City and Borough of Juneau
Historic and Cultural Preservation Plan
DRAFT

City & Borough of Juneau
Community Development Department
Planning Division
Community Development Department

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Special Acknowledgments

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 to making this Plan a success.

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Executive Summary

Purpose of the Plan

This Historic and Cultural Preservation Plan is meant to update the City and Borough of Juneau’s (CBJ) Historic Preservation Plan. Juneau’s existing Preservation Plan was written in 1997 and recommended that the plan be periodically reviewed and updated. The updated plan defines Juneau’s preservation goals, policies, and specific actions for the preservation of Juneau’s historical and cultural resources borough-wide. It also provides a framework for community-based groups and organizations with interest in protecting and celebrating Juneau’s history and culture. The plan recognizes that a successful preservation program requires partnerships.

The Historic and Cultural Preservation Plan is meant to complement and build on the policies laid out in the City and Borough of Juneau’s Comprehensive Plan, as well as related federal, state, and local programs. The City and Borough of Juneau’s Comprehensive Plan, adopted by the CBJ Assembly in 2013, is the official long-range plan designed to guide the growth, development and conservation of valued resources within the community. Chapter 16 of the Comprehensive Plan identifies policies and actions which support the various policies and actions in this plan.
Plan Overview

The Historic and Cultural Preservation Plan covers a wide spectrum of strategies and objectives. These include broad themes that deal with many aspects of community development. The Plan approaches preservation as an integral element of community development and focuses on six components of a preservation program:

- Administration: Framework for operating the preservation program
- Resource Inventory and Identification: Survey and recognition of properties and places with cultural and historical significance
- Resource Management Tools: Specific mechanisms for protecting historic resources preservation
- Incentives and Benefits: Programs that assist property owners and support preservation
- Education and interpretation: Tools to build awareness and strengthen skills to support preservation
- Advocacy and Partnerships: Promotion of policies and strategic partnerships that support preservation efforts

The Plan provides specific goals and action items for each of the six program components.

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 is protecting properties and places of historic and cultural value, and maintaining them in active use and 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
- Juneau benefits when historic buildings are rehabilitated rather than demolished and disposed of in the landfill
- Nationally, neighborhoods with older, smaller, mixed-use blocks provide more opportunities for affordable housing units than newer neighborhoods
Trends Affecting Historic Resources

Juneau has experienced tremendous growth of its tourism industry in the past few years. The greatest increase in the number of visitors has been those arriving by cruise ship. The ships dock in the harbor immediately adjacent to the Downtown Historic District. With pressure for additional tourist-related commercial space, many buildings in the historic district have been converted from resident-oriented, year-round uses to tourist-oriented shops that open during the summer season then close for the remainder of the year, creating a seasonal ghost town. While the Downtown Historic District Design Standards and Guidelines help maintain the architectural character of the buildings, the historic mix of residential, office and commercial uses that create a year-round vibrant downtown are decreasing.

The National Trust for Historic Preservation defines heritage tourism as “traveling to experience the places, artifacts and activities that authentically represent the stories and people of the past”. According to the Alaska Tourism Marketing Board, 43 percent of visitors to Juneau are looking for authentic cultural activities. As the number of annual visitors rises, Juneau is likely to see an increase in heritage tourism.

Many community members and organizations are interested in creating a Cultural District in the downtown/Willoughby area. Cultural Districts are defined by the Americans for the Arts as “well-recognized, labeled areas of a city in which a high concentration of cultural facilities and programs serve as the main anchor of attraction”. A Cultural District in Juneau may strengthen the downtown economy, deepen the cultural capacity and work in harmony with the Downtown Historic District to enhance a sense of place.

1. Alaska Visitors Statistics Program VII; 2017
**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
- Make historic and cultural resource data easily accessible to the public

*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
Public Participation and Plan Development

This planning process began in 2016 and was facilitated by two rounds of grant funds from 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. The planning team consisted of Corvus Design/Corvus Culture, Winter & Co., and CBJ Community Development staff.

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 Senate Building, located downtown, and was attended by 41 residents. 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 and interest in historic preservation. Attendees began a visioning and goals development process that was compared with the vision and goals in the 1997 Preservation Plan.
Juneau’s Historic Preservation Plan will...

- Develop more opportunities for education
- Create or encourage more signage about existing historic buildings
- Install signage in Tlingit language
- Spruce up and clean up downtown
- Integrate with on-going development
- Identify what spaces and structures are important to Juneauites
- Identify historic resources and assess their state and condition
- Give vibrancy to past and present
- Protect and preserve natural and cultural resources significant to the peoples of Juneau
- Be a living document allowing for thoughtful change
- Provide checks and balances before a place or building or artifact is removed or destroyed

- Respectfully and appropriately address Native history
- Provide clear guidance in land use management decisions
- Assist the Indian Village bring out the history of the Village
- Guide authentic heritage tourism
- Identify and protect historic buildings, sites, and structures
- Provide an inventory of places, activities, and values that represent our community
- Preserve our history
- Meet with Elders of local clans to learn what they want to preserve and how
- Preserve and celebrate the stories of Juneau’s historic neighborhoods

Plan visioning ideas presented by May 31, 2016 meeting attendees
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 were particularly 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 meeting was attended by twenty DIG members.

The planning team also conducted an online survey using that was open August 1, 2016 through September 16, 2016. The survey was publicized and assessed through a link on the CBJ historic 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, goals and actions development. A total of 49 people took the survey.

Challenges to Historic Preservation...

- 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 a high priority
- Balancing preservation with development goals
- Knowing how to right-size regulations
- Climate change
- Knowing which history to preserve
- Lack of public buy-in
- Knowing how to prioritize what is most important

Sample of preservation challenges identified by August 25, 2016 and DIG meeting attendees on August 26, 2016.
On March 15, 2018, the planning team held a large charrette-style meeting at the State Library Archives and Museum in Willoughby/Indian Village area. The meeting was attended by representatives of CBJ departments, neighborhood associations, local historians, Alaska Department of Transportation & Public Facilities, AELP/AVISTA, Filipino Community Board, Travel Juneau, US Forest Service, and many others. The focus of this meeting was 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 six groups and each group was assigned one of the six components. Major challenges associated with each program component and solutions to the challenges were developed.

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

Juneau is an ancient place whose unique geography and natural features have shaped all of those who have called this land home, from the earliest ancestors of the Tlingit to the modern-day residents. The purpose of this chapter is to give a brief history of Juneau’s people and explain how the land has defined the way of life.

**Geography**

Situated in Southeast Alaska, the boundaries of Juneau encompass more than 3,200 square miles. Juneau is bounded on the west by Lynn Canal, on the east by the Canadian border, on the south by Point Coke and the north by the Haines Borough. About 90 percent of the total area of Juneau consists of water or rugged mountains and glacial ice caps located within the Tongass National Forest.

The bulk of Juneau’s land mass is located on the mainland but numerous islands, the largest being Douglas Island, are located along the coastal areas. Three major inlets penetrate the mainland area—Berner’s Bay, Taku Inlet and Port Snettisham. The coastal mountain range rises dramatically from the water line to elevations approaching 4,000 feet.

**Archaeological History**

Archaeologists have divided the human occupation of Southeast Alaska into three time periods. The earliest time period begins when people first came to this area approximately 10,000 years ago and is called the Paleo Marine Tradition. These people of the Paleo Marine Tradition lived in small groups, built sea-worthy boats, and built communities from the abundances of the coastal resources. Archaeologists believe Juneau’s first people likely harvested the plants of the inner tidal zone and the land.¹

The Paleo Marine Tradition period lasted for 3,000 to 3,500 years and is followed by the Transitional Period. With the beginning of this period there are advancements in tool technology. The Transitional Period lasted until 5,000 years ago when the period known as the Developmental Northwest Coast Traditions begins. During this time period there is a continued advancement in tool technology and archaeological evidence shows an increased settlement sizes. By 3,500 years ago, there was a changed marked by specialized settlements, or camps, and sophisticated salmon harvesting with fish traps.¹

¹ Draft Historic Preservation Plan for the City and Borough of Juneau (1997)
It is thought by some archeologists that this increased use of salmon contributed to the development of the social structure of Southeast Alaska’s first people. This time period saw the establishment of larger, more permanent villages with large clan houses and dozens of small wooden homes. The Developmental Northwest Coast Traditions period lasted from 5,000 years ago until 250 years ago and the coming of the European explorers.

History

The Tlingit and Haida people have lived in Southeast Alaska for at least 5,000 years. While the Haida mostly lived in the southwestern portion of Southeast Alaska, the Tlingit lived throughout Southeast. The Tlingit who lived in the Juneau area belonged to the Auk Kwáan Tribe or the Taku Tribe and each tribe was broken down into clans. The Auk Tribe had the L’eeneidi and Wooshkeetaan clans. The Taku had the Yanyeidi, Sit’kweidi, and Gaanax’adi. See the map on the following page Auk and Taku clan boundaries.

The Auk’s main village, called Aanchgaltsóon meaning “Town that Moved” was around Point Louisa in Auke Bay. The bay itself was called Áak’wTá which means Back of Little Lake. The Auk constructed a fort on the north side of bay that was said to be large enough to hold the entire Auk Tribe. This area was sacred burial grounds for the Auk Kwáan and is listed on the National Register of Historic

Places for its cultural significance.

The Taku’s main village was in Taku Inlet. According to a published account of Tlingit place names written by Thomas Thornton, there were approximately fourteen names for the Taku River. The inlet was likely known as T’aakú X’aka.aan, meaning Town at the mouth of T’aakú. The village was called Asgutugl’I and the land was shared by the Gaanax.ádi and the Yanyeidi clans. The Taku also had villages and fishing camps on Douglas Island.

In 1725 the Russian Czar, Peter the Great, sent Vitrus Bering and Alexei Chirikof to explore the North Pacific. On their second voyage in 1741 Chirikof and Bering first spotted Alaska. In 1743, the Russians began concentrated hunting of sea otter pelts. Though the French, Spanish, and British explored the region, their presence was not as great as that of their Russian counterparts who, in 1784, established settlements at Three Saints Bay on Kodiak Island. In 1808, Alexander Baranof, governor of Russian American, moved his headquarters from Kodiak to Sitka, Alaska.

2. Haa Aani’ (1946)

3. Haa Lèel’w Hás Aaní Saax’ú, Our Grandparents Names on the Land (2012)
Historic and Cultural Preservation Plan
There appears to be no evidence that the Russian explorers were in the Juneau area but they probably passed through the area as there was a fort established in 1833 on the present site of Wrangell, Alaska. It is likely that the Gastineau Channel was choked with icebergs as it was in the later years when Captain George Vancouver explored the area. Vancouver was heading north in 1794 to Cook Inlet and Prince William Sound then worked his way south through the area of Juneau. Although he was unable to pass through Gastineau Channel, Vancouver did sail around Douglas Island enough to confirm it to be an island. He named the island for John Douglas, Bishop of Salisbury. The L’eenéidi called the island Sayëik, meaning Spirit Helper.

In 1867, the United States purchased Alaska from Russia. At the time Alaska was virtually ignored by the federal government for several decades. Fortune hunters, however, did not ignore the area and gold was discovered near Sitka in 1872. Rumors that gold existed in the northern section of Southeast around the Gastineau Channel began circulating and aroused interest.

After the United States purchased Alaska from Russia in 1867 prospectors searched for gold and found it in many places throughout Southeast. Discoveries near Windham Bay and Berners Bay led to the founding of Juneau. The Berners Bay area belonged to the Wooshkeetaan people and was called Daxanáak. The Wooshkeetaan had two year-round villages.

The success of the mining industry, from the late 1880s to the mid-1940’s, and the transfer of Territorial government in 1900 to Juneau, fostered the area’s population growth. Then the large scale hard rock gold mining activity ceased in 1944, the city continued to thrive as a center for Territorial government. As a result, neighborhoods like Starr Hill, Casey Shattuck, Telephone Hill, Chicken Ridge and homesteads in the Mendenhall Valley were established.

The Gastineau Channel was the hunting and fishing grounds for the Tlingit tribes when prospectors arrived in 1880. A mining engineer in Sitka named George Pilz offered a reward of 100 blankets to anyone who could lead him to gold bearing ore. When Chief Cowee of the Auk Tribe arrived with ore samples from the Gastineau Channel, Pilz enlisted two prospectors named Richard T. Harris and Joseph Juneau to travel to Juneau to investigate.

Harris and Juneau reached Gastineau Channel in August of 1880 and sampled the gravel in Gold Creek, and found nothing. At Chief Cowee’s urging, Pilz sent the pair back and this time Harris and Juneau climbed Snow Slide Gulch at the head of Gold Creek and located a large quantity of gold in the area now known as Silver Bow Basin. This discovery led to the establishment of the town of Juneau; the first town founded in Alaska following the 1867 purchase from Russia.

4. Haa Aani’ (1946)
On October 18, 1880, Joseph Juneau and Richard Harris staked a 160 acre townsite that we know today as the Juneau Townsite Subdivision. At this time, Juneau was just a small mining camp of tents and crudely made cabins build along the original shoreline where present day Front Street is located. The town that was once known by many names was now officially known as Juneau, Alaska. Around this time the famed naturalist and author John Muir visit Juneau and he was in awe of the natural beauty. He referred to the glacier he saw as the Auk Glacier, after the Auk Tribe that he met. The glacier was later named Mendenhall after Thomas Mendenhall, the superintendent of the geodedic survey office in Washington, D.C.  

Development in the fledging town continued with the construction of the Log Cabin Church in 1881, the Northwest Trading Company which was the first retail store in town, and the military post Rockwell. In March 1881, Master Gustave Carl Hanus, a Navy officer from Sitka, ran lines to formally survey a new section of town. This neighborhood came to be known as Chicken Ridge, after the chickens that were raised by the nuns from St. Ann’s Hospital.

Construction proceeded at a steady pace. The downtown business district developed almost immediately. Court House Hill, later known as Telephone Hill, and nearby areas were quickly settled and, as the population grew, additional land was staked and cleared.

Around this time Chief Kowee and many other Auk Tribe members moved from their main village in Auke Bay to an area of land near the mouth of Gold Creek, know to the Tlingit as Dzantik’l Hèeni (Flounder at the Base of the Creek).

The Auk members who moved to this area did so to work for wages in the mines. As the mines grew so did the population and the need for suitable farm land. When a farmer named Pete Erussad (known to his friends as French Pete) expanded his farm and began encroaching onto the land the Auk had settled at Gold Creek, Chief Kowee chased his through town with an axe. Although what Chief Kowee did was illegal, the town was on his side. Chief Kowee was sentenced to 1 hour in jail, fined $10 and was deputized as a Juneau Police Officer.

In the early 1880s, Chinese immigrants began moving to Juneau looking for work in the mines. The most famous of these men was named Hi Chung but everyone called him “China Joe”. Joe owned a bakery in town and was known for his kindness and generosity. In 1882, in response to an economic panic, the federal government passed the Chinese Exclusion Act which prohibited Chinese immigrants from moving to America. With plenty of work to go around in Juneau racial tensions were kept at bay, until 1886.

8. Ibid
That year tensions between the white miners and the Chinese miners turned violent. The Chinese miners were rounded up and, at gunpoint, forced onto two schooners and were told to leave Juneau or be killed.  

Cabins for miners began to appear on Starr Hill, a working class residential area and by 1893, the area of Chicken Ridge was being settled. Some of the homes built during this period still exist and are recognized as being historically significant. In the nine years following the discovery of gold, Juneau’s population grew from 150 to more than 1,200. 

By the 1890’s several of the small mining companies combined to form larger operations and out of this came the Treadwell Group in Douglas, the Alaska Gastineau Mining Company, and the Alaska Juneau (AJ) Gold Mining Company. As mining grew and large companies expanded, it became clear that Juneau would not be just another “boom and bust” gold town. Rather, it enjoyed a growing prosperity. The three large mines drove the economy. Together they became the largest gold producers of low grade ore in the world, recovering more than $158 million from the mountain rock. 

In 1902, the City of Douglas, Alaska was incorporated. By 1906, Douglas was the largest city in Alaska with a population of 6,000 thanks to the success of the Treadwell Mine. 

The mining work drew new immigrants from Eastern Europe and Scandinavia. To accommodate the workers and their families the mine owners built dorm-style housing and small private homes, a school, a post office, and the Treadwell Club that featured tennis courts, a bath house, a bowling alley and a library. The Treadwell Mine closed in 1922, four years after three of its four operating mines collapsed in a saltwater cave-in. Only a handful of remnants remain of the Treadwell Complex which stretched for three miles down the coast line of Douglas. 

The ferry Alma provided transportation between Juneau and Douglas for nearly 50 years until the first Juneau-Douglas bridge was built in 1935. The ferry dock was at the end of Ferry St. in downtown Juneau. 

The last of the large mines operating in the area was the AJ Mine. It closed in 1944. Ruins of the AJ Mine’s ball mill lie on the hillside of Mt. Roberts. This building is eligible for listing on the National Register of Historic Places. The Jualpa Mine Camp, a division of the AJ Mine is located in Last Chance Basin. The locomotive repair shop, compressor buildings and the transformer house still exist and house the Last Chance Mining Museum. 

After the decline of the gold mines, the influx of government kept Juneau’s economy thriving. In 1900 the town of Juneau had been incorporated was designated the temporary seat of government for the Alaska territory. had developed and there were nearly 2,000 residents. 

9. Mark Whitman interview; KTOO (2017) 
11. Treadwell Historic and Preservation Society
By this time, Juneau was a thriving city with numerous wooden buildings lining the streets. Residential and commercial areas.

In 1900, the District Court moved from Sitka to Juneau and used rented quarters until 1904 when a court house and jail were built on the present day site of the 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 at the Elk’s Club in downtown Juneau.

Many of the Auk Kwáan and T’aaku Kwáan people were still fishing and hunting their land the way they always had but as the stream of newcomers could not be ignored and many traditional ways of life were being stifled. Homesteads were being staked further and further out the road and efforts were being made to suppress the Tlingit language and culture, and to replace it with a more European, Christian way of life.

In 1933, The U.S. Bureau of Indian Affairs built the Mayflower School, now home to Juneau Montessori School. This was a boarding school for Tlingit children. The Bureau hoped the school would serve as a model for Native schools in Alaska.

12. The National Register of Historic Places
For over 70 years, Juneau and Douglas were separate cities. That changed with a controversial vote in 1970 to consolidate the two cities, creating the City and Borough of Juneau (CBJ). Prior to this vote, the Douglas Lions Club would sell Democratic Republic of Douglas passports to travelers and were very proud to be a city separate from Juneau.  

The community continued a steady but slow growth through the 1980s. The tourism industry began growing and in the early 1990s took became a major contributor to CBJ’s economy.

Around this time, Juneau began creating what is the basis of the preservation program. Planning efforts were undertaken to guide development in the downtown and surveys were conducted to document the historic structures in the borough. The Downtown Historic District was listed on the National Register of Historic Places in 1994 and Chicken Ridge was listed in 1996, as were many individual buildings throughout the borough. Recently efforts have been made to identify and recognize significant Tlingit sites and incorporate this important aspect of Juneau’s history into the preservation program.

The school was described as a building “Designed to serve the community. The Mayflower School contained something for everyone in Douglas.” The reality was not so benign. Tlingit Elders recount stories of being forcibly removed from their parents and raised in the boarding school without much nurturing or affection and very few opportunities to learn the Tlingit language and traditions.

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 and Juneau the designated capital. The communities of Douglas and Juneau continued to grow at a steady pace.

In 1946, the City of Douglas began making plans to demolish the T’aaku Kwáan winter village in order to build a boat harbor. The plans originally called for the village to be rebuilt but plans for the harbor stalled for over a decade. In the summer of 1962, when the villagers were away fishing, the City of Douglas approved the burning of the village and asked the Army Corps of Engineers to build the harbor. The village was never rebuilt and little restitution has been offered. The site of the village is now Savikko Park.

15. Interview with Rich Poor for KTOO (2017)
Preservation Program Administration

The CBJ’s historic preservation program is housed within the Community Development Department. Administration of the program is undertaken by two entities, the Historic Resources Advisory Committee (HRAC) and CBJ Community Development Department (CDD) staff. A successful preservation program requires ongoing administrative support and commitment by the CBJ. While the overall administration of this plan is through the CDD, cooperation with other CBJ departments, local organizations, and the State are essential to achieving the plan’s goals.

Historic Resources Advisory Committee
The HRAC is comprised of nine volunteer members, appointed by the Assembly, who represent archaeologists, historians, architects, people knowledgeable in the customs and language of the Tlingit and Haida people, owners of locally recognized historic properties, people familiar with the operations and goals of the city museum, teachers, and the general public. The HRAC is an advisory board to the Planning Commission, the City Manager and the CBJ Assembly and is responsible for the following:

- Reviewing and making recommendations on local projects that may affect properties identified in the local Historic and Cultural Preservation Plan
- Reviewing and developing nominations to the National Register of Historic Places for properties within the 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 borough
- Reviewing and making recommendations about the collections, exhibitions, education 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
- Other actions necessary to and proper to carry out the above duties.
Since 2016, HRAC has reviewed and provided recommendations on five road reconstruction projects through the Section 106 review process, and 10 separate development projects in the Downtown Historic District, including the rehabilitation and reuse of the 20th Century Theatre and 2018 Downtown Wayfinding and Interpretative Signage Project. Development projects in the Downtown Historic District are reviewed for compliance with the Downtown Historic District Design Standards and Guidelines. HRAC has also provided the recommendations to the CBJ Assembly regarding the future of Auke Cape (Indian Point).

**City and Borough of Juneau Staff**

The Community Development Department provides administrative support to the HRAC by assigning a main staff person and one back-up staff person. The staff is responsible for scheduling all HRAC meetings, preparing meeting materials, assisting in the review of development projects, and advising CDD on preservation-related issues. The staff person also serves as the liaison between the HRAC and the State Historic Preservation Office (SHPO) and the CBJ Assembly.

**Challenges**

Challenges regarding administration of the historic preservation program identified during planning meetings and workshop include:

- Adequate funding and time are needed for CBJ staff to administer the historic preservation program
- HRAC members, and new HRAC 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 historic and cultural preservation program should be working in closer cooperation with other CBJ departments and programs to achieve complimentary goals
- HRAC is strictly an advisory board and does not have the authority to make decisions regarding Juneau’s preservation program
**Preservation Program Administration**

**Vision:** The CBJ supports historic preservation by maintaining an effective, functional and integrated preservation program.

<table>
<thead>
<tr>
<th>GOAL 1: THE HRAC IS WELL-VERSED IN CBJ’S HISTORIC PRESERVATION VISION AND GOALS, AND HAS THE TOOLS AVAILABLE TO IMPLEMENT THAT VISION</th>
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<tbody>
<tr>
<td>ACTIONS</td>
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<tr>
<td>Development and implement annual HRAC training that includes roles and responsibilities and design review.</td>
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<td>Support HRAC member attendance at the National Association of Preservation Commission biennial conference.</td>
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<td>Support HRAC becoming an empowered board that has the ability to make decisions and create new partnerships.</td>
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**GOAL 2: HRAC MEMBERSHIP REFLECTS THE DIVERSE COMMUNITIES OF JUNEAU**

<table>
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<tr>
<th>RESULTS</th>
<th>LEAD RESPONSIBLE PARTY(S)</th>
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<tr>
<td>Actively solicit application from under-represented communities in Juneau, including the Alaskan Native Community, Filipino community and the business community.</td>
<td>CDD</td>
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<td>ACTIONS</td>
<td>LEAD RESPONSIBLE</td>
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<td>------------------------------------------------------------------------</td>
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<tr>
<td>Establish a dedicated HRAC seat for a high-school aged student</td>
<td>CDD</td>
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**GOAL 3: HISTORIC PRESERVATION IS PROMOTED AMONG OTHER CBJ BOARDS AND COMMITTEES**

Support appointments of preservation advocates to the Planning Commission, Parks and Recreation Advisory Committee, Juneau Commission on Sustainability, Building Code Advisory Committee, Juneau Affordable Housing Committee and other appropriate boards and committees.

CDD

On-going
## GOAL 4: CBJ RESOURCES ARE ADEQUATE TO SUPPORT THE HISTORIC PRESERVATION PROGRAM AND ALLOW IT TO MAINTAIN A HIGH LEVEL OF PERFORMANCE

<table>
<thead>
<tr>
<th>ACTIONS</th>
<th>LEAD RESPONSIBLE PARTY(S)</th>
<th>POTENTIAL PARTNERS</th>
<th>TIME FRAME</th>
<th>NOTES</th>
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<tbody>
<tr>
<td>Provide sufficient staff to administer the program and plan, and identify intern or volunteer opportunities to assist with program administration</td>
<td>CDD</td>
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<tr>
<td>Conduct an annual review of the program and preservation plan to determine priorities for future actions and program administration support needs.</td>
<td>CDD, HRAC</td>
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Resource Inventory and Identification

The identification component of CBJ’s preservation program focuses on inventorying historic and cultural resources and evaluating them for significance. A comprehensive, up-to-date inventory provides property owners and public officials key information that informs decisions on designation, maintenance and stewardship of historic and cultural resources.

**Historic Contexts**

Historic contexts are summary documents that group information about historic and cultural resources based on theme, place and/or time. Historic contexts provide a framework to assist the reader 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 and understanding local significance and priorities for preservation.

Historic contexts are often included in cultural resource reports prepared for Section 106 consultation activities. However, a few contexts have been prepared for resources in the CBJ area specifically, including:

- Historic Context and Evaluation of Ranger Boats in Alaska Chugach and Tongass National Forests
- Prospects and Producers: Historic Context for Mining Properties, Chugach and Tongass National Forests, Alaska, 1850s-1950s

Additionally, a few contexts have been prepared for resources located throughout the state, that include the borough:

- Bridging Alaska: Historic Context for the Inventory of Alaska’s Highway Bridges (DRAFT)
- An Overview of Alaska’s Prehistoric Culture
- Mid-20th Century Architecture in Alaska
To access these and other historic contexts, visit the Alaska Office of History and Archaeology website.

**Nationally Recognized Historic Properties**

Historic properties are those historic and cultural resources listed in the National Register of Historic Places (NRHP), or that have been determined to be eligible for listing in the NRHP. Historic properties may be buildings, structures, sites, districts or objects. There are 24 historic properties and places within the borough listed in the NRHP. (See the following page for a list) The location of archaeological sites and other properties sensitive to vandalism, looting or disrespectful use are protected by federal law and are not displayed on the map. An additional 133 historic properties within the CBJ have been determined to be eligible for listing in the NRHP.

**Historic and Cultural Resource Surveys**

Historic and cultural resource surveys identify and document resources that may qualify as historic properties. The survey process typically includes a field inspection, collection and review of existing information regarding the physical and cultural history of the area and the resource itself, and documentation including maps, drawings, narrative descriptions and photographs.

Survey efforts should also include formal and/or informal interviews with Elders, area residents, local experts and others who may have specific knowledge of a place passed down through oral tradition or gained through experience.

**Surveys Completed within the borough**

Surveys completed within the borough have focused primarily on buildings and mining-related resources. Surveys undertaken specifically for or in cooperation with the CBJ historic and cultural preservation program include:

- Treadwell Mining Complex: Historic Resources and Site Survey Report, 2010
- Alaska Coastal Airlines Hangar Historic Survey, 2006
- Casey-Shattuck Neighborhood Building Survey, 2004
- Perseverance Trail: Last Chance Basin to Silver Bow Basin Historic Inventory, 2004
- Historic Cemeteries in Douglas, 1995
# Buildings and Sites Listed on the National Register

<table>
<thead>
<tr>
<th>Buildings and Sites Listed on the National Register</th>
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<tbody>
<tr>
<td>Alaska Governor’s Mansion</td>
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<td>Alaskan Hotel</td>
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<td>Alaska Steam Laundry</td>
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<td>Bergmann Hotel</td>
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<td>Ernest Gruening Cabin</td>
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<td>Fort Durham Site</td>
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<tr>
<td>Frances House</td>
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<tr>
<td>Fries Miners Cabin</td>
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<tr>
<td>Holy Trinity Church (burned)</td>
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<tr>
<td>J.M. Davis House</td>
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<tr>
<td>Jualpa Mining Camp</td>
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<tr>
<td>Juneau Douglas City Museum (Juneau Memorial Library)</td>
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<th>Buildings and Sites Listed on the National Register</th>
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<tr>
<td>MacKinnon Apartments</td>
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<td>Mayflower School</td>
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<tr>
<td>Point Retreat Lighthouse</td>
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<tr>
<td>Rudy-Kodzoff House</td>
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<tr>
<td>Sentinel Island Lighthouse</td>
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<tr>
<td>St. Nichols Russian Orthodox Church</td>
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<tr>
<td>Twin Glacier Camp</td>
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<tr>
<td>Valentine Building</td>
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<tr>
<td>Wickersham House</td>
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<tr>
<td>X’ unaxi (Auke Cape/Indian Point)</td>
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<tr>
<td>Chicken Ridge</td>
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<tr>
<td>Downtown Historic District</td>
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</tbody>
</table>
- Chicken Ridge Neighborhood Historic Buildings Survey, 1992
- Juneau Dairy Farming Historic Resources Study, 1991
- Juneau Townsite Historic Building Survey, 1988
- Inventory of Historic Sites and Structures, 1986
- Starr Hill (Volume One)- The Kennedy Street Mineworker’s Houses, 1986
- Telephone Hill Historic Site and Structures Survey, 1984

**CBJ Historic Sites and Structures Inventory**
The Historic Sites and Structures Inventory is a searchable database developed as a joint effort between the Community Development Department and the Juneau-Douglas City Museum to provide the community with a one-stop-shop for historic building-related information. The sites and structures in this inventory include the 133 structures that are eligible for listing on the National Register. The Inventory was compiled from historical documentation, records, and surveys previously conducted and presents information on nine historic neighborhoods: Casey Shattuck, Chicken Ridge, Douglas, Downtown Historic District, Indian Village, Juneau Townsite, Starr Hill, Telephone Hill, and the Tidelands. The inventory contains maps for most of the neighborhoods represented.

**Alaska Heritage Resources Survey Database**
The State of Alaska Office of History and Archaeology maintains an inventory of historic and cultural resources identified and documented throughout the State.

The inventory, titled the Alaska Heritage Resources Survey (AHRS), contains descriptive information on archaeological sites, buildings, structures, districts, landscapes and more. It is searchable by a number of features including geographical location. The AHRS contains inventory records for over 500 documented resources within the CBJ. Most of the resources documented in the database have been identified as a result of identification efforts completed for Section 106 consultation. The AHRS is closed to the public, but can be accessed by qualified professionals and agency officials upon permission by the State.
Challenges
Challenges regarding the inventory and identification of historic resources identified during planning meetings and workshops include:

- Documented properties, such as those in the Historic Sites and Structures Inventory or the National Register of Historic Places, 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.
- CBJ staff lack available expertise to identify and properly document historic and cultural resources.
- There is inadequate funding and/or CBJ staff time to identify and document historic and cultural resources.
- Many potential historic and cultural resources have not been documented due to access barriers such as rough terrain, erosion and overgrown vegetation.
- How do we document (and preserve) sacred places, the locations of which must remain confidential?
# Resource Inventory and Identification

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

| GOAL 1: DEVELOP AND MAINTAIN A COMPREHENSIVE INVENTORY OF CULTURAL AND HISTORIC RESOURCES |
|---|---|---|---|---|---|
| ACTIONS | LEAD RESPONSIBLE PARTY(S) | POTENTIAL PARTNERS | TIME FRAME | NOTES |
| Develop and adopt criteria for a local register of historic and cultural resources. | CDD | | | |
| 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. | CDD | | | |
| Work with the Douglas Indian Association, Sealaska Heritage Institute and others to ensure that cultural resources are surveyed and preserved. | CDD | | | |
| Pursue grants and partnerships to support survey and inventory work. | CDD | | | |
### GOAL 2: THE PUBLIC PARTICIPATES IN THE IDENTIFICATION AND DOCUMENTATION OF HISTORIC AND CULTURAL RESOURCES

<table>
<thead>
<tr>
<th>ACTIONS</th>
<th>LEAD RESPONSIBLE PARTY(S)</th>
<th>POTENTIAL PARTNERS</th>
<th>TIME FRAME</th>
<th>NOTES</th>
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<tbody>
<tr>
<td>Develop a mobile app program to crowd source the inventory and documentation of historic and cultural resources. Restrictions will need to be in place in order to protect sensitive cultural resources.</td>
<td>CDD</td>
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<tr>
<td>Hold a public training event and CBJ-wide surveying effort annually during Preservation Month (May) or other appropriate time.</td>
<td>CDD, HRAC</td>
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### GOAL 3: THE CBJ RECOGNIZES AND CELEBRATES PRIVATE AND PUBLIC OWNERS ACTIVELY PRESERVING CULTURAL AND HISTORIC RESOURCES

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<tr>
<th>ACTIONS</th>
<th>LEAD RESPONSIBLE PARTY(S)</th>
<th>POTENTIAL PARTNERS</th>
<th>TIME FRAME</th>
<th>NOTES</th>
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<tbody>
<tr>
<td>Develop a plaque program to recognize locally listed historic and cultural resources.</td>
<td>CDD, HRAC</td>
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<tr>
<td>Develop an annual preservation award program to honor those who care for CBJ’s historic and cultural resources.</td>
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Resource Management Tools

Management tools are the mechanisms for protecting historic and cultural resources, and providing technical assistance. The primary management tools in the CBJ include ordinances that guide historic preservation efforts, as well as, underlying zoning regulations, the Downtown Historic District Design Standards and Guidelines, and the priority placed on the consideration and preservation of cultural and historic resources in the Comprehensive Plan.

As improvements to existing management tools are planned, it will be critical to consider how they interact with existing CBJ regulations.

The following pages describe in detail CBJ’s management tools, including land use code (Title 49) and building code (Title 19), vision and policies established in the CBJ Comprehensive Plan and other adopted plans, and the Downtown Historic District Design Standards and Guidelines.

CBJ Land Use Code (Title 49)
Section 49.10.400 of the CBJ Land Use Code describes the roles and responsibilities of advisory committees. 49.10.410 specifically addresses the Historic Resources Advisory Committee (HRAC) and their duties.

Section 49.45.260
This section of the land use code establishes standards for signs located within the Downtown Juneau Historic District. The purpose of the standards is to enhance, protect and preserve the distinctive historic character of the Downtown Historic District. This chapter establishes requirements for permits issued and reviewed by the CBJ Community Development Department, to construct signs within the Downtown Historic District.
Section 49.70.410
This section, part of the flood hazard area and floodplain provisions, allows for exceptions to floodplain provisions to be issued for the reconstruction, rehabilitation or restoration of structures listed on the National Register of Historic Places or the state inventory of historic places.

Article V - Historic District (Section 49.70.500-530)
These sections establish the use of historic districts as an overlay to other zoning districts, to define the areas of the CBJ that meet state or federal standards for historic districts, or that otherwise have special historic significance that merit additional consideration in land use regulation. Section 49.70.510 references the map and boundaries for the Downtown Historic District, the only established historic district in Juneau.

Section 49.70.520 establishes a requirement for any exterior alterations or changes to buildings within the Downtown Historic District, including new construction, to be reviewed for compliance with the adopted design standards.

Section 49.70.530 establishes the process and standards for reviewing developments within the Downtown Historic District. Alterations to existing buildings must preserve the outward historical appearance and original design. New construction must preserve the harmony of scale, architectural style and sidewalk level use and materials of the district.

Section 49.75.220
This section enables the Planning Commission to adopt design standards for development within the historic district. Standards may include criteria relating to the relationship of structures to the site and to each other, the relationship of structures to adjoining streets and structures, landscaping and site treatment, building and structure design, and other design and aesthetic standards.

CBJ Administrative Code Title 4 Chapter 80
This chapter adopts, in their entirety, the Downtown Historic District Design Standards and Guidelines. These 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 guidelines provide criteria for determining the appropriateness of proposed work to and in the vicinity of historic resources. Although other historic districts within Juneau have been listed in the National Register of Historic Places, the Downtown Historic District is the only district with design standards, guidelines and review.
Building Code (Title 19)
Section 19.01.102.8.2 Demolition of Historic Buildings
This section requires that in the case of a building or structure which has previously been designated as having special historic or architectural significance, CDD shall, within five working days after the date of application for demolition, prepare a set of photographs for the historic record. Demolition shall not proceed until CDD staff has had this five day opportunity to photograph the building or structure.

Section 19.01.102.8.3 Reproduction of Historic Structures
This section requires that, when a proposed structure or proposed remodel, renovations, repair or addition is a reproduction of a historic structure, the building official may reduce the requirements of the code under certain conditions.

CBJ Comprehensive Plan
The CBJ Comprehensive Plan, updated in 2013, is the master planning document for the City and Borough of Juneau. It presents a vision for the future, and establishes long-range goals and policies to achieve that vision. The Comprehensive Plan is organized into chapters with policy statements, standard operating procedures, implementing actions and development guidelines identified for each policy. Historic preservation is discussed specifically in Chapter 16 of the plan (Historic and Cultural Resources), but 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 historic preservation are as follows:

- 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.
• 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.

• 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 also 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 St. 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 plan include specific goals and actions that relate to preservation.
Alaska Statewide Historic Preservation Plan

Alaska's historic preservation plan for 2018-2023, Saving our Past: Planning for Our Future, is intended to guide preservation activities in the state. The plan established seven goals: increase knowledge and understanding of the state's heritage and historic preservation in Alaska; identify new and strengthen current partnerships; identify, document and designate Alaska's cultural resources; preserve and protect Alaska's cultural resources; increase awareness of the environmental, social, and economic benefits of historic preservation; strengthen local preservation; and strengthen and expand financial incentive programs.

Challenges

Challenges regarding management tools identified during planning meetings and workshops include:

- Education for managers and decision makers regarding historic preservation, code interpretation and design review is needed
- CBJ needs stronger policies and regulations regarding historic buildings
- Limited space/opportunity for new development and historic preservation needs to be balanced with development goals
- Building regulations are not right-sized for historic preservation, the building code does not work well with historic buildings
- Zoning and building regulations do not allow for the unique characteristics of historic buildings
- Existing CBJ permitting process is costly and time consuming and off-putting for potential project proponents
- CBJ needs enforcement of code related to blight and revitalization
# Resource Management Tools

*Vision: CBJ management tools enhance, support and promote the preservation goals in this plan.*

## GOAL 1: REVIEW AND ENHANCE CBJ MANAGEMENT TOOLS

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<tr>
<th>ACTIONS</th>
<th>LEAD RESPONSIBLE PARTY(S)</th>
<th>POTENTIAL PARTNERS</th>
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<tbody>
<tr>
<td>Review state enabling legislation for affirmative building maintenance provisions and consider creating local enabling legislation to proactively resolve and reduce demolition by neglect.</td>
<td>CDD</td>
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<tr>
<td>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.</td>
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## GOAL 2: USE EXISTING REGULATORY TOOLS TO PROTECT IDENTIFIED HISTORIC RESOURCES

Review existing National Register of Historic Places list of historic resources, in particular Chicken Ridge Historic District. Engage property owners and the public in a discussion of design standards for the Chicken Ridge Historic District.  

CDD
### GOAL 3: ENSURE THE DESIGN REVIEW PROCESS IS CONCISE AND CONSISTENTLY APPLIED.

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<th>ACTIONS</th>
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<th>POTENTIAL PARTNERS</th>
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<tbody>
<tr>
<td>Develop a “What to Expect” FAQ for the Downtown Historic District, and possible future historic districts, design review process to educate property owners and clarify the decision-making process.</td>
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<td>Develop and provide annual training for CDD staff and HRAC for understanding and implementing the design review process</td>
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Preservation Incentives and Benefits

Incentives and benefits are tools that assist the CBJ and property owners in identifying, maintaining, preserving 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 land use and building code)
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.

Existing incentive programs available to the CBJ and/or Juneau property owners include:

**Alaska Historic Preservation Grants**
The Alaska Office of History and Archaeology has Historic Preservation Fund grants for owners 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. Local governments with approved historic preservation programs and designated Certified Local Governments are eligible for these grants. The CBJ is a Certified Local Government. These grants are administered through the Office of History and Archaeology and reviewed by the Alaska Historical Commission. The grants are for historic preservation projects, must be matched, and are awarded on a competitive basis. In 2018, $30,000 was available in total.
Alaska Historical Commission
The Alaska Historical Commission promotes special initiatives, such as commemorating anniversaries of significant events in Alaska history, when there is 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.

Federal Rehabilitation Tax Credits
The Federal Historic Rehabilitation Tax Credit (HRTC) gives a 20% tax credit (not a deduction) to owners who rehabilitate certified 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. Rehab 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

¹ “Using the Historic Tax Credit for Affordable Housing.” HUD Exchange
Benefits of Preservation

The benefits that historic 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.

- 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. With the high cost of land, materials and labor, many local developers cannot afford to build the number of workforce housing units that Juneau needs. (Cite the Housing Action Plan) It is challenging to build new and rent or sell cheap. In Juneau, most of the vacant land suitable for new construction is located in the Valley and out the road which can increase transportation costs. Housing projects that receive Low-Income Housing Tax Credits (LIHTC) through the US Department of Housing and Urban Development can raise additional funding if they also qualify for the HRTC.

- Historic and cultural preservation may help in the ongoing efforts to revitalize downtown. The Downtown Business Association and the Juneau Economic Development Council 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 spent on downtown preservation initiatives.\(^2\)

In many instances, the cost to rehab an existing building, or add on to an existing building, is cheaper 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.

\(^2\) “Cumulative Reinvestment Statistics.” Main Street Impact
Challenges
The challenges identified for historic preservation incentives and benefits during planning meetings and workshop include:

- Lack of financial incentives for historic buildings and home owners
- Federal tax credits do not assist residential home owners
- Perception that renovating historic buildings is too costly to do appropriately without financial assistance
- Without any incentives, building owners are unwilling to appropriately maintain, rehabilitate and restore their historic buildings
- No incentives at the local level for preserving cultural (not historic buildings) resources
- CBJ lacks appropriate funding levels to provide preservation incentives
- Information about incentives is not easily obtained; technical direction on what is available and how to find it is needed

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, and heat pumps can be installed in historic buildings without impacting the building’s historic features.

# Preservation Incentives and 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.

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<tr>
<td>Prepare and promote FAQ materials identifying land use and building code exceptions for the rehab/reuse of historic buildings</td>
<td>CDD</td>
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<tr>
<td>Review land use and building codes to identify new regulatory incentives that may assist homeowners specifically</td>
<td>CDD</td>
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## GOAL 2: PROMOTE AND ENHANCE FINANCIAL INCENTIVES FOR PRESERVATION.

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<tr>
<td>Explore the development of a microloan or façade improvement program for property owners located within the Downtown Historic District, and other historic districts as they become locally designated</td>
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Explore the development of a tax incremental financing (TIF) program to establish a fund for property owner of historic buildings for rehabilitation assistance and blighted building acquisition for redevelopment. This program could be tied to the development of housing in the Downtown Historic District as a way to create year-round activity.

Promote the use of federal tax credits by supporting annual training for developers and property owners.

| GOAL 3: DEVELOP EASILY ACCESSIBLE MATERIALS THAT PROVIDE INFORMATION ABOUT INCENTIVE PROGRAMS |
|---|---|---|---|
| ACTIONS | LEAD RESPONSIBLE PARTY(S) | POTENTIAL PARTNERS | TIME FRAME | NOTES |
| Develop and maintain a CBJ website for the dissemination of materials regarding incentive programs. Promote the webpage through links on the CDD Permit Center webpage and other CBJ webpages commonly visited by property owners and developers. | CDD | | | |

CDD
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<th>ACTIONS</th>
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<tr>
<td>Promote successful historic building rehabilitation projects that used incentives on the CBJ webpage as examples. 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.</td>
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<tr>
<td>Provide hard copies of materials regarding incentive programs for distribution at the CDD Permit Center.</td>
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Education and Interpretation

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

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 an active, viable assets is key to a successful preservation program. Many property owners are willingly to follow appropriate rehabilitation procedures and develop compatible designs when they are well-informed about preservation objectives.

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 give visitors and residents alike an opportunity to learn about aspect of Juneau’s history that are not well-known or intentionally forgotten.

Juneau-Douglas City Museum

The Juneau-Douglas City Museum is managed by the CBJ Department of Libraries. It is housed in the historic Veterans Memorial Building, which is listed on the National Register of Historic Places. The Museum nurtures among its diverse audiences 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 area. The HRAC is an advisory entity to the collections, exhibitions, education programs, long range plans and other pertinent activities of the Museum.
Sealaska Heritage
Sealaska Heritage Institute (SHI) is a regional Native nonprofit founded for the Tlingit, Haida, and Tsimshian people of Southeast Alaska. SHI was established in 1980 by Sealaska Corporation, a company formed under the Alaska Native Claims Settlement Act. SHI administers cultural and educational programs for more than 20,000 tribal-member shareholders.

Gastineau Channel Historical Society
The Gastineau Channel Historical Society 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
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. The Treadwell Society's vision for this unique historical setting is to preserve for current and future generations the mine site and to make available for observation, inspiration and enjoyment an accurate portrayal of the scale of the operation and the story that unfolded at Treadwell.

The Treadwell Society strives to maximize the potential of the Treadwell site to provide a coherent, educational and interpretative experience that tells the story of the Treadwell—an important piece of Juneau's history that has received little attention.

The goal of the Treadwell Society is to preserve Treadwell's rich history and honor the pioneers who lived there and whose families stayed to build our community.
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 Archive, Museum and Library are 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.
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, 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
- Challenges in getting visitors, such as cruise ship tourists, to historic and cultural resources located outside of downtown

Kamal Lindoff and Bernadine DeAsis, both from Douglas Indian Association, at the site of the Douglas Indian Village.
## Education and Interpretation

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

<table>
<thead>
<tr>
<th>GOAL 1: CREATE EDUCATIONAL OPPORTUNITIES FOR K-12 STUDENTS TO ENGAGE IN PRESERVATION.</th>
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</thead>
<tbody>
<tr>
<td>ACTIONS</td>
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<tr>
<td>Work with Juneau School District to develop historic and cultural resources preservation curriculum. Consider creating “historic/cultural resource in a box” research program.</td>
</tr>
<tr>
<td>Establish designated HRAC seat for high school student.</td>
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</tbody>
</table>

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

<p>| ACTIONS | LEAD RESPONSIBLE PARTY(ES) | POTENTIAL PARTNERS | TIME FRAME | NOTES |
| Develop a webpage for technical information on preservation treatment approaches, techniques and available assistance programs for building and homeowners. | CDD | | | |</p>
<table>
<thead>
<tr>
<th>Partnership/Action</th>
<th>Lead Responsible Party(S)</th>
<th>Potential Partners</th>
<th>Time Frame</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>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.</td>
<td>CDD</td>
<td></td>
<td>Mid-term</td>
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</tr>
<tr>
<td>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 historic preservation, and how to market</td>
<td>CDD</td>
<td></td>
<td>Long-term</td>
<td></td>
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</table>

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

<table>
<thead>
<tr>
<th>Actions</th>
<th>Lead Responsible Party(S)</th>
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<th>Time Frame</th>
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<tbody>
<tr>
<td>Develop a comprehensive interpretive plan, to guide future interpretation and way-finding development and ensure preservation and accurate, inclusive education on cultural and historic resources is incorporated.</td>
<td>CDD</td>
<td></td>
<td>Mid-term</td>
<td></td>
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<tr>
<td>ACTIONS</td>
<td>LEAD RESPONSIBLE PARTY(S)</td>
<td>POTENTIAL PARTNERS</td>
<td>TIME FRAME</td>
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<tr>
<td>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.</td>
<td>CDD</td>
<td></td>
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<tr>
<td>The City 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. The sites and their histories should be recognized in an appropriate way.</td>
<td>CDD</td>
<td></td>
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</tr>
<tr>
<td>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.</td>
<td>CDD</td>
<td></td>
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</table>
Advocacy and Partnerships

Advocacy programs promote policies and plans that support historic preservation and celebrate Juneau’s historic and cultural resources. Of key importance for the inclusive preservation of Juneau’s historic and cultural resources will be the establishment and maintenance of relationships with Juneau’s diverse communities, including Alaskan Native Tribes, Corporations and non-profit organizations. In addition to partnering with the Douglas Indian Association, Sealaska Heritage Institute and the Treadwell Historic and Preservation Society, 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 to act as advocates on issues that affect downtown business. DBA is the official marketing engine for downtown. DBA members and Board of Directors work with policymakers and downtown stakeholders to advocate for a climate where business can thrive.

Travel Juneau
Formed in 1985, Travel Juneau (formerly the Juneau Convention & Visitors Bureau) is a private, nonprofit organization dedicated to the visitor industry and its economic benefit to Juneau, Alaska. Travel Juneau’s primary goal is to increase the overnight stays of business and leisure travelers, who in turn support local businesses through their spending.

“It has been said, that at its best, preservation engages the past in a conversation with the present over a mutual concern for the future.” – William Murtagh, first keeper of the National Register of Historic Places
The CBJ and a partnership of more than 225 local businesses, financially support Travel Juneau. Travel Juneau serves both CBJ and their partners by marketing Juneau as a destination and helping locally owned businesses market their services to visitors and potential visitors. Travel Juneau seeks to ensure that Juneau enjoys a more stable, sustainable economy year-round.

**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. Additionally, AAHP publishes a quarterly newsletter and holds educational workshops for the public and historic preservation professionals. AAHP partners with and advocates for local non-profit historic preservation organizations, such as the Iditarod Historic Trail Alliance, Friends of Nike Site Summit, and community-based historical societies. AAHP also participates as a consulting party in the National Historic Preservation Act, Section 106 process; manages Alaska’s Ten Most Endangered Historic Properties Grant Program; and is the statewide partner of the National Trust for Historic Preservation.

Treadwell Mine Pump House; Photo by Pat McGonegal
Alaska Humanities Forum
The Alaska Humanities Forum is dedicated to connecting Alaskans and strengthening communities across the state through the use of the humanities—literature and storytelling, history, art, music, philosophy, and Alaska’s shared cultural heritage. Since 1972, the Forum has represented and served Alaska as one of 56 state and territorial councils supported by the National Endowment for the Humanities (NEH) and as a member of the Federation of State Humanities Councils.

National Alliance of Preservation Commissions
NAPC is a forum for local historic preservation commissions to discuss mutual problems and to serve as a national voice representing the particular needs of commissions. NAPC provides technical support and manages an information network to help local commissions accomplish their preservation objectives. They provide education and training programs, including the biennial FORUM conference and Commission Assistance and Mentoring Program (CAMP®). NAPC also serves as an advocate at federal, state and local levels of government to promote policies and programs that support preservation commission efforts, thanks in part to collaboration with our partner organizations in Washington, D.C.

National Trust for Historic Preservation
The National Trust for Historic Preservation is a privately funded nonprofit organization that works to save America’s historic places. Their mission is to protect significant places representing America’s diverse cultural experience by taking direct action and inspiring broad public support. The National Trust provides advocacy support and technical assistance for endangered resources.

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, including specifically 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.
• Partnerships should be created or enhanced with a number of groups, including but not limited to:
  - Sealaska Heritage
  - Douglas Indian Association
  - CBJ parks and recreation
  - State of Alaska Department of Parks and Outdoor Recreation
  - Southeast Alaska Land Trust
  - Heritage tourism activity providers
  - Cruise and tourism industry
  - Developers, builders, architects and contractors
  - Real estate industry
  - UAA Southeast
  - Juneau School District
  - USDA Forest Service and other federal and state land managing agencies
## Advocacy and Partnerships

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

| GOAL 1: ESTABLISH AND ENHANCE RELATIONSHIPS WITH PRESERVATION ADVOCATES (INCLUDING NON-PROFIT ORGANIZATIONS, GOVERNMENT ENTITIES, TRIBES AND ALASKA NATIVE CORPORATIONS, AND EDUCATIONAL ENTITIES) TO SUPPORT AND PROMOTE PRESERVATION GOALS. |
|---|---|---|---|---|
| ACTIONS | LEAD RESPONSIBLE PARTY(S) | POTENTIAL PARTNERS | TIME FRAME | NOTES |
| Develop a comprehensive historic 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. | CDD |  |  |  |

| GOAL 2: SUPPORT PRESERVATION PARTNERS IN PURSUIT OF THEIR PRESERVATION GOALS. |
|---|---|---|---|---|
| SUPPORT THE DBA IN THE PURSUIT OF A MAIN STREET DESIGNATION. CONSIDER TECHNICAL ASSISTANCE, FUNDING, OR ORGANIZATIONAL SUPPORT AS APPROPRIATE. | CDD |  |  |  |
| ENGAGE THE ALASKA ASSOCIATION FOR HISTORIC PRESERVATION (AAHP) ON CBJ PRESERVATION ISSUES. CONSIDER NOMINATION ANNUALLY OF ONE HISTORIC OR CULTURAL RESOURCE TO AAHP’S ANNUAL LIST OF THE 10 MOST ENDANGERED. ENGAGE LOCAL PARTNERS IN PREPARATION OF NOMINATION. | CDD, HRAC |  |  |  |