegal

widespread state support for them. The Commission works with the Alaska Office of History and Archaeology to make funds available for planning, research, interpretation, public education, and development projects, to assist these initiatives. These grants must be matched, and are awarded on a competitive basis.

ALASKA ASSOCIATION OF HISTORIC PRESERVATION TEN MOST ENDANGERED PLACES GRANTS

The Alaska Association for Historic Preservation (AAHP) awards grants of up to \$3,000 to property owners, non-profit or for-profit organizations, and individuals, whose activities are focused on the preservation, restoration, or rehabilitation of a historic property identified by AAHP, as one of the 10 endangered properties at the time of application.

These grants require matching funds and are awarded annually on a competitive basis.

REGULATORY RELIEF INCENTIVES

ZONING EXEMPTION

The CBJ Land Use Code, Title 49, provides relief from current minimum parking requirements, and certain dimensional requirements, for properties in some of Juneau's historic neighborhoods.

Recognizing that it is difficult for historic neighborhoods to meet minimum parking requirements that were intended for new construction, CBJ has adopted two parking districts that cover the Downtown Historic District, the Telephone Hill and Áak'w Village historic neighborhoods, and most of the Juneau Townsite and Tidelands historic neighborhoods. The parking reductions offered by CBJ range from a 30 percent reduction to a 100 percent reduction. New construction must be built in a way that maintains the existing, pedestrian-oriented character of some of Juneau's historic neighborhoods. Title 49 also recognizes the importance of maintaining the historical development patterns through overlay districts, that provide relief from modern day setback requirements.

BUILDING CODE EXEMPTION

The CBJ Building Code, Title 19, recognizes the unique challenges faced by owners of historic buildings. Title 19 allows the Building Official to reduce certain code requirements that would be difficult for historic buildings to meet. The Building Official may also waive code requirements that contradict adopted design standards for historic buildings under certain conditions.

TECHNICAL ASSISTANCE INCENTIVES

Many communities have found that providing technical assistance can be an effective way of

encouraging property owners to maintain their historic buildings, or to rehabilitate them, in a way that respects the distinctive character of the neighborhood.

The National Alliance for Preservation Commissions (NAPC) encourages local municipalities and preservation commissions, such as HRAC, to provide helpful guidance to property owners on design standards. HRAC meets this initiative during the building permit review process, providing a responsive approach to technical assistance. CBJ could improve their efforts by providing this type of guidance on CDD's webpage, or with handouts that would be available online or at the CDD Permit Center. CBJ could also offer an annual training course in rehabilitation and restoration techniques geared toward historic property owners.

RECOGNITION INCENTIVES

Many communities have historic preservation recognition programs, in order to publicly recognize individuals and organizations who have taken steps to preserve historic resources. A plaque program is one way of doing this. Historic properties listed on the NRHP can automatically qualify for a plaque, meant to be placed on the exterior of the building, commemorating the listing, and the year the structure was built. At one time, Juneau had a plaque program, but that program no longer exists.

Another option, is a competition where individuals or organizations are nominated for recognition in various categories, such as Best Preservation Project of a Building; Best Preservation Project of a Structure/Object/Site; Excellence in Preservation Leadership; and, Best Continued Use.

BENEFITS OF PRESERVATION

The benefits that preservation may have on a community and on an individual property owner are many. Below are some of the benefits that preservation may create for Juneau.



Plaque on residence in Telephone Hill neighborhood. Photo Credit: Laurel Christian.

- Preservation can help maintain the unique character of older neighborhoods, specifically the Downtown Historic District, Chicken Ridge, Starr Hill, Casey Shattuck, and Downtown Douglas. Many of the old buildings in these neighborhoods are considered vernacular, meaning they were built out of local material, and reflect the local design that developed in this region. Collectively, these historic buildings showcase the achievements of Juneau's past, and remind us where we have been.
- Preservation may help Juneau meet its affordable housing goals while maintaining community character. It is challenging to build new, and rent or sell at an affordable rate. Housing projects that receive Low-Income Housing Tax Credits (LIHTC) through the U.S. Department of Housing and Urban Development, can raise

additional funding if they also qualify for the HRTC.

- In many instances, the cost to rehabilitate an existing building, or add on to an existing building, is less than building new. Additionally, the life span of historic buildings is more than 100 years, while the life span for new buildings is often 30 to 40 years.
- Preservation may help in the on-going efforts to revitalize downtown. The DBA, and the JEDC, are currently partnering with the National Trust for Historic Preservation's Main Street America Program. This program provides member cities with expertise and funding opportunities, that focus on economic revitalization strategies, that leverage a community's character and history, to attract new investment. Since the Main Street America program began in 1980, member cities have seen a return of \$26.43 for every \$1.00 spent on downtown preservation initiatives.
- Since the adoption of the Climate Action Plan in 2011, Juneau has been committed to reducing greenhouse gas emissions and using renewable energy sources. The old saying "Reduce, Reuse, Recycle", also applies to buildings. Preserving and rehabilitating existing buildings with an average level of energy performance, almost always offers environmental savings over demolition, and more energy efficient new construction. According to the International Association of Certified Home Inspectors, historic buildings, while they do present unique challenges, are inherently energy-efficient. Before electricity was common, older buildings were constructed to capitalize on natural sources of light, heating, and ventilation, because the building itself was all that protected occupants from the elements. With thoughtful placement and planning, small improvements, such as adding insulation to crawlspaces and attic spaces, and weather stripping around doors and windows, can improve the energy efficiency of

older buildings. Heat pumps can easily be installed in these buildings, without impacting historic features.

INCENTIVES AND BENEFITS CHALLENGES

The challenges identified for preservation incentives and benefits during planning meetings and workshops include:

- Federal tax credits do not assist residential home owners;
- Perception that renovating historic buildings is too costly to do appropriately without financial assistance;
- Perception that preservation efforts are too focused on regulation, rather than benefits and incentives;
- There are very few incentives at the local level for preserving historic and cultural resource;
- Without any incentives, property owners may be unwilling, or unable, to appropriately maintain, rehabilitate, and restore their historic structures; and,
- Information about incentives is not easily obtained; technical direction on what is available, and how to find it, is needed.



Decker Building in the Downtown Historic District.
Photo Credit: Patrick McGonegal.

Preservation Incentives & Benefits

Vision: *CBJ has a comprehensive set of incentives and benefits that attract investment in historic and cultural resources, including the Downtown Historic District.*

GOAL 1: PROMOTE AND ENHANCE REGULATORY INCENTIVES FOR PRESERVATION

ACTIONS	TIMEFRAME
Prepare and promote FAQ materials identifying land use and building code exceptions for the rehabilitation and/or reuse of historic buildings.	Near-term
Review land use and building codes to identify new regulatory incentives that may assist homeowners specifically. This could include the expansion of existing regulatory incentives.	Near-term

GOAL 2: PROMOTE AND ENHANCE FINANCIAL INCENTIVES FOR PRESERVATION

ACTIONS	TIMEFRAME
Promote the use of federal tax credits by supporting annual training for developers and property owners.	Long-term
Create an application process for the Title 69 property tax exemption related to historic building preservation. Once the process is in place, CBJ should promote the program.	Near-term
CBJ staff should research the benefits of increasing the property tax exemption. These findings should be presented along with a recommendation to the CBJ Finance Committee.	Near-term

GOAL 3: DEVELOP AND PROMOTE RECOGNITION INCENTIVES FOR PRESERVATION

ACTIONS	TIMEFRAME
Develop a plaque program to recognize nationally and locally listed historic properties.	Near-term
Develop an annual preservation award program to honor those who care for CBJ's historic and cultural resources.	Long-term

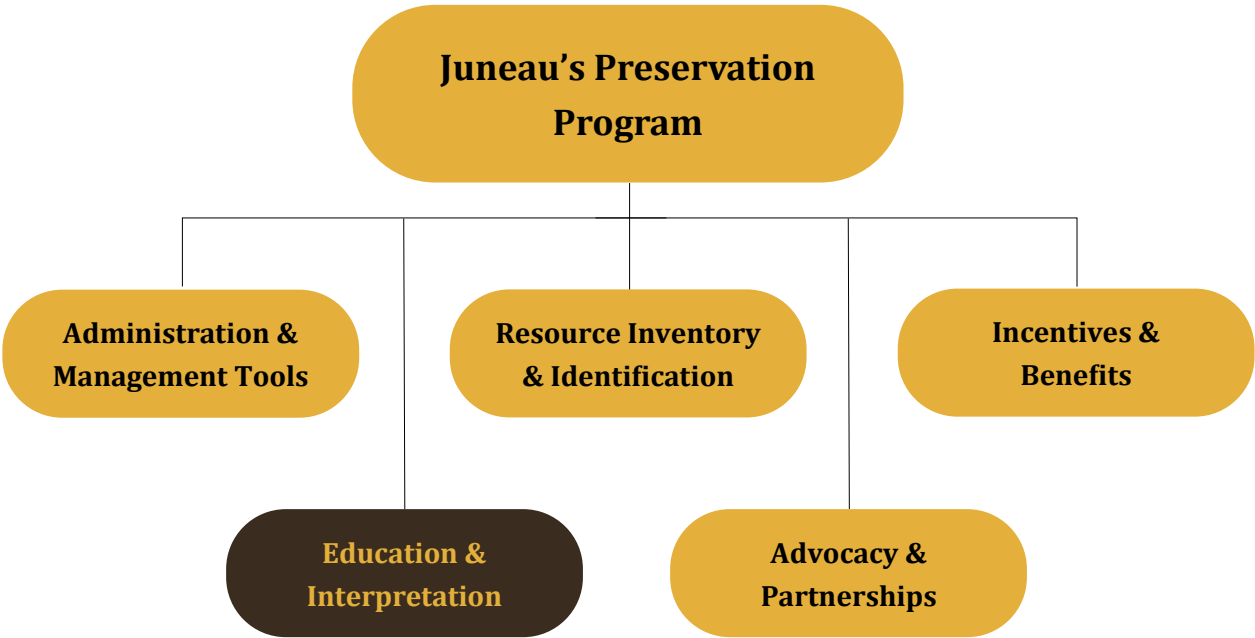
GOAL 4: DEVELOP EASILY ACCESSIBLE MATERIALS THAT PROVIDE INFORMATION ABOUT INCENTIVE PROGRAMS

ACTIONS	TIMEFRAME
Maintain a portion of CDD’s website for the dissemination of materials regarding incentive programs. Promote the webpage through links on other CBJ webpages commonly visited by property owners and	Near-term
Promote successful historic building rehabilitation projects that used incentives on the CDD webpage. Develop case studies to demonstrate redevelopment and rehabilitation projects that are feasible in Juneau. Identify applied incentives, and include financial information where appropriate, to illustrate how the projects were completed.	Near-term
Provide hard copies of materials regarding incentive programs for distribution at the CDD Permit Center.	Near-term



Hellenthal Mansion. Photo Credit: Laurel Christian.

Education & Interpretation



Education programs ensure that the importance of historic preservation is understood within the community, while interpretation programs ensure that visitors and community members alike understand Juneau's history.

Education programs build awareness and strengthen skills that support preservation efforts within the community. Helping property owners learn how to maintain their historic buildings as active, viable assets, is key to a successful preservation program. Many property owners are willing to follow appropriate rehabilitation procedures, and develop compatible designs, when they are well-informed about preservation objectives. Workshops that provide helpful information about rehabilitation techniques, and publications that build an understanding of historic significance, are examples of education and outreach strategies. Well-written design standards can also serve an educational role.

Interpretation programs foster an appreciation for history, and the preservation of historic and cultural resources. They are a primary way of engaging new audiences, including children, and visitors to Juneau, in the appreciation and preservation of Juneau's history. Creating authentic education and interpretation programs, provide an opportunity to learn about aspects of Juneau's history that are not well-known, or intentionally forgotten.

CBJ is currently developing a way-finding strategy and signage for downtown Juneau. The project will replace the existing orientation maps, and the interpretive and directional signage in the downtown area. The new maps will provide an overview of what makes Juneau unique, and will identify points of interest, and historical landmarks, in some of Juneau's historic neighborhoods. The new directional and interpretive signs will include Native place names.

CBJ, and other government agencies working within the Borough, should include Native place names, where appropriate, when existing signs are replaced. An example is the Gold Creek sign along Glacier Avenue. When that sign is replaced, the replacement should include the Tlingit name for Gold Creek: Dzantik'i Heeni.

JUNEAU-DOUGLAS CITY MUSEUM

The Juneau-Douglas City Museum is managed by the Juneau Public Libraries. It is housed in the historic Veterans Memorial Building, which is listed on the NRHP. Among its diverse audiences, the Museum nurtures an awareness of Juneau's cultural heritage, values, and community memory, so we may draw strength and perspective from the past, inspire learning, and find purpose for the future. As a public trust, the museum collects, preserves, interprets, and exhibits, those materials that document the cultures and history of the Juneau and Douglas areas. HRAC is an advisory entity to the collections, exhibitions, education programs, long range plans, and other pertinent activities of the Museum.

The Friends of the Juneau-Douglas City Museum (FOJDCM) is a volunteer, non-profit group, that promotes the important role the museum has in Juneau. FOJDCM administers the newly created Marie Darlin Arts & Literature Prize. The annual prize is awarded in recognition of works of art or literature that further our understanding of the history of Juneau.

SEALASKA HERITAGE INSTITUTE

Sealaska Heritage Institute (SHI) is a regional Native non-profit founded by Sealaska in 1980, at the urging of elders, to ensure the survival of Southeast Alaska Native cultures. SHI's mission is to perpetuate and enhance the Tlingit, Haida, and Tsimshian cultures of Southeast Alaska; its goals are to promote cultural diversity, and cross-cultural understanding. It provides cultural and educational programs, as well as access to

the arts, and conducts social scientific and public policy research, that promotes Alaska Native arts, cultures, history, and education statewide.

GASTINEAU CHANNEL HISTORICAL SOCIETY

The Gastineau Channel Historical Society (GCHSA) is a non-profit organization that seeks to promote the history of the Gastineau Channel area, operate the Last Chance Mining Museum, and care for the Sentinel Island Lighthouse. The GCHS also seeks to promote the preservation of historic buildings, monuments, markers, and other historic edifices in the Gastineau Channel area.

TREADWELL HISTORIC PRESERVATION AND RESTORATION SOCIETY, INC.

The Treadwell Historic Preservation and Restoration Society, Inc., was established to stabilize, preserve, and restore, the existing structures and buildings of the Treadwell Mine site on Douglas Island, for the purpose of public access, education, and enjoyment. This organization's goals focus on preserving the historical mining setting, and accurately portraying the scale of the operation, as well as the history behind it. The Treadwell Society seeks to provide a positive perspective about the pioneers who lived there, and whose families played a part in building the community of early Juneau.

ALASKA HISTORICAL SOCIETY

The Alaska Historical Society (AHS) is "...a non-profit, volunteer-based organization dedicated to the promotion of Alaska history by the exchange of ideas and information, the preservation and interpretation of resources, and the education of Alaskans about their heritage." The AHS maintains an archive of donated material, helps administer the Canneries Initiative, produces a semi-annual journal, and maintains a website providing a host of online research information.

ALASKA STATE ARCHIVE, MUSEUM AND LIBRARY

The Alaska State Library, Archives and Museum (SLAM) is housed in the Andrew P. Kashevarof Building in Juneau. Collectively, these entities provide access to government information for state agencies and other researchers; collect, organize, preserve, and make accessible, materials that document the history of Alaska; and, promote the development of libraries, archives and museums statewide, for the benefit of all Alaskans.

ALASKA ANTHROPOLOGICAL ASSOCIATION

The Alaska Anthropological Association is a statewide professional organization for people working, studying, and interested in all areas of northern anthropology. Members have helped to break new ground in basic and applied research, to build collaborations between researchers and communities, and to foster public knowledge and interest, in circumpolar cultural heritage. The Association's annual meetings are an international forum for projects in archaeology, linguistics, cultural studies, oral history, medical anthropology, museum exhibitions, cultural resource management, human genetics, and more. The Association also produces peer-reviewed publications – the Alaska Journal of Anthropology, and Aurora Monograph Series.



Native Sisterhood circa 1921. Ed Andrews Photo

EDUCATION AND INTERPRETATION CHALLENGES

Challenges regarding historic preservation education and interpretation identified during planning meetings and workshops include:

- Existing education and interpretation materials are not inclusive, and do not represent a wide enough diversity of voices and perspectives;
- Lack of public interest in historic preservation;
- Lack of funding for preservation education and resource interpretation;
- Existing education and interpretation opportunities do not engage younger generations;
- Existing interpretive materials provided to visitors do not accurately interpret Juneau's history; and,
- Challenges in encouraging visitors, such as cruise ship tourists, to visit historic and cultural resources located outside of downtown.

Education & Interpretation

Vision: *The public knows the value, and understands the importance, of sharing Juneau’s diverse communities, history, and culture.*

GOAL 1: CREATE EDUCATIONAL OPPORTUNITIES FOR K-12 STUDENTS TO ENGAGE IN PRESERVATION

ACTIONS	TIMEFRAME
Work with the Juneau School District to develop historic and cultural resources preservation curriculum. Consider creating a “Historic and Cultural Resource in a Box” research program.	Long-term
Establish a designated HRAC seat for a high school student.	Near-term

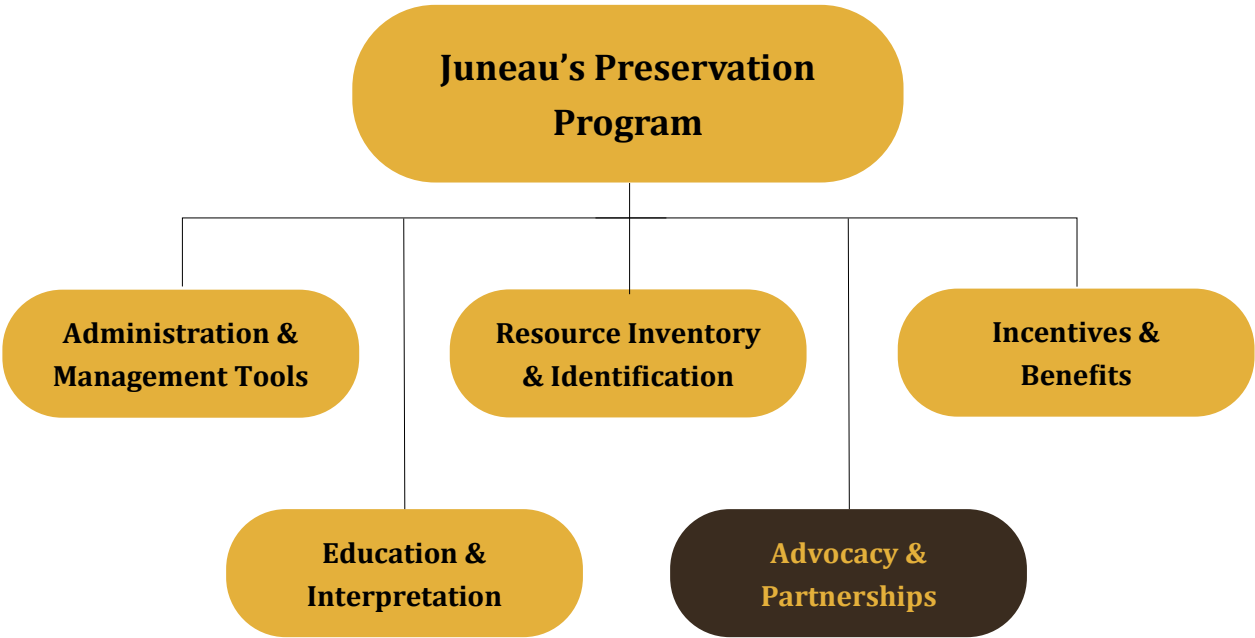
GOAL 2: PROVIDE TRAINING AND TECHNICAL ASSISTANCE TO PROMOTE AND ENCOURAGE PRESERVATION

ACTIONS	TIMEFRAME
Develop a webpage for technical information on preservation treatment approaches, techniques, and available assistance programs, for building and homeowners.	Near-term
Partner with the Alaska State Historic Preservation Office and Downtown Business Association to offer annual federal historic rehabilitation tax credit training to developers and other interested participants.	Long-term
Develop and provide an accredited historic real estate training program for realtors, developers, and contractors, to learn the benefits of historic building ownership, the benefits of preservation, and how to market and finance historic buildings.	Long-term

GOAL 3: INTERPRETIVE AND EDUCATIONAL MATERIALS ACCURATELY DISCUSS THE MANY HISTORIES OF JUNEAU’S PEOPLE AND PLACES, AND ARE EASILY ACCESSIBLE TO RESIDENTS AND VISITORS

ACTIONS	TIMEFRAME
Develop a comprehensive interpretive plan to guide future interpretation and way-finding development, and ensure the inclusion of the preservation of, and accurate inclusive education on, historic and cultural resources.	On-going and Near-term
Partner with the Alaska Tourism Industry Association and local organizations to develop and promote accurate, inclusive, and authentic heritage tourism programs for tour operators and the cruise ship industry.	Long-term
CBJ should further study the Douglas Indian Village and other Tlingit settlement sites, by researching written and oral history accounts, conducting interviews, and hosting public listening sessions. This could be funded through grants.	Near-term
Partner with local organizations and businesses to promote events and public art that celebrate Juneau’s history and culture. These may include historic-themed pub crawls, cemetery tours, and murals.	Near-term

Advocacy & Partnerships



Advocacy programs promote policies and plans that support historic preservation, and celebrate Juneau's historic and cultural resources. The establishment and maintenance of relationships with Juneau's diverse communities, including Alaskan Native Tribes, Corporations, and non-profit organizations, will be of key importance for the inclusive preservation of Juneau's historic and cultural resources. In addition to partnering with the Douglas Indian Association, Sealaska Heritage Institute, and the Treadwell Historic and Preservation Society, Inc., the following organizations would make excellent partners to help further the cause for preservation in Juneau.

DOWNTOWN BUSINESS ASSOCIATION

The Downtown Business Association (DBA) was formed to promote, foster, and encourage downtown businesses, and to act as advocates on issues which

affect downtown business. DBA is the official marketing engine for downtown. DBA's members and Board of Directors work with policymakers and downtown stakeholders, to advocate for a climate where business can thrive.

The DBA has been spearheading efforts for Juneau's participation in the Main Street program. The program is a subsidiary of the National Trust for Historic Preservation. It provides technical assistance to help communities develop economic strategies for their downtowns, through grass-roots efforts and public/private partnerships. These strategies can compliment, and even promote, preservation efforts. Many communities hire or appoint a local Main Street Coordinator, and establish a committee to implement the chosen strategies. Any future Main Street committee should have representation from HRAC.

TRAVEL JUNEAU

The CBJ, along with a partnership of more than 225 local businesses, financially supports Travel Juneau. Travel Juneau serves both CBJ and its partners by marketing Juneau as a destination, and helping locally-owned businesses market their services to visitors and potential visitors. Through their website, Travel Juneau promotes the arts and culture of Juneau, and highlights the Downtown Historic District.

The Alaska Travel Industry Association has cited an increase in the number of tourists traveling to Alaska, seeking an authentic cultural experience.¹⁵ Heritage tourism can be a significant economic driver and may help incentivize private preservation activities.



Renee Hughes and Galena at the Sentinel Island Lighthouse

ALASKA ASSOCIATION FOR HISTORIC PRESERVATION

Established in 1982, the Alaska Association for Historic Preservation (AAHP), is dedicated to the preservation of Alaska's prehistoric and historic resources. AAHP aids in historic preservation projects across Alaska, and monitors and supports legislation to promote historic preservation, serving as a liaison between local, statewide, and national historic preservation groups. AAHP also participates as a consulting party in the National Historic Preservation Act, Section 106 process; they manage Alaska's Ten Most Endangered Historic Properties Grant Program; and are a statewide partner of the National Trust for Historic Preservation.

ADVOCACY AND PARTNERSHIP CHALLENGES

The challenges identified for historic preservation advocacy and partnerships during planning meetings and workshops include:

- Historic preservation lacks public and legislative support. Juneau needs to quantify the benefits of preserving its historic and cultural resources, specifically including the economic benefits, and make this information readily available.
- The CBJ should partner with the Alaska Native community, the arts community, and the tourism community, to foster greater interest and understanding for historic preservation.

Advocacy & Partnerships

Vision: *Preservation is supported through strong partnerships with community organizations and preservation advocacy groups.*

GOAL 1: ESTABLISH AND ENHANCE RELATIONSHIPS WITH PRESERVATION ADVOCATES TO SUPPORT AND PROMOTE PRESERVATION GOALS

ACTIONS	TIMEFRAME
Develop a comprehensive Preservation Marketing Program, to use in engaging partners and promoting preservation. Refer to advocacy and preservation marketing materials already produced by the National Trust for Historic Preservation, to assist in this effort.	Long-term

GOAL 2: SUPPORT PRESERVATION PARTNERS IN PURSUIT OF THEIR PRESERVATION GOALS

ACTIONS	TIMEFRAME
Support the Main Street program. Consider technical assistance, funding, or organizational support, as appropriate.	Near-term
Any future Main Street Committee should have HRAC representation	Near-term
Encourage and assist Travel Juneau, in the marketing of Juneau, as a Heritage Tourism destination.	Near-term
Engage the AAHP on CBJ preservation issues. Consider an annual nomination of one historic or cultural resource to AAHP’s annual list of the 10 most endangered. Engage local partners in preparation of nomination.	Long-term

Conclusion and Implementation

Continued coordination with the CBJ and community partnerships is important to the successful implementation of this Plan. CDD staff should coordinate a review of the Plan every two years, to assess implementation progress. Staff should prepare a report that summarizes the updated progress of the Plan's goals and action items. This report should be presented to the CBJ Assembly and Planning Commission. HRAC should recommend key action items to be undertaken each year; this work plan should be included in the biennial report.

The Plan is intended to have a 20-year life span, with an update occurring in 10 years. The Plan should be updated in the same process used to approve it: with a public process, and Assembly approval. Non-substantive changes, and changes to correct factual information, can be made at any time by CDD staff.

Public input influenced the suggested action items and timeframes for implementation. Participants agreed that CBJ should strengthen and improve its existing program components, before expanding into new initiatives. The implementation table at the end of each program component chapter is meant to be used as a guide to prioritize preservation activities, and as an annual work plan for CDD staff. "Near-term" refers to items of the highest priority, that should be undertaken in the next five years. "Long-term" refers to items that should be addressed in the next 5–15 years. "On-going" recommendations, are those that are currently happening. Many of the recommendations will require additional resources. If CBJ is able to broaden its resources, through grants or additional funding, priority action items may be addressed more quickly.



Clan House in Sealaska Heritage Center. Photo Credit: Patrick McGonegal.

Appendix A: Abbreviations

1. Alaska Association of Historic Preservation (AAHP)
2. City and Borough of Juneau government (CBJ)
3. CBJ Community Development Department (CDD)
4. Certified Local Government (CLG)
5. Downtown Business Association (DBA)
6. Gastineau Channel Historical Society (GCHS)
7. CBJ Historic Resources Advisory Committee (HRAC)
8. Juneau Economic Development Council (JEDC)
9. Low Income Housing Tax Credit (LIHTC)
10. National Alliance for Preservation Commissions (NAPC)
11. National Register of Historic Places (NRHP)
12. Sealaska Heritage Institute (SHI)
13. State Historic Preservation Office (SHPO)
14. Alaska State Library, Archives and Museum (SLAM)

Appendix B: Bibliography

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2. Goldschmidt, Walter R. and Theodore H. Haas (1998) *Haa Aaní Our Land Tlingit and Haida Land Rights and Use*, edited by Thomas F. Thornton. Sealaska Heritage Foundation, Juneau
3. City and Borough of Juneau (1997) *Draft Historic Preservation Plan*
4. City and Borough of Juneau (1997)
5. Contribution of Chuck Smythe; Ph.D., History and Culture Director with Sealaska Heritage Institute and Member of HRAC
6. City and Borough of Juneau (1997)
7. City and Borough of Juneau (1997)
8. City and Borough of Juneau (1997)
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10. City and Borough of Juneau (1992) *Chicken Ridge Historic Buildings Survey*
11. City and Borough of Juneau (1986) *Starr Hill Survey*
12. City and Borough of Juneau (2004) *Chicken Ridge Historic Buildings Survey*
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14. Huff, Andrew. *Report to the Douglas Indian Association*. Indian Law Resource Center, Helena, Montana
15. Alaska State Historic Preservation Office presentation at Alaska Historic Preservation Conference (2015)

Presented by: COW
 Introduced: 2/24/2020
 Drafted by: R. Palmer III

ORDINANCE OF THE CITY AND BOROUGH OF JUNEAU, ALASKA

Serial No. 2020-07

An Ordinance Amending the Comprehensive Plan Related to Historic and Cultural Preservation.

BE IT ENACTED BY THE ASSEMBLY OF THE CITY AND BOROUGH OF JUNEAU, ALASKA:

Section 1. Classification. This ordinance is of a general and permanent nature and shall become a part of the City and Borough of Juneau Municipal Code.

Section 2. Amendment of Section. CBJ 49.05.200 Comprehensive plan, is amended to read:

(a) The City and Borough Comprehensive Plan is designed to lessen congestion in the streets; secure safety from fire, panic, and other dangers; promote health and the general welfare; provide adequate light and air; prevent the overcrowding of land; avoid undue concentration of population; and facilitate adequate and cost-effective provision for transportation, water, sewerage, schools, parks, and other public requirements.

(b) The comprehensive plan adopted by the assembly by ordinance contains the policies that guide and direct public and private land use activities in the City and Borough. The implementation of such policies includes the adoption of ordinances in this title. Where there is a conflict between the comprehensive plan and any ordinance adopted under or pursuant to this title, such ordinance shall take precedence over the comprehensive plan.

(1) *Plan adopted.* There is adopted as the comprehensive plan of the City and Borough of Juneau, that publication titled The Comprehensive Plan of the City and Borough of Juneau, Alaska, 2013 Update, including the following additions:


- (A) The Juneau Coastal Management Program, Volumes 1 and 2, dated February 2008;
- (B) The City and Borough of Juneau's Historic and Cultural Preservation Plan, dated February 2020;
- (C) The Long Range Waterfront Plan for the City and Borough of Juneau, dated January 22, 2004, as amended;

- (D) The Last Chance Basin Land Management Plan, dated May 1978, updated November 1994;
- (E) Watershed Control Program - Salmon Creek Source, dated April 1992;
- (F) Watershed Control and Wellhead Protection Program - Gold Creek Source, dated November 1994;
- (G) Chapter 6 and Plate 1 of the West Douglas Conceptual Plan, dated May 1997;
- (H) Juneau Non-Motorized Transportation Plan, dated November 2009;
- (I) 2010 Downtown Parking Management Plan;
- (J) Chapter 5 of the Willoughby District Land Use Plan, dated March 2012;
- (K) Municipal Drinking Water Supply Plan, dated June 5, 2012;
- (L) Wireless Telecommunication Master Plan, dated May 2014;
- (M) Juneau Economic Development Plan, dated January 28, 2015;
- (N) Auke Bay Area Plan, dated March 16, 2015; and
- (O) Lemon Creek Area Plan, dated December 18, 2017.

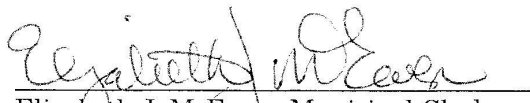
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Section 3. Effective Date. This ordinance shall be effective 30 days after its adoption.

Adopted this 16th day of March, 2020.


Beth A. Weldon, Mayor

Attest:


Elizabeth J. McEwen, Municipal Clerk

Background:

The Historic Resources Advisory Committee (HRAC) is made up of nine members, appointed by the Assembly for three year terms. The HRAC is comprised of the following: archaeologists, historians, architects, people knowledgeable in the customs and language of the Tlingit and Haida People, owners of locally recognized historic property, people familiar with the operations and issues relating to the city museum, teachers, and the general public. The Committee was established in 1987 to meet the requirements of the Certified Local Government program established by the National Historic Preservation Act.

Duties:

The duties of the HRAC, as established in CBJ 49.10.410, are:

- Reviewing and making recommendations about local projects that might affect properties identified in the local historic preservation plan;
- Reviewing and developing nominations to the National Register of Historic Places for properties within the City and Borough;
- Cooperating and consulting with the assembly, the historic district commission, the community development department and the state historic commission on matters concerning historical districts and historic, prehistoric and archaeological preservation in the City and Borough;
- Reviewing and making recommendations about the collections, exhibitions, educational programs, long range plans, and other pertinent activities of the Juneau-Douglas City Museum;
- Cooperating and consulting with the library department on matters concerning the Juneau-Douglas City Museum; and
- Performing other actions which are necessary and proper to carry out the above duties.

2020 Historic & Cultural Preservation Plan:

The Historic and Cultural Preservation Plan is meant to guide efforts to preserve and protect the valuable historic and cultural resources of the Juneau community. The Plan is intended to encourage, and development activities to be sensitive to historic preservation and cultural resource values. The Plan establishes goals and actions that the community has determined to be important. The Plan defines policies that will serve as a roadmap for future activities, with an eye toward achieving the preservation goals.

The Plan recommends that work continue to document, protect, and preserve, significant historic and cultural resources, with CBJ providing a leadership role in this effort.

Areas of Focus

The HRAC annually establishes a work plan. The HRAC established the following three focus areas for the upcoming year: Historic Preservation, Education and Outreach and Training for HRAC and staff.

**Historic Resources Advisory Committee
Work Plan
2023**

Section G, Item 1.

Historic Preservation –

1. Complete Juneau Townsite Survey and Inventory Phase 2
2. Apply for funding and complete an historic survey and inventory for a new neighborhood that has not been surveyed.
3. Update Telephone Hill Historic District Survey and Inventory.
4. Seek federal nomination for Casey-Shattuck neighborhood and Juneau Townsite (after completion of Phase 2 inventory).

Education and Outreach –

1. Identify partners and develop relationships for community outreach to increase awareness of historic resources to owners/managers of property in historic neighborhoods and the general public.
2. Complete and use application forms/process for Historic District Design Review.

Training -

1. Seek/obtain grant funding to send two HRAC members and one staff member to the National Alliance of Preservation Commissions (NAPC) Forum 2024.
2. Seek/obtain grant funding to send an HRAC member and a staff member to the annual Main Street conference in 2023.

Adopted by motion at the January 4, 2023 regular meeting.