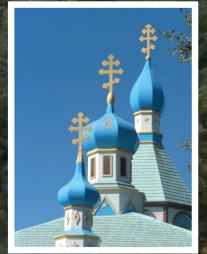


Saving Our Past: Planning For Our Future

Alaska's State Historic Preservation Plan 2018-2023

DRAFT



Alaska Office of History & Archaeology
www.dnr.alaska.gov/parks/oha



INTRODUCTION

Alaska is often described in superlatives – of all the states, it is the biggest, wildest, and farthest north. Residents and visitors alike are awed by Denali, the highest peak in North America. They marvel at the Trans-Alaska pipeline, a great engineering feat, and are introduced to some of the oldest archaeological sites in North America. Although people have lived on and used the land for thousands of years, Alaska, in popular imagination, remains the epitome of American wilderness.

Alaskans call their home the Last Frontier. By some standards, it is a young frontier – a territory until nearly 60 years ago – but for others it is an ancient place, first inhabited by people who approximately 12,000 years ago, crossed from Asia to the then-unnamed continent of North America. The descendants of these ancient immigrants spread and multiplied and eventually were joined by others – the first from Russia, and later from around the world. The indigenous inhabitants as well as the immigrants that followed left a rich legacy. Alaska's historic preservation community seeks to record and interpret this human history through the physical evidence of the past.

To ensure that these important cultural and historic resources are protected and maintained, the State Historic Preservation Officer (SHPO) works with stakeholders to develop and implement a Statewide Historic Preservation Plan and establish a vision and direction for historic preservation efforts in the state. This plan is intended to guide the activities and priorities of agencies and organizations involved in preservation throughout the state. While economics will drive policies and budgets during the planning cycle, this preservation plan establishes ways the preservation community in Alaska can work to achieve common goals.

VISION FOR PRESERVATION IN ALASKA

Alaskans respect our collective heritage. We view historic preservation as an essential strategy to promote our communities' unique identities and as an important component of economic, environmental, and social sustainability. Alaskans are empowered with the knowledge and tools needed to advocate for an inclusive approach to preservation that is appropriately balanced with development. Alaska's preservation community includes a network of people from diverse cultures, backgrounds and disciplines. We work in partnership to identify, preserve, protect, and interpret the state's cultural, historic, and archaeological resources ensuring that our heritage is passed on to future generations.

ACKNOWLEDGEMENTS

While it is the Office of History and Archaeology's responsibility to develop this statewide plan, it results from a collaborative effort between OHA staff and Alaska's preservation community. Our preservation colleagues and members of the public who participated in the planning effort share credit for this plan. Their comments on the current state of historic preservation in Alaska, as well as the recommendations they provided for the future of preservation helped guide the development of our vision, goals, objectives, and strategies. These comments were vital in ensuring we develop a plan that addresses the preservation issues that are most important to Alaskans. We would like to extend our gratitude to those that participated by providing public comments.

The historic preservation success stories featured herein were provided by our preservation partners. Credit for these accounts goes to Chris Wooley, CHUMIS; Debbie Corbett, Nanutset Heritage; Doris Thomas, Friends of Nike Site Summit; Julie Esdale, US Army Garrison Fort Wainwright; Morgan Blanchard, Northern Land Use Research Alaska, LLC.; Rebecca Poulson, Sitka Fine Arts Camp; Sheri Hamming, Campbell House; Paul Morley, Burchell High School; Phoebe Gilbert, Denali National Park and Preserve; Kristine Bunnell, Municipality of Anchorage; Judy Bittner, Iditarod Historic Trail Alliance; and Gary Williams, Organized Village of Kake.

Many of the photos throughout the plan were provided by the citizens of Alaska through their participation in our *#ThisPlaceMatters Alaska* photo sharing campaign. We thank everyone that participated and shared what places in their communities' matter to them.

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This program receives federal financial assistance for identification and protection of historic properties. Under Title VI of the Civil Rights Act of 1964 and Section 504 of the Rehabilitation Act of 1973, the Department of the Interior prohibits discrimination on the basis of race, color, national origin or handicap in its federally assisted programs. If you believe you have been discriminated against in any program, activity or facility as described above, or if you desire further information, please write to: Office of Equal Opportunity, U.S. Department of the Interior, National Park Service, 1849 C Street, N.W., Washington, D.C. 20240.

WHY ENCOURAGE HISTORIC PRESERVATION?

History comes alive when people can not only read about the past, but when they can also visit the places and see the artifacts. Preserving our heritage is a way that we can maintain a vital link to our cultural, educational, aesthetic, inspirational, and economic legacies.

As Section 1 of the National Historic Preservation Act states:

"The spirit and direction of the Nation are founded upon and reflected in its historic heritage; The historic and cultural foundations of the Nation should be preserved as a living part of our community life and development in order to give a sense of orientation to the American people;

And further that:

... the preservation of this irreplaceable heritage is in the public interest so that its vital legacy of cultural, educational, aesthetic, inspirational, economic, and energy benefits will be maintained and enriched for future generations."

Recognizing and preserving significant evidence of our past gives us a "sense of place," and a visual tie to how our country, state, and communities were formed and developed. These places tell us about ourselves. They reflect what we value and how we have chosen to live. They help us make decisions about our future. Preserving the tangible remains from our state's history provides residents and visitors physical evidence of our heritage. Every community, from Utqiagvik (Barrow) to Ketchikan, offers a unique perspective of our state's history.

Alaska's cultural resources include archaeological sites, historic buildings and structures, districts and landscapes, and places associated with traditional cultural practices. These resources embody the intentions, assumptions, and lives of those that came before us. They have stories to tell about what a community was like, how it became the community it is today, and that in turn helps us understand who we are as Alaskans. Preserving our state's historic places offers a living, tangible record of people and past events. Celebrating a community's its heritage not only makes it a more attractive place to visit, but also a better place in which to live.

The unfortunate reality is, in challenging economic times, educational, cultural, aesthetic, social, and historical values may not be sufficient to make the case for preserving our historic resources. The good news is that historic preservation is also good for the economy. As noted in "*Measuring Economic Impacts of Historic Preservation: A Report to the Advisory Council on Historic Preservation*":

"Historic preservation has become a fundamental tool for strengthening American communities. It has proven to be an effective tool for a wide range of public goals including

small business incubation, affordable housing, sustainable development, neighborhood stabilization, center city revitalization, job creation, promotion of the arts and culture, small town renewal, heritage tourism, economic development, and others."

Historic preservation safeguards a community's heritage, making it available to future generations for civic enjoyment and educational activities. Preservation has been shown to stabilize property values and strengthen local economies. The conservation and maintenance of historic resources can help bolster community pride. Because Alaska's history and traditions are among the state's greatest cultural and economic assets, and because their unique character makes them irreplaceable, Alaska's heritage is surely worth preserving.

WHAT DOES PRESERVATION MEAN TO YOU?

Throughout the plan are samples of responses from our first survey when we asked "What does preservation mean to you?"

THE STATE HISTORIC PRESERVATION PLAN

The [National Historic Preservation Act](#) calls on State Historic Preservation Offices to “prepare and implement a comprehensive statewide historic preservation plan.” National Park Service guidelines for the federal historic preservation program call for a plan that: “(1) meets the circumstances of each State; (2) achieves broad based public and professional involvement throughout the State; (3) takes into consideration issues affecting the broad spectrum of the historic and cultural resources within the state; (4) is based on the analyses of resource data and user needs; (5) encourages the consideration of historic preservation within broader planning environments at the federal, state, and local levels; and (6) is implemented by SHPO operation.”

Implementation of this plan is a shared responsibility that includes the Office of History and Archaeology (OHA) and encompasses the efforts of a wide range of interested individuals, organizations, businesses, nonprofits, and government entities. This is not an office plan for OHA, but a statewide tool to guide cooperative efforts to preserve Alaska’s cultural heritage. The plan is intended to guide the state’s historic preservation community to focus on selected goals and objectives.

PREVIOUS PLAN- SAVING OUR PAST

Alaska’s first statewide historic preservation plan was written in 1970. It was periodically reviewed and updated until a comprehensive revision, *Saving Our Past*, was written and adopted in 1995 after substantial public engagement. It was updated in 2003 and again in 2011. Each version of *Saving Our Past* 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

CURRENT PLANNING EFFORT

The revision of *Saving Our Past* began in Spring 2016 with a series of OHA staff meetings to review the historic preservation challenges identified therein. During these meetings, OHA staff discussed progress made on the specific goals and objectives in the plan. It was determined that a fresh look at *Saving Our Past* was needed to determine if the goals established in 1995 were still pertinent in 2017.

The public was invited to provide input primarily through a survey made available electronically, with paper copies made available at public events. The survey was open from April-December

2016. Notice of the survey was advertised monthly as part of OHA's *Heritage* newsletter (reaching over 480 people), through a statewide news release, news and radio interviews, monthly posts on Alaska State Parks Facebook, Twitter, and Instagram accounts, and multiple posts on the AnthroAlaska and Alaska Heritage Resource Survey (reaching 360 members) listserves. The survey was shared by partner organizations on their Facebook pages and newsletters, including Alaska National Parks, Alaska Anthropological Association, Alaska Association for Historic Preservation, Iditarod Historic Trail Alliance, Cook Inlet Historical Society, Museums Alaska, and the Alaska Historical Society. Over the 14 posts on Alaska State Parks Facebook page there was a total reach of 11,731, with 422 post clicks and 273 reactions (likes, comments, or shares). Overall, it is estimated that over 11,000 people were notified about our public survey through social media postings.

Alaska's local governments, local community museums, and historical societies received a direct appeal to complete the survey and share it with their members. Letters inviting participation in the plan were mailed to all 229 Federally-recognized tribes, the Anchorage and Fairbanks branches of the NAACP, the Japanese Society of Alaska, the Filipino American Association of Juneau, and the Pioneers of Alaska. Rack cards explaining the planning process and inviting people to participate were distributed for display to the 13 Certified Local Governments (CLG), State Park regional offices and headquarters, State Public Information Centers, and the Alaska Public Lands Information Centers.

Presentations about the plan were given at the 2016 and 2017 OHA annual workshops. These annual workshops are aimed towards cultural resource professionals and individuals in related fields. More than 70 participants attended both workshops. Over the past two years, OHA staff made presentations about the state's preservation program and introduced the planning process at workshops, lectures, and conferences, including Cook Inlet Historical Society's lectures, Alaska Historical Society and Museums Alaska's annual meeting, trainings given on Section 106, and presentations to several CLG commissions.

Survey responses were used to draft the vision, goals, and objectives that were developed through three OHA staff meetings in January and February 2017. The draft vision, goals, and objectives were first presented at the 2017 OHA workshop where comments were gathered from participants who are primarily cultural resource professionals. A second electronic survey was developed to collect comments on the draft vision, goals, and objectives, and shared through the same means as the first survey. The survey was open from April-June 2017. Once a complete draft plan was ready, a public review draft was made available for review and comment from September 20, 2017 through October 27, 2017.

SURVEY RESULTS

A total of 147 individuals responded to the first survey. The responses were received from all parts

of the state, and were helpful when developing the plan's vision, goals, and objectives. A profile of the respondents shows that the largest stakeholder responses came from Southcentral making up 43.4% of respondents. The age of respondents was split fairly evenly with the largest percentage coming from people 25-34 years old and those 35-44, 45-54, and 55-64 each accounting for around 19%. As for professional background, respondents were divided between the following groups: cultural resource professionals (22.9%) government employees (24.3%), community organizations such as a museums or historical societies (22.2%) and interested individuals (38.9%). Those identifying as Alaska Native made up 14.6% of respondents.

The overwhelming majority of respondents had never read or used the current plan, *Saving Our Past*, at 76.8%. When asked why they felt the preservation of Alaska's historic and archaeological resources was important, respondents found that providing a sense of place, connecting us to our past, and preserving cultures were all very important. When asked, most people found insufficient funding, and growth and development pressures to be the biggest challenges to Alaska's cultural resources and that increased funding, grants, and tax incentives combined with outreach and education and local preservation planning were the best ways to address those challenges. Cultural practices, archaeological sites, cultural landscapes, neighborhoods and downtowns were all identified as important to protect. A summary of survey results is provided in appendix D.

#THISPLACEMATTERS ALASKA

As an additional way to gather public input for this plan, OHA kicked off the *#ThisPlaceMatters Alaska* photo-sharing campaign during Preservation Month in May 2016. The campaign, which is ongoing, invites Alaska residents to share images of their favorite Alaska historic places online. As of September 18, 2017, 74 points and photos have been submitted and added to the map. Accompanying the photographs are short descriptions of why the place matters to them. Many of the photos in this plan are from this campaign.

ISSUES AND GOALS

Seven key issues emerged from the public outreach for the current planning effort:

1. Education
2. Partnerships
3. Survey and Documentation
4. Preservation and Protection
5. Benefits of Preservation
6. Local Preservation
7. Funding and Incentives

To address these issues Alaskans established seven new goals for historic preservation in Alaska:

1. Increase knowledge and understanding of the Alaska's heritage and historic preservation.
2. Identify new and strengthen current partnerships to preserve and protect, educate and advocate for Alaska's cultural resources.
3. Identify, document, and designate Alaska's cultural resources.
4. Preserve and protect Alaska's cultural resources.
5. Increase awareness of the environmental, social, and economic benefits of historic preservation.
6. Strengthen local preservation efforts.
7. Strengthen and expand financial incentive programs.

REVISION OF THE PLAN

This plan is intended to guide preservation activities in Alaska through 2024. 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. Annual reviews will be conducted through 2023. OHA will use the document to direct annual office work plans and to measure accomplishments. In anticipation of the plan revision, in 2023 additional public meetings and working groups should be established to assess the success of this plan and the effectiveness of the goals and objectives in addressing the historic preservation issues in the state.

THE OFFICE OF HISTORY AND ARCHAEOLOGY AND STATE HISTORIC PRESERVATION OFFICE

In 1966 – the same year the [National Historic Preservation Act](#) was enacted - the Alaska State Legislature provided for designation of official historic sites and monuments. The following year the Governor appointed the first State Historic Preservation Officer (SHPO), then known as the State Liaison Officer. In 1971, the legislature passed the [Alaska Historic Preservation Act \(A.S. 41.35.010\)](#). This law stated that it is the policy of the state to preserve and protect the historic, prehistoric, and archaeological resources of Alaska from loss, desecration, and destruction so that the scientific, historic, and cultural heritage embodied in these resources may pass undiminished to future generations. The legislature found and declared that the historic, prehistoric, and archeological resources of the state are properly the subject of concerted and coordinated efforts exercised on behalf of the greater welfare of the public in order that these resources may be located, preserved, studied, exhibited, and valued. This legislation also created a citizen’s board, now known as the Alaska Historical Commission.

ALASKA HISTORICAL COMMISSION

The Alaska Historical Commission is a forum for citizens to participate in development of state history policy. The nine-member Commission includes the Lieutenant Governor, citizens appointed by the Governor who are trained in archaeology, history, and architecture, a representative of Alaska Native ethnic groups, two members recommended by the Alaska Historical Society, a member from the public, and the State Historic Preservation Officer. Together, these members advise the Governor on programs concerning history and prehistory, historic sites and buildings, and geographic names, review documentation for the National Register of Historic Places, and proposals from Certified Local Governments. The commission also encourages and supports research, writing, and publication of information about Alaska’s past and special studies related to the state’s cultural resources.

OFFICE OF HISTORY AND ARCHAEOLOGY

Responsibility for Alaska’s historic preservation program lies with the Department of Natural Resources. The department’s Office of History and Archaeology (OHA) in the Division of Parks and Outdoor Recreation is the primary state office 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 office receives funding from federal and state sources.

Mission of OHA:

"The Alaska Office of History and Archaeology (OHA) and the State Historic Preservation Office (SHPO) provide programs to encourage the preservation and protection of the archaeological, historic, and architectural resources of Alaska."

Archaeological Survey Unit

The Archaeological Survey Unit of the office conducts cultural resources investigations in cooperation with local, state, and federal agencies, universities, and museums. The unit conducts archaeological surveys, excavations, historical research, studies, monitoring, and interpretive sign development to comply with the Alaska Historic Preservation Act, the National Historic Preservation Act, and other laws.

Alaska Heritage Resources Survey

Surveys conducted by Archaeological Survey Unit, along with those conducted by local preservation commissions, state and federal agencies, and other cultural resource professionals, are documented and the data are maintained in an inventory known as the Alaska Heritage Resources Survey (AHRS). The AHRS is the state's primary cultural resources database, and is maintained by OHA. To date, the inventory contains information about more than 46,700 cultural resources. More information on the AHRS can be found later in this plan.

State Archaeological Permits

A state archaeological permit from the Office of History and Archaeology is required of any person or agency proposing to conduct a cultural resource investigation on state lands, including tidelands and submerged lands (out to three miles or within channels of navigable water bodies). State lands include but are not limited to state general lands, ADOT&PF rights-of-way, state airports, Mental Health Trust, Alaska Railroad, University of Alaska, Alaska State Parks, and special management areas. Permits for cultural resource investigations on state lands are authorized under AS 41.35.080 and 11 AAC 16.030. The State Archaeologist oversees state archaeological permits.

Alaska Landmarks Register

The Alaska Historic Preservation Act created an Alaska Landmark Register, the state's list of historic properties worthy of preservation. The list recognizes all Alaska properties listed in the National Register of Historic Places and includes some that are important to residents that might not meet the federal criteria for listing. OHA staff is available to assist with the initial assessment of eligibility of properties to the Alaska Landmark Register, as well as provide guidance in the completion of nominations for official listing. Once completed, OHA staff present the nominations to the Alaska Historical Commission. The commission reviews nominations for the register and makes recommendations to the Governor for designation as an Alaska Landmark.

STATE HISTORIC PRESERVATION OFFICE (SHPO)

Each state has a historic preservation officer, established by the National Historic Preservation Act of 1966 and appointed by its governor. The State Historic Preservation Office (SHPO) includes a base staff consisting of a historian, archaeologist, and architectural historian who each meet the Secretary of the Interior's Professional Qualification Standards. Depending on the needs of the state the number of staff may vary. In partnership with the National Park Service and the Advisory Council on Historic Preservation (ACHP), the State Historic Preservation Office administers the national preservation program. In Alaska, the SHPO is part of the Office of History and Archaeology. Responsibilities of the Alaska SHPO include among many, project review, that National Register of Historic places, the Certified Local Government Program, and maintaining a statewide inventory of historic properties.

Project Review

The SHPO consults with all federal agencies on their activities within the state to consider potential effects of their undertakings on historic properties and to ensure that they fulfill their responsibilities under Section 106 of the National Historic Preservation Act and its implementing regulations ([36 CFR Part 800](#)).¹ Agencies work with SHPO review and compliance staff during the early stages of project planning to identify, evaluate, and assess effects to cultural resources. In consultation, the parties work to determine if additional survey or evaluation is necessary. When significant sites are located within a project area, staff work with agencies to assess how the project will affect those sites and on ways to avoid, minimize, or mitigate adverse effects. They also encourage and sometimes facilitate consultation amongst agency representatives, Tribes, local governments, and the interested public to seek a variety of input on project outcomes. Review and Compliance staff also work with state agencies to ensure their compliance with section 41.35.070 of the Alaska Historic Preservation Act which calls for the preservation of historic, prehistoric, and archaeological resources threatened by public construction.

There are currently four review and compliance staff members including the unit coordinator, an archaeologist and architectural historian, and one reviewer dedicated to reviewing Department of Transportation and Federal Highways Administration projects. Over the last planning period (January 1, 2011 through December 1, 2017) SHPO staff reviewed and consulted on 14,377 projects for an average of 2,000 reviews a year. During the same period, staff consultation resulted in the negotiation and execution of 89 Memoranda of Agreements (MOA) to mitigate adverse effects on historic properties and 25 Programmatic Agreements (PA) to improve the efficiency and

¹ Section 106 of NHPA requires Federal agencies to take into account the effects of their undertaking on historic properties and afford the Advisory Council and reasonable opportunity to comment on such undertaking.

effectiveness of Section 106 consultation.

National Register of Historic Places

The [National Register of Historic Places](#) is the official list of historically significant sites and properties worthy of preservation across the country. It is maintained by the National Park Service. It includes buildings, structures, objects, sites, and districts that have been determined to be significant in American history, architecture, archaeology, engineering or culture. These historic properties reflect the prehistoric occupation and historical development of our nation, states, and local communities.

In Alaska, OHA is the state contact for the National Register of Historic Places. OHA staff is available to assist with the initial assessment of eligibility of properties to the National Register, as well as provide guidance in the completion of nominations for official listing. Once completed, OHA staff present the nominations to the Alaska Historical Commission for review and recommendation for listing. The State Historic Preservation Officer forwards nominations of properties deemed eligible for listing to the Keeper of the National Register of Historic Places for consideration for listing in the National Register.

In Alaska, there are 422 properties listed in the National Register of Historic Places, including 50 National Historic Landmarks. Every region of the state is represented by the more than 1500 buildings, sites, and structures. These include commercial districts, industrial structures, public buildings, houses, archaeological sites, historic aircraft, shipwrecks, battle sites, landscapes and traditional cultural places. Many of the listings are districts which encompass more than one property. Over the previous planning period there were 17 new National Register listings including five historic districts (Creek Street Historic District and Downtown Historic District in Ketchikan, the Government Hill Historic District in Anchorage, Woody Island Historic Archaeological District, and Cape Alitak Petroglyphs District) and one National Historic Landmark (NHL), the Walrus Islands Archaeological District NHL.

Certified Local Governments

Preservation through Partnership is the goal of the [Certified Local Government \(CLG\) Program](#). Local, state, and federal governments work together to support the Federal Preservation Program. Preservation activities often start at the local level and can effectively provide links to a community's past, highlight its special character, create economic benefit, and establish sustainable development practices. OHA administers the CLG program in Alaska.

There are currently 13 CLGs in Alaska. These include the Municipality of Anchorage, City of Cordova, City of Seward, City of Kenai, Matanuska-Susitna Borough, City and Borough of Sitka, City of Ketchikan, City and Borough of Juneau, City of Fairbanks, Fairbanks North Star Borough, North Slope Borough, City of Unalaska, and the City of Dillingham. Through this program, OHA assists

local governments as they write historic preservation ordinances and plans, conduct surveys, develop context statements, create local designation guidelines and procedures, identify economic incentives, review local development projects, engage their preservation commissions, and promote their significant historic properties.

Ten percent of the annual federal Historic Preservation Fund grant to Alaska is designated for CLG projects. OHA solicits grant applications, which the Alaska Historical Commission reviews based on established priorities. The Commission then makes recommendations of awards to the State Historic Preservation Officer. Survey, inventory, preservation planning, National Register nominations, public preservation education, predevelopment, development, and acquisition projects are all eligible for program funds.

CLG Grant Projects 2011-2017

2017		
Juneau	Historic Preservation Plan, Phase 2	\$25,000
Fairbanks NSB	Riverboat Nenana rehabilitation	\$17,205
Sitka	Japonski Island Boathouse rehabilitation	\$24,961
Fairbanks NSB	Pioneer Park National Register Nomination	\$10,550
Juneau	Treadwell Building Interpretive Panels	\$7,842
Fairbanks NSB	Salcha/North Pole Survey	\$18,212
2016		
Anchorage	Anchorage Historic Preservation Plan	\$25,000
Fairbanks NSB	Fairbanks Historic Preservation Plan update	\$19,960
Cordova	Red Dragon Historic District: Signage and website	\$4,972
Cordova	Copper River Highway History Tour Brochure	\$4,540
Sitka	Whitmore Hall Façade Rehabilitation, Sheldon Jackson School	\$25,000
Sitka	Fraser Hall Façade Rehabilitation, Sheldon Jackson School	\$24,804
2015		
Matsu Borough	Cottonwood Creek Archaeological District survey	\$26,060
Juneau	Historic Preservation Plan, Phase 1	\$17,186
Anchorage	Army Housing, Block 13 Historic District NR nomination	\$16,640
6 CLGs	Travel to Alaska Historic Preservation Conference	\$18,207
3 CLGs	Travel to NAPC Forum 2016 in Mobile, Alabama	\$17,051
Sitka	Japonski Island Boathouse Door Rehabilitation	\$15,000
2014		
Juneau	Evergreen Cemetery Inventory and Interpretation	\$17,031
3 CLGs	Travel to NAPC Forum 2014 Philadelphia	\$16,029
Sitka	Japonski Island Marine Ways window rehabilitation	\$10,651
Sitka	North Pacific Hall Façade Restoration, Sheldon Jackson School	\$19,995
Juneau	Alaska -Juneau Gold Mine Power Towers engineering assessment	\$19,042
Cordova	Pioneer Igloo #19 Window rehabilitation	\$8,369
Cordova	Red Dragon Roof and Foundation rehabilitation	\$18,043
2013		
Matsu Borough	Cottonwood Creek Survey	\$20,000
Sitka	Lincoln Street Historic District Survey	\$20,000
Seward	Historic Preservation Plan	\$8,052

Fairbanks NSB	Historic Building Signs, Phase 3	\$12,000
Anchorage	Centennial Web Page	\$20,000
Juneau	Salt Water Pump House Stabilization	\$19,564
2012		
Matsu Borough	Middle Susitna Archaeological Survey and Inventory	\$20,000
Juneau	Juneau Memorial Building Use and Preservation Plan	\$7,550
Sitka	Alaska Native Brotherhood/Sisterhood Centennial Panels	\$3,761
Sitka	Sheldon Jackson School Windows Workshop and Restoration	\$22,365
Juneau	Treadwell Mine Signs and Interpretive Shelter	\$16,000
Anchorage	Oscar Anderson House Brochure	\$9,868
6 CLGs	Travel assistance to National Trust Conference	\$29,076
2011		
North Slope Borough	Traditional Land Use Inventory Update	\$16,168
Fairbanks NSB	Historic Building Signs Phase 2	\$16,200
Matsu Borough	Wasilla Interpretive Signs	\$20,000
Sitka	Alaska Native Brotherhood/Sisterhood Centennial Panels	\$10,000
Anchorage	Pioneer School Roof replacement	\$44,883
Fairbanks NSB	Main School Bleachers Restoration	\$15,000
Kenai	Holy Assumption Orthodox Church Utility Planning	\$12,780

Additional Responsibilities

Additional responsibilities of the Alaska SHPO under the National Historic Preservation Act include statewide historic preservation planning; statewide survey and inventory of historic properties; providing public information, education, training, and technical assistance in historic preservation; and performing [rehabilitation tax credit project](#) reviews.

When it can, OHA allocates some of its Historic Preservation Fund money to assist owners of properties listed in the National Register of Historic Places with predevelopment and development work. These grants were not available over the last planning period. When funds are available the grant program is administered statewide and the Alaska Historical Commission reviews the grant applications and makes recommendations of awards to the State Historic Preservation Officer.

OVERVIEW OF ALASKA'S PREHISTORY AND HISTORY

Alaska has the longest history of human habitation and settlement of any place in the Americas. It has many distinct geographic regions and a complicated history of environmental changes since the last ice age. Throughout its history, the state's settlement has been shaped by geography, climate, fish, fur, minerals, railroads, oil, and war. The following provides a brief look at the state's history, both prehistoric and historic, and how it shaped the sites and cultural resources we find today. Suggested readings on this subject are provided in the bibliography. [In development- will be provided in final draft]

BEGINNINGS

Late Pleistocene

The earliest people in Alaska arrived during the late Pleistocene, a time when the climate was much colder and drier than today. Prior to about 12,000 years ago, continental-scale ice sheets covered almost all of Canada and much of Alaska. These glaciers formed an impassible barrier that isolated Alaska from the remainder of North America and inundated the southern coastal zone with ice. The northern coasts were unglaciated but ice-bound year-round by an expansion of the permanent polar ice cap. Because so much of the Earth's water was tied up in glacial ice, world sea level fell approximately 425 feet. This caused the shallow bed of the Bering Sea to become dry land, forming a 1,400-mile-wide connection between the ice-free parts of Alaska and Northeast Asia.

The oldest confirmed prehistoric sites in Alaska belong to the Eastern Beringian Tradition, dating from about 14,000 to 12,000 years ago. The earliest site in this tradition contained stone tools that closely resemble technology found in many Upper Paleolithic sites in Northeast Asia. Most early Beringian sites have been found in the Tanana River basin of Interior Alaska and date to a time of late glacial climatic warming called the Allerød interval.

Many of these early sites contain evidence of a distinctive hunting technology, designed around lightly built spears that were propelled using a spear thrower (generally called an atlatl or throwing board). The atlatl functioned as an extension of the hunter's arm, imparting greater velocity and range to the spear. The spear tip was built using a pointed antler or bone armature. To create sharp cutting edges, the sides of the armature were inset with two rows of tiny, carefully prepared stone slivers called microblades. The earliest Alaskan example of this technology was found at the Swan Point in the Tanana River basin. The site is also the earliest reliably dated site in Alaska, and records a human occupation that occurred at least 13,800 years ago. Evidence of campfires made using large mammal bones and fat for fuel; and use of mammoth ivory and wapiti (American elk) antler for tool making were also discovered.

Slightly younger Allerød age sites, dating to between 13,800 to 13,000 years ago, contain small flaked stone spear points with distinctive triangular and tear-drop shapes, either alone or alongside microblade technology. The younger sites include bluff edge overlooks like Dry Creek in the foothills of the Alaska Range, and lake shore sites like the Village near Delta.

INTERIOR TRADITIONS

Younger Dryas

The Allerød was followed by a relatively brief interval of cooler and drier climate called the Younger Dryas, which lasted from about 12,900 until about 11,700 years ago. At this time the human population may have declined from a peak reached during the late migration period, and a cultural transition took place in central Alaska during which the Eastern Beringian Tradition was succeeded by the American Paleoarctic Tradition. The American Paleoarctic people continued to use most of the basic stone tool technologies from the earlier tradition, but with many small technical differences in manufacturing and artifact styles. Hunting technology continued to be based on atlatls and throwing spears.

In the Brooks Range, Arctic foothills, and the Noatak River valley of Northwest Alaska the succession of Younger Dryas prehistoric cultures followed a very different trajectory than in the central interior. In this region, the Northern Paleoindian Tradition appeared with flaked stone technology nearly identical to tool and projectile point types common to Paleoindian cultures in the lower 48 states and Canada. The most characteristic artifacts are expertly flaked stone projectile points virtually identical to southern Paleoindian types, including the Sluiceway and Mesa styles. Only a few Northern Paleoindian sites have been thoroughly researched, however, and it is not certain whether this culture represents a northward migration of Paleoindians or wholesale adoption of their technology by an undescribed, pre-existing population.

Early Holocene

The end of the Younger Dryas marks the end of late ice age environments in Alaska. The following Early Holocene interval witnessed the full retreat of Pleistocene ice and swiftly rising sea levels that drowned the Bering Sea land bridge. In central Alaska, the evidence points to cultural continuity during the Early Holocene, with the American Paleoarctic Tradition remaining in place until between eight to seven thousand years ago. The subsistence and settlement patterns also continued for a time, but with an important addition, the first physical evidence of salmon consumption by prehistoric Alaskans, or indeed anywhere in North America, emerges at 11,500 years ago. Evidence was found at the Upward Sun River Site, located in the Tanana River basin. Upward Sun River is also exceptional as the first prehistoric site in the state to produce evidence for ritual burial practices. Archaeologists found three child burials, all within the floor of the same pit house. Genetic material from the buried infants showed a close relationship to the Beringian

founding population for Native Americans in both North and South America, and a clear connection to a parent population somewhere in Eurasia.

Middle Holocene

During the Middle Holocene, the American Paleoarctic Tradition was replaced by the Northern Archaic Tradition in Alaska, except along the southern coasts where maritime regional traditions developed. This transition occurred between eight to six thousand years ago. Although often identified with interior boreal forest environments, a large proportion Northern Archaic sites are in upland and northern tundra settings.

Northern Archaic stone tool technology was distinctive in that use of microblades in weapon tips was deemphasized in favor of spear points made of fine-grained stone. In some locations, including the Landmark Gap Valley in the Alaska Range, Northern Archaic sites are found near tool stone quarries. One of the Landmark Gap sites contains masses of discarded stone chips produced by this manufacturing sequence. Similar Northern Archaic sites near tool stone quarries are Fog Creek in the Talkeetna Mountains and the David Site located on the Yukon River near Eagle. All three are in areas known to be on or near modern caribou migration routes.

Late Holocene

In Alaska, the end of the Middle Holocene is defined based on cooling temperatures and at least three episodes during which alpine glaciers advanced to their maximum Holocene extents. These episodes' date to 4,500 – 4,000, 3,300 – 2,900, and 2,200 – 2,000 years ago. Around 4,500 years ago, the geographic range of the Northern Archaic Tradition shrank to the boreal forest zone, giving way to the earliest Eskimo cultures in the maritime zones along the Bering Sea coast and Arctic Alaska.

Athabaskan Tradition

Beginning about 1,700 years ago, and continuing until historic times, the late prehistoric Athabaskan Tradition marked a sharp technological break with the preceding Northern Archaic. Athabaskan archaeological sites are abundant, and excavations have produced an exceptionally good record of organic artifacts made of wood, bark and bone. During the last two decades, permanent mountain ice patches, melting due to modern climate change, have provided evidence of one of the important Athabaskan technological innovations. Dated artifacts found in central Alaska and Yukon Territory show that a rapid transition took place from the older atlatls and throwing spears to bows and arrows. Common artifacts found at Athabaskan sites include sewn basketry and cache pit liners made of birch bark, bone or antler awls, bone hide scraping tools, bone knives and drinking tubes. Cold hammered copper also appeared in the record, originating from deposits in the Wrangell Mountains. Copper was put to a variety of uses, including knives, projectile points, bracelets, and personal adornment.

Prehistoric Athabaskan subsistence and settlement patterns also are well-represented in the archaeological record. In lowland river valleys, large winter villages are found at locations where migrating salmon could be captured in large numbers, including sites like Da'ka Denin's village and Ringling in the Copper River basin. These sites typically contained several large houses and many subsurface food storage caches. The houses were solidly built out of poles and bark, and were arranged along elevated river terraces. Short term villages also are known to have developed on interior lakes and rivers where freshwater fish were seasonally abundant. An example is Dixthada at Mansfield Lake in the Tanana River valley. Many smaller Athabaskan sites are scattered throughout the boreal forest zone and adjacent uplands. These are often recognized by masses of fire cracked rock, interpreted as evidence for stone boiling, and of fragmented, burned bone.

Maritime Traditions- Southeast Alaska

Early Holocene

At present, the archaeological record in Southeast Alaska extends back in time no further than the Early Holocene. Paleomarine Tradition sites have reliable dates that range from 10,500 to 7,700 years ago. Flaked stone tools found in these sites are reminiscent of the contemporary American Paleoarctic Tradition, and parallels are also found in the North Coast Microblade Tradition of British Columbia. The evidence shows that people living in Southeast relied heavily on ocean resources during Paleomarine times. One example is the Chuck Lake site on Heceta Island, where the remains of shellfish, marine fishes, and sea mammal were all found. Chuck Lake also produced microblades, and is dated to about 8,800 years ago. Most remarkable among the Paleomarine archaeological sites is Shuká Kaa Cave located on Prince of Wales Island. This site is 500 feet above modern sea level and produced one of the oldest human skeletons ever found in the New World, dated to 10,400 years ago. Other important Paleomarine Tradition sites include Ground Hog Bay on Kupreanof Island and Hidden Falls on Baranof Island. During the Paleomarine period both global sea levels and the local rebound of land from depression by glacial ice loading were happening at a rapid rate, resulting in fluctuating shorelines. New research makes it possible to reconstruct Early Holocene shorelines in the Alexander Archipelago and use this information to predict Paleomarine site locations.

Middle Holocene

Transitional Stage sites, dating from about 7,500 to 5,000 years ago, include Lake Eva, Point Couverdon, and Irish Creek. The Hidden Falls and Ground Hog Bay sites have also contributed to our knowledge of this tradition. During this time stone tool technology began a gradual shift away from flaked to ground stone technology. Transitional Stage tool types include scrapers, choppers, bifacial point and knife fragments, flakes tools, microblades, bi-directional microblade cores and larger blade cores.

Late Holocene

Neoglacial climate change during the Late Holocene resulted in a cooler, wetter climate in Southeast Alaska, with increased storminess and heavier winter snowfalls. Developmental Northwest Coast Stage societies in the region experienced a period of cultural and economic growth which ultimately led to the Eyak, Tlingit, and Haida societies encountered by European and Americans in the 18th and 19th centuries. These developments resulted in larger populations with greater dependence on stored fish and intertidal resources, permanent winter villages, tribal and clan societies holding territories which they defended, and elaborate plank houses, art and ritual.

After about 5,200 years ago, evidence for larger and more permanent settlements appear, resulting today in a three-fold increase in the number of known associated archaeological sites. Further evidence includes large shell middens associated with masses of fire-cracked rock, wooden post molds indicating plank house construction, beach-gravel pavements, and rock bounded hearths. Wooden fish weirs targeting salmon for mass harvest appeared at about 3,200 years ago. A variety of seasonal subsistence camps remained in use and fortifications implying warfare appeared. Petroglyphs bearing clan crests and delineating territorial boundaries are part of the late Developmental stage. Human burials from this period are common.

Maritime Traditions- Arctic and Bering Sea

Late Holocene

The Arctic and Bering Sea are maritime culture regions that share a Late Holocene prehistory, unified by events leading to the development of Alaskan Inupiat and Yupik cultures. Archaeologists and geneticists generally agree that Late Holocene prehistoric populations in the Arctic and Bering Sea regions originated as one or more migrations from Siberia. Dates proposed for the earliest of these migrations range from 7,000 to 4,500 years ago. Prehistoric cultures in the region are usually divided into two broad traditions. The earliest is the Paleoeskimo Tradition. This tradition continued until roughly 2,300 years ago in the Bering Sea region and as late as 1,100 in the Eastern Arctic.

Following the Paleoeskimo tradition in Northwest Alaska was arguably the most rapid and remarkable cultural metamorphoses in all of North American prehistory. Between about 2,200 to 800 years ago, prehistoric societies on both sides of the Bering Straits achieved a tremendous elaboration of material culture. This change was expressed as distinctive styles in art, ritual items, structures, and burial practices, and in highly refined technologies for hunting, transportation, and domestic life. There arose coastal societies of far greater scope and complexity than any previously known in the region. These societies developed large permanent villages, social ranking and hierarchies, and incorporated many smaller residence groups across wide geographic territories into polities bound together by shared origins, economic ties, and ideology. These developments were accompanied by unmistakable evidence for warfare, expansion of trade, and transmission of abstract ideas across societal boundaries. This tradition has been referred to by several terms,

including Northern Maritime and Neoeskimo. It originated about 2,300 years ago and culminated in the explosive expansion of the Thule culture beginning about 1,100 years ago, which led directly to the Yupik and Inupiat cultures of the 18th and 19th centuries.

The archaeology of the American Arctic and Bering Sea has been intensively studied for over a century, but there remains a major gap in geographic coverage centered on the Yukon-Kuskokwim Delta. This area is over 50,000 square miles in extent and is the heartland for Central Yupik language and culture. Although several hundred prehistoric sites are known in the delta, relatively little archaeological research has been done.

Western Thule and the Origins of Inupiat Culture

Thule culture was defined based on archaeological explorations in the Canadian Arctic during the 1920s, and is now firmly dated to 1,000 and 300 years ago. In Alaska, Western Thule coastal societies were characterized by permanent village sites. Social organization was complex, and organized trade was a regular occurrence. Winter houses were strongly built semi-subterranean structures with driftwood or whale bone frames, rectangular outlines, sod insulation, and sunken entrance tunnels that trapped cold air. The winter houses were often multi-roomed. Evidence for larger structures is rare, but one large community structure (Qargi) has been excavated near Point Barrow. Large cemetery sites are found at village sites near Point Hope and in the Point Barrow region. Small sites with winter houses are also found in coastal locations distant from the major villages. Thule coastal villages successfully hunted walrus and bowhead whales, endeavors that required social cooperation in large task groups, elaborate technological systems and effective planning. After about 300 years ago, Thule culture grades into the Historic Inupiat, an era which brought ever increasing contact with Asian, European and American technology and social patterns.

Maritime Traditions- Aleutian Islands

The Aleutian Island's geography controls the distribution of prehistoric settlements and imposed limits on the size of sites. Broadly speaking, prehistory in the eastern Aleutian Islands can be divided into two periods. Between roughly 9,000 – 3,000 years ago the earliest maritime residents moved west from the Alaska Peninsula, reaching as far as the Rat Islands in the center of the Aleutian chain. However, Unimak, Unalaska, and Umnak, located nearest to the Alaska Peninsula, were the focus for the earliest known human settlements. Early archaeological sites record short term occupations without substantial structures or deep accumulations of discarded food remains and artifacts. This early cultural phase is usually assigned to an Anangula Tradition. Around 3,000 years ago far more substantial sites appear, some with multi-room houses, large and diverse artifact inventories, and deep middens. These later sites can be grouped within an Aleutian Tradition. The Late Aleutian phase begins circa 1,000 years ago, and continues until Russian colonization of the region in historic times.

Maritime Traditions- Gulf of Alaska

The abundance of sea mammals, shellfish, fish, and waterfowl available for human use consistently channeled prehistoric economies in the Gulf of Alaska toward marine resources that are similar throughout the region. Thus, the Gulf is broadly unified in its succession of prehistoric cultures, and major stages of adaptation and social change.

Ocean Bay Tradition

Most land areas surrounding the Gulf were deglaciated between about 14,000 to 13,000 years ago. Despite this, the known prehistoric tradition is much younger, dating to the Early and Middle Holocene between 8,600 to 4,000 years ago. This is the Ocean Bay Tradition, best described from sites in the Kodiak Archipelago. Early Ocean Bay sites represent small, mobile groups living adjacent to tidewater at sheltered coves or the mouths of salmon streams. During later Ocean Bay phases, settlement patterns on Kodiak Island and the Alaska Peninsula included sites found inland on large lakes. Site locations, recovered bone and the types of hunting and fishing implements found demonstrate an over-whelming reliance on the harvest of maritime resources for food.

Kachemak

About 4,000 years ago, the Ocean Bay Tradition was succeeded by the Kachemak Tradition, best known from sites in the Kodiak Archipelago, but also found in Cook Inlet, the Kenai Peninsula, Prince William Sound, and in a variant form on the Pacific side of the Alaska Peninsula. The Early Kachemak Tradition seems to have developed seamlessly from its Ocean Bay predecessor. An important characteristic of the transition was a shift toward greater reliance on fish, especially salmon and cod, and a proportional reduction in dependence on sea mammals. Evidence for mass fish harvests, processing, and storage indicates a shift from depending on procuring food season-by-season to one that emphasized producing surpluses for long-term storage and consumption. This trend intensified throughout the Kachemak Tradition.

About 2,700 years ago, Kachemak Tradition sites greatly increase in numbers and size, appearing in hundreds of coastal and inland locations. Village sites are found in protected coastal locations, inland on major salmon rivers and along the shorelines of Kodiak's large lakes. Many contain large, deep middens surrounding clusters of up to 30 houses. These Late Kachemak phase settlements contained a variety of other structures, including exterior hearths and pits used for food processing and storage.

Transitional Kachemak and Koniag

Starting about 950 years ago, Late Kachemak phase settlement patterns, house configurations, village sizes, and artifact types began to change rapidly. By about 650 years ago, these changes resulted in a prehistoric culture, Transitional Kachemak, essentially identical to the Alutiiq and Sugpiaq-speaking Alaska native cultures encountered by the first Russian explorers in the 18th

century. On Kodiak Island and elsewhere, subsistence at Transitional Kachemak village sites became more focused on mass salmon harvests, and there are large villages of 40 or more houses found on the upper courses of major salmon streams and at large lake outlets. Some evidence exists that competition for salmon resulted in social competition and conflict. On Kodiak, the first defense sites located on rocky islets appear, and many villages are associated with shoreline rock art that may assert exclusive rights to the most productive marine hunting and fishing locales.

Koniag Tradition culture appears to develop out of Transitional Kachemak, beginning about 650 years ago. During this time, the social landscape in the Gulf region again changes, with the size, number and variety of sites greatly increasing. These changes suggest a growing population and a subsistence strategy that encouraged more forays from semi-permanent villages at resource rich locations to small, seasonal settlements providing access to short-term, seasonal sources of fish and game. New technologies for capturing salmon also appear, including weirs and fish traps and salmon harpoons.

About 450 years ago, houses in the semi-permanent villages once again increase in size. Settlements with the distinctive Koniag house types appear on the Alaska Peninsula, suggesting a westward movement by some Koniag peoples in response to growing population pressure. One site on Kodiak Island contains an exceptionally well-preserved series of organic artifacts that provide evidence of ceremonial practices. Among the items excavated were mask, drum and rattle parts, dolls, gaming pieces, and feasting bowls – all objects documented as having ritual functions among the Alutiiq and Sugpiaq descendants of the Koniag.

Cook Inlet

The Holocene archaeology of Cook Inlet exhibits several differences from the general prehistory of the Gulf of Alaska due in part to its proximity to the mainland interior, and boreal forest instead of temperate rain forest environment. After about 3000 years ago, Kachemak Bay Tradition peoples occupied the Inlet, with cultural and technological trends resembling this tradition elsewhere in the western Gulf of Alaska. Between about 1,500 to 1,000 years ago, a few sites representing a Norton-like material culture have been found, with evidence the people lived in the Inlet in tandem with the Kachemak population.

Following the end of the Kachemak occupation about 1,000 years ago, a new late prehistoric culture appears which lead directly to the Dena'ina and Kenaitze Athabaskan people found living on the shores of the Inlet and the surrounding interior by the first European explorers in the 18th and 19th centuries. These Athabaskan occupants adopted many aspects of the marine oriented technology and subsistence of the earlier Kachemak peoples to adapt to life in a coastal environment. On the Kenai Peninsula, late prehistoric houses tend to occur in smaller groups and are sometimes on high bluffs overlooking a river or stream. Larger village sites occur at some

avored salmon fishing localities on the Kenai River, with a high density of sites concentrated near Kenai Lake, the Russian River, the outlet to Skilak Lake, and near the river's mouth on the Inlet.

HISTORIC PERIOD

It is estimated that approximately 80,000 people lived in Alaska at the time of first contact with non-native people beginning in the mid-1700s. The timing of outside contact with Alaska Natives varied across the state, with the first being between the Russians and Unangan people in the Aleutian Islands. This was followed by contact with the people of the Gulf of Alaska and Southeast. Europeans reached the Arctic and Bering Sea regions as whaling ships moved into arctic waters in the 1840s. It is likely that some interior communities did not have direct contact with Euro-Americans until after the Russians transferred Alaska to America.

Russian America, 1741-1867

Russians started to explore Alaska and exploit its resources following the voyages led by Vitus Bering in 1741. Explorers and traders from Spain, Great Britain, France, and the U.S. ventured to North Pacific waters starting in the 1770s. In 1799, the Tsar officially expressed Russia's claims in the North Pacific and gave exclusive fur trading rights and some authority to represent the government to the Russian-American Company.

Starting in the 1780s, fur trading companies established trading posts and work camps primarily along Alaska's southern coasts. The first permanent year-round settlement at Three Saints Bay on Kodiak Island was established in 1784. After the Tlingit people attacked and burned their initial post at Sitka in southeast Alaska, the Russians returned in 1804, and established New Archangel (Sitka). It became the capital and administrative center of Russian America and the principal port in the North Pacific. The Russians opened fur trading posts inland after decimating the sea mammal population, locating posts at strategic places along Native trade routes.

The Russian government never promoted settlement of its North American territory, and there were never more than 800 Russians in America. Although maps show Russia in control of what is Alaska today, over three-fourths of the territory was not mapped when the U.S. acquired it in 1867. Despite their limited reach, the Russians greatly impacted the indigenous people of Alaska. Diseases, especially smallpox, reduced the Alaska Native population by at least 40 percent. The Russians relocated many Native people from the Aleutian Islands and Southcentral Alaska and destroyed villages. Russian men fathered many children, known as Creoles, often abandoning them when they returned to Russia. Creoles came to make up most of the Russian's colonial work force.

The first buildings at the posts and settlements were log, and later sawmills provided lumber for building. Over the years, a Russian American Colonial architecture evolved, incorporating traditional building techniques and styles used in Russia. Only four buildings from the Russian

American period in North America survive: the Russian Bishop's House and Building 29 at Sitka, Russian American *Magazin* at Kodiak, and the Rotchev House in California. Features and concepts of this style can be found in the many Russian Orthodox churches around Alaska, although they all were built after 1867.

The Russians found administering and maintaining its North American colony expensive. The tsar determined in the 1850s that he had higher priorities at home and around the world, and would sell Russia's claims in North America. Russia approached the United States about buying Alaska, but the American Civil War suspended discussions. In 1867, Russian Ambassador Eduard de Stoeckl resumed talks with U.S. Secretary of State William H. Seward. They signed the Treaty of Cession on March 30, 1867. For \$7.2 million Russia ceded its claims to 375 million acres of land in North America to the United States. After exchanging formal ratifications in Washington, D.C., on October 18, a ceremonial transfer took place at Sitka.

Early American Alaska, 1867-1897

For the first ten years, the Army and Customs agents were the U.S. government's sole representatives in Alaska. The fur trade and whaling initially dominated the economic activity, but gradually, prospectors and fishermen came to the territory. After the Army left in 1877, tensions between the Native people and newcomers intensified, and in 1879 the government sent the Navy to keep peace. In 1884, Congress passed legislation providing for limited civil government.

Sitka remained Alaska's principal community until a gold discovery in 1880 led to the founding of Juneau. Subsequent gold discoveries led to the establishment of new towns in southeast, southcentral, and interior Alaska. During the 1880s, fishermen built canneries at the mouths of Alaska's numerous rich salmon streams across southern Alaska then into Bristol Bay. The same decade, mission societies came to Alaska. They located their missions near Native villages and encouraged the local population to relocate around them. When the 1884 legislation provided for public schools in Alaska, the government built many near the missions attracting more Native people to relocate around them.

The Army and Customs agents reused Russian buildings, but found many in poor shape and unsuitable to use and soon started building offices and barracks with construction materials shipped from the West Coast. The buildings that were constructed during this time were often log. At mining camps, false front business buildings predominated and small, plain frame houses were built with lumber supplied by local sawmills. Few buildings from the late 1800s stand today, among them the Hanlon-Osbakken and Emmons houses in Sitka, the First Mission House at Bethel, and several Treadwell Mine buildings near Juneau.

Gold Rush Era, 1897-1912

The Klondike Gold Rush to the Yukon Territory starting in 1897 was a watershed event for Alaska. Thousands of people traveled by ship to the towns of Skagway and Dyea, hiked across the Chilkoot or White Pass Trail, then traveled by boat down the Yukon to the Klondike. Another route was by ship to the mouth of the Yukon River in western Alaska, then by steamboat over a thousand miles upriver.

When rushers heard all the Klondike grounds were staked, many fanned out across Alaska looking for gold. They made numerous gold discoveries that kept people coming north for the next fifteen years. The largest gold rushes led to the founding of the towns of Nome and Fairbanks. Discovery of a huge, pure copper deposit in the Wrangell Mountains in 1900 proved as significant as the gold discoveries. Miners and entrepreneurs courted investors with deep pockets, and around Alaska ventures started to construct railroads and docks and to mine on a large scale using hydraulic hoses, draglines, and dredges.

Those who rushed north expected the U.S. Government to maintain order and provide services. Responding to rushers demands, Congress passed laws to send troops, expand the court system, allow communities to incorporate, and to license businesses to pay for roads and schools in Alaska. The government provided aids to navigation, delegated the Army to construct and operate a telegraph line, funded expeditions to map routes and the geology of the territory, and created the Alaska Road Commission to mark trails and build roads. In 1906, Congress allowed Alaskans to send a non-voting delegate to Congress, and in 1912 expanded Alaska's Organic Act, designating Alaska a Territory and creating a legislature.

Although government representatives acknowledged that the newcomers were negatively impacting the Native people by taking fish and game, introducing diseases, and applying the American legal and justice systems to all in the territory, they took no action to resolve Native peoples' land claims. Treaties were not made, only a few reservations were established, and the Native people were not given citizenship. Government agents pursued a policy of acculturation of the indigenous people, but maintained a policy of segregation in the schools.

Alaska's Gold Rush era ended in the 1910s. Although most of those who rushed north left the territory, the 1920 census reported that the non-Native population was significantly larger than before the Gold Rush and now outnumbered Native people in the territory. It counted many foreign-born residents, most from Canada and Europe, but also from Asia. Many gold rush towns proved to be temporary, but others grew. Juneau became Alaska's largest city after it became the territory's capital in 1900.

The first buildings in gold rush camps were log or wood-frame. The few who struck it rich built houses of popular contemporary architectural styles, such as the Queen Anne style Jacob Berger

House in Nome. Where a sawmill operated, usually in established towns such as Juneau or larger corporate mining towns, wood-frame construction covered with horizontal siding was most common. Houses tended to be in the form of Queen Anne cottages, but were sparsely ornamented. Examples can still be found in the mining towns of Juneau and Fairbanks. Commercial buildings of this period also tended to be wood-frame, often with false fronts such as those found in Skagway. By contrast, in remote areas, or towns that did not have access to sawmills, log buildings were most common. Remnants of these log buildings can be found across Alaska. Other buildings of this era include Army buildings at Haines and Eagle, log roadhouses at Delta Junction and Tanacross, and churches in Seward and Sitka.

Post Gold Rush, 1912-1939

By the end of the Gold Rush era, large corporations not only controlled mining, but also fishing, fur trading, shipping, and commerce in Alaska. Among them were the Kennecott Copper Corporation, U.S. Smelting Refining & Mining Co., Alaska-Juneau Mining Co., the Alaska Packers Association, Pacific American Fisheries, the Northern Commercial Co., and Alaska Steamship and Pacific Coast Steamship companies. They built company towns with offices, processing buildings, warehouses, medical facilities, houses for administrators, bunkhouses for laborers, mess halls, and recreation buildings. Near them, satellite communities developed with houses for laborers with families and businesses such as bars and pool halls that were not part of the company campus.

After two failed private attempts at developing a railroad from Seward to the Interior, the U.S. Congress agreed to fund construction and operation of a railroad for an estimated cost of \$35 million. The government not only laid track, it platted townsites, built offices, warehouses, hospitals, worker housing, stations and section houses along the line. At its northern hub of Nenana, it built riverboats to serve communities along the Tanana and Yukon rivers. Anchorage, the southern hub, became the railroad's administrative headquarters.

As Alaska's non-voting delegate to Congress from 1909 to 1920, James Wickersham secured funding for the railroad and worked tirelessly to get more government programs and buildings for the Territory, including land and money to establish today's University of Alaska. His successors continued to secure government funds and projects for Alaska. In the 1920s the government built courthouses and post office buildings in eight Alaskan towns, using reinforced concrete not wood. Almost all of the wood lighthouses were replaced with concrete towers and more powerful lights. In the 1930s, delegate Tony Dimond made sure the territory qualified for the various New Deal programs. Public Works Administration (PWA), Civilian Conservation Corps (CCC), and Works Progress Administration (WPA) programs benefited several Alaska towns. The best known New Deal project in Alaska was the Matanuska Colony that resettled 200 families from the Midwest to Palmer to create an experimental farming community. Many buildings, recreational facilities, and structures around Alaska are a standing legacy of the New Deal programs.

Just as the Alaska Railroad was completed in 1923, the first commercial aviation companies in Alaska were founded. Although air travel and freight costs were high, aviation was embraced around Alaska. As air travel became more common in the 1930s, remote villages were suddenly more easily accessible. Along with the increased air travel was an improved road system which led to the development of settlements at crossroads along the highways.

In the post-Gold Rush years, Alaska grew slowly but steadily in population with its economy based on resource extraction. Surviving gold rush communities lost their boomtown character and the railroad created several new communities. By the end of this period, housing increasingly began to look more like developed areas in the lower 48. New commercial and public buildings were larger in size and scale and often built of concrete in the Moderne and Art Deco architectural styles. Incorporated communities invested in public utilities and upgraded schools, and widened streets for automobiles and trucks that had become commonplace.

In the 1930s, U.S. military planners warily watched Japan as it expanded its influence and territory. In Alaska, all but one Gold Rush era Army post had been closed and although there was a string of Navy radio stations across the territory, Alaska was unprotected American territory. The U.S., expanding its defense shield in the Pacific, began to build Naval Air Stations and Army bases at Sitka, Kodiak, and Dutch Harbor, and a cold weather testing facility at Fairbanks in 1939.

World War II and the Cold War Era, 1941-1959

Alaska's slow steady growth abruptly changed after the Japanese attacked Pearl Harbor and the U.S. officially entered World War II in December 1941. At the time, 20,000 soldiers were stationed in Alaska. By 1943, there were 152,000 soldiers in Alaska, more than double the territory's total population in 1940. After Pearl Harbor, construction of airfields, ports, roads, and bases in Alaska was fast-tracked. In February 1942, construction of a long-sought road connecting Alaska with the states was authorized, and it would be completed in ten months. In June 1942, the Japanese attacked the Dutch Harbor naval air station and occupied the Aleutian Islands of Attu and Kiska. Quickly, the Navy established a blockade off the islands, and bombing raids on the Japanese occupiers began. The military hastily removed the native Unangan people in the Aleutians to camps in southeast Alaska. Some of Japanese heritage in Alaska were sent to internment camps in the western U.S. More defense construction projects commenced around the territory, particularly bases on islands west of Dutch Harbor.

In May 1943, U.S. forces recaptured Attu and in August forces landed at Kiska to find the Japanese had evacuated. Although the war front in the Pacific moved to the South Pacific, military activity in Alaska continued. The Lend-Lease program used Ladd Field near Fairbanks for transfer of over 1,500 airplanes to Russia until the end of the war. Between 1941 and 1945 the federal government spent over \$1.25 billion on construction projects in Alaska.

Though the military decommissioned many Alaska bases in 1946, the bases near Anchorage and Fairbanks remained active, and were soon expanded, as relations with the Soviet Union changed, and military planners realized Alaska's strategic position in the North Pacific. The military built radar and communication systems across Alaska, many in isolated places. Cold War defense projects also included forward operating bases and missile sites. Many military buildings and structures from World War II and the Cold War remain. Though many former defense sites have been cleaned up, many military buildings were repurposed and are still in use.

In 1940, Anchorage replaced Juneau as Alaska's largest city with Fairbanks second in size. The territory's housing infrastructure was greatly underdeveloped and strained to house all the new residents. In Alaska's largest cities, federal housing finance programs spurred development and helped alleviate the critical housing shortages.

Military spending in the 1950s contributed more to Alaska's economy than mining and fishing. Gold mining did not recover after the government ordered mines to close during World War II. The fisheries faced higher labor costs as well as competition from foreign fishermen in Alaska waters and offshore processors. Alaskan leaders promoted new industrial development in timber and oil and gas production. Two pulp mills opened in Southeast Alaska in the 1950s and in 1956 a significant oil field was discovered on the Kenai Peninsula. The cities of Kenai and Soldotna incorporated in 1960 and witnessed rapid population growth in the years that followed. Alaskan communities were not ready for the thousands who came for the military construction, timber, and oil jobs.

Statehood, Earthquake, and Oil Era, 1959-present

The newcomers to the territory in the 1940s and 50s supported efforts to gain statehood. After failing to get statehood in 1948 and again in 1952, Alaskans intensified their efforts and finally on January 3, 1959, Alaska became the 49th state. Not long after, in March 27, 1964, a magnitude 9.2 earthquake, and the tsunami it generated, devastated southcentral Alaska. Significant damage to buildings and infrastructure totaled more than \$300 million. It was setback to the new state which was finding statehood problematic and expensive.

Legislation, regulations, and a tax structure for leasing mineral rights, cutting timber, and the fisheries needed to be put in place. The state needed buildings and equipment to provide government services, and land and money to encourage expansion of mining, timber, tourism, agriculture, and settlement. As the state filed for its land entitlement from the federal government, Alaska Native people filed counter claims that they owned the lands the state was seeking. Though some lands were transferred to the state, in 1966 the Secretary of the Interior put a "land freeze" on further transfers until Alaska Native land claims could be addressed.

The State's first land selections were of ones with high mineral promise, and included land on the North Slope east of what is now the National Petroleum Reserve. As soon as these selections were approved, the State held oil lease sales. Atlantic Richfield Company announced its discovery of oil on state lands near Prudhoe Bay in 1968. It proved to be the largest oil field in North America and was a financial windfall for Alaska. At the state oil lease sale on September 10, 1969, the winning bids totaled \$900 million, about nine times higher than the state budget at the time. The challenge was how to get North Slope oil to markets. The oil companies decided a heated overland pipeline from the Arctic Ocean to a port in southcentral Alaska was feasible and the best option.

To get the necessary permits to construct the pipeline, the Native land claims needed to be resolved. Alaska Native people, the State of Alaska, and oil companies worked with Congress, and in 1971 the Alaska Native Land Claims Settlement Act was passed. The law granted the Native people 44 million acres of land, paid \$962 million to extinguish title to Alaska's other lands, and created regional and village corporations with the intent to empower the Native people. The National Environmental Policy Act, requiring consideration of environmental impacts by large projects, also needed to be addressed before the permits were issued. Once accomplished however, in 1974, Congress authorized construction of the pipeline to proceed.

People poured into the state for work and with dreams of getting rich off the construction of the pipeline. During the three years of pipeline construction, 60,000 workers moved through the construction camps. The available housing, utilities, and city services in the construction centers-- Fairbanks, Valdez, and Anchorage--were totally unprepared to accommodate the high numbers of people. For example, the population of Valdez was 1,300 in 1974 and more than 8,000 in 1976. Anchorage's population increased from 48,000 in 1970 to 174,000 in 1980. Projects to build housing and infrastructure in these cities brought even more people to Alaska.

The first oil flowed through the pipeline in the summer of 1977. With royalties and lease revenues, the state government funded many capital projects, including airports, roads, ferries, Pioneer Homes, and correctional facilities. Among the undertakings was building and operating secondary schools in over one hundred villages around the state. The state helped boroughs and municipalities build community halls, police and fire stations, and new schools, libraries and museums. The Federal government also constructed a number of new buildings as it expanded its programs to manage federal lands after passage of the Alaska National Interest Lands Conservation Act in 1980. Federal housing programs during this period changed the face of rural villages as manufactured houses brought a uniformity to their architecture.

The feverish construction phase of the previous two decades slowed in the mid-1980s when global oil prices plunged and the Prudhoe Bay oil field passed its halfway production point. In anticipation of the reduced oil production, the State of Alaska had constitutionally established a savings account, the Alaska Permanent Fund, in 1976 and this investment continues to provide funds for

the state. In 1989, the Exxon *Valdez* oil tanker, struck Bligh Reef in Prince William Sound and spilled nearly 11 million gallons of crude oil.

Every Alaska community has changed significantly since statehood. Rural villages have utilities, schools, office and public buildings, medical clinics and much more housing. Larger cities and village hubs have all the buildings of other American cities including malls, fast-food restaurants, multiple subdivisions, conventions centers, and sports facilities. Despite the pace and extent of development since 1959, Alaskans have preserved many historic buildings. There is an appreciation of the past and consideration of structures and sites in planning. Now is the time to start to talk about what buildings constructed during the last sixty years are historically and architecturally significant and important to preserve to tell the history of Alaska since statehood.

ASSESSMENT OF ALASKA'S CULTURAL RESOURCES

An assessment of Alaska's identified cultural and historic resources provides a current understanding of cultural resource work in Alaska to date. The following is a general synthesis of the cultural resources data that has been collected and reported from across the state over the past 50 years.

ALASKA HERITAGE RESOURCE SURVEY (AHRS)

The Alaska Heritage Resources Survey (AHRS) is the State of Alaska's primary cultural resource database. The AHRS is maintained by the Office of History and Archaeology (OHA) staff. The web based version of the AHRS, part of OHA's Integrated Business Suite (IBS), is updated daily with new and legacy information.

As the state's primary cultural resources data repository, the AHRS contains information on over 46,700 reported cultural resources, from prehistoric to modern. The AHRS inventory includes buildings, objects, structures, archaeological and historic sites, some paleontological sites, districts, shipwrecks, travel ways, traditional cultural properties, landscapes, and other places of cultural importance. It also includes information on surveyed areas, investigation reports, and references. This information comes from a variety of sources, including agencies, cultural resource professionals, and other interested parties.

Access to the AHRS is restricted to qualified professionals and agency staff to protect identified cultural resources from destruction. The federal Freedom of Information Act, National Historic Preservation Act, and the Archaeological Resources Protection Act all legally support the restricted nature of database access. AHRS access restrictions are also supported by Alaska state law AS 40.25.110 and Alaska State Parks Policy and Procedure No. 50200. Access to the database by potential users is screened through the AHRS Manager.

History of the AHRS

The AHRS has its beginnings in the late 1960s - early 1970s. In a lead-up to Alaska's Centennial Celebration in 1967, many Alaska communities reported their cultural resources to the Centennial Commission. In all, 73 sites were marked with interpretive plaques and indexed. The Alaska Archaeological Index was created around the same time through the efforts of the Alaska Methodist University and the United States Bureau of Land Management, Anchorage Office. These records were transferred to the newly created State of Alaska, Office of History and Archaeology in 1971 and the AHRS was created.

The AHRS initially contained 500 records, consisting of five inch by eight inch cards with typed or hand-written information. Locations were plotted on 1:250,000 scale USGS topographic quad maps. The literature consisted of a small collection of associated reports, manuscripts, and articles. The increasing ubiquity of personal computers in the workplace oversaw the transfer of AHRS data from physical cards to an electronic database in the late 1980s and early 1990s. Physical maps and reports were still used for location and research purposes through the 1990s.

The Integrated Business Suite (IBS) was developed in the early 2000s to collect and interrelate the separate OHA databases into one system. It makes use of the Alaska Department of Natural Resources information technology team and software licenses, including Oracle database software for the sites and survey data and for storing and displaying geospatial data. Along with the transfer of hard-copy data to the databases, the AHRS Location Editor (AHRSL E), a Geographic Information System (GIS) was developed. AHRSL E slowly replaced the paper quad maps as more geometries were entered in the system. In 2014, AHRSL E was replaced by the AHRS Mapper program, a more streamlined, web-based GIS interface.

AHRS-IBS development over the next five years will focus on simplifying data entry and improving the analytical capabilities of the database. Allowing users greater access to making and modifying records, with appropriate controls and parameters, should improve the site and survey records. Guidelines on data creation and entry, as well as expanding the number and types of fields within the database should improve the consistency and quality of the data entered, thus improving the analytical capabilities of the database moving forward. Finally, reaching out to other database managers across the state to develop consistent standards for data collection, entry, and presentation will help maximize the potential for our data to contribute to our understanding of the various cultural histories of Alaska.

Types of Information within the AHRS

Currently, the database consists of six modules and one mapper program. The database modules consist of:

- The AHRS Module contains cultural resources site records,
- The Determination of Eligibility Module,
- The National Register Nomination Module,
- The Survey Module consists of cultural resources investigation records,
- The Document Repository Module consists of records with reports, correspondence, and other documents attached that are not copyrighted,
- The AHRS References Module consisting of references for documents both in our database and some references for published material that may or may not be available at OHA.

Individual records for these six modules can be associated to records in the same or other modules. This creates an interrelated set of records that can be efficiently viewed and related information can be easily found when researching a certain site, project, report, etc. A summary of all related records associated with an AHRS site can be generated in an AHRS Card PDF.

In addition to the database modules, there is the AHRS Mapper module. The AHRS Mapper displays cultural resources data from the other AHRS modules over base layers, such as topographic or aerial photographs. The AHRS Mapper has search tools and draws some layers from other Alaska DNR departments. Future development will add more tools and functions to the AHRS Mapper to be more useful and informative.

AHRS Database Summary

All information collected through cultural resource investigations across the state and reported to OHA is housed in the AHRS. In 2017, the AHRS was queried to display the total number of records for each module. These totals are approximate, given that new information and legacy data are entered in the database daily.

- AHRS Module Records = 46,700 records
- DOE Module Records = 10,000 records
- NRN Module = 1,133 records
- Survey Module = 18,500 records
- Document Repository Module = 17,200 records
- AHRS References Module = 16,100 records
- AHRS Mapper Module = 37,000 points, 1,000 lines, and 4,500 polygons.

Additional reports and correspondence are housed at OHA, and are accessible through appointments with AHRS staff.

Assessment of Cultural Resource Investigations to Date

The AHRS database contains information from over 50 years of cultural resources reporting and inventory from across the state. Still, the percentage of the state subject to cultural resources investigations is relatively small. Information entered in the AHRS Survey Module shows that 17,528 square miles, or 2.6 percent of the total landmass (663,300 sq. miles), have been surveyed to varying degrees of intensity.

The sheer size and remoteness, low population, and relatively limited development across the state factor into the low percentage of the state that has been formally surveyed for cultural resources. Some considerations should be taken when relying on this total. Information in the Survey Module is not comprehensive and there are likely many more square miles surveyed than are recorded in the database to date. However, some of the survey area numbers recorded in the database overlap (for example, the various north-south gas line corridors), reducing the total area of the state that has been surveyed. It should also be noted that total area investigated has not all been intensively surveyed for cultural resources. Some of the reported areas consist of reconnaissance survey conducted relatively quickly over large areas (e.g., helicopter surveys over large portions of the North Slope). Until such issues are rectified, the 2.6 percent total is likely the best estimation of how much of the State has been investigated for cultural resources to date.

OVERVIEW OF ALASKA'S CULTURAL RESOURCES

The National Park Service defines cultural resources as "Those tangible and intangible aspects of cultural systems, both living and dead, that are valued by or representative of a given culture or that contain information about a culture...[They] include but are not limited to sites, structures, districts, objects, and historic documents associated with or representative of peoples, cultures, and

human activities and events, either in the present or in the past. Cultural resources also can include primary written and verbal data for interpretation and understanding of those tangible resources.”

For the purposes of discussing Alaska cultural resources, this plan defines those resources as any definite location or object of past human activity, occupation, or use, identifiable through inventory, historical documentation, or oral evidence. Cultural resources in Alaska can be divided into the categories of archaeology, built environment, cultural landscapes, and traditional cultural properties.

Archaeological Resources

Archaeological resources are the physical remains of the past, that can be studied by archaeologist and other scholars to answers questions about history or prehistory. Archaeological sites are especially important because they are the primary source of knowledge about prehistory. Prehistory has been considered the time in a region before written records began. For Alaska prehistory can generally be considered the time before contact between the indigenous people and Europeans/Euromericans. More recent archaeological sites can provide information on aspects of history that may not have been written down, for example the life of early homesteaders, explorers, miner, or immigrants.

The importance of Alaska’s abundant prehistoric archaeological sites lies in the state’s geographic position. Current archaeological evidence supports that it was the place of the first human settlement of North America and the land through which succeeding waves of people passed. Broken Mammoth, Mead, and Swan Point are the oldest archaeological sites in Alaska, dating between 11,000 and 12,000 years before present (B.P.). These sites contain evidence of artifacts associated with extinct mammals, along with human tools, providing current researchers with an opportunity to increase the knowledge of human adaptation to environmental change. Alaska is also rich with archaeological sites associated with the historic past, beginning with Russian colonization and continuing into the American era.

There are approximately 16,370 prehistoric archeological sites, 579 protohistoric sites, and 11,927 historic archaeological sites in the AHRS. Examples of prehistoric archaeological sites include (but are not limited to) lithic scatters, habitation, hunting and food processing sites, temporary campsites, and burials. Historic archaeological sites may include the remains of rural homesteads, canneries, historic cemeteries, and mining sites.

Alaska’s archaeological sites are threatened by vandalism, neglect, development, and environmental processes such as erosion. Listing on the AHRS does not provide protection for sites, but it does allow for knowledgeable decisions to be made concerning their future. These valuable resources must be preserved and protected if they are to help answer crucial questions about the peopling and settlement of North America.

Built Environment Resources

There are approximately 9,333 buildings and 2,284 structures entered in the AHRS. These resources include everything from Russian Orthodox churches to military sites, mining facilities,

cabins, recreations facilities, canneries, commercial buildings, bridges, fish weirs, ditches, roads and railroads.

Much of Alaska's built environment was completed after World War II. Many of these post-WWII buildings have passed or are approaching fifty-years old, and are thus potentially eligible for listing in the National Register. The number of potentially eligible properties will increase dramatically over the next decade. OHA and cultural resource specialists in Alaska will be challenged with understanding, preserving, and interpreting this mid-century building stock. While many professionals agree these buildings have the potential to be significant in American architecture, community planning and development, and social history, the sheer number of these buildings and neighborhoods continues to challenge the preservation community.

The most common historic structures are bridges (275 in the AHRS) and linear features, such as ditches, railroad grades, trails, pipelines, and roads. Linear features are a challenging type of resource both to document and preserve. There are currently no detailed guidelines at the national level for documenting and evaluating resources that stretch for miles. Other common structures found in the AHRS include dams, fish weirs, mining features, air craft, boats, and railcars.

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 insensitive additions and modernization.

Cultural Landscapes

Cultural landscapes are settings that human beings have created in the natural world that reveal the ties between people and the land. These ties could include the need to grow food, recreate, or form settlements. Cultural landscapes can range from farms to formal gardens, town squares to larger parks. There are four general types of cultural landscapes, not mutually exclusive: historic sites such as a battlefield, historic designed landscapes such as designed parks, historic vernacular landscapes such as farmsteads or mining landscape, and ethnographic landscapes.

Many cultural landscapes recorded in the AHRS are a result of the National Park Service Cultural Landscape Inventory program. To date there are 47 AHRS records tied to cultural landscapes including the Afognak Village Historic District Cultural Landscape, Chilkoot Trail Cultural Landscape, and the Iditarod Dog Sledding Historic District Vernacular Landscape.

Traditional Cultural Properties

A traditional cultural property (TCP) is defined as a property eligible for the National Register because of its association with cultural practices or beliefs of a living community that (a) are rooted in that community's history, and (b) are important in maintaining the continuing cultural identity of the community. While people often associate TCPs with native people, these resources also can include ethnic communities or traditional resources important for maintaining the cultural traditions of any group.

A “traditional cultural landscape” has not been formally defined by the National Park Service. Traditional cultural landscapes are considered by the National Register to be a type of significance rather than a property type. Property types are limited to those specified in the NHPA and the National Register regulations and include districts, buildings, structures, sites, and objects. Traditional cultural landscapes can and often do embrace one or more of these property types.¹

The recognition and understanding of traditional cultural properties important to Alaska Natives can be a struggle partly due to the lack of experience in addressing such places. Expansive landscapes pose challenges for consulting parties in assessing and effectively addressing the impacts of development actions upon them. There is confusion regarding what makes a place a traditional cultural landscape, whether they can be considered historic properties, and whether the size of such places influences their consideration under the National Historic Preservation Act.

There are seven traditional cultural properties in the AHRS including Iyat TCP, Bartlett Cove TCP, Qasginuaq Mountain TCP, Duke Island TCP, Dundas Bay TCP, Taiy Tsadlh-Tok Pumpstation Hill TCP, and X'unaxi Auke Cape TCP.

¹ *Native American Traditional Cultural Landscapes and the Section 106 Review Process: Questions and Answers.* Advisory Council on Historic Preservation Office of Native American Affairs, Washington, D.C.

STATE OF THE STATE: CURRENT TRENDS AND ISSUES AFFECTING HISTORIC PRESERVATION IN ALASKA

Historic preservation in Alaska does not take place in a vacuum. A wide range of issues and opportunities affect historic preservation in the state today. These trends will influence preservation work occurring in the state, sometimes with good outcomes, other times not, and trends will affect preservationists' abilities to protect cultural resources. It is an aim of this plan to help position historic preservation in a way to best address Alaska's challenges. The goals and objectives established later in this plan were developed with these current trends and issues – around population, diversity, land ownership, economy, development, heritage tourism, education, climate change, disaster recovery, and collections management – in mind.

POPULATION

Throughout Alaska's history, the state's settlement has been shaped by geography, natural resources (fur, fish, minerals, timber, and oil), transportation, war, and military strategy. These factors influenced the settlement patterns of Alaska and how population centers grew and declined over time. Alaska's history is punctuated by sudden changes that shaped its development. Understanding Alaska's population dynamics – past, present, and future – helps us to better comprehend the history of the state and determine where we have the most potential to positively or negatively impact our cultural resources.

Since achieving statehood in 1959, when the population was roughly 224,000, Alaska has grown at varying rates. Natural increase (births minus deaths) has provided Alaska with steady growth while migration has been a far more uncertain component of population change throughout the state's history. Events such as the discovery of gold, World War II, the discovery of oil in Prudhoe Bay, and the subsequent construction of the Trans-Alaska Pipeline, have each had a significant effect on Alaska's population.

In 2017, the estimated population of Alaska was 737,080 people, an increase of 3.8% from the 2010 census count of 710,231, making Alaska the 24th fastest growing state.¹ The current population of Alaska ranks the state 48th in the country in total population. With 570,641 square miles of land - 16% of the total U.S. landmass – and water area of 94,743 square miles, Alaska is by far the largest state in the Union while also being by far the most sparsely populated, with an average of just 1.3

¹ <http://live.laborstats.alaska.gov/pop/>

people per square mile. This contrasts with 91 people per square mile in the U.S. as a whole.² The projected population of Alaska by 2025 is 802,620.³

Despite Alaska's size, 80% of the population resides in urban areas. With an estimated population in 2017 of 297,483, the Municipality of Anchorage contains 40% of the state's population. While Anchorage contains the largest concentration of the population, the Matanuska-Susitna Borough is the fastest growing region of the state with a population increase from 2010 to 2015 of 9,000 residents or 12.63% of its population (the estimated population of the Matanuska-Susitna Borough in 2017 was 104,166 or 14% of the state's population).⁴ Demographers predict Alaska's urban areas and regional centers will continue to grow while many of the over two hundred villages will continue to lose population.

Among the state's six economic regions (Anchorage/Mat-Su, Gulf Coast, Interior, Northern, Southeast, and Southwest) the Anchorage/Mat-Su gained the most between 2015 and 2016 (2,969) and Southeast lost the most (-494). All six regions showed losses through net migration—in-migration minus out-migration—but made steady gains through natural increase, or births minus deaths. Statewide, net migration was negative for the fourth year in a row.

Alaska's median age was 34.7 in 2016, somewhat younger than the national median of 37.9. In 2016, Alaska saw a decrease in the working age population (those 18 to 64) by 2,774, while the number of residents 65 and older grew by 4,221. The population of Alaskans aged 65 or older was 71,080 in 2016, or 11% of the state population. Between 2014 and 2024, Alaska's population is projected to grow by 8%. During the same period, the number of senior citizens is expected to increase by 68%. Areas with larger percentages of Alaska Natives are generally younger.⁵

The military has made a significant contribution to Alaska's population and has been a mainstay of the economy since World War II. In 2016, Alaska was home to over 21,042 active duty military personnel representing around 3% of Alaska's population.⁶ In communities such as Fairbanks, with Army Fort Wainwright, and Kodiak, with the Coast Guard Air Station, the military population makes up 19 percent and 17 percent of their respective populations. In addition, military personnel brought along over 30,000 dependents.⁷ The military population is largely young and transient.

The majority of Alaska residents are migrants to the state. Alaska's turnover rates are consistently among the highest in the country. As of the 2010 to 2014 U.S. Census, only 41% of Alaskans were

² Alaska Department of Labor & Workforce Development, *Alaska Population Overview: 2016 Estimates*, Page 6.

³ Department of Labor and Workforce Development, Research and Analysis Section, *Alaska Population Projections 2015 to 2045*. April 2016. Page 26.

⁴ Alaska Department of Labor & Workforce Development, *Alaska Population Overview: 2016 Estimates*, Page 39.

⁵ *Ibid.* Pages 14-15.

⁶ *Ibid.* Page 87.

⁷ Alaska Department of Labor & Workforce Development, *Alaska Economic Trends* December 2017, page 18.

born here. Generally, nearly 60% of people living in rural Alaska were born in-state versus 36% in Anchorage, 33% in Fairbanks North Star Borough, and roughly 35-40% for the Matanuska-Susitna Borough, Kenai Peninsula Borough, and City and Borough of Juneau.⁸ There is also a significant portion of Alaska's population that is transient, due in large part to the military and the seasonal nature of the fishing, mining, and tourism industries. Historic preservation can help newcomers better understand their new community and the state. It can also project a quality of life that attracts investment to communities and encourages people to stay.

Where Alaskans live impacts cultural resources in different ways. In isolated rural areas, there may be empty buildings and unmonitored archaeological sites. In urban areas, growth impacts cultural resources as new roads are built, new utilities installed, commercial areas expanded, and additional subdivisions created. The Matanuska-Susitna Borough is a prime example of an area experiencing significant growth, which can present considerable potential to affect many known and unknown cultural resources.

CULTURAL DIVERSITY

Today, the state's population is more ethnically diverse than it was when Alaska became a state in 1959. Hispanic, Asian, Pacific Islander, and African American populations have increased and together make up 16.7% of the state's population. In fact, three of the top 10 most diverse census tracts in the United States are in Anchorage, including in the Mountain View neighborhood, which is the most diverse census tract in the entire country. Over 92 languages other than English are spoken in the Anchorage School District, with many more cultures located in other parts of the state.⁹ Alaska is ranked number seven in the nation for its Asian population which grew 54.2% between the 2000 and 2010 census and now makes up 5.9% of the state's population. The largest Asian population that resides in Alaska is of Filipino heritage, with a history dating back to the late 1700s when Filipinos traveled to Alaska as crew members on fur trading, whaling, and exploratory ships, although most came to work in Alaska's canneries in the early 1900s.

Alaska's Native population is growing numerically, but continues to decline in proportion to the state's overall population. Today, Alaska Natives and American Indians make up just under 20% of the population. In 1920, Alaska Natives made up 51% of the territory's population. Today, about one in six Alaskans is an Alaska Native. Alaska Natives make up a larger percentage of residents in Alaska than the percentage of Native Americans in any other state.¹⁰

Places and properties associated with Hispanic, Asian, Pacific Islanders, and African American populations in Alaska are currently underrepresented in the preservation community, in the Alaska

⁸ Alaska Department of Labor & Workforce Development, *Alaska Population Overview 2015 Estimates*, Page 11.

⁹ Alaska Conservation Foundation, *Guide to Alaska's Cultures 2006-2007 Edition*, by RaeShaun Bibbs. Page 8.

¹⁰ Alaska Department of Labor & Workforce Development, *Alaska Economic Trends*, December 2017, Page 13.

Heritage Resource Survey, and in National Register listings. As such, it is imperative that Alaska's preservation community reach out to these communities to explore ways in which their cultural legacies can be recognized, preserved, and interpreted so a more complete history of Alaska can be told.

LAND OWNERSHIP

Land ownership in Alaska is complex and unique. When Alaska became a state in 1959, less than 1% of its land was privately owned and the federal government managed the remainder. The federal government, at the time of statehood, had already designated millions of acres as national forests, parks, monuments, fish and wildlife preserves, and a petroleum reserve. Congress gave the new state rights to about 104 million acres. The Alaska Statehood Act of 1958 also granted the state ownership of submerged lands beneath most navigable waterways and submerged lands up to three miles off shore. According to the U.S. Census Bureau, Alaska has approximately 33,904 miles of tidal shoreline, including offshore islands, sounds, and bays, as well as the tidal portion of rivers and creeks. The state and federal governments continue to debate which rivers and lakes are navigable and where the offshore boundaries lie.

In 1971, Congress passed the [Alaska Native Claims Settlement Act \(ANCSA\)](#). The act awarded the Native people 44 million acres of land, paid \$962 million to extinguish title to Alaska's other lands, and created regional and village corporations. Part of the reason for this land grant was to help provide a long-term economic base for the corporations. Corporations were to select mainly from tracts the federal government withdrew near villages, but when there wasn't enough available land near villages, they could also choose from other unreserved federal land.¹¹

The 1980 [Alaska National Interest Lands Conservation Act \(ANILCA\)](#) added 104 million acres to national parks, wildlife refuges, and other conservation units, with 56 million acres designated as wilderness. The act generated management issues that remain unresolved today, such as the clash between federal and state law over subsistence hunting and fishing on federal lands as well as the debate of the future of the Arctic National Wildlife Refuge in the North Slope region of the state.¹²

State and Native land selections are still not completely resolved. Many of these remaining claims are in conflict and may require years to resolve. Various selections cannot be completed until actual land surveys are done, further extending the timeline. Upon completion of the conveyance process, the largest landowner in Alaska will remain the federal government, holding title to almost

¹¹ University of Alaska, Institute of Social and Economic Research, *Alaska Review of Social and Economic Conditions*, November 2000 Volume XXXII, No. 1, page 3.

¹² Ibid.

59% of the land. The state will own about 28.5%, Native corporations about 12.5%, and the remaining amount, totaling less than 1%, will be privately owned.¹³

Management decisions for federal, state, and Native lands impact cultural resources on those lands. In 2015, the Bureau of Land Management managed 72,234,836 acres, the Forest Service managed 22,167,455 acres, the Fish and Wildlife Service managed 76,617,382 acres, the National Park Service 52,426,440 acres, and the Department of Defense managed 689,877 acres.¹⁴ Of the 243 million acres of land owned by the federal government, 23% is legally designated wilderness. Wilderness areas are generally restricted to scientific study and non-mechanized recreation; no motorized vehicles or equipment are allowed. A total of 54% of federal land is designated parks, preserves, and wildlife refuges (including wilderness areas). Much federal land is also open for oil, grazing, timber leasing, and mineral development. Additionally, the military uses a significant part of Alaska's federal lands for training. Native and State lands are managed for multiple uses, but primarily to provide revenue.

ECONOMY¹⁵

During the 1970s, when the Trans-Alaska Pipeline 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. Though oil production from Prudhoe Bay peaked in 1988, for the past decade, the oil industry has been an important contributor to net job gains, adding more than 6,000 jobs from 2005 to 2015. This all changed in 2015 with the significant drop in worldwide oil prices which averaged close to \$53 per barrel by the end of 2015, down from a peak in 2014 of \$112 per barrel. Sustained low oil prices affects Alaska's economy on two fronts: directly, through cuts to oil industry investment and jobs, and indirectly, through state government budget deficits that lead to spending cuts. The State Government, including the University of Alaska, lost 1,300 jobs in 2016 and is estimated to eliminate an additional 1,400 in 2017.

Alaska's economy faces significant headwinds in 2017 and beyond. Employment losses began in the last months of 2015 in the industries directly related to oil production. In 2016, the state lost 6,800 jobs and is forecast to lose about 7,500 jobs in 2017. While initially job losses were limited to the oil and gas industry and closely related sectors which include construction, professional services, and state government, in 2016 and 2017 the losses spread into sectors not directly related to the oil industry including the service industries that depend on consumer spending. The leisure and hospitality sector which includes arts, entertainment, and recreation as well as hotels and food and beverage industries, are forecast to see losses in 2017 as Alaskans spend less.

¹³ Alaska Resource Development Council, *"Who Owns Alaska?" Resource Review*, Special Issue 2009. Page 2.

¹⁴ Congressional Research Service, *Federal Land Ownership: Overview and Data*. March 3, 2017.

¹⁵ The following information was gathered from reports by the Alaska Department of Labor and Workforce Development between 2015 and 2017.

Highway, road, and bridge construction are likely to be effected by capital budget cuts, and remaining state-funded construction projects will likely decrease in 2017, resulting in a forecasted decline of 1,200 jobs in the construction industry. The availability of federal funding for some of these may mitigate some of the loss. The professional, scientific, and technical service industry, which includes engineering, architectural, environmental (including CRM), and geophysical consulting firms bore the brunt of the early oil-related job losses and are only estimated to lose an additional 500 positions in 2017. With the general slowdown of the economy, demand will decrease, but most of the loss related to oil and construction has already happened. Local governments may also experience budget shortfalls as they are effected by cutbacks in state spending.

Currently, the health care industry is the only industry adding jobs in Alaska. These jobs are expected to increase 15.8% within the life time of this plan. The health care industry requires skilled, trained workers, and pays well. This industry should continue to grow as Alaska's population ages. This growth could be affected by healthcare decisions made in Washington D.C.

The loss of oil revenue cut deeply into the state budget and lawmakers have yet to come up with a long term fiscal plan. The Alaska Legislature has tough decisions moving forward as they determine the best way to address Alaska's current fiscal issues. This will likely come in some form of revenue-raising such as a state sales tax, state income tax, use of the Permanent Fund, as well as continued cuts to government spending.

INFRASTRUCTURE AND DEVELOPMENT

When compared with other States, Alaska has limited infrastructure (roads, pipelines, transmission lines, railroad corridors, mines, etc.) relative to its overall land area. However, Alaska holds enormous potential as it contains a wide array of natural resources, including but not limited to water and hydroelectric potential, timber, minerals, real estate, oil and gas, solar, wind, and geothermal zones. The State's economy also depends heavily on tourist and resident use of recreational resources, including fish and wildlife. Since before Statehood and continuing into current times, a variety of development projects have been proposed and executed to expand upon existing infrastructure and to make use of Alaska's natural resources.

Thousands of small and large development projects are proposed each year across Alaska. They range from local to statewide efforts. Examples may include small residential housing or commercial building projects in the large cities and hub communities; port improvement projects; new or upgraded transmission lines; communication towers and fiber optic cable projects; local, regional, and interstate road projects; timber harvest projects; small and large mining projects aimed at extracting a wide array of minerals, including coal and gold; oil and gas production projects, involving new pipelines, extraction facilities, oil spill response facilities, and delivery

mechanisms; rural development projects to improve or build new water treatment plants or sanitation facilities; airport development projects; fishing infrastructure projects, such as new docks, harbors, and processing facilities; and more. In addition, to accommodate the very important economic industries of tourism and recreation, state and federal land managers in Alaska are continually expanding efforts to accommodate visitors and recreationalists by building new campgrounds and visitor centers; developing hiking, biking, skiing, and off-road vehicle trails; and addressing the needs of users at high-use recreational areas.

The following is a sample list of some medium- to large-scale projects that have been proposed in recent years for which project planning is ongoing, which have been completed, or which have been cancelled/delayed for several different reasons (e.g., project feasibility, funding, opposition, etc.). These projects are presented in alphabetical order.

<ul style="list-style-type: none"> • Ambler Road Project • Apache Project • Chuitna Coal Project • Cordova Oil Spill Response Facility • Donlin Gold Project • Foothills West Transportation Project • Gravina Access Project • Juneau Access Road Project • USFS/MHT Land Exchange 	<ul style="list-style-type: none"> • Haines Highway Project • Highway-to-Highway In-State Pipeline Projects (Denali, APP, ASAP, AK LNG) • Interior Gas Utility Project • Izembek Road Project • Kivalina Relocation Project • Knik-Arm Crossing • Newtok-Mertarvik Relocation Project • Northern Rail Extension 	<ul style="list-style-type: none"> • Pebble Mine Project • Pogo Mine Project • Point Mckenzie Rail Extension • Point Thomson Project • Statewide Runway Safety Area Improvement Projects • Sterling Highway Improvement Project • Susitna-Watana Dam Project • TERRA Project
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Partly due to the size of the State, some of these projects represent some of the largest development projects in the United States. For example, the currently-proposed Donlin Gold Mine would include an open pit mine approximately 2 miles long by 1-mile-wide and additional infrastructure within an 80,000-acre lease area, such as camp and personnel housing facilities, airstrips, two ports, power plant, conveyor systems, a mill, truck shop, laboratories, waste water treatment plant, offices, warehouses, access roads, and a 300-mile buried pipeline.

Because of the limited existing infrastructure in the State, many of these large projects are unable to build upon existing transportation, energy, or development corridors. In many cases, there are no roads or developed travel routes to the proposed project areas. As such, the entire project may be “starting from scratch.” This may involve building new roads, aviation, or port facilities, establishing baseline energy and communication infrastructure such as transmission lines and fiber, and developing housing and sanitation facilities for project personnel during construction and project operation. As one can imagine, these unique requirements mean that new development projects in more sparsely occupied parts of Alaska are extremely expensive. Several projects have

been abandoned or shelved due to the cost-prohibitive nature of development in some parts of Alaska.

Once determined feasible, however, most proposed development in the State of Alaska has the potential to affect known or as-yet undiscovered cultural resources. As such, when embarking upon project planning, project proponents, members of local communities and representatives of local governments, Alaska Native Tribal representatives, and State and Federal agency personnel work together to consider and analyze what, if any, potential impacts a project may have on significant cultural resource sites, buildings, or objects.

FISHING INDUSTRY

Alaska has the most prolific commercial fishing industry in the United States, producing more harvest volume than all other states combined. In terms of income and full-time equivalent employment, the seafood industry accounts for about 20% of Alaska's basic private sector economy. The seasonality of many of Alaska's fisheries, especially salmon, results in a reliance on nonresident workers to fully staff production jobs at remote sites across the state. Salmon canning, Alaska's largest industry from the 1880s to the 1950s continues, but there are far fewer facilities than in the past. Some historic cannery buildings have been adapted to meet current canning needs. A few canneries have been preserved and adapted as heritage tourism sites. While the fishing industry remains healthy and economically sound, the history of the industry is endangered. Hundreds of canneries, salteries, and herring plants once appeared in bays throughout coastal Alaska. Now, many slip into the sea before their stories are recorded. A number have been demolished because of deterioration or health and safety concerns.

HERITAGE TOURISM

Alaska's economy benefits significantly from tourism, which provides many jobs throughout the state. Even in this economic downturn the tourism industry is strong. Alaska's summer 2016 visitor volume of 1.86 million was the highest ever recorded. It was 21% above the recession-era low of 1.53 million, set in 2010 at the beginning of the past planning period.¹⁶ Of the total visitors, 55% are cruise ship passengers, 40% arrive and leave by plane, and 5% travel by highway/ferry.¹⁷

Efforts continue to promote year-round tourism. A total of 289,352 out-of-state visitors traveled to Alaska between fall 2014 and spring 2015, or about 14% of the total yearly visitors. Many businesses, particularly in downtown areas, are closed during the winter months and towns like Skagway see a significant drop in population in the winter due to the limited winter tourism

¹⁶ Department of Commerce, Community Development, *Alaska Visitor Statistics Program 7 Summer 2016*, by McDowell Group, May 2017, Page 3-3.

¹⁷ *Ibid.* 3-2.

industry. Skagway drops from a summer population of 2,000 to 800 winter residents.

Heritage tourism is an important component of Alaska's tourism market. 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 and present." While travelers to historic places reap educational and recreational benefits, the hosting communities also profit from heritage tourism. National studies have shown that heritage tourists consistently stay longer and spend more money than other types of U.S. travelers. Heritage tourism can be a powerful tool to bring preservation and economic development together.

Alaska is blessed with an abundance of breathtaking scenery and a multitude of historic sites for visitors to enjoy. When surveyed, many visitors said they enjoyed heritage sites and the opportunities to learn how people lived in the north. Thirty-nine percent of surveyed visitors in 2016 noted that they enjoyed participating in cultural activities.¹⁸ Surveys found that visitors that identified themselves as cultural tourists were more likely to visit by cruise ship than the overall Alaska market. This was especially true for those that identified as traveling to learn about Native cultures of which three-quarters travelled by cruise ship. These travelers averaged 54.6 years in age and were more likely to have a college degree and be retired/semi-retired. Studies also showed that self-identified cultural tourists spent on average \$1,134 compared with the statewide average of \$1,057.¹⁹

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, and the University of Alaska's Museum of the North in Fairbanks were among the top visitor destinations. The benefits of heritage tourism and its contributions to the state's overall tourism market have yet to be fully quantified. Future studies on the specific economic contribution of heritage tourism would help strengthen the argument for the importance of preserving historic sites and funding heritage tourism initiatives.

EDUCATION

Alaskans' commitment to educating our children about the state's history is reflected in specific state requirements for both students and teachers. The Alaska elementary school curriculum has long included studies in state history. In addition, Alaska law requires that prior to graduation, high schoolers must either successfully complete a class in Alaska history or otherwise demonstrate proficiency in specific Alaska history standards. Furthermore, to qualify as a certified teacher in

¹⁸ Department of Commerce, Community Development, *Alaska Visitor Statistics Program 7 Summer 2016*, by McDowell Group, May 2017, Page 5-14.

¹⁹ *Ibid.* 15-2.

Alaska's public schools, an individual must successfully complete an upper-division college course in Alaska Studies.

At the post-secondary level, the state's private and public institutions offer courses in Alaska archaeology, anthropology, and history. The University of Alaska Fairbanks (UAF) offers doctorate-level graduate degrees in anthropology and northern studies, while the University of Alaska Anchorage (UAA) offers a graduate degree in anthropology with an emphasis in cultural resources management. Cultural resource management courses are offered regularly at UAA and UAF. Undergraduate level anthropology courses are offered at Kenai Peninsula College (KPC) which lead to partial completion of the UAA BA or BS in Anthropology degree program.

UAA offers an undergraduate minor in Alaska Native Studies that emphasizes Alaska Native languages, cultures, politics, art, and provides an in-depth perspective on traditional and contemporary Native society. UAF offers a Bachelors of Arts degree in Alaska Native Studies and KPC offers a minor in Alaska Native Studies that includes the study of three Alaska Native languages, Dena'ina, Ahtna, and Yup'ik. Illisagvik College in Barrow includes programs in Alaska Native Studies and Inupiat Immersion Language curriculum.

Public historians represent a growing segment of history professionals who work to convey history to a non-academic audience, i.e. through museums, archives, and interpretation of historic sites. However, at present, no branch of the University of Alaska lists public history courses in its respective catalog. The Alaska historic preservation community should work to secure the addition of a public history emphasis, or concentration, in the course of study for undergraduate history majors in the state's post-secondary schools.

UAF houses two well-known history research facilities, the University of Alaska Museum of the North and the Elmer A. Rasmuson Library. The Consortium Library in Anchorage, a joint effort of UAA and Alaska Pacific University, is an excellent source for history research. The Institute for Social and Economic Research, part of UAA's College of Business and Public Policy, was established by the Alaska Legislature in 1961. Its research mission spans the era of Alaska's modern history.

Several federal agencies have history and archaeology education programs in Alaska. These include the Bureau of Land Management's (BLM) Project Archaeology- in partnership with the Office of History and Archaeology, iTREC or Iditarod Trail in Every Classroom- a joint program with the BLM, Chugach National Forest, and the Iditarod Trail Alliance, and the National Park Service's Teaching with Historic Places. Many of these programs are successful because of the public/private partnerships they form, bringing together federal and state agencies, non-profits, and school districts.

Despite these efforts, many residents, either newcomers or those residents of longer duration, remain unfamiliar with Alaska's prehistory and history. The reasons for this vary, but likely include

the transient nature of Alaska's population due to military and industrial turnover and the increased numbers of immigrants from other countries. No matter the reason, residents need ready access to information about Alaska's past and its cultural resources. Federal, State, and local non-profit agencies have prepared public education materials on Alaska's past, including pamphlets and other publications, video programs, learning kits, and exhibits. Coordination among the various agencies could make these tools more effective and accessible, as could the use and increased emphasis on the state's historic buildings and archaeological sites in public education programs. It would also be helpful to expand the activities of Historic Preservation Month, sponsored by the National Trust for Historic Preservation, and Alaska Archaeology Month, coordinated by the National Park Service. All Alaska residents would benefit from expanded heritage education programs, and such programs should be ongoing.

CLIMATE CHANGE

"Scientific evidence shows many areas of Alaska are experiencing a warming trend. Many experts predict that Alaska, along with our northern latitude neighbors, will continue to warm at a faster pace than any other state, and the warming will continue for decades. Climate change is not just an environmental issue. It is also a social, cultural, and economic issue important to all Alaskans. As a result of this warming, coastal erosion, thawing permafrost, retreating sea ice, record forest fires, and other changes are affecting, and will continue to affect, the lifestyles and livelihoods of Alaskans." (Administrative Order 238).

Climate change is at the forefront of public discussion in Alaska and worldwide. Over the past 60 years, the average temperature across Alaska has increased by approximately 3 degrees Fahrenheit, an increase of more than twice the warming seen in the rest of the U.S. Warming in the winter months has increased by an average of 6 degrees. As the climate continues to warm, average annual temperatures in Alaska are projected to increase an additional 2 to 4 degrees by the middle of the century.²⁰ As a result, climate change impacts in Alaska are much more pronounced than in other regions. Higher temperatures are already contributing to earlier spring snowmelt, reduced sea ice, widespread glacier retreat, and permafrost thawing.

When the sea ice retreats and does not form until later in the season, the coast becomes exposed to waves, wind, and storms that slam into the shore, causing erosion and flooding. More than 30 Native villages are either in the process of or in need of complete village relocation. In the villages of Shishmaref, Kivalina, and Newtok, for example, erosion is causing extensive damage, creating new dangers to residents, and deepening pressure to relocate. However, due to high cost and land constraints, many tribal communities have had trouble relocating to safer areas.²¹ Coastal erosion

²⁰ United States Environmental Protection Agency, "Climate Change Impacts: Climate Impacts in Alaska." Environmental Protection Agency, website snapshot. https://19january2017snapshot.epa.gov/climate-impacts/climate-impacts-alaska_.html (accessed January 19, 2017).

²¹ Ibid.

and increased storm effects also contribute to the loss and destruction of archaeological sites, most notably in Northwest and Arctic Alaska. Every year, we lose irreplaceable aspects of our heritage, often before we even know they exist.

Permafrost is melting more rapidly than in the past. The resulting thawed ground and ice causes buildings to shift and sink. Melting permafrost also has the potential to damage transportation infrastructure in Alaska, including highways, railroads, and airstrips. Uneven sinking of the ground in response to permafrost thaw is likely to add significant costs to the maintenance and repair of transportation infrastructure and buildings. Of note, the melting of ice patches and glaciers has led to discoveries of important archaeological sites and artifacts. These discoveries have included unusually well-preserved organic material and provided scientists with a great deal of new, significant data, ushering in the burgeoning field of Ice Patch Archaeology.

To address the impacts of climate change on Alaska, then Governor Sarah Palin signed Administrative Order 238 on September 14, 2007, which established and charged the Alaska Climate Sub-Cabinet to advise the Office of the Governor on the preparation and implementation of a comprehensive Alaska Climate Change Strategy. In January of 2010, the Adaption Advisory Group to the Alaska Climate Sub-Cabinet produced their final report, *Alaska's Climate Change Strategy: Addressing Impacts in Alaska*. In reference to cultural resources, the report called for the State, in partnership with tribes and other stakeholders to coordinate the inventory, assessment and prioritization of cemetery, archaeological, and historic sites to develop mitigation strategies for threats due to climate change. Recommendations included establishing and funding new program areas within OHA with a dedicated archaeologist/anthropologist position to coordinate and facilitate cemetery issues and a dedicated archaeologist position to coordinate and facilitate studies for addressing the effects of climate change on Alaska's archaeological and historic sites. Unfortunately, funding was never allocated to facilitate the creation of the recommended programs and positions.

On October 31, 2017 Governor Bill Walker, through Administrative Order No. 289, established the Alaska Climate Change Strategy and the Climate Action for Alaska Leadership Team to advise the Governor on critical and timely actions to address climate change challenges that will safeguard Alaska now and for future generations. The administrative order asks the leadership team to draft recommendations in four different areas: reducing greenhouse gas emissions, adapting to climate change impacts, research, and short-term response. The leadership team is to present their initial plan of action to the Governor by September 1, 2018. It is imperative that the OHA and other preservation partners understand the significant threat that climate change poses to our cultural resources and ensure that we have a seat at the table over the next year and into the future as the state prioritizes its climate change response. Cultural resource professionals need to understand

what resources are threatened and develop plans for how to protect or record these sites before they are lost.

DISASTER PREPAREDNESS

Recent natural and manmade disasters across the nation and the state have highlighted how vulnerable our cultural resources can be. Severe coastal storms, flooding, ice jams, rock/land/mudslides, wildfires, earthquakes, avalanches, and oil spills have the potential to impact cultural resources across the state. These events highlight the need for cultural resources to be a part of the development of disaster plans in local communities and statewide. It is important for cultural resource specialists to be involved in disaster response and recovery. Decisions made during the recovery effort can have more of an adverse effect on historic resources than the disasters themselves.

Historic buildings, structures, and sites may be lost forever in a disaster if not considered in the hazard mitigation planning process. While historic preservation planning allows for the protection of historic properties and cultural resources before they are threatened with demolition or alteration, hazard mitigation planning allows for the protection of life and property from damage caused by natural and manmade hazards. It is important to integrate these two planning processes to ensure the preservation and protection of our historic resources.

In 2015, the Alaska SHPO, the Federal Emergency Management Agency (FEMA), and the Alaska Division of Homeland Security and Emergency Management (DHS&EM) signed a programmatic agreement to address the agencies' Section 106 compliance during disaster response and recovery for federally declared disasters. There is currently no equivalent agreement for state-declared disasters and efforts should be made to strengthen the relationship between the Alaska SHPO and the DHS&EM to ensure cultural resources are a part of the ongoing disaster preparedness programs, trainings, exercises, and planning at the state level.

COLLECTIONS MANAGEMENT

Under Alaska Statute, "The state reserves to itself title to all historic, prehistoric, and archaeological resources situated on land owned or controlled by the state, including tideland and submerged land" (AS 41.35.020[a]). Alaskan Native cultural groups may obtain historic, prehistoric, and archaeological resources related to their cultures for study or exhibit provided the materials can be safely transported and that the materials will be stored and exhibited according to professional preservation standards (AS 41.35.030[b][1]).

The Alaska State Legislature passed H.B. 154 (enacted as Chapter 21 SLA 14) in 2014 authorizing the Alaska State Museum to designate qualifying Alaskan collecting institutions as official Natural and

Culture History Repositories. To become an official repository, an institution must meet specific professional, environmental, and storage standards.

At the time of this publication, three Alaskan museums have been designated as official repositories: the Alaska State Museum in Juneau, University of Alaska Museum of the North in Fairbanks, and the Alutiiq Museum in Kodiak. The University of Alaska Museum of the North has long served as the main repository for professionally collected historic, prehistoric, and archaeological materials from State land. Although it is an official repository for cultural collections, the Alaska State Museum does not usually accession archaeology collections, but does accept exhibitable archaeological materials on a case-by-case basis.

Like many museums nationwide, Alaska's official repositories face serious challenges in terms of space to store archaeological collections and the resources to care for them. Archaeology collections are continually being collected from State land via Section 106 compliance projects, archaeology field schools, and other permitted archaeological projects. Due to the storage and resource challenges at Alaskan repositories, archaeological collecting cannot continue at its current rate. It is recommended that an official collecting policy be created to guide archaeologists in responsible collecting that both satisfies research needs and allows for slower growth of collections in Alaskan repositories.

SUMMARY OF GOALS AND OBJECTIVES

Seven key issues: Education, Partnerships, Survey and Documentation, Preservation and Protection, Preservation Benefits, Local Preservation, and Funding and Incentives, emerged after reviewing comments received through our public outreach in 2016. The following goals were developed to address these preservation issues and to guide statewide, regional, and local preservation efforts over the next five years.

As an action plan to advance preservation in Alaska, these goals and objectives are necessarily broad. Strategies are provided for each objective. These strategies are suggestions, and are not intended to be all inclusive, but to serve as examples of some of the ways the objectives can be carried out by various stakeholders. Preservation professionals, local, state and federal agencies, museums and historical societies, and private citizens each play a role in reaching these goals and making this plan successful.

- Goal 1 Increase knowledge and understanding of the Alaska's heritage and historic preservation.
- Goal 2 Identify new and strengthen current partnerships to preserve, protect, educate, and advocate for Alaska's cultural resources.
- Goal 3 Identify, document, and designate Alaska's cultural resources.
- Goal 4 Preserve and protect Alaska's cultural resources.
- Goal 5 Increase awareness of the environmental, social, and economic benefits of historic preservation.
- Goal 6 Strengthen local preservation efforts.
- Goal 7 Strengthen and expand financial incentive programs for historic preservation.

PRESERVATION ISSUE 1: EDUCATION

The biggest ally and advocate for the preservation and protection of cultural resources is an informed public. Educating Alaska's youth about the importance of the state's cultural resources, maintaining a lifelong dialogue between professionals and the public, and involving people in their own histories are essential approaches to developing a sense of heritage stewardship. Targeted education initiatives should focus on engaging every age group and demographic to increase appreciation of Alaska's heritage.

Goal

Increase knowledge and understanding of the Alaska's heritage and historic preservation.

Objectives and Strategies

- 1) Interpret archaeological and historic sites to educate the public and improve awareness of and access to information about Alaska's heritage.
 - a) Encourage interpretation and public education as part of Section 106 mitigation.
 - b) Use digital interpretive media to reach a broader audience.
 - c) Increase social media outreach.
 - d) Increase the number of Alaska historic newspapers accessible on line.
 - e) Distribute materials in public settings (e.g. libraries, PIC)
- 2) Create educational programs to engage Alaskan youth.
 - a) Support place-based service learning education training (e.g. iTREC and Project Archaeology).
 - b) Provide students with opportunities to engage in preservation fieldwork, research activities, and lab and archival work.
- 3) Support preservation in higher education programs.
 - a) Support and advocate for university anthropology and history programs.
 - b) Encourage the incorporation of historic preservation into existing university programs (e.g. engineering, marketing).
 - c) Advocate for public history at the university level.
- 4) Engage with older generations.
 - a) Encourage intergenerational interactions on history and culture.
 - b) Encourage oral history programs.
 - c) Insure there are continuing education programs in Alaska's history aimed at older generations (e.g. OLÉ!).
- 5) Expand efforts that focus on the history and culture of Alaska Natives.
 - a) Support and expand native language preservation education programs.
 - b) Support and engage with culture camps.
 - c) Encourage cross-cultural experiences.

PRESERVATION ISSUE 2: PARTNERSHIPS

In its ideal form, historic preservation is achieved through the efforts of interconnected individuals, organizations, and institutions that share a common sense of purpose – to preserve resources that embody the heritage and identity of their community. Every success story in the plan has been the result of partnerships among many stakeholders. It is important that we form and build upon partnerships with organizations whose interests overlap with our own. In difficult economic times, partnerships become vital to our ability to reach our goals.

Goal

Identify new and strengthen current partnerships to preserve, protect, educate, and advocate for Alaska's cultural resources.

Objectives and Strategies

- 1) Strengthen relationships with Alaska Native people and Native organizations.
 - a) Work with Alaska Native people and organizations to encourage historic preservation programs to protect cultural resources.
 - b) Encourage historic preservation practitioners to develop effective cross-cultural communication skills.
 - c) Provide technical assistance in historic preservation.
- 2) Encourage coordination, cooperation, and collaboration amongst government agencies.
 - a) Emphasize streamlined procedures and cooperative agreements when assisting state and federal agencies with their regulatory obligations.
 - b) Increase cross disciplinary trainings between government agencies.
- 3) Expand opportunities for collaboration amongst Alaska communities, organizations, non-profits, government agencies, cultural groups, and Alaska Native organizations.
 - a) Hold statewide or regional workshops annually (e.g. OHA Workshop, aaa).
 - b) Sponsor or participate in forums to share ideas, experiences, and information.
 - c) Create a public forum, blog, or listserv to disseminate information.
- 4) Develop new partnerships.
 - a) Connect with non-traditional partners and interest groups that engage cultural resources from other perspectives (e.g. realtors, developers, outfitters/guides, trade groups, local visitors' bureaus, recreationalist, other).
 - b) Engage with underrepresented groups including ethnic minorities, women, LGBTQ, and other regional socioeconomic and ethnic groups.

PRESERVATION ISSUE 3: IDENTIFICATION AND DOCUMENTATION

Historic and cultural resources are often threatened due to development pressures. These pressures may include natural resource extraction, infrastructure development, residential development, and limited funding sources. Our unidentified resources often prove most vulnerable to loss due to lack of recognition, thus the importance of baseline survey and documentation cannot be underestimated. It is a critical tool for government planning from the federal to the local level. It is also imperative that we make a concerted effort to survey resources that are underrepresented in the current statewide inventory as well as to document resources that are currently threatened by the effects of climate change.

Goal

Identify, document, and designate Alaska's cultural resources.

Objectives and Strategies

- 1) Conduct survey and inventory proactively.
 - a) Encourage community-wide surveys.
 - b) Emphasize inventory activities that include a focus on underrepresented communities and resources from the recent past.
 - c) Emphasize survey and documentation of sites affected by climate change.
- 2) Improve and expand cultural resource inventories.
 - a) Develop standards and guidelines for documenting cultural resources in databases across the state.
 - b) Implement the AHRS survey module.
 - c) Improve technology for data entry to increase sites reported and entered in the AHRS.
 - d) Provide online access to non-sensitive and non-restricted cultural resource data.
- 3) Prepare more historic context.
 - a) Ensure that historic contexts include discussions on property types and registration requirements.
 - b) Develop historic context for groups underrepresented in Alaska history.
 - c) Develop historic context for the first 50 years after statehood.
 - d) Update the themes, place, and times for Alaska's history developed in the previous plan.
- 4) Increase National Register listings.
 - a) Encourage the designation of properties associated with underrepresented communities.
 - b) Promote designation of properties determined eligible through the Section 106 and 110 process (e.g. through Section 106 mitigation products).

- 5) Increase coordination and training among the professional preservation community in the identification, documentation and designation of cultural resources.
 - a) Provided training on Section 106, Alaska Historic Preservation Act, AHRS, survey, and the National Register as well as special topics (e.g. writing agreement documents, developing historic contexts).
 - b) Develop a better understanding of the application of cultural landscapes and Traditional Cultural Properties in Alaska.
 - c) Coordinate interagency "task groups" to share staff expertise between agencies.
 - d) Use current technology to deliver trainings (e.g. webinars, pre-recorded presentations).
- 6) Use new technology for the survey and documentation of Alaska's cultural resources.
 - a) Expand the use of 3-D technologies (e.g. scanning, photogrammetry) for the documentation of historic sites and artifacts.
 - b) Encourage the appropriate use of remote sensing in the discovery and documentation of cultural resources.
 - c) Explore the use of mobile apps for survey that are compatible with the AHRS and other cultural resource inventories.

PRESERVATION ISSUE 4: PRESERVE AND PROTECT

The physical preservation and protection of historic properties is at the heart of historic preservation. This requires having the appropriate information, guidance, and expertise available to help projects be successful. Integrating preservation into local land use decision making and hazard mitigation planning will ensure that the preservation and protection of these resources is not overlooked in broader planning process. Lastly, due to storage and resource challenges at Alaskan repositories, it is important that a concerted effort be made to develop a state curation and collection plan that deals with the appropriate collection and curation of our cultural resources.

Goal

Preserve and protect Alaska's cultural resources.

Objectives and Strategies

- 1) Encourage appropriate treatment of cultural resources.
 - a) Encourage the use of the Secretary of the Interior's Standards for the Treatment of Historic Properties.
 - b) Provide technical information and guidance about maintenance and protection of historic and archaeological resources.
 - c) Develop and disseminate guidance on ways to avoid and minimize effects to historic resources.
- 2) Identify threats to historic and archaeological resources from natural and manmade disasters and develop ways to take action to protect these resources.
 - a) Use cultural resources data in interdisciplinary studies of the effects of climate change.
 - b) Coordinate with State and Federal partners to strengthen the role of historic preservation in hazard mitigation planning.
 - c) Encourage the treatment of sites under imminent threat.
 - d) Advocate for the consideration of cultural resources in oil spill response.
- 3) Increase training opportunities on the preservation and protection of cultural resources.
 - a) Provide trainings on the use of the Secretary of the Interior's Standards for the Treatment of Historic Properties.
 - b) Provided training for site stewardship.
 - c) Use current technology to deliver trainings (e.g. webinars, pre-recorded presentations).
 - d) Provide hands-on training in historic building trades (e.g. window preservation).
- 4) Position historic preservation to be more fully integrated into land use decision making process.

- a) Adopt State regulations for the implementation of A.S. 41.35.070 Preservation of historic, prehistoric, and archeological resources threatened by public construction section of the Alaska Historic Preservation Act (AHPA).
 - b) Participate in public and agency review of land use plans under development.
 - c) Ensure agencies and communities are aware of, and trained in, using the AHRS so that cultural resources are included in land use planning.
 - d) Increase federal, state, and local government agency understanding of their Section 106 and AHPA responsibilities.
- 5) Develop and implement appropriate curation and collection standards.
- a) Provide training in responsible curation planning.
 - b) Create a state curation and collection plan.
 - c) Consult with museums across the state concerning their ability to house collections.

PRESERVATION ISSUE 5: PRESERVATION BENEFITS

In the recent years, there has been an effort by the broader historic preservation community to stress the tie between historic preservation and sustainable development through its significant cultural, social, scientific, and economic benefits. The challenge, especially in Alaska, is that not enough facts have been established that quantify these benefits. Data and statistics need to be developed to highlight preservation's role in Alaska. It is imperative to promote the inherent and demonstrable benefits of historic preservation.

Goal

Increase awareness of the environmental, social, and economic benefits of historic preservation.

Objectives and Strategies

- 1) Promote heritage tourism.
 - a) Initiate a study of the economic benefits of heritage tourism in Alaska.
 - b) Develop partnerships with the tour industry to ensure the accurate interpretation of heritage sites.
 - c) Encourage local governments to develop community heritage tourism programs that highlight their historic and archaeological resources.
- 2) Promote the economic benefits of historic preservation.
 - a) Partner with local entities, like the Chamber of Commerce, to demonstrate how historic preservation impacts local economies.
 - b) Ensure people have access to and are aware of national studies on the economic benefits of historic preservation.
- 3) Emphasize the environmental benefits of historic preservation.
 - a) Develop partnerships between historic preservation and environmental groups.
 - b) Design education programs and/or publications for building trades on how to make historic buildings more energy efficient while following the Secretary of the Interior's Standards.
 - c) Ensure people have access to and are aware of national studies on the environmental benefits of historic preservation.
- 4) Promote the social benefits of historic preservation.
 - a) Define and highlight the tie between historic preservation and quality of life.
 - b) Increase awareness of the role historic preservation plays in the visual and tangible expression of cultural identity.
 - c) Show the importance of historic preservation to community identity and pride.

PRESERVATION ISSUE 6: LOCAL PRESERVATION

Preservation at the local level can effectively preserve links to a community's past, highlight its special character, create economic benefits, and establish sustainable development practices. It is at the local level that the real benefits of historic preservation can be seen. In its broadest sense, local preservation refers not only to local government but also to local property owners, interested citizens, nonprofit organizations and advocacy groups, museums and historical societies. It is imperative that local governments and community members are provided the tools they need to survey and document, preserve and protect, and interpret their historic resources.

Goal

Strengthen local preservation efforts.

Objectives and Strategies

- 1) Educate local government officials and staff about the benefits of historic preservation.
 - a) Provide elected officials with information on historic preservation success stories and opportunities to gain their support for historic preservation in their community.
- 2) Integrate historic preservation into local and regional decision making.
 - a) Increase the number of community-wide preservation plans.
 - b) Ensure that historic preservation is integrated in broader planning documents.
 - c) Enact local ordinances for the protection and preservation of historic resources.
 - d) Encourage local governments to participate in the Section 106 consultation process for projects in their communities.
- 3) Strengthen Alaska's Certified Local Government (CLG) program.
 - a) Increase the number of CLGs.
 - b) Increase the availability of training for preservation commissions, planning staff, and elected officials in historic preservation.
- 4) Connect Alaskans to historic preservation within their communities.
 - a) Train citizens to conduct local surveys of their built environment to add to their community inventories.
 - b) Encourage local residents to be stewards for their cultural resources.
 - c) Encourage and highlight local events that profile historic properties in their communities (e.g. walking tours, lecture series, and house tours).
- 5) Assist Alaska Native governmental and non-governmental organizations with their preservation efforts.
 - a) Provide technical assistance and training for tribal offices and staff.
 - b) Use ethnographic sources, local interviews, and cultural mapping for community planning and development purposes.

PRESERVATION ISSUE 7: FUNDING AND INCENTIVES

Predictably, funding was the top need identified in the plan surveys. Increased financial assistance is essential to virtually every aspect of cultural resources work, including surveys, nominations, excavations and analysis, feasibility studies, public education, training, building preservation, and much more. In a time of financial uncertainty in the state, it is important that we advocate for historic preservation funding, highlight existing funding opportunities, and be creative when looking for ways to fund preservation around the state.

Goal

Strengthen and expand financial incentive programs for historic preservation.

Objectives and Strategies

- 1) Increase incentives to foster interest in rehabilitation of historic buildings.
 - a) Enable property tax abatement for the preservation of historic buildings.
 - b) Lower permitting costs for preservation projects in historic downtowns to encourage the adaptive reuse of existing buildings.
 - c) Explore the options for state historic tax credits.
- 2) Promote existing programs for the preservation of historic properties.
 - a) Promote the Federal Historic Tax Credit program for the rehabilitation of historic buildings.
- 3) Develop incentive programs in the private and nonprofit communities.
 - a) Explore public/private cultural trusts.
 - b) Support non-profit grant programs.
- 4) Make funding resources known.
 - a) Disseminate information on available grants, incentives, and programs to fund historic preservation including non-traditional resources.
- 5) Secure and maintain historic preservation funding for Alaska's cultural resources.
 - a) Seek funding for the Alaska Historical District Loan fund.
 - b) Advocate for Alaska's cultural resources with state legislature.
 - c) Advocate for federal Historic Preservation Fund and other federal preservation programs.
- 6) Develop creative options to fund historic preservation.
 - a) Explore the use of mitigation banks to fund preservation.
 - b) Explore ways to pull a percentage of funding received for taxes and fees to fund preservation programs at the statewide and local level.

Appendix A

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Appendix B

STATEWIDE PRESERVATION PARTNERS

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

alaskaanthro@gmail.com

www.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

P.O. Box 102205

Anchorage, Alaska 99510-2205

907.929.9870

akpreservation@gmail.com

www.aahp-online.net

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

members@alaskahistoricalsociety.org

www.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 80641

Fairbanks, Alaska 99708

907.306.3409

director@museumsalaska.org

www.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

2600 Virginia Avenue NW

Suite 1100

Washington, DC 20037

202.588.6000

www.savingplaces.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

907.852.0422

Certified April 20, 1987

[http://www.north-](http://www.north-slope.org/departments/inupiat-history-language-and-culture/ihlc-commission)

[slope.org/departments/inupiat-](http://www.north-slope.org/departments/inupiat-history-language-and-culture/ihlc-commission)

[history-language-and-culture/ihlc-](http://www.north-slope.org/departments/inupiat-history-language-and-culture/ihlc-commission)

[commission](http://www.north-slope.org/departments/inupiat-history-language-and-culture/ihlc-commission)

Matanuska-Susitna Borough

350 East Dahlia Avenue

Palmer, Alaska 99645

907.861-8655

Certified September 8, 1987

<https://www.matsugov.us/boards/hpc>

City and Borough of Juneau

4th Floor Maine View Building

Juneau, Alaska 99801

907.586.0753

Certified March 7, 1988

<http://www.juneau.org/history/advcom>

[m.php](http://www.juneau.org/history/advcom)

City of Dillingham

P.O. Box 889

Dillingham, Alaska 99576-0889

907.842.3785

Certified March 30, 1990

[http://www.dillinghamak.us/index.asp?](http://www.dillinghamak.us/index.asp?Type=B_BASIC&SEC={F82991EC-6CE4-4C02-86D0-5600F96D4F4F})

[Type=B_BASIC&SEC={F82991EC-6CE4-](http://www.dillinghamak.us/index.asp?Type=B_BASIC&SEC={F82991EC-6CE4-4C02-86D0-5600F96D4F4F})

[4C02-86D0-5600F96D4F4F}](http://www.dillinghamak.us/index.asp?Type=B_BASIC&SEC={F82991EC-6CE4-4C02-86D0-5600F96D4F4F})

City of Unalaska

P.O. Box 610
Unalaska, Alaska 99685-0610
907.581.1297
Certified January 24, 1991
<http://www.ci.unalaska.ak.us/pc/page/historic-preservation-commission>

City of Ketchikan

629 Dock Street
Ketchikan, Alaska 99901
907.225.5600
Certified January 31, 1991
<http://www.ktn-ak.us/historic-commission>

City of Fairbanks

P.O. Box 71267
Fairbanks, Alaska 99707-1267
907.459.1252
Certified March 17, 1992
<http://www.co.fairbanks.ak.us/Boards/Pages/Historic-Preservation-Commission.aspx>

Fairbanks North Star Borough

P.O. Box 71267
Fairbanks, Alaska 99707-1267
907.459.1252
Certified March 17, 1992
<http://www.co.fairbanks.ak.us/Boards/Pages/Historic-Preservation-Commission.aspx>

City of Seward

P.O. Box 167
Seward, Alaska 99664-0167
907.224.4008
Certified May 18, 1992
<http://www.cityofseward.us/index.aspx?nid=863>

City and Borough of Sitka

100 Lincoln Street, Room 105
Sitka, Alaska 99835
907.747.1815
Certified April 14, 1994
<http://cityofsitka.com/government/clerk/boards/info/historic/index.html>

City of Kenai

210 Fidalgo Avenue, Suite 200
Kenai, Alaska 99611-7794
907.283.8237
Certified February 7, 1995
<http://www.ci.kenai.ak.us/government/commissionsandcommittees/planning>

Municipality of Anchorage

P.O. Box 196650
Anchorage, Alaska 99519-6650
907.343.7993
Certified March 30, 1995
<http://www.muni.org/Departments/OC/PD/Planning/Pages/HistoricPreservationCommission.aspx>

City of Cordova

P.O. Box 391
Cordova, Alaska 99574-0391
907.424.6665
Certified October 19, 1999
<http://www.cityofcordova.net/government/boards-commissions/cordova-historical-preservation-council1>

Appendix C

Glossary of Terms

Archaeology: the scientific study, interpretation, and reconstruction of past human cultures, based on the surviving physical evidence.

Archaeological resource: any material remains or physical evidence of past human life or activities.

Archaeological stewardship program: organizations of volunteers that assist with the protection, preservation and/or interpretation of archaeological sites on land or underwater.

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

Certified Local Governments: a city, municipality, or borough that is certified by the State Historic Preservation Office and the National Park Service as a community with historic preservation commitments. CLGs are eligible for matching grants to carry out preservation activities.

Culture: a community's system of behaviors, beliefs, and social arrangements.

Cultural resource: any definite location or object of past human activity, occupation, or use, identifiable through inventory, historical documentation, or oral evidence.

Cultural landscape: a geographic area, including both cultural and natural resources, associated with a historic event, activity, or person, or exhibiting other cultural or aesthetic values.

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

Historic Context: an organizing structure for interpreting history that groups information about historic properties which share a common theme, common geographical location, and common time period. The development of historic contexts is a foundation for decisions about the planning, identification, evaluation, registration, and treatment of historic properties, based upon comparative significance.

Historic district: a geographically definable area possessing a significant concentration of landscapes, structures, or objects, united by past events.

Historic preservation: identification, evaluation, recordation, documentation, curation, acquisition, protection, management, rehabilitation, restoration, stabilization, maintenance,

research, interpretation, [and] conservation [of historic properties], and education and training regarding the foregoing activities or any combination of the foregoing activities.

Historic property: a prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion on the National Register of Historic Places.

Historic site: a location significant for its association with a historic event, activity, or person.

History: study of the past through written records, oral history, and material culture.

National Register of Historic Places: official federal list of districts, sites, buildings, structures, and objects significant in American history, architecture, archeology, engineering and culture.

Paleontology: a science dealing with the life of past geological periods as known from fossil remains.

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

Protohistoric: the transitional period between pre-contact and post-contact between indigenous and non-indigenous populations.

Traditional cultural property: a property that possesses traditional cultural significance deriving from the role it plays in a community's historically rooted beliefs, customs, and practices.

Appendix D

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 (AS 41.35)

- 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 (16 USC 431-433)

- 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

Historic Sites Act of 1935 (16 USC Sec. 461-467)

- to provide for the preservation of historic American sites, buildings, objects and antiquities of national significance
- established the Historic American Building survey and Historic American engineering Program
- established the National Historic Landmark Program

National Historic Preservation Act of 1966, as amended (54 USC 300101)

- 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 (49 USC 303)

- 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 (42 USC 4321)

- 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 (PL 92-203)

- 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 (16 USC 469-469c-2)

- 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 (42 USC 1996)

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

Archaeological Resources Protection Act of 1979 (16 USC 470 aa-mm)

- strengthens protection of archaeological resources more than 100 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 (43 USC 2101-2106)

- 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 (25 USC 3001-3013)

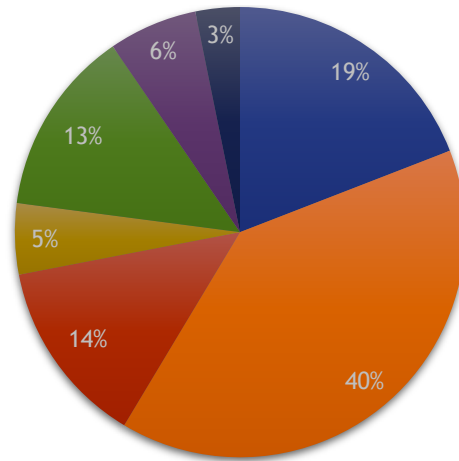
- provides a means to establish ownership of Native American grave materials and objects of cultural patrimony
- requires consultation with tribes regarding disturbance of Native American graves
- establishes a committee to arbitrate disputes regarding ownership of graves
- provides for repatriation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

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Summary of Survey Results.

Answers to all open ended questions (numbers 4, 5, 7, 12, 13, 14, 15, &16) can be viewed in the complete survey results available on OHA's planning webpage.

1. Which region of the state do you identify with?

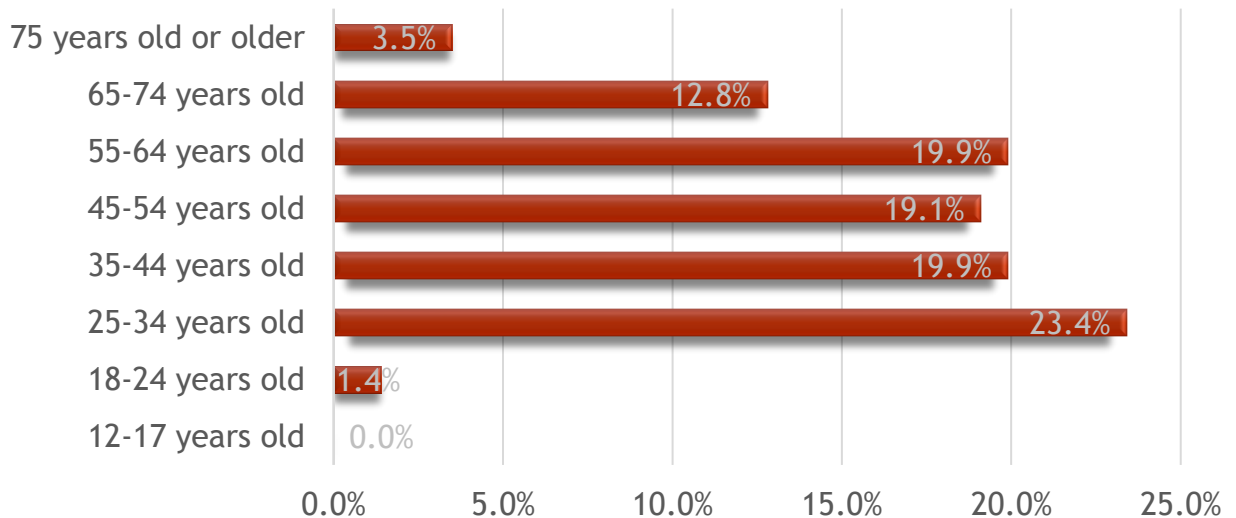


■ Southeast ■ Southcentral ■ Interior ■ Western ■ Arctic ■ Statewide ■ Other (please specify)

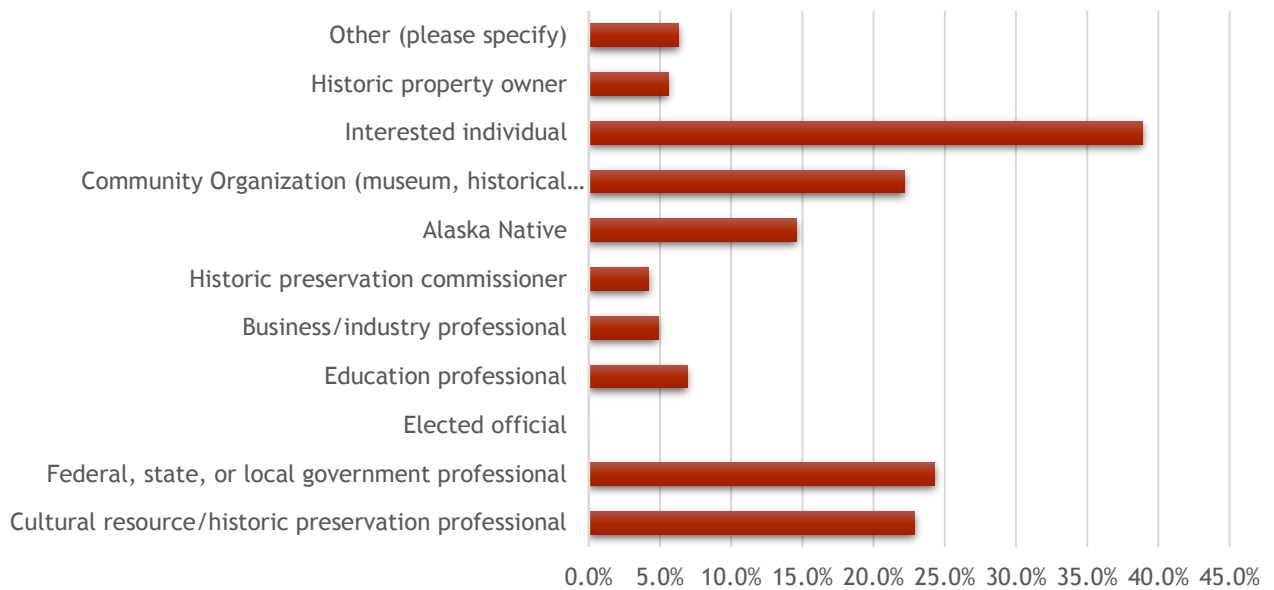
Other:

- Aleutian Islands
- Indiana
- Kodiak Island
- Aleutians
- Alaska Peninsula

2. What is your age?



3. Which of the following best describes your role in historic preservation? (check no more than two)



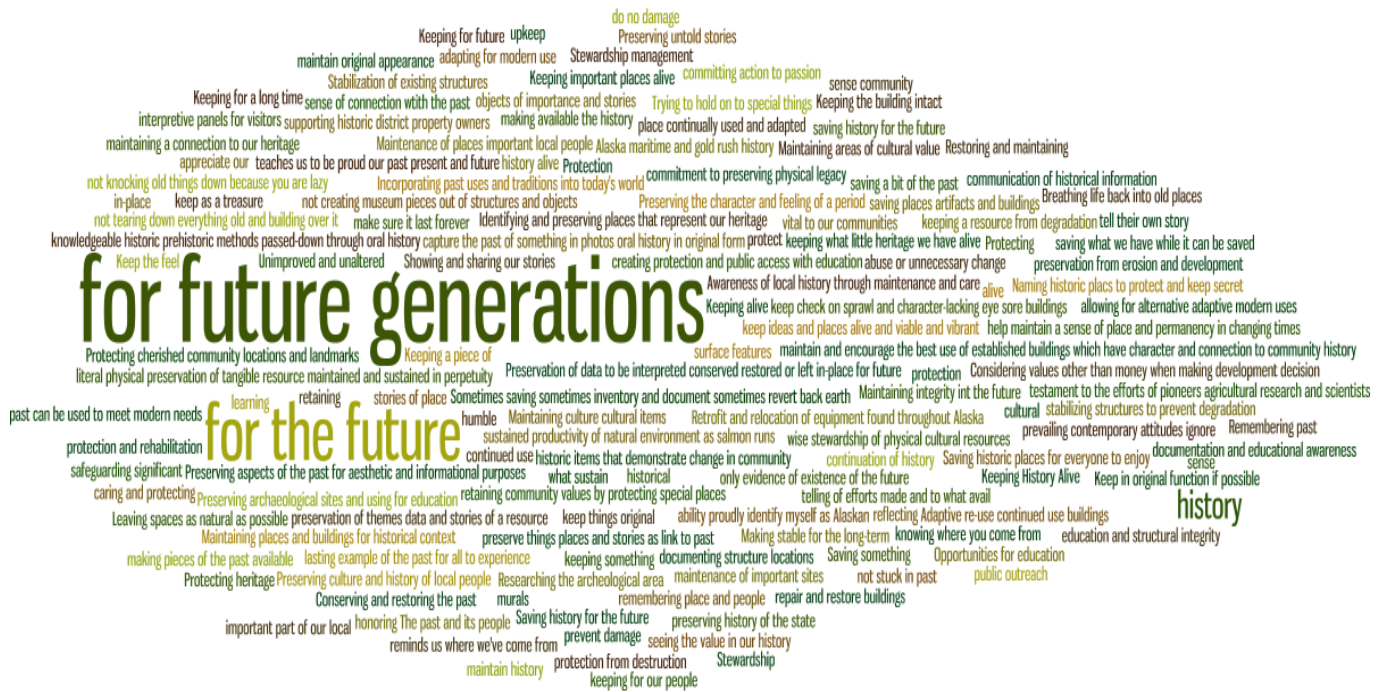
Other:

- Contractor
- Ecologist interested in human relations to the lands and waters of the state
- Historian and writer
- Writer, author of books on AK history
- Tribal employee
- Architectural history student
- Economic development professional
- 45 years of own trap line
- Former owner of historic archaeological property

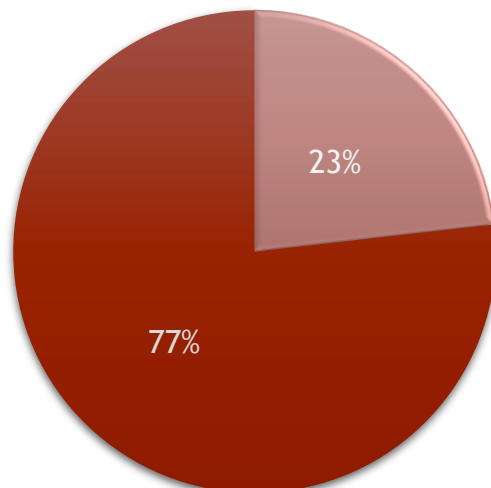
4. What places matter most to you in your community?



5. What does preservation mean to you?



6. Have you read or used Alaska’s current historic preservation plan, *Saving Our Past?*

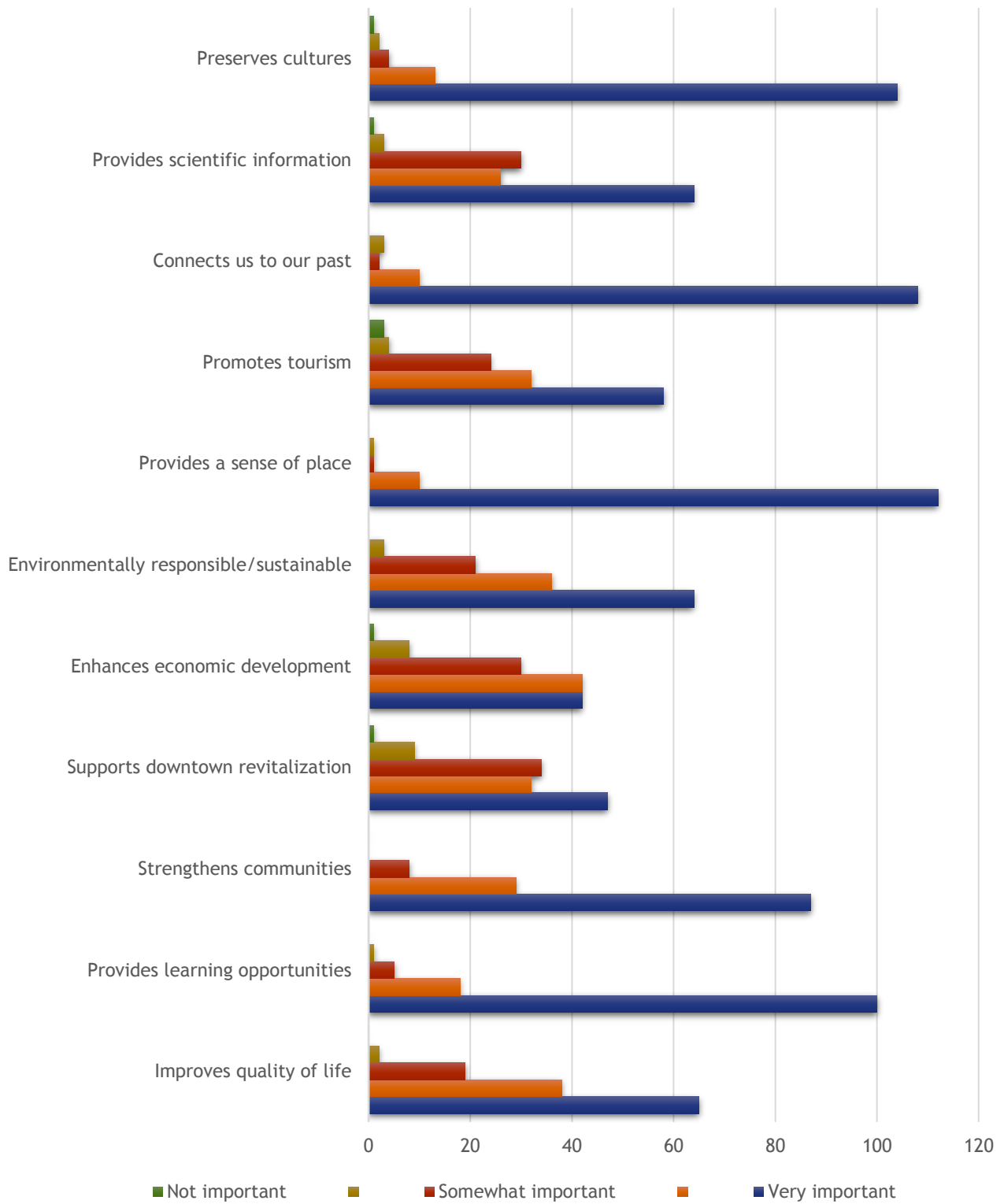


■ Yes ■ No

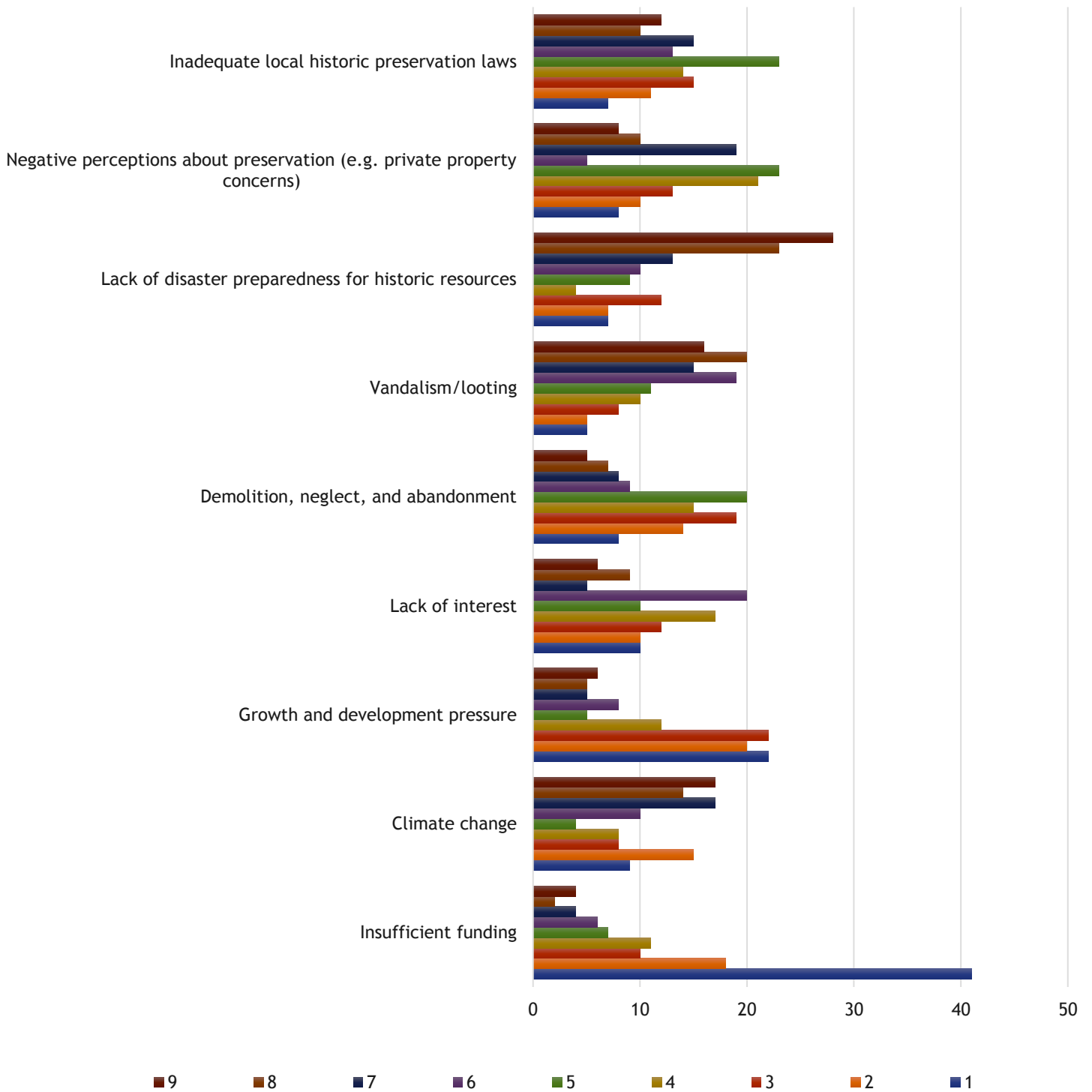
7. If you answered yes to question 6, explaining how you have used *Saving Our Past?* (to guide preservation efforts, support grant applications, etc.)

For responses to this question please reference the full survey results on OHA’s planning webpage.

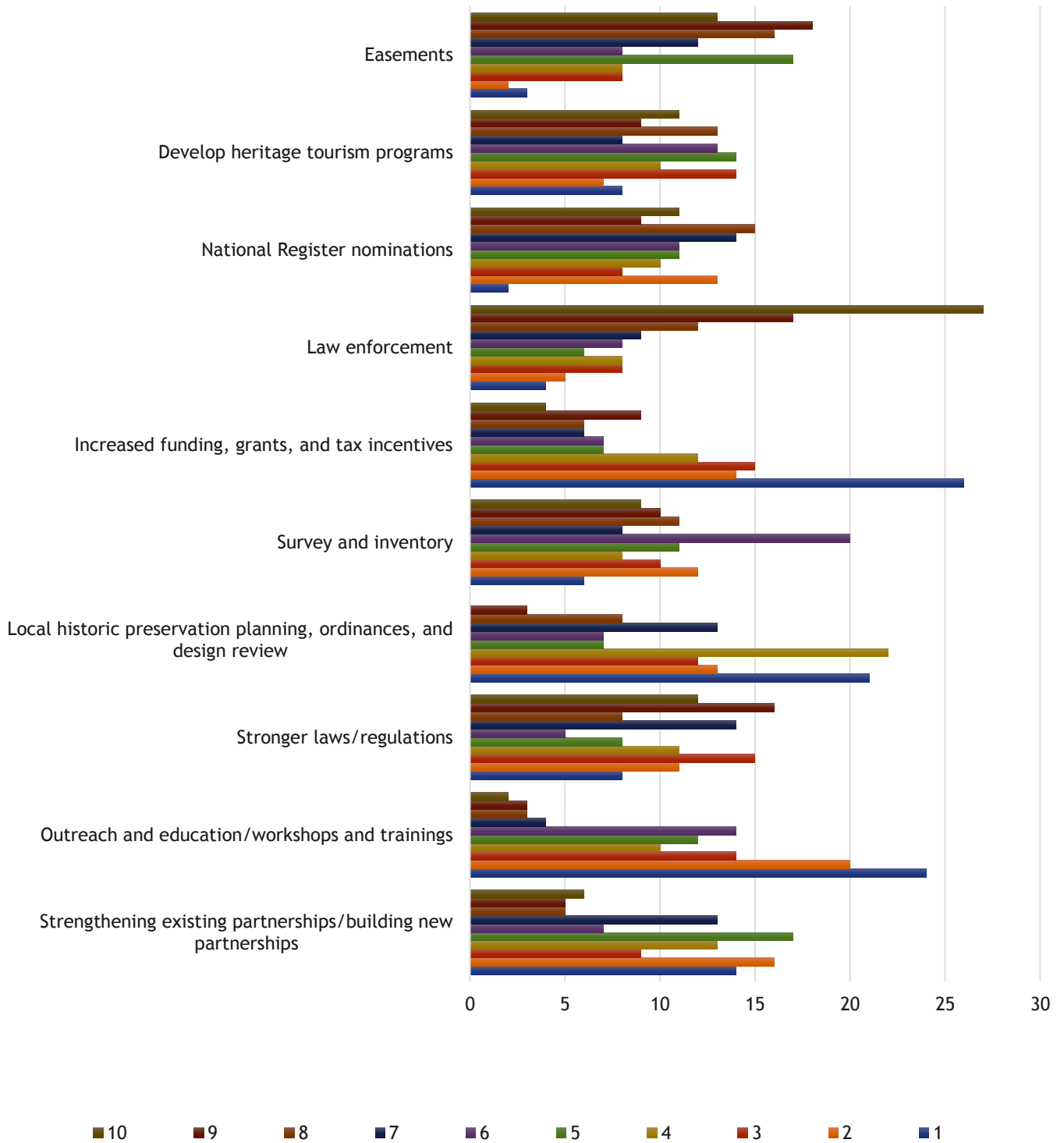
8. Why do you feel the preservation of Alaska’s historic and archaeological resources is important?
 (Please rate the following reasons)



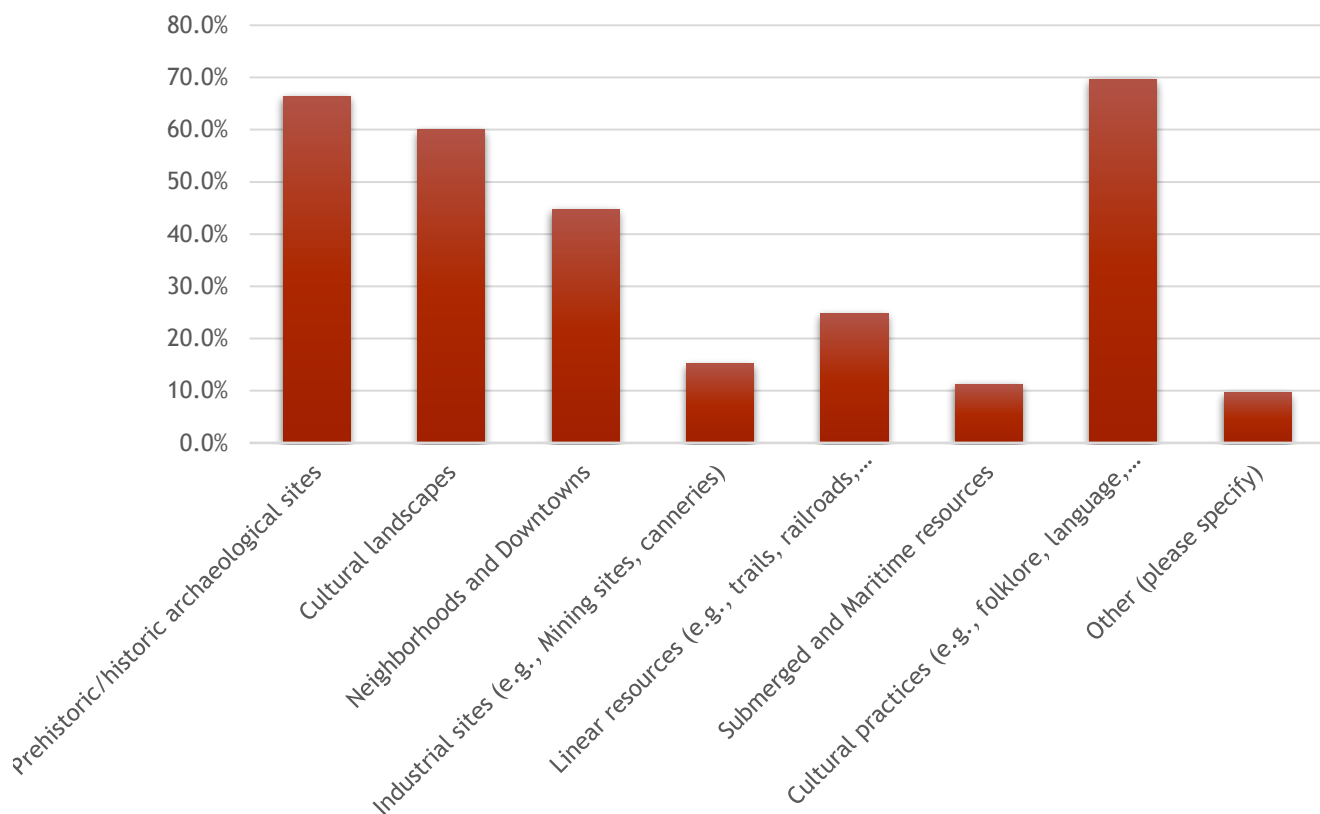
9. What do you think are the biggest challenges or threats to Alaska's cultural resources? (please rank 1-9, with 1 being the biggest challenge)



10. What do you think are the best ways to address the above mentioned challenges and threats?
 (Please rank 1-10, with 1 being the best way to address the challenges)



11. Which of the following cultural resource types do you feel are the most important to protect?
(Select up to 3)



12. In your opinion, what should be the vision for historic preservation in Alaska?

For responses to this question please reference the full survey results on OHA's planning webpage.

13. What short-term goals can the preservation community accomplish in the next five years to move Alaska's historic preservation efforts towards reaching this vision? Provide as many goals as you wish.

For responses to this question please reference the full survey results on OHA's planning webpage.

14. How do we achieve those short-term goals over the next five years? Provide as many suggestions as you wish.

For responses to this question please reference the full survey results on OHA's planning webpage.

15. What new partnerships might be formed to expand and strengthen Alaska's historic preservation community?

For responses to this question please reference the full survey results on OHA's planning webpage.

16. Which parties in Alaska's historic preservation community do you see as having a role in implementing the new historic preservation plan?