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**DATE:** October 22, 2019

**TO:** Planning Commission

**FROM:** Allison Eddins, Planner  
Community Development Department

A handwritten signature in black ink, appearing to read 'A. Eddins', is placed next to the 'FROM' field.

**SUBJECT:** Introduction of the Juneau Historic and Cultural Preservation Plan

The City and Borough of Juneau Code states in CBJ 49.10.170(d) that the Commission shall make recommendations to the Assembly on all proposed amendments to this title, zoning, and rezonings, indicating compliance with the provisions of this title and the Comprehensive Plan.

#### **ATTACHMENTS**

Attachment A – September 24, 2018 Memo to the CBJ Assembly

Attachment B – September 25, 2018 Memo to the Planning Commission Committee of the Whole

#### **BACKGROUND**

This planning process has been facilitated with two rounds of grant funding from the State Historic Preservation Office Certified Local Government (CLG) program. The first round of funding was received in 2016, and facilitated the public outreach portion of the planning process. The second round of funding was received in 2018, and facilitated the drafting of the plan and additional public outreach. On September 24, 2018, the CBJ Assembly received an update on the public outreach efforts for this planning process, (see Attachment A). On September 25, 2018, the Planning Commission Committee of the Whole received an update on this planning process (see Attachment B).

On October 29, 2019, the Planning Commission will be given copies of the draft plan and CDD staff will discuss how the plan is organized, a few of the preservation challenges that the public identified that the plan addresses, and the plan's compliance with the Comprehensive Plan. A detailed presentation will be given to the Planning Commission on November 12, 2019.

#### **ORGANIZATION OF THE PRESERVATION PROGRAM**

Borrowing from a successful preservation program in Tacoma, WA, this plan proposes to organize Juneau's preservation program into five main categories: Program Administration and

Management Tools; Resources Inventory and Identification; Incentives and Benefits; Education and Interpretation; and Advocacy and Partnerships.

1. Program Administration and Management Tools – the framework for operating the preservation program and the mechanisms for protecting historic and cultural resources
2. Resource Inventory and Identification – the surveying and documenting of properties and places with cultural or historical significance
3. Incentives and Benefits – programs that assist property owners and support preservation
4. Education and Interpretation – the tools to build awareness and strengthen skills to support preservation
5. Advocacy and Partnerships – the promotion of policies and strategic partnerships that support preservation efforts

### **PRESERVATION CHALLENGES THAT THE PLAN ADDRESSES**

At various meetings, the public was asked to identify challenges that CBJ's preservation program faces. The challenges were then assigned to one of the five preservation program categories.

- Administration and Management Tools:
  - Additional funding and time will be needed for a more robust preservation program that includes community engagement, National Register nominations and historic building and site documentation
  - HRAC members, and new members in particular, need training and orientation for what their roles and responsibilities include
  - HRAC members should reflect the diverse demographics of Juneau
  - The CBJ historic and cultural preservation program should be working in closer cooperation with other CBJ departments and local organizations to achieve complimentary goals
  - Downtown Historic District Design Standards and Guidelines can be vague and it is not always easy to distinguish a standard from a guideline
  - Downtown Historic District Design Standards and Guidelines do not reflect Native building practices and styles that were prominent during the period of significance
  - Contractors and downtown historic property owners are not always aware of the design standards for the Downtown Historic District
- Resource Inventory and Identification
  - Juneau's historic context documents are not reflective of the depth and breadth of Juneau's history and communities, in particular the history of Tlingit and Haida people
  - Existing survey information is out of date
  - There is inadequate funding and/or CBJ staff time to identify and document historic and cultural resources
  - How do we document (and preserve) sacred places, the locations of which must remain confidential?
  - Many potential historic and cultural resources have not been documented due to access barriers such as rough terrain, erosion and overgrown vegetation

- Incentives and Benefits
  - Federal tax credits do not assist residential home owners
  - Perception that renovating historic buildings is too costly to do appropriately without financial assistance
  - Perception that preservation efforts are too focused on regulation rather than benefits and incentives
  - There are very few incentives at the local level for preserving historic and cultural resources
  - Without any incentives, property owners may be unwilling or unable to appropriately maintain, rehabilitate, and restore their historic structures
  - Information about incentives is not easily obtained; technical direction on what is available and how to find it is needed
  
- Education and Interpretation
  - Existing education and interpretation materials are not perceived to be inclusive and do not represent a wide enough diversity of voices, perspectives
  - Lack of public interest in historic preservation
  - Lack of funding for preservation education and resource interpretation
  - Existing education and interpretation opportunities do not engage younger generations
  - Existing interpretive materials provided to visitors do not accurately interpret Juneau's history
  - Challenges in getting visitors, such as cruise ship tourists, to historic and cultural resources located outside of downtown
  
- Advocacy and Partnerships
  - Historic preservation lacks public and legislative support
  - There is a lack of coordination between the CBJ, Native and non-profit preservation groups, the arts community, and the tourism community

### **COMPLIANCE WITH THE COMPREHENSIVE PLAN**

The Comprehensive Plan (Chapter 16) identifies the need to protect Juneau's historic resources and one of the best ways to do that is by adopting and implementing a preservation plan. The Comprehensive Plan states (page 221): *The existing policy regarding historic preservation, although a basic good start toward recognizing and protecting valuable historic resources, no longer provides the complete protections necessary given the dramatic rise of cruise ship tourism and the resulting pressure on historic resources from the heritage tourism trades. The CBJ government should update and adopt its draft version of the Historic and Cultural Preservation Plan, as well as continually evaluate its existing historic design standards and update its design review process, in order to better integrate preservation activities into broader community and land use planning efforts.*

- Policy 16.1. - To identify, preserve and protect Juneau's diverse historic and cultural resources, and to promote historic preservation and accurately represent Juneau's unique heritage through publications, outreach and heritage tourism

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