MATANUSKA-SUSITNA BOROUGH

HISTORIC PRESERVATION IMPLEMENTATION PLAN

February 6, 1987

Introduction

The intention of the outline is to provide an overview of the many activities involved in the historic preservation process and to show how the activities are interrelated. To achieve the goal of preservation, the entire historic preservation process needs to be analyzed and planned for in advance.

Goal of the Commission

The goal of the overall preservation plan is to protect the significant historic and prehistoric resources material remains, writings and oral histories within the Matanuska-Susitna Borough for the benefit of those in the present and future. (These resources are henceforth referred to as cultural resources). Examples of the purposes of the Plan are:

To make preservation decision making a normal function in land-use decision making, rather than an exceptional one.

To reduce administrative conflicts concerning historic preservation decisions.

To make preservation decision making systematic, consistent, and nonrepetitive.

To increase public involvement in the identification of sites, gathering of historical data, and the planning and implementation of historic preservation.

To provide Borough planners, managers, and the public, with information that is relevant, timely, reliable, and easy to use.

To coordinate efforts between the Commission and the Development Services Department.

To reduce crisis management by initiating preservation activity before a resource gets to the point of immediate threat.

To integrate the identification, evaluation, and protection of historic resources.

To ensure the best utilization of the limited human and financial resources of the Commission.

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To integrate historic preservation with tourism & planned development in order to stimulate economic incentives for preservation.

Basic Objectives That Must Be Met to Accomplish the Goal of the Commission.

1. Identification of cultural resources
2. Evaluation of cultural resources
3. Registration of cultural resources
4. Protection of cultural resources

Plan of Action Necessary to Accomplish Objective #1, Identification.

I. Initiate a comprehensive cultural resource survey of the Borough (accumulation of data).
   A. Define cultural resource - February, 1987

   B. Identify survey districts or sub-regions to make geographical area more manageable - See map.

      Phase III A & B: Knik, Big Lake, Fish Creek, Cottonwood Creek, Point Mackenzie.

      Phase IV: Red Shirt Lake, Houston, portion of Little Susitna.

      Phase V: Willow, Nancy Lake

      Phase VI: Sutton, Matanuska River portion, portion of Wishbone Hill Mining District.

      Phase VII: Chickaloon, Matanuska River, Kings River, Chickaloon River, portion of Wishbone Hill Mining District.

      Phase VIII: East Susitna River Bank, Mouth of Willow Creek, Mouth of Montana Creek, Mouth Sheep Creek, Mouth Kashwitna River, Mouth Little Willow Creek, Mouth Caswell Creek.

      Phase IX: Talkeetna Townsite, Talkeetna River, Clear Creek Mouth, Sunshine Creek Mouth, Susitna River.

      Phase X: Lake Louise, Susitna Lake, Tyone River.

      Phase XI: Mouth of Kroto Creek (Deshka River) and adjacent portion of Susitna River.

      Future phases to be defined at a later time.

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C. Prioritize survey districts based upon the degree of threat to historic resources within.
Priorities will change, future survey areas will be identified and other areas modified according to development pressures and other considerations. Projected dates will be pinpointed as surveys progress. (See Q)

D. Research and compile information on previous survey work - continuous.

E. Research history and prehistory of area, architectural styles, and building techniques - continuous.

F. Compile information on historical source material - continuous research.

G. Obtain technical assistance from the Office of History and Archaeology - continuous from 1984.

H. Use the survey methodology recommended by the State Historic Preservation Officer - continuous from 1984.

I. Consult with the Borough Development Services Department on what additional information should be accumulated during surveys.

J. Plan method of recording data - Method of recording developed in 1984.

K. Plan successive survey projects focusing on specific needs, for example:
   1. Need for a National Register Historic District.
   2. Need for a thematic survey, or historic contexts; for example, the identification of historic resources associated with the Matanuska Colony.

L. Obtain funding for specific survey projects - 1977, 1981, 1984 - continuous.

M. Conduct reconnaissance or windshield surveys - November, 1986 and ongoing.

N. Contract businesses or consultants for special work - November, 1986 and ongoing.

O. Train and coordinate volunteers for field work and office work -
1984
1985 Fall & Summer
Continuous as need arises

P. Coordinate work with historical societies and museums.

Q. Develop timetables for survey projects:
1st survey - Fike, 1977
2nd survey - Mishler, 1981
3rd survey - Davis et al - 1984
4th survey - Cole et al - 1985-86
5th survey - Cole et al - 1986-87
6th survey - projected date 1988.
When survey project is identified, then develop timetable.

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R. Publicize survey and gain public support - 1984 and ongoing.
S. Integrate survey data into the Alaska Heritage Resource Survey catalog - 1984 and ongoing.
T. Investigate funding sources for publication of survey information - ongoing.
U. Publish survey information:
   1. Popular publications appealing to the general public., eg. Knik, Matanuska, Susitna: A Visual History of the Valleys - 1986 December.
   2. Technical publications useful for planners and decision makers, e.g. A survey of sites on the West Side of Knik Arm, Phase III A. - 1986 September.

II. Develop Cultural Resource Catalogs (organization of data).
   A. Review field copies of survey forms, checking for accuracy and completeness - Began 1983, continuous.
   B. Assign identification number to resource - Use AHRS # - Began 1984, continuous.
   C. Develop a reference file and arrange by geographical location - (township, range & section) - Began 1984 continuous - Township, Range, Section, called Site File.
   D. Develop catalog card files and arrange by geographical location, names, dates, topics - Date Index, Master Index, Bibliography Index, AHRS Index - Began 1983, continuous.
   E. Locate resources on Borough tax maps - 1984, 1986, continuous.
   F. Develop a photograph file for prints, negatives, and slides - 1981, 1984, 1986, continuous by township, range, section.
   G. Develop a subject index for taped interviews - continuous.
   H. Incorporate appropriate resource information into the Borough computer - undefined future.
   I. Protect survey data from fire, theft, and physical deterioration.
   J. Define public access policy.
   K. Define the concepts, time periods, and geographical limits for the various Historic Contexts.

Plan of Action Necessary to Accomplish Objective #2, Evaluation.

I. Establish criteria and standards for evaluating cultural resources.
   A. Define purposes of historic preservation.
   B. Identify significant historical themes, events, and people - eg. mining, agriculture, railroad - 1977 - ARR Colony

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1981 - structures and sites prior to 1935.
1983-84 - Agricultural district - sites in area survey, continuing.

C. Incorporate evaluation criteria used by the National Register, criteria ongoing.

D. Identify other relevant criteria, for example:
   1. Condition
   2. Uniqueness
   3. Other examples already protected
   4. Accessibility of resource
   5. Probability of destruction

E. Consult with the Development Services Department to identify other evaluation considerations to coordinate historic preservation efforts with more general land-use management.

II. Evaluate cultural resources using survey information and established evaluation criteria - ongoing as circumstances allow.

III. Develop a prioritized list of significant cultural resources.

A. Designate which resources are on the Inventory in the card catalog.

B. Designate which resources are on the Inventory in the Borough computer.

C. Write statements reflecting significance of each resource listed in the card catalog.

D. Define due process considerations; when cultural resources are listed on the inventory, when preservation projects are to be implemented, and/or when cultural resources may be impacted by development. Kinds of consideration:
   1. Notification of property owners
      a. Request right-of-entry permit.
      b. Notify owner if sites exist on property.
      c. Determine if property owners would request the cultural resource data remain confidential or would be for public knowledge.
      d. Insure that individual property owners understand that artifacts, sites, etc. are not to be confiscated by the Mat-Su Borough. Cultural Resources remain the property of the individuals on whose land they are found.
   2. Review Process
      When cultural resources are found to exist on properties under consideration for subdivision or other types of development, the Mat-Su Borough historians and/or Historic Preservation Commission may make recommendations to the appropriate entities.
      3. Opportunity for rebuttal.

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The public whose lands/properties are affected by the recommendations of the historians and/or Historic Preservation Commission may at this time refute any data presented during the public hearing.

4. Other

E. Define kinds of projects requiring due process consideration.

IV. Prioritize preservation actions.

A. Analyze gathered information.

B. Work with Development Services Department to formulate objectives in meeting preservation goals relating to specific gathered information.

C. Evaluate action objectives for practicality.

<u>Plan of Action Necessary to Accomplish Objective #3, Registration.</u>

I. Establish priorities for registration

A. Define registration - formal recognition of significant properties.

B. Define procedures.

II. Provide for confidentiality of information.

A. Data too sensitive to be released to the public must be protected.

B. Property owners desiring confidential status of specific cultural resources must be provided with assurances that confidentiality will be maintained.

III. Establish a means of appealing the registration or nonregistration of cultural resources.

A. A means by which property owners may desire to alter the registration status of certain cultural resources.

B. Define a procedure by which changes in the status of the cultural resources themselves can lead to the reevaluation of the registration of the cultural resources and perhaps a change in the registration.

<u>Plan of Action Necessary to Accomplish Objective #4, Protection.</u>

I. Identify and describe the different kinds and of preservation treatment.

A. Define stabilization, preservation, rehabilitation, restoration, and reconstruction in reference to artifacts, buildings and settings..

B. Identify other kinds of preservation treatments, for instance:

1. Preservation of farm land.

2. Recommendation of design standards for new construction in historic districts.

3. Other

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II. Develop standards for restoration and rehabilitation and other preservation treatments.

III. Compile technical information on preservation techniques - Began in 1983 - continuing.

IV. Identify and describe the different kinds of preservation tools and programs.
- A. Nomination to the National Register - Creating specialized files for these programs, 1984 and ongoing.
- B. Easements - Creating specialized files for these programs, 1984 and ongoing.
- C. Tax incentives - Creating specialized files for these programs, 1984 and ongoing.
- E. Land-use controls - Creating specialized files for these programs, 1984 and ongoing.
- F. Revolving funds - Creating specialized files for these programs, 1984 and ongoing.
- G. Low interest loans and grants - Creating specialized files for these programs, 1984 and ongoing.
- H. Auction program and the creation of a Borough preservation fund.
- I. Covenants and reverter clauses - Creating specialized files for these programs, 1984 and ongoing.
- J. Donation and relocation to museums and historical societies.
- K. Donation to a library, archive, or manuscript collection (documentary material).
- L. Subdivision proposal review - Creating specialized files for these programs, 1984 and ongoing.
- M. "Adopt-A-Cultural Resource" program for the Borough.
- N. Mat-Su Borough Economic Development funds.

V. Identify and communicate with support groups.
- A. National
  - 1. Federal agencies
  - 2. National Preservation organizations
    - a. National Trust Historical Preservation.
- B. State
  - 1. State agencies
  - 2. State preservation organizations
- C. Matanuska-Susitna Borough
  - 1. Development Services Department
  - 2. Platting Division
  - 3. Parks & Recreation Division
  - 4. Assessment
  - 5. Data Processing
  - 6. Land Management
- D. Regional preservation organizations, museums and historical societies

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1. Wasilla, Knik, Willow Creek Historical Society.
   a. Knik Museum
   b. Wasilla Museum
   c. Fairview School
2. Palmer Historical Society
3. Alpine Historical Society
   a. Alpine Heritage and Cultural Resource Center.
4. Talkeetna Historical Society
   a. Talkeetna Museum
5. Museum of Alaska Transportation & Industry
6. Colony Village at fairgrounds.
7. Other

F. Tourist bureaus
   1. Mat-Su Convention and Visitor's Bureau
   2. Palmer Tourist Center
   3. Other

G. Chambers of Commerce
   1. Palmer
   2. Wasilla
   3. Other

H. Educational institutions
   1. Public schools
   2. Matanuska-Susitna Community College
   3. Community schools
   4. Other

I. Libraries
   1. Matanuska-Susitna Community College
   2. Palmer
   3. Wasilla
   4. Sutton
   5. Other

J. Local Governments
   1. Palmer
   2. Wasilla
   3. Other

K. Etc.

VI. Involve the community in preservation activities to gain support and to create preservation awareness.

A. Workshops/conferences
   1. Oral history workshop with Alpine Historical Society, Spring, 1986.
   2. Preservation, Tourism, and Economic Development conference; August, 1986 with National Trust, AAHP, Alpine Historical Society and Wasilla, Knik, Willow Creek.

B. Volunteer Programs
   1. Work with public schools and their Extended Learning Program - 1985, continuous.
   2. Local senior citizens and pioneer home.

C. Exhibits
   1. In Borough building, 1986, continuous.
   2. Local libraries

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D. Newsletters
   1. Began in 1986, December
   2. Send to - societies, libraries, museums, chambers of commerce, city governments, state agencies, etc.
E. Tourist Brochures
   1. Modification of map for 1986 conference.
   2. As money permits.
F. Announcements
   1. In display areas
   2. Over radio

VII. Advertise preservation activities.
   A. News releases - begun in 1983 - continuous:
      1. Anchorage Daily News
      2. Anchorage Times
      3. Valley Sun
      4. Frontiersman
      5. Alaska Magazine
      6. Heritage Newsletter
   B. Posters - Example;
   C. Exhibits
      1. MSCC - August, 1986
      2. Libraries, Borough building.

VIII. Lobby for historic preservation at the Borough and State levels.
   A. Emphasize economic benefits of historic preservation.
   B. Emphasize benefits to visitation/tourism.

IX. Encourage public schools and colleges to utilize cultural resources in educational programs.
   A. Colleges - Matanuska-Susitna Community College used Knik, Matanuska, Susitna for course - Anth. of Cook Inlet Fall Semester, 1986.
   B. Public Schools
      1. Snowshoe Elementary School - guest lecture - talk about survey, Fall, 1985.
      2. Sutton School - will do oral histories.
      3. Pioneer Peak School - slide show.

X. Follow due process considerations when gathered information is entered onto records available to the public, when preservation projects are to be implemented and/or when addressing possible impact on cultural resources by development.
   A. Kinds of Projects
   B. Kinds of Considerations (See p. 5 III.D)
      1. Notify owners
      2. Public hearings
      3. Rebuttal

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XI. Keep abreast of current events effecting preservation interests.
Since 1983, articles of current events affecting sites, events and personages have been clipped from newspapers and filed. Ongoing.

Review and Revision
The Historic Preservation Implementation Plan and its objectives described herein must be reviewed regularly by the historians and the Historic Preservation Commission. The plan must be reviewed systematically and revised according to necessity.

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INTRODUCTION

CULTURAL RESOURCE PLANNING

The Matanuska-Susitna Borough comprises a vast area with mountains, valleys, forests, alpine tundra, tidal flats, rivers, streams, glaciers, lowlands, and rolling hills. These geographic features make this land unique and attractive. Its appealing nature is enhanced by the numerous cultural resources within its boundries. Indeed, the activities of mankind and his relationship to the environment are frequently construed as the essence of this "Great Land". Thus local identity is intimately tied to historic and prehistoric remains found throughout the Matsu Borough. In order to preserve this sense of identity for ourselves, our children, and future generations,steps must be taken to establish guidelines which will minimize conflicts between economic development and preservation. These guidelines will be designed so as to actually stimulate the economy by focusing efforts on the role of cultural resources in the tourist, educational and other industries. How sad it would be to admit that the "Alaska you came to see" is no longer visible.

Resource planning consists of the following: 1) listing or identifying (survey) cultural resources in various historic contexts, 2) evaluating the listed resources according to resource guidelines and how the resources may enhance the local economy, 3) registering

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significant cultural resources in local and state inventories, nominating resources that qualify to the National Historic Register, and 4) treating the cultural resources in a way which will achieve the desired goals of mutual enhancement of preservation and economic growth.

Each of the steps in cultural resource planning should have input from all concerned citizens, government offices and community leaders. In addition, it must be understood that the planning process is an on-going effort that changes as various elements change within the historic contexts identified. Contexts themselves may change, expand or become no longer viable. As areas of focus change there must be a mechanism for the amendment of the guidelines to fit newer community directions. In this way the preservation guidelines can continually serve the needs of future community development within the Matanuska Susitna Borough.

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OUTLINE OF MATANUSKA-SUSITNA BOROUGH HISTORIC CONTEXTS

I. Pre-Athabascan

II. Athabascan

- A. Tanaina
  - 1. Pre-contact
  - 2. Post-contact
- B. Ahtna
  - 1. Pre-contact
  - 2. Post-contact

III. Exploration

- A. Russian
- B. English
- C. Other
  - 1. Spanish
  - 2. French
  - 3. American

IV. Commercial Exploitation

- A. Trading Posts
- B. Roadhouses

V. Transportation/Communication

- A. Trails
- B. Roads/Highways
- C. Railroad
- D. Waterways

VI. U.S. Government in Mat-Su Borough

- A. Mining - coal
- B. Military Installations
  - 1. Survey Encampments
  - 2. Bases

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C. Railroad
   1. Sections
   2. Stations
   3. Bridges

D. Highways
   1. Bridges
   2. Construction Camps

E. Government Programs

VII. Homesteading

A. Turn of the Century

B. Railroad

C. 1920's

D. 1940's

E. 1970's

VIII. Settlers

A. Traders
B. Fur Farmers
C. Trappers
D. Farmers
   1. Homesteaders
   2. Government Programs
E. Miners
F. Coal
   1. Gold

IX. Community Development

A. Pre - 1935
   1. Mining Towns
   2. Supply Towns

B. 1935 - 1964

C. 1964 - Present
   1. Pipeline 1974 - 1977
   2. Oil workers 1979-1985
   3. 1985 - Present

X. Religious and/or Ethnic Settlements

A. Russian Orthodox

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B. Protestant Denominations
   1. Nondenominational
   2. Lutheran
   3. Presbyterian
   4. Episcopal
   5. Other

C. Catholic

D. Mormon

E. Church Camps

F. Russian Old Believers

G. Scandinavian

H. Slavic

I. Moravians

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