

SAVING OUR PAST: ALASKA'S HISTORIC PRESERVATION PLAN 2011-2017

INTRODUCTION

Alaska's historic preservation community seeks to record and interpret human history through the physical evidence of the past. This is accomplished through a variety of activities. One is to preserve the sites, structures, buildings and objects—the real estate—of the past. Another is the acquisition and preservation of a record of the past that encompasses programs in oral history and moving images along with books, documents, and photographs. Yet another activity is to enhance knowledge of the past through research, ranging from archaeological excavations to archival investigations, and appreciation of the past through interpretation and education. These written, oral, and material records of times past are public wealth. With care and attention, Alaska's heritage can promote the general welfare of all of the state's people.

Many people and entities make up Alaska's historic preservation community. This plan is for that community, broadly defined, to help achieve supportive public policy and sustainable funding for historic preservation. The plan also is to guide preservation activities throughout the state. The agenda to accomplish these goals must include working for wider recognition and appreciation of the state's cultural resources. It calls on the historic preservation community to seek and enlist new partners.

THE STATE HISTORIC PRESERVATION OFFICE

In 1971 the Alaska Legislature passed a historic preservation act for the purposes of preserving and protecting significant historic and archaeological properties. This legislation created a citizen's board, now known as the Alaska Historical Commission, to advise the Governor and Legislature on historic preservation. Paving the way for passage of this act, in 1966 the state legislature provided for designation of official historic sites and monuments. The Governor appointed the first State Historic Preservation Officer or SHPO, then known as the State Liaison Officer, in 1967.

Responsibility for Alaska's historic preservation program is with the Department of Natural Resources. The department's Office of History and Archaeology in the Division of Parks and Outdoor Recreation is the primary office in the state with expertise in historic preservation. It provides statewide leadership in advocating and carrying out the identification, evaluation, registration, protection, treatment, and interpretation of historic and archaeological properties in Alaska, and provides staff assistance to the Alaska Historical Commission.

THE STATE HISTORIC PRESERVATION PLAN

This third edition of *Saving Our Past* is intended to guide preservation activities in Alaska through 2017, the sesquicentennial of the U.S. acquisition of Alaska. In that year, 2017, Alaskans will be invited to revisit the goals and objectives and write a new plan. The plan's success rests on its use by citizens, organizations, government agencies, elected officials, and preservation professionals, working together to carry out a shared preservation agenda.

The participants involved in creating the plan in 1995, and reaffirmed by those involved in the two revisions, identified three principal needs for historic preservation in Alaska:

- need for a statewide agenda
- need for greater public awareness and understanding of historic preservation
- need to make connections between economics and historic preservation

To meet these needs, Alaskans established six goals for historic preservation:

1. Foster respect and understanding of Alaska's archaeological and historic resources and promote a preservation ethic.
2. Continue existing partnerships and seek new ones to expand and strengthen the historic preservation community.
3. Expand efforts to identify, study, designate, interpret, and protect or treat significant archaeological and historic resources.
4. Encourage consideration of archaeological and historic resources in the planning and decision making processes of the public and private sectors.
5. Promote historic preservation as an economic development tool and provide incentives to encourage it.
6. Encourage appropriate treatment of historic resources.

Upon review annually, these needs and goals have been reaffirmed.

THE PLANNING PROCESS

Alaska's first statewide historic preservation plan was written in 1970 and periodically reviewed and updated. Work on a substantive revision of the plan began in the mid-1980s. *Saving Our Past* was written and adopted in 1995. This is the third update of that plan. It is the result of working with the members of the Alaska Historical Commission, staff of the Office of History and Archaeology, Certified Local Governments and others including communities with local preservation committees, statewide non-profit cultural organizations, local historical societies and museums, historic property owners, and interested citizens. All meetings of the Alaska Historical Commission were, and are, advertised statewide and included a period when members of the public could address the commission members about historic preservation issues of interest and concern. The Office of History and Archaeology annually has invited comments from the public for

program planning through its electronic month newsletter, annual workshop, and direct appeals to the statewide nonprofit supportive organizations.

Public and professional input

Local governments became official partners in the state historic preservation program in 1987 when two became Certified Local Governments. Now numbering thirteen, Certified Local Government preservation commissions and staff have been essential to the planning process. Their annual reports to the Office of History and Archaeology provided helpful information for this plan on issues and trends affecting historic preservation. Their input on a planning questionnaire provided insights on local needs and issues of concern to them. Their comments on needs, requested annually by letter, and used by the Alaska Historical Commission members to establish priorities for proposals for funding and by the Office of History and Archaeology to determine its programs, contributed to updating this plan.

Other groups contacted for input on the state historic preservation plan included:

- The general public
- Preservation-related professionals and those familiar with the work of the Office of History and Archaeology, including historians, architects, anthropologists, archaeologists, librarians and archivists
- Statewide nonprofit cultural organizations
- Local preservation commissions that are not Certified Local Governments, historical societies, and museums
- Federal, state and local government officials, including the military
- Alaska Native groups
- Special-interest populations including ethnic communities and the disabled.

Members of these groups were invited to complete a survey. They were invited by letter, through the Office of History and Archaeology's *Heritage* newsletter, and at various meetings to provide input for the statewide preservation plan and for the office's annual work plan.

The past two years, Office of History and Archaeology staff made a number of presentations about the state's preservation program and introduced the goals of *Saving Alaska's Past* as partners of workshops held for state historic park plans, the Alaska Native Libraries Archives and Museums Summit, Alaska State Historic Records Advisory Board training sessions, and community work sessions.

Survey results

The Office of History and Archaeology developed a survey made principally available electronically. Notice of the survey was distributed to over 850 e-mail addresses, a link posted on the Office of History and Archaeology website, notice in the *Heritage* newsletter, and a statewide media release issued. The notice targeted communities and

individuals not traditionally reached including ethnic organizations, chambers of commerce, recreational and social organizations, and churches. It also included educators, state legislators, mayors, local assembly and council members.

Over two hundred people responded. The survey had three demographic questions and nine others to solicit opinions about the importance of historic preservation, threats to Alaska's cultural resources, the effectiveness of various preservation strategies, and solicited ideas on how to expand preservation activities and partnerships. A final question invited respondents to make additional comments or expand on previous answers.

Those who responded identified themselves as cultural resources professionals, government employees, elected officials, educators, business and industry representatives, Alaska Natives, members of preservation organizations, and interested citizens. Eighty-six percent of those responding indicated they lived in an urban area, about five percent more than indicated in the 2010 census.

Over half of the survey respondents said they were "reasonably informed" about historic preservation in Alaska, and a third considered themselves "well informed."

Asked why preservation of Alaska's historic and archaeological resources is important, respondents overwhelmingly indicated "to protect heritage as a resource for future generations." This is different from previous surveys where "provides a sense of place" was the top reason. Those surveyed said preserving Alaska's past was a means to educate Alaskans, including children, about our history and cultures. Several said historic preservation is more than saving buildings and artifacts, and said it "encourages interest in how and why things change." Those who responded viewed historic preservation as a tangible way to connect with the past, enhance a sense of place, and strengthen and unify communities.

Those responding identified the most pressing challenges to historic preservation in Alaska as demolition or neglect of historic properties, theft and vandalism particularly of archaeological resources, lack of general public information and education about Alaska's past and historic properties, and lack of economic incentives to stimulate private preservation. Survey respondents rated the value of historic preservation for economic development last.

The next few questions in the survey asked what was most needed to do a better job protecting Alaska's historic and archaeological resources. Respondents were equally divided in their top response between incorporating preservation of historic resources in all planning and increasing public education. The third most frequent response was for creation of private incentives to encourage preservation. For possible financial incentives, the top response was for incentives to encourage private owners to rehabilitate their properties, followed by providing more and broader access to grants, and then for local governments to provide tax incentives. Those who identified themselves as archaeologists and anthropologists called for grants for archaeological surveys.

The respondents identified the state and boroughs as best able to protect historic resources, and put local historical societies over cities, businesses, and private individuals. In communities, respondents far preferred preservation of public buildings and districts over neighborhoods, industrial buildings and transportation corridors. The top response for a state preservation strategy was to incorporate preservation of historic and archaeological resources in all public and private land use and development planning. The second response was to provide educational materials and better access to historic preservation information to city and borough officials. The technical assistance preferred was for on-site training, followed by workshops.

When asked about partnerships to expand and strengthen Alaska's preservation community, respondents suggested non-profit organization involved in culture and the arts, tribal governments and elders, local governments, and finally schools. Some specific suggestions included community councils, tourism businesses, chambers of commerce, and the Alaska Legislature.

The last questions asked about preservation in the individual's community. Those responding said the interest by municipal officials was a challenge to historic preservation, followed by a lack of funds. They thought the most important properties to preserve in their communities were the main streets and downtown businesses, then archaeological sites, followed by public buildings.

Revision of the plan

Annual reviews will be conducted through 2017. The Alaska Historical Commission and the Office of History and Archaeology will review and discuss the goals and objectives, and will use the document to direct annual work plans and to measure accomplishments. The Office of History and Archaeology will seek comments on the goals and objectives from the Certified Local Governments and the principal statewide support groups annually. A statewide press release and *Heritage*, the Office of History and Archaeology's electronic newsletter, will be used to solicit comments from the public. A series of public meetings should be held around the state starting in 2017 in anticipation of writing a new plan.

HISTORIC PRESERVATION RESOURCES IN ALASKA

Alaska's cultural resources include archaeological, historical, architectural, and paleontological sites. More than 36,000 historic, archaeological, and paleontological sites around Alaska have been identified and entered into an inventory, the Alaska Heritage Resources Survey (AHRIS). As of January 1, 2011, the National Register of Historic Places, a federal program listing properties determined to merit preservation, has 407 Alaska listings, many of which encompass more than one property. Every region of the state is represented by the more than fifteen hundred listed buildings, sites, and structures. Entries include commercial districts, industrial structures, public buildings,

private houses, archaeological sites, historic aircraft, shipwreck and battle sites, landscapes and traditional cultural places. These resources tell Alaska's story. They are tangible links to the past and provide Alaskans a basis for identity.

Archaeological sites are the state's most common cultural resource. Sites vary from the camps of early North American inhabitants to deteriorated remains from the Cold War. For Alaska's Natives, archaeological sites are a particularly important link with the land and their ancestors. Archaeologists find information about people who lived in Alaska through scientific excavations. The greatest dangers to archaeological sites are vandalism, natural erosion, climate change, and unmanaged development. These destroy the critical artifact relationships within a site.

Historic properties are usually best preserved when they are in use. Threats to historic buildings and structures include abandonment and vandalism, deterioration from lack of maintenance, development, and in many instances insensitive additions and modernization. The toughest challenges with historic resources usually are not issues of identification and registration, but issues of preservation and treatment. Appropriate restoration of historic buildings and maintenance of their original character are important. Restoration using environmentally friendly materials is increasingly of interest and concern. Building assessments and reuse studies help owners find new uses for a property and, importantly, help residents define the type of community they want. Preservation incentive programs encourage reuse and help return buildings and structures to tax rolls.

Most buildings and structures in Alaska today were built within the past fifty years. Many of these buildings are marked by sleek lines, smooth facades, and extensive use of glass that reflect changes in style, design and technology that occurred through the last fifty years. Those of exceptional architectural significance or associated with major events and important individuals need to be recognized. Planning to preserve and protect their important and distinctive characteristics needs to start now.

In the past few years, preservationists have been emphasizing landscapes, traditional cultural places, and shipwrecks. Alaska has significant resources in these categories. There is need to provide the preservation community with information and training on how to consider these resources and why they are significant. There also is the need to identify and document a number of them. Equally important is public outreach to help Alaskans understand the significance of these resources and to get them involved in their preservation.

For information about the sites, structures, buildings, and objects of Alaska's past, historians and archaeologists rely on photographs, documents, oral histories, and films. These resources are found in archives, libraries, museums, cultural centers, government offices, and private collections. Alaska has over fifty institutions around the state preserving these records, but many of these records are in repositories outside of the state. Thanks to the Internet, many materials are more readily accessible. Alaska's Digital Library, a cooperative project of the University of Alaska Fairbanks, University of

Alaska Anchorage, Alaska State Library, and Anchorage Museum at Rasmuson Center have made over four thousand historic photographs and documents available in a searchable computer database to all Alaskans. The Northwest Digital Archives, located in Washington state, is making materials about Alaska better known and available as are other institutions and public agencies such as the U.S. Geological Survey and Library of Congress.

Understanding Alaska's cultural resources

Defining Alaska by geographic regions, determining meaningful themes, and dividing periods of time in Alaska history continues to be discussed and subject to disagreement. The themes, places, and time periods below are broad and not meant to be exclusive. They have provided, however, helpful guidance and parameters for historic preservation thought, analysis, and planning. Bringing together themes, place and time using sites, structures, buildings and objects, can result in useful historic contexts to help understand the past. The information helps make reasoned decisions regarding significant places, events, people, and buildings in Alaska's past.

Themes:

- Population movements, exploration and settlement
This theme begins with the first inhabitants of northwestern North America. The theme includes the peopling of North America, European voyages to the North Pacific, and mapping. It encompasses creation of settlements to the present. It includes neighborhoods, subdivisions, and houses.
- Survival and adaptation
This theme deals with traditional lifeways of Alaska Natives. It also includes technological adaptations, during the historic period, such as developments in arctic engineering.
- Military and government
This theme addresses the organization of government in Alaska, including local and tribal governments, and definition of relationships between Alaska, the federal government, and the world. It also includes military assigned to Alaska to govern, explore, maintain order, and prevent and respond to foreign invasion.
- Industrial, commercial and economic development
This theme includes development of natural resources found in Alaska and adjacent waters, and the exchange of goods and services.
- Transportation and communication
This theme encompasses moving people and goods from one place to another. It includes overland routes, depots and waystations, ports and airfields, as well as railroad rolling stock, ships and boats, and airplanes. The theme includes contact between people that can include the postal service, telegraph, radio, and satellite communications.
- Intellectual and social institutions
This theme covers intellectual, artistic, and architectural reflections on Alaska. It includes music, literature, drama, art, and intellectual currents. It includes organizations that deal with human interactions, among them schools, hospitals,

churches, libraries, and museums. It includes social values, change, and conflict. It includes traditional cultural properties. It includes buildings and structures of defined architectural styles. The theme also includes designed landscapes, such as parks, cemeteries, and traditional cultural places.

- Natural history and disasters
This theme includes natural landscapes. It also includes properties associated with natural disasters such as earthquakes, floods, and volcanic eruptions as well as human disasters including epidemics of disease and environmental damage.

Place: Alaskans interact in a number of geographic communities. Events in Alaska have rarely been in isolation from associations around the world or from associations with a neighboring community. Examples include exploration, use of Alaska's natural resources, transportation, and military activities.

- Global
- The North Pacific rim
- The Polar rim
- Northern North America
- The United States of America
- The State of Alaska
- Regions of Alaska
 - Interior
 - Southeast
 - Southcentral
 - Southwest
 - Northwest
 - Arctic
- Local

Time periods: [BP denotes before present] Economic, political, social and cultural events do not neatly fall within the starting and ending dates given below. Each period of time, however, has significant events within the date range, such as the gold rushes of the early U.S. era. There is always danger using words such as first or discovery. It is generally accepted, however, that people were on land in Alaska 12,000 years ago. Although Europeans knew of Alaska, Vitus Bering's voyage in 1741 is considered the discovery voyage. The dates for the recent past have included fifty years ago, a generation ago, five years ago, and last year. What is generally agreed is that Alaska has changed dramatically since statehood in 1959.

- Before 100,000 BP pre-Pleistocene era
- 100,000-12,000 BP Pleistocene era (last major ice age)
- 12,000-6,000 BP early Holocene era
- 6,000-3,000 BP middle Holocene era
- 3,000 BP-1000 late Holocene era
- 1000-1741 late prehistoric era
- 1741-1867 Russian and Euroamerican era
- 1867-1912 early U.S. era

- 1912-1938 World War I and Great Depression era
- 1938-1959 World War II and early Cold War era
- 1959-1970 early State of Alaska era
- 1970-present Prudhoe Bay oil era

Alaska's historic preservation stewards

Before passage of the National Historic Preservation Act in 1966, a historic preservation community existed in Alaska. Its members include interested citizens, historians, archaeologists, architects, landscape designers, developers, and tourism promoters. Local historical societies organized in at least a half dozen Alaska communities during the 1950s. The State of Alaska had a historic sites committee planning for the 1967 Alaska Purchase Centennial commemoration. The National Park Service conducted several studies in Alaska at the same time for designating significant historic sites and monuments and National Historic Landmarks. For a brief time in the 1920s there was an Alaska Historical Society. Starting in the 1960s, new statewide organizations formed to promote Alaska's history and prehistory. Still active today are the Alaska Anthropological Association, the Alaska Association for Historic Preservation, the Alaska Historical Society, and Museums Alaska. Among the members of these groups are interested individuals concerned about the importance of the past and the quality of life in their communities. Many owners of historic properties are part of this constituency. Professional historians, archaeologists, anthropologists, and architects are active members. Combined, these groups number over 1,200 individuals and organizations. Over fifty local historical societies, museums, cultural centers, and friends groups are active around the state. Many of these organizations are stewards of historic properties.

The Alaska Legislature passed a state historic preservation act in 1971. The legislation created a statewide citizen's advisory and review board, now known as the Alaska Historical Commission. Members include a historian, archaeologist, architect, and Native representative. The nine-member commission is chaired by the Lieutenant Governor. It meets a minimum of two times a year, and encourages participation by the public. Among its responsibilities, the Alaska Historical Commission advises the governor and legislature on historic preservation issues around the state.

The State of Alaska has several other programs concerned with Alaska's cultural heritage. The State Archives, Historical Collections of the State Library, State and Sheldon Jackson museums are part of the Department of Education and Early Development. The Alaska State Arts Council has a cultural centers program. Other departments, among them Fish and Game, have cultural resources staff working on research and planning projects. The University of Alaska has departments of history and anthropology, a museum, and archives with historic manuscript and photograph collections. Courses offered include Alaska studies, cultural resources management, and museum studies.

All federal agencies have a preservation officer, and many have cultural resources professionals working in Alaska. The National Trust for Historic Preservation, a private non-profit organization, has at least one advisor in Alaska and a Western Regional Office to provide technical assistance. The Smithsonian Institution has a field office, the Arctic Studies Center, in Anchorage that promotes archaeological, anthropological, and historic research and provides assistance to museums and research programs around the state. The National Endowment for the Humanities funds the Alaska Humanities Forum that has an Alaska History and Cultural Studies secondary-level curriculum and makes grants, a number that have assisted with history and anthropology research projects.

Thirteen Alaska communities participate in the Certified Local Government program for historic preservation and have local citizens' commissions. Several other communities have historic preservation commissions, but are not certified programs. Several city and borough governments in the state have cultural resources professionals on staff. There are a number of independent historians, architects, archaeologists, and anthropologists who do consulting work for federal and state agencies, local governments, tribal governments, and private developers including the Native regional and village corporations created by the Alaska Native Claims Settlement Act.

Alaska's Native people have long been advocates of preserving cultural resources. The landmark Alaska Native Claims Settlement Act of 1971 recognized the importance of archaeological sites, cemeteries, and spiritual sites. With passage of the Native Americans Graves Protection and Repatriation Act and the amendments to the National Historic Preservation Act in 1991, Alaska Natives are increasing their participation in public preservation programs, particularly regarding resources on their lands. A growing number of Native organizations and businesses employ historic preservation professionals. Several have cultural centers to preserve their languages and traditions and to protect historic and archaeological sites. The regional corporations jointly established the Alaska Native Heritage Center in Anchorage that has a major education project for primary and secondary students and programs and exhibits for residents and visitors. Several have prepared tribal cultural resources preservation plans.

The Office of History and Archaeology

The office, established in 1970, receives funding from federal and state sources. The State of Alaska enacted the Alaska Historic Preservation Act in 1971 and adopted program regulations. The nine-member Alaska Historical Commission, with seven citizen members appointed by the governor who represent Alaska Native people, archaeology, history and architecture, advise the governor and legislators on history and archaeology policy, is also the state review board for the federal Historic Preservation Fund programs in the state. The staff administers these programs and the state archaeological survey program. The office had relatively stable funding until 1986. In recent years its funding has stabilized again, but is less than what it was before 1986.

The office has a number of responsibilities. Those addressing the physical remains of the past—sites, buildings, and structures—include:

- maintaining a current historic preservation plan
- expanding the statewide survey of historic and archaeological properties
- maintaining an inventory
- nominating properties to the National Register of Historic Places
- assisting local governments in developing historic preservation programs
- participating in review of federal and state funded projects that may impact historic properties
- providing public information, training, and technical assistance about historic preservation
- reviewing rehabilitation tax credit projects associated with historic preservation
- encouraging rehabilitation of significant historic properties.

Other duties of the Alaska Historical Commission and staff include encouraging and supporting research, writing and publication of information about Alaska's past, serving as the state clearinghouse for naming geographic features, and conducting special studies related to the state's historic, prehistoric, and archaeological resources. A major initiative is researching use of Alaska's waterways for travel, trade, and commerce to determine ownership of the stream and riverbeds.

STATEWIDE FACTORS AFFECTING HISTORIC RESOURCES

The issues and opportunities facing historic preservation in Alaska are influenced by the state's population, land ownership, economics, education, government, tribal governments, and transportation.

Population

The population of Alaska in 2010 was 710,331 people. Of the total, over eighty percent reside in urban areas. Half of the urban population lives in the greater Anchorage area in southcentral Alaska. Demographers predict Alaska's urban areas and regional centers will grow and many of the over two hundred villages will continue to lose population. The state's population is more ethnically diverse than it was thirty years ago. Hispanic, Asian, Pacific Islander, and African American populations have increased and together are fifteen percent of the state's population. Alaska's Native population is growing numerically, but continues to decline in proportion to the state's overall population. Today, Alaska Natives are fifteen percent of the population. In 1920 they were fifty-one percent. Today, about one in six Alaskans is an Alaska Native. Alaska Natives are a larger percentage of Native Americans than in any other state. Alaska's median age was 34 in 2010 whereas the median age was 26 in 1980.

The military, present since Alaska was acquired by the U.S. from Russia in 1867, became a significant component of Alaska's population and a mainstay of the economy during World War II and has continued to be so. In 2009, there were 24,449 military personnel assigned to Alaska, comprising almost five percent of Alaska's population. The military personnel had 33,897 dependents. The military population is largely young and

transient. Many facilities at the Alaska bases to carry out their missions, for training, and for personnel support date from the 1950s and need to be upgraded for current needs.

Where Alaskans live impacts cultural resources. In isolated rural areas there are empty buildings and unwatched archaeological sites. In urban areas, growth impacts historic resources as new roads are built, new utilities are installed, commercial areas are expanded, and additional subdivisions are created. A significant portion of Alaska's population is transient, due in large part to the military and seasonal nature of fishing, mining, and tourism. Historic preservation can help newcomers better understand their new community and the state. Historic preservation can also project a quality of life that attracts investment to communities. With the dramatic increase in Hispanic, Asian, Pacific Islander and African American populations in Alaska, the preservation community needs to think about how historic buildings and sites are interpreted and to seek inclusive meanings.

Land ownership

When Alaska became a state in 1959, less than one percent of its land was privately owned and the federal government managed the remainder. The federal government already had designated millions of acres as national forests, parks, monuments, fish, wildlife and a petroleum reserve. Of note, some, but quite little, land had been reserved for Alaska's Native people. Statehood, the Alaska Native Claims Settlement Act of 1971, and the Alaska National Interest Lands Conservation Act of 1980 caused major shifts. After the land transfers directed by these laws are completed, the federal government will have fifty-nine percent of Alaska's land and the State of Alaska will have twenty-eight percent. Native corporations will own twelve percent. Other private ownership of land remains less than two percent.

Management philosophies for federal, state, and Native lands impact cultural resources on the land. Of the 243 million acres of land owned by the federal government, twenty-three percent is wilderness. A total of fifty-four percent of federal land is designated parks, preserves, and wildlife refuges (including wilderness areas). Some federal lands are open for oil, grazing, timber leasing and mineral development. The military uses a significant part of Alaska's federal lands for training. Native and state lands are being managed for multiple uses, but primarily to provide revenue. Perhaps ten percent of Alaska's vast land has been surveyed for archaeological and historic sites. Of three thousand shipwrecks along Alaska's coast, less than one percent have been surveyed.

Economics

Oil from Prudhoe Bay, discovered in 1967, continues to drive Alaska's economy. During the 1970s, when the pipeline to transport the oil from the North Slope to the year-round port of Valdez was under construction, the pace of change in Alaska was extremely rapid. The population of Alaska significantly increased and there were many new high-paying jobs. Oil production from Prudhoe Bay peaked in 1988. Currently, the health care industry is the most rapidly expanding industry for jobs in Alaska, requiring skilled,

trained workers and paying well. Jobs in service industries do not pay as well as oil industry or health care jobs.

Around Alaska, new mines for a variety of minerals have opened and a number are being prepared to open with the prices paid, notably for gold, very high at present. Mining was Alaska's second largest industry from the 1880s to the 1940s, and a number of buildings and structures remain around the state from mining operations active during those years. Some historic mining buildings have been adapted to the needs of mining operations today, and others have been adapted for other uses. But many mine buildings and structures are no longer necessary, are too expensive to repair and use, are unsafe, or have been abandoned. The ground disturbance necessary to construct the infrastructure to operate mines and transport ore, as well as the trend to open pit mining, pose threats to archaeological and historic sites.

Alaska has huge reserves of natural gas. The State of Alaska and private industry have and continue to study projects to economically move the gas to markets. The favored means to transport the gas is through pipelines. If found economically feasible, construction of pipelines will require a large workforce, and after construction there will be jobs to operate them. Prior to construction, environmental review and clearance, including for cultural resources, will be needed, and during construction, monitoring will be essential to protect archaeological sites.

Today fish processing is dominated by flying fresh fish to markets and off-shore frozen fish processors. Salmon canning, Alaska's largest industry from the 1880s to the 1950s, continues but there are far fewer facilities than in the past. At some, buildings have been adapted to meet current canning needs. A few canneries have been preserved and adapted as heritage tourism sites. There are a number of abandoned canneries. A number have been demolished because of deterioration and liability concerns.

Alaska's economy benefits from tourism. It provides many jobs around the state. In 2010 the out-of-state visitors totaled 1,505,600, down from a peak of 1,714,100 in 2007. Of the total, fifty-eight percent are cruise ship passengers. When surveyed, many visitors said they enjoyed heritage sites and learning how people lived in the north. The totem parks at Ketchikan and Saxman, the gold rush era town of Skagway, the Alaska Native Heritage Center and Anchorage Museum at Rasmuson Center in Anchorage and the University of Alaska's Museum of the North in Fairbanks were among the top visitor destinations. Historic preservation programs, in Juneau and Skagway in particular, revitalized downtowns, returned underused historic buildings to productive service, and promoted community history. For the past ten years, the Department of Transportation has promoted the scenic byways program and enhanced visitor attractions, including several historic buildings, along Alaska's highways. The agency has installed interpretive signs at a number of highway waysides. In 2008 Congress designated the Turnagain Arm Kenai Mountains Heritage Corridor. Efforts continue to promote year-round tourism. At present, ninety percent of the visitors come between May and September. As a consequence, a number of businesses, particularly in downtown areas, are closed during the winter months.

A contributor to the state's economy is the Alaska Permanent Fund created by the State of Alaska to save a portion of the revenue from oil development. Annually, each resident who applies and meets established requirements, received a share of the interest from the fund's investments. Recently, residents could elect to donate all or part of their dividend to a qualified nonprofit organization that applied and met established criteria. This program, known as Pick.Click.Give, is being used by groups that engage in education. It might be a source to help fund additional historic preservation and heritage education programs.

Education

All of the state's school districts teach Alaska studies at the primary level. Successfully completing an Alaska history course or demonstrating proficiency in the subject became a state requirement to graduate from high school in 2004. The State Board of Education has approved standards for history that call for knowledge of the state's history. Performance standards explicitly for Alaska history have been adopted. Alaska's private and public post-secondary institutions all offer Alaska archaeology, anthropology, and history courses. The University of Alaska Fairbanks has graduate programs in anthropology and northern studies, and the University of Alaska Anchorage has one in anthropology. To be a certified teacher in Alaska's public schools, an individual must take and pass an upper-division Alaska studies course. At least one private education organization regularly offers courses in Alaska history, government, and cultural interaction for adults, directed to employees of national and international corporations with offices in Anchorage.

A public history program, at least at one of Alaska's post-secondary institutions would be welcomed by the historic preservation community. The idea has been discussed and investigated by the statewide nonprofit organizations. The discussions have included talk of a certificate program for undergraduate history and anthropology majors. At present graduate students can emphasize public history or cultural resources management in their programs, but a named program with core courses needs to continue to be explored,

Despite these efforts, many residents are unfamiliar with Alaska's prehistory and history. Many residents are relative newcomers to the state. The military and the non-military non-Native populations are very transient. These groups in particular, but all Alaskans, would benefit from information about Alaska's cultural resources, Alaska's past, and relevant preservation legislation.

Several federal agencies have history and archaeology education programs. These include the Bureau of Land Management's Project Archaeology and recently, iTrec or Iditarod Trail in Every Classroom, the National Park Service's Teaching with Historic Places, and the U.S. Forest Service's Passport in Time. The state agencies concerned with Alaska's past have prepared public education materials, including pamphlets, publications, video and compact disk programs, learning kits, and exhibits. The four statewide nonprofit organizations concerned with cultural resources have education

programs. Coordination could make these public education programs more effective. There is an opportunity to use and emphasize historic and archaeological sites and buildings in public education programs. The activities of Preservation Month, sponsored by the National Trust for Historic Preservation, Alaska Archaeology Month, and History Day could be expanded. People of all ages would benefit from expanded heritage education programs and they need to be ongoing.

Alaskans are proud of their state and heritage, however, they need a stronger historic preservation ethic. Misconceptions about historic preservation, among them that buildings and structures cannot be changed in any way if designated historic, are frequently voiced. Some Alaskans do not want any government involvement with their property. Others want more evidence that historic preservation is sound economic development.

Government and transportation

Federal, state, local and tribal governments have leaders and programs for cultural resource matters. They establish the legal basis and regulatory framework for protecting cultural resources on public lands. Government, including the military, provides employment for 32.8 percent of Alaska's working-age population and provides funds for many projects around the state. Cuts in funding and personnel at all levels of government threaten to reduce public investment in preservation programs and cultural resources.

Government construction of new roads, airports, and harbor facilities, and improvement of old facilities frequently impact cultural resources. The same is true for cleanup of unused mining, World War II, and Cold War sites. The effects of these activities on cultural resources depend on the commitment to historic preservation by citizens and elected officials. At a minimum, many construction projects have resulted in the collection and preservation of drawings, maps, photographs, and historic information. There is no substitute, however, for the preservation of a historic property.

Local governments are critical to the success of historic preservation. The federal historic preservation act came about because of grassroots opposition to interstate highway and urban renewal programs that failed to consider historic properties and community wishes. Local governments can establish historic districts through zoning, enact design review ordinances, and provide property tax incentives. At this time, the Fairbanks North Star Borough is the only local unit of government in Alaska to provide a property tax incentive for rehabilitating historic properties. This incentive is limited to assisting nonprofit organizations.

Tribal governments also can be critical to the success of historic preservation in Alaska. The federal historic preservation program has programs for tribes and works with recognized tribal preservation officers. Federal and state agencies have directives to consult with tribal governments, and to do so early in project and program development.

Environment

The daily effects of wind and annual break-up of the river ice have forced people to move buildings throughout Alaska's past. These have also destroyed many archaeological sites. Today, debate abounds about climate change, and it is true the average temperatures and seas around Alaska are rising. Some coastal communities are facing more rapid loss of buildings and roads because of higher water levels. Some communities will have to relocate. In such cases, decisions about which properties to abandon and which to move could mean the loss of historic buildings and structures. Permafrost, found in all parts except the southern coastal areas of the state, is melting more rapidly than in the past. The resulting poorly drained soils are causing buildings to shift and sink. Again, decisions need to be made about what ones will be moved. Of note, the melting of ice patches and glaciers has, interestingly, led to discoveries of important archaeological sites and ancient artifacts. The discoveries have included organic material and provided scientists with a great deal of new, significant data.

Environmental change has many people calling for energy efficiency. There is interest in reusing materials, which is of benefit to historic preservation. There is also interest in new products and replacing older, inefficient ones. Research, conversation, and guidance are needed for sensible retrofitting of historic buildings and structures and reducing unwise demolition waste.

GOALS AND OBJECTIVES, 2011-2017

Forty years ago, the State of Alaska began a historic preservation program. *Alaska's Heritage Resources 1971-1976* guided the program through its organizational years. *Saving Our Past* has guided the state program and provided a statewide framework for historic preservation since enacted in 1995. This is the third revision of that plan. This plan provides the framework for a statewide agenda for historic preservation's many different constituents to work together to preserve Alaska's historic and archaeological properties.

The overall mission of this statewide plan is to achieve supportive public policy and sustainable funding for historic preservation in Alaska.

To achieve this mission, citizens, organizations, government agencies, communities, and preservation professionals need to work together. The following goals and objectives are intended to guide preservation activities as Alaska approaches the 150th anniversary of becoming U.S. territory.

Goal 1: Foster respect and understanding of Alaska's archaeological and historic resources and promote a preservation ethic.

- Interpret archaeological and historic sites to educate the public.
- Improve awareness of and access to historic preservation information.
- Encourage accuracy of information about historic places and archaeological sites.

- Support place-based service learning educator training and development of elementary, secondary, and post-secondary programs and high-quality materials that teach about Alaska’s archaeological and historic resources.
- Outline a viable coordinated, preservation education outreach program.
- Use Alaska Archaeology Month and Preservation Month to make historic preservation more visible.
- Provide materials and training about historic preservation laws, standards, and guidelines, and encourage widespread participation in protection of archaeological and historic resources

Goal 2: Continue existing partnerships and seek new ones to expand and strengthen the historic preservation community.

- Support and strengthen local historic preservation efforts, particularly establishment of preservation commissions, enactment of preservation ordinances, and preservation planning.
- Encourage Alaska Native people and their organizations to identify concerns and develop strategies and programs to protect their cultural resources.
- Encourage nonprofit organizations, among them the statewide Alaska Anthropological Association, Alaska Association for Historic Preservation, Alaska Historical Society, and Museums Alaska, to promote historic preservation.
- Foster responsible stewardship of cultural resources by land owners, private individuals and groups, and public agencies.
- Use new technologies and hands-on participation to improve communication among organizations and involvement of individuals interested in historic preservation.
- Seek to work with new constituencies such as conservation groups, ethnic populations, trail organizations, land trusts, realtors and building contractors.

Goal 3: Expand efforts to identify, study, designate, interpret, and protect or treat significant archaeological and historic resources.

- Conduct archaeological and historic surveys to identify and evaluate sites, buildings, and structures.
- Improve the statewide inventory of cultural resources sites; in particular efficient entry and update of site information.
- Encourage communities and Native governing entities to survey, document, recognize through local registers, interpret, and protect or treat historic and archaeological properties.
- Prepare historic contexts to more efficiently manage historic and archaeological resources.
- Document properties for the National Register of Historic Places and the Alaska Landmarks Register to recognize significant heritage resources.
- Continue coordination and training among the professional preservation community.
- Incorporate cultural landscapes, traditional cultural places, trails, shipwrecks, recent past properties, heritage corridors and areas into preservation programs.

Goal 4: Encourage consideration of archaeological and historic resources in the planning and decision making processes of the public and private sectors.

- Review at state and local levels development projects to assure all reasonable steps are taken to protect cultural resources.
- Review emergency response laws and plans so cultural resources receive maximum protection in the event of a disaster.
- Promote local preservation program involvement in their community's permitting process to ensure cultural resources are considered.
- Seek inclusion of preservation concerns in state and local plans.
- Encourage state and local agencies to be responsible stewards of archaeological and historic resources on lands they manage.

Goal 5: Promote historic preservation as an economic development tool and provide incentives to encourage it.

- Demonstrate that historic preservation is a successful economic development tool to maintain, enhance, and revitalize communities and to promote tourism.
- Seek funding for the state revolving loan fund and from other sources such as foundations to assist with preservation of historic projects.
- Support efforts to expand or establish tax incentives at local, state, and national levels for preservation of archaeological and historic properties.
- Encourage incentive programs in the private and nonprofit communities for historic and archaeological resources.
- Endorse initiatives by local, state, and national agencies for historic resources, including zoning, easements, and creation of heritage areas.

Goal 6: Encourage appropriate treatment of historic resources.

- Promote the use of *The Secretary of the Interior's Standards for the Treatment of Historic Properties* and *The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation*.
- Increase familiarity with building and safety codes with respect to historic properties.
- Provide technical information and assistance about maintenance for historic and archaeological properties to assist in their long-term viability.
- Promote conservation easements for historic and archaeological properties.
- Encourage design review of historic properties to retain historic elements..

These goals and objectives are ambitious. They attempt to address the many facets of historic preservation. The Alaska Historical Commission, State Historic Preservation Officer, Office of History and Archaeology will annually review the goals and objectives and solicit input from their partners and the general public. The input will be used to set priorities for their work and to recommend activities for the Certified Local Governments.

With an emphasis on education the historic preservation community can generate greater public awareness of the value of Alaska's historic and archaeological resources. These resources have a major role in building livable, vibrant communities and promoting heritage tourism. They are economic and social assets. A commitment by different constituencies to work together will advance Alaska's historic preservation agenda.

BIBLIOGRAPHY

Advisory Council on Historic Preservation. *Caring for the Past Managing for the Future: Federal Stewardship and America's Historic Legacy*. Washington, D.C.: 2001.

Alaska Conservation Foundation. *Guide to Alaska's Cultures*. Anchorage: 2003.

Alaska 20/20. *Alaska Progress Report*. Anchorage, Alaska: 2004.

Antonson, Joan M. and William S. Hanable. *Alaska's Heritage*. Anchorage: The Alaska Historical Society for the Alaska Historical Commission, 1986.

Cole, Terrence M. *Blinded by Riches: The Permanent Funding Problem and the Prudhoe Bay Effect*. Anchorage, Alaska: Institute for Social and Economic Research, University of Alaska, 2004.

Dumond, Don. *The Eskimos and Aleuts*. Boulder, Colorado: Westview Press, 1977.

Hanson, Diane K. "Cultural Resource Management in Alaska," *Alaska Journal of Anthropology*, Vol. 5, No. 2 (2007):1-15.

Haycox, Stephen. *Alaska: An American Colony*. Seattle: Washington University Press, 2002.

Hoagland, Alison K. *Buildings of Alaska*. Society of Architectural Historians Buildings of the United States series. New York: Oxford University Press, 1993.

Keith, Brynn, *Alaska Economic Trends*, Vol. 31, No. 6 (Juneau: Alaska Department of Labor and workforce Development, June 2011).

Langdon, Steve J. *The Native People of Alaska: Traditional Living in a Northern Land*. Anchorage, Alaska: Greatland Graphics, 2002.

Lawson, Barry R., Ellen P. Ryan, Rebecca Barlett Hutchison. *Reaching Out, Reaching In: A Guide to Creating Effective Public Participation for State Historic Preservation Programs*. Susan L. Henry, editor. Washington, D.C.: National Park Service, Interagency Resources Division, 1993.

Leask, Linda, Mary Killorin, Stephanie Martin. *Trends in Alaska's People and Economy*. Anchorage: Institute of Social and Economic Research, University of Alaska Anchorage and Alaska Humanities Forum, 2001.

Sturtevant, William C., general editor. *Handbook of North American Indians*. Arctic, David Damas, volume editor; Volume 7: Northwest Coast, Wayne Suttles, volume editor; Volume 6: Subarctic, June Helm, volume editor. Washington, D.C.: Smithsonian Institution, 1981-1990.

U.S. Department of the Interior. *The Secretary of the Interior's Standards and Guidelines for Preservation Planning*. Washington, D.C.: 1983.

----- . *Federal Historic Preservation Laws*. Washington, D.C.: National Park Service, 2002.

APPENDICES:

- I. Statewide nonprofit groups and Certified Local Governments
- II. Federal and state historic preservation laws
- III. Glossary

Appendix I: Statewide nonprofit groups and Certified Local Governments

Many federal and state agencies, local governments, Native organizations, historical societies and museums work closely with the Alaska Historical Commission and Office of History and Archaeology. This list is limited to the major statewide nonprofit organizations and Alaska's Certified Local Governments.

Alaska Anthropological Association

P.O. Box 241686
Anchorage, Alaska 99524-1686
alaskaanthropology.org

The Alaska Anthropological Association provides for communication between professional anthropologists and archaeologists, students, and nonprofessionals with a serious interest in Native and other peoples of Alaska, past and present.

Alaska Association for Historic Preservation

645 West Third Avenue
Anchorage, Alaska 99501-2174
907.929.9870
preservation@gci.net
alaskaahp.org

The Alaska Association for Historical Preservation works to preserve Alaska's archaeological and historic resources through education, promotion, and advocacy. The organization annually identifies ten of the state's most endangered historic properties and provides funds to several of them for rehabilitation projects to aid in their preservation.

Alaska Historical Society

P.O. Box 100299
Anchorage, Alaska 99510-0299
907.276-1596
akhist@gci.net
alaskahistoricalsociety.org

The Alaska Historical Society is dedicated to the promotion of Alaskan history through the exchange of ideas and information, the preservation and interpretation of resources, and the education of Alaskans about their heritage.

Museums Alaska

P.O. Box 200392
Homer, Alaska 99520-0392
907.235.6078
museum@alaska.net
museumsalaska.org

Museums Alaska promotes the protection and preservation of objects, specimens, records, and sites significant to the natural and human history of Alaska.

National Trust for Historic Preservation

Western Office

8 California Street, Suite 400
San Francisco, California 94111-4828
415.956.0610
nationaltrust.org

The National Trust for Historic Preservation provides technical advice and financial assistance to nonprofit organizations, public agencies, and individuals involved in protection of historic resources.

Certified Local Governments

North Slope Borough
P.O. Box 69
Barrow, Alaska 99723-0069
907.852.0320
Certified April 20, 1987

Matanuska-Susitna Borough
350 East Dahlia Avenue
Palmer, Alaska 99645
907.745.9859
Certified September 8, 1987

City and Borough of Juneau
Community Development Department
155 South Seward Street
Juneau, Alaska 99801
907.586.0781
Certified March 7, 1988

City of Dillingham
P.O. Box 889
Dillingham, Alaska 99576-0889
907.842.5211
Certified March 30, 1990

City of Unalaska
Department of Parks, Culture and Recreation
P.O. Box 610
Unalaska, Alaska 99685-0610
907.581.1297

Certified January 24, 1991

City of Ketchikan
629 Dock Street
Ketchikan, Alaska 99901
907.225.5600

Certified January 31, 1991

City of Fairbanks
800 Cushman Street
Fairbanks, Alaska 99701
907.459.6793

Certified March 17, 1992

Fairbanks North Star Borough
P.O. Box 71267
Fairbanks, Alaska 99707-1267
907.459.1262

Certified March 17, 1992

City of Seward
P.O. Box 167
Seward, Alaska 99664-0167
907.224.4048

Certified May 18, 1992

City and Borough of Sitka
100 Lincoln Street
Sitka, Alaska 99835
907.747.5553

Certified April 14, 1994

City of Kenai
210 Fidalgo Avenue, Suite 200
Kenai, Alaska 99611-7794
907.283.7535

Certified February 7, 1995

Municipality of Anchorage
632 West Sixth Avenue
Anchorage, Alaska 99501
907.343.7117

Certified March 30, 1995

City of Cordova
P.O. Box 391

Cordova, Alaska 99574-0391
907.424.6665

Certified October 19, 1995

Appendix II

Historic Preservation laws

Only the provisions regarding historic preservation are cited. Users should consult the complete text of the law. Copies of the laws can be obtained electronically or through public libraries.

State laws

Alaska Historic Preservation Act of 1971

- sets state policy regarding historic, archaeological and fossil resources under management of the Department of Natural Resources
- creates the Alaska Historical Commission
- authorizes a statewide inventory of historic properties
- provides for review of public construction projects to decrease impacts to historic properties
- establishes criminal and civil penalties for unauthorized impacts to or trade in resources unlawfully obtained from state lands (including submerged and tide lands)
- sets permitting process for legal recovery and use of historic, archaeological and fossil resources

Historic District Revolving Loan Fund

- allows the State of Alaska to make low-interest loans for rehabilitation of historic properties listed in the National Register of Historic Places

Federal laws

Antiquities Act of 1906

- establishes federal management authority over cultural and scientific resources
- grants the President of the United States the authority to protect areas of public land by designating national monuments
- guides public resource management through its concepts of conservation and protection
- includes an enforcement provision with penalties for criminal actions that injure or destroy historic or prehistoric ruins or monuments or objects of antiquity
- establishes permitting provisions under which qualified individuals or groups can conduct research in the public interest on public lands
- required federal agencies with jurisdiction over federal lands to maintain a program for carrying out the act

National Historic Preservation Act of 1966, as amended

- creates state historic preservation offices in each state
- expands the National Register of Historic Places

- establishes a federal-state-local-Indian tribes partnership
- establishes a review procedure for federally funded and licensed projects (Section 106 review)
- defines requirements for preservation programs in federal agencies (Section 110)
- directs the Secretary of the Interior to implement a preservation and education and training program

Department of Transportation Act, Declaration of Purpose and Section 4(f) of 1966

- establishes federal policy that special effort should be made to preserve the natural beauty of the countryside and public park and recreation lands, wildlife and waterfowl refuges, and historic sites
- transportation programs and projects shall seek prudent and feasible alternatives to impact land of an historic site of national, state or local significance

National Environmental Policy Act of 1969

- sets policy for producing balanced evaluation among varied resources, including historic and cultural properties
- provides an interdisciplinary approach to decisions for resource use and preservation which is presented to the public in environmental impact statements and assessments

Alaska Native Claims Settlement Act of 1971

- provides for transfer of federal land to Alaska Native region and village corporations
- Section 14(h)1 of the act provides for transfer of historic places and cemetery sites to regional Native corporations

Archaeological and Historic Preservation Act of 1974

- authorizes the Secretary of the Interior to survey dam related construction areas for archaeological sites
- provides for protection or for salvage of archaeological sites threatened by dam construction
- provides funding for such work

American Indian Religious Freedom Act of 1978

- requires agencies to evaluate their actions to protect religious freedom
- recognizes Indians' needs to access sacred sites

Archaeological Resources Protection Act of 1979

- strengthens protection of archaeological resources more than one hundred years old
- authorizes federal agencies to issue permits for excavation
- establishes criminal and civil penalties for unauthorized actions such as vandalism, digging, sale, and purchase of artifacts
- allows site locations to be kept confidential to protect sites

- requires federal land managers to establish programs to increase public awareness of the significance of archaeological resources on public lands

Abandoned Shipwreck Act of 1987

- transfers title of abandoned shipwrecks on submerged state lands to state ownership
- defines shipwrecks to include the vessel or wreck, its cargo and other contents
- eliminates application of the Law of Salvage and Law of Finds to state shipwrecks

Native American Graves Protection and Repatriation Act of 1990

- provides a means to establish ownership of Native American grave materials and objects of cultural patrimony
- requires consultation with tribes regarding disturbance of Native American graves
- establishes a committee to arbitrate disputes regarding ownership of graves
- provides for repatriation of certain specific categories of Native American grave materials and objects of cultural patrimony

Appendix III

Glossary

Archaeology: the study of the traces of human activity, such as house pits and stone artifacts.

Artifact: evidence, usually an object, of human activity.

Cultural resources or historic/prehistoric resources: deposits, structures, ruins, sites, buildings, artifacts, or objects that provide information pertaining to past life and processes.

Fossil: a remnant of a past geological age, such as a footprint or leaf imprint, embedded in the earth's crust.

Historic preservation: the protection or restoration of a property or site to save its historic character.

Historic property: a prehistoric or historic site, structure, building, or object. These might include historic landscapes and culturally important places. Cultural resources is a commonly used synonym.

History: the study of people, places, and events that occurred since written records have been kept.

Paleontology: the study of fossils of ancient plants and animals.

Prehistory: the study of people, places, and events before written records were kept.