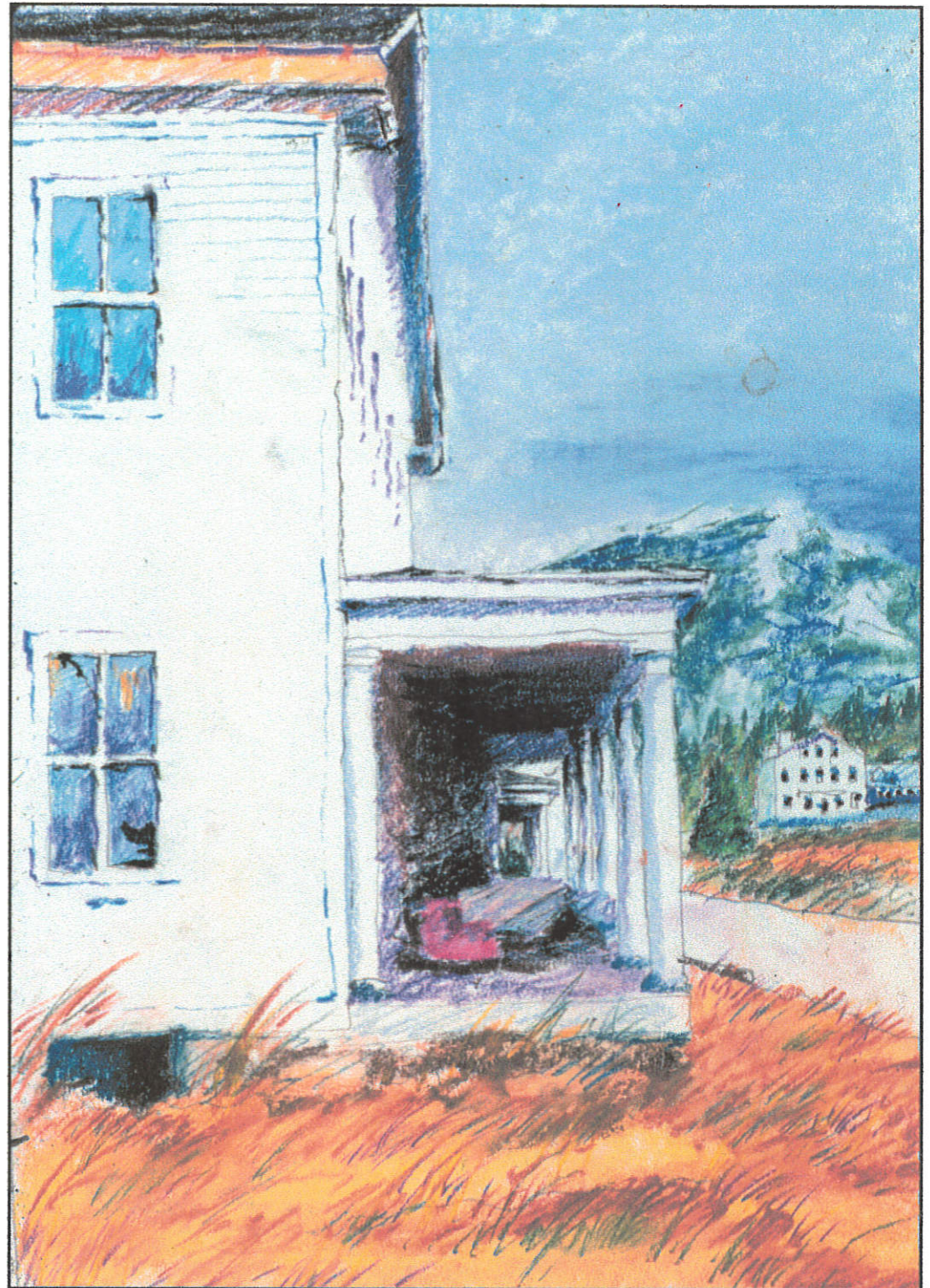


Fort William H. Seward Haines, Alaska



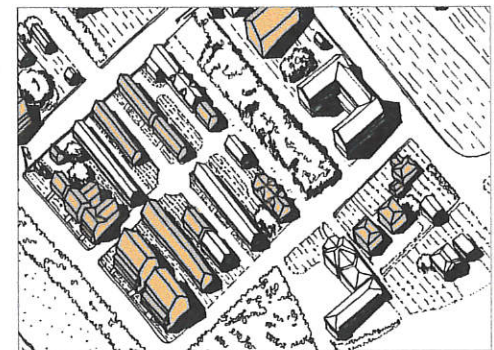
Design Guidelines and Standards

Alaskan Northern Studies Program
Department of Urban Design and Planning
University of Washington, Seattle, 1998



Design Guidelines and Standards for Historic Fort William H. Seward

Prepared for the City of Haines and the Neighborhood of
Fort Seward by the Spring 1998 Alaska Studio as a part of
the Alaska Northern Studies Program at the University of
Washington, Department of Urban Design and Planning.



We gratefully acknowledge the assistance, insight, and invaluable background information provided by the City of Haines, the Haines Borough, the Haines Chamber of Commerce, property owners at Fort William H. Seward, and many others within the Haines community.

Prepared by:

Professor Ron Kasprisin

Takahiro Abe

Peter Dobrovolny

Terry Galiney

Jason Manges

Paul Marston

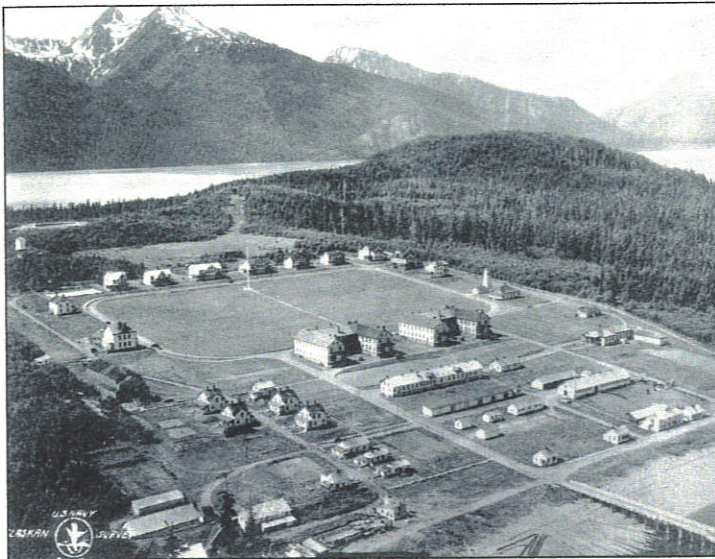
Art Pederson

C o n t e n t s

Introduction	1
Background and Purpose of Study	1
Limitations of Study	1
Summary	1
Next Steps	1
Cultural Context	3
Early Traders	3
Missionaries	3
The Klondike Gold Rush	3
Fort William H. Seward	4
Post Gold Rush Economy	4
Closure and Sale of the Fort	4
Historic Preservation Initiative	5
A Changing Economy	5
Statehood and the Haines Borough	5
The Haines Economy	7
The Current Haines Economy	9
Haines today	9
Tourism	9
Employment	9
Cruise Ship Impact Conclusions	13
Fort Design Guidelines	15
Design Guidelines - Why?	17
The Fort today	17
Issues and Concerns at the Fort	17

Catalog of Architectural Details	19
Hierarchy of Style	20
Design Scenarios for Selected Sites	25
Fort Districts	26
Design Principles	27
The Barracks District	28
Scenario One	30
Quartermaster District	31
Scenario One	32
Scenario Two	33
Waterfront District	34
Scenario One	35
Fort Entry	36
The Post Exchange District	37
Scenraio One	38
Scenraio Two	39
Graphic Summay	40
Options for the Future	41
Economic Development and Historic Preservation	43
A political enigma	43
Options	44
Summary	46
Contacts	47

I n t r o d u c t i o n



Background and Purpose of Study

The Alaska Northern Studies program of the University of Washington's Department of Urban Design and Planning, sponsors a studio project in Alaska each year. The community of Haines in Southeast Alaska was selected as the Spring 1998 field site. The specific project, based on a request from the City of Haines, is preparation of Design Guidelines for application to Fort William H. Seward, a National Historic Landmark.

The University team, consisting of six graduate students and one faculty member, traveled to Haines in May aboard an Alaska Marine Highway ferry. The team worked in Haines from May 18 through May 22, conducting on-site investigations of the fort grounds and buildings, and interviewing a cross section of residents, property owners and local officials. The team returned to Seattle to prepare a report of observations and recommendations during the Summer academic quarter of 1998.

Limitations of Study

This study is limited by the studio's self-directed focus areas discussed below.

Summary

The team elected to focus on four central issues:

- The historical, economic and social context of the Fort within the community of Haines,
- Issues and concerns with the National Historic Landmark status of Fort William H. Seward,
- Preparation of design guidelines, and
- Implementation strategies.

Next Steps

Local land use regulations can encourage desirable new development. Design guidelines add to these regulations by providing methods for defining a vision for future development.

Design guidelines are intended to accompany other visions and policies that state community values and aspirations. These guidelines can help create a forum in which community anxieties and conflicts over incompatible new development can be addressed.

Cultural Context

Ancestors of the Tlingits migrated across the Bering Straits to the coast of Southeast Alaska in prehistoric times. Contact between the Tlingit, Haida and Tsimshian to the south was frequent because of their extensive trade network. Food, canoes and slaves were primary trade goods. Trade sometimes led to warfare in attempts to establish or control key trade routes and resources.

Early Traders



When the first white man arrived in Southeast in 1741 life for the Native tribes changed forever. As the eighteenth century drew to a close, European and American explorers and traders were a common sight on the northern Northwest Coast. The Native people were shrewd and benefited from trade relations with the European and American explorers.

The earliest reports by non-Native travelers into the Haines region reported the Chilkats as having a thriving and productive society with villages in Klukwan, Chilkoot and along the Chilkat delta. The original native name for the area was Dtehshuh (Deishu), meaning “end of the trail.” In addition to ample fish, game, berries and other subsistence resources, the Tlingits had established an extremely profitable trading business with the Athabaskan Indians of the interior by the mid 1800s. Concerned by the threat of possible competition for this trade, in 1852 a party of Chilkats raided and destroyed the Hudson’s Bay Post at Fort Selkirk in the Yukon.

By 1880 the Chilkat culture in the Haines area village had a well developed clan structure consisting of family houses. Klukwan is the only Native village remaining today. The first white man to settle in what is now Haines was George Dickinson, who came in 1878 as an agent for the North West Trading Company.

Missionaries

In 1879, S. Hall Young, a Presbyterian missionary, with the naturalist John Muir, visited the area. Young received permission from the local natives to build a mission at the neck of the peninsula. Upon the arrival of the Reverend Eugene and Caroline Willard in 1881, both school and church services of the Chilkat Mission were held in a shed. Money raised by Sheldon Jackson from Sitka to build a Chilkat Mission building was repaid through the efforts of the Presbyterian Church’s Women’s Executive Society of Home Missions. Mrs. F.E. Haines was then secretary of the Society, so the mission was renamed Haines Mission after her.

The Presbyterian Mission played an important and continuing role in the development of the community. The federal government and mission worked closely to provide educational and boarding facilities. Following construction of a new school in 1907 by the Bureau of Indian Affairs, the Presbyterian Board of Missions operated a hospital, and later an orphanage, on the site until 1960.

The Klondike Gold Rush

The great Klondike gold rush hit Southeast Alaska between 1896 and 1904. Entrepreneur Jack Dalton, following a Tlingit trade route, established a freight trail to the gold fields of the interior. The Dalton Trail, as it became known, reached over Chilkat Pass, following the same general route now used by the Haines Highway.

Haines grew as a mining supply center. In 1898 gold was discovered 36 miles from Haines at Porcupine Creek. The Porcupine Mining District produced thousands of dollars worth of placer gold at the turn of the century. Salmon canneries began operation in villages in Chilkat, Chilkoot and Pyramid Harbor, further establishing Haines as an important terminal point for prospectors and supplies.



Fort William H. Seward

As a US-Canada boundary dispute heated during the gold rush, an unofficial Army Post was commissioned at the Haines Mission in 1898 to provide a US military presence. It was the last of eleven military posts established during the gold rushes. The location was selected because traffic over three passes, the Chilkoot, Chilkat and White Pass could be simultaneously observed.

An executive order in 1902 established 1,280 acres for a permanent installation. Named in honor of the Secretary of State who negotiated the purchase of Alaska from Russia in 1867, its construction required extraordinary efforts. Work began in 1903, when men using horses, mules and oxen began clearing the forested land by hand. Its remoteness as a primitive environment classified Fort Seward as a foreign duty post for the US Army soldiers who earned double credit for each year they served there.

Executive orders in 1905 and 1909 expanded the Fort to 4,410 acres. The Fort further stimulated growth of the community. The 1910 Census counted 445 persons in Haines, 255 at the new army installation, 245 in the Tlingit village of Klukwan and 82 rural settlers.

Post Gold Rush Economy

At this time, several large farms in the area were producing and selling a variety of vegetables in Haines, at the Post, and in Skagway, Juneau, Sitka and Seattle. Dairy cattle, goat herds and a few beef cattle rounded out the agricultural activity. Encouraged by this economic stability within the area, the 1,027 residents of Haines voted overwhelmingly to incorporate the City on January 6, 1910.

Early industries such as copper and gold mining, commercial fishing and fish processing kept many residents employed until about 1920 when these activities began to decline. In 1939 the first commercial lumber business was opened. One cannery was still operating. This moderate comeback in growth was checked by the Army's decision to deactivate Chilkoot Barracks in 1945.

Closure and Sale of the Fort

During World Wars I and II the Fort was a training base for Alaska recruits. By government decree in 1922 the Fort was renamed Chilkoot Barracks, after the mountain pass and the native tribe on the Chilkoot River. Between 1921 and 1925 all military posts in the Alaska Territory, except Chilkoot Barracks, were abandoned. Between 1925 and 1940 the Fort was the only US Army post in Alaska. During the Second World War it was a rest and recreation center for troops who served in the North Pacific. In 1939 eleven officers and 286 enlisted men, armed with .45 caliber pistols and Springfield rifles were stationed at the garrison. Transportation was limited to one small tug boat.

At the end of the War, in 1946, the Fort was decommissioned and declared surplus property. Closure was a drastic blow to the Haines economy. For 42 years, a number of local businesses had relied on providing goods and services to the Army post. The uncertain future of the fort became clearer when five World War II veterans and their families bought the 85 surplus buildings and 400 acres sight unseen at auction, with a dream of developing a resort town by converting the barracks and officers quarters into hotels, recreation centers, museums, and residences for the members of the company. Chilkoot Barracks was renamed Port Chilkoot and the new owners moved to have it incorporated as a second-class city.

The Haines economy rebounded in the 1940s and 1950s when Haines became an important transportation link with the completion of the Haines Highway and the initiation of the Alaska Marine Highway System. In the 1950s a military fuel storage pumping facility was constructed at Tanani Point, and an 8 inch pipeline ran over 600 miles to Fort Wainright near Fairbanks. This pipeline operated for 20 years before becoming obsolete. Finally, a large cargo dock installation was constructed at Lutak Inlet, further fueling Haines' economic resurgence.

In late 1947 Hilma and Clarence Mattson drove the Alaska Highway and joined the enterprising veterans. They purchased the buildings comprising the former commanding and bachelor officer's quar-

ters. Hilma, who immigrated from the Swedish province of Halsingland, named her new hotel after her homeland.

One of the veterans began a ferry service in 1948 linking Haines with Skagway and Juneau, utilizing a converted landing craft, the M.V. Chilkoot. Transportation and construction thrived during the postwar period as the Army built a petroleum pipeline to Fairbanks, a tank farm, and a large cargo dock installation at Lutak Inlet.

Historic Preservation Initiative

In 1970 Port Chilkoot merged with Haines to become a single municipality, the City of Haines. On April 11, 1972, the Fort was listed in the National Register of Historic Places, again named Fort William H. Seward. In 1978 its status was elevated to a National Historic Landmark.

Only two local sites have been listed on the National Historic Register - Fort Seward and the Porcupine Mining District. Three sites have been noted by the State Division of Parks as worthy of further investigation because they are potential National Register candidates - Pyramid Harbor, Chilkoot River Village and Yendustake.

A Changing Economy

The Haines timber industry flourished in the 1960s. The Schnabel Lumber Company became an important addition to the Haines economy. It became one of Haines' largest employers and brought outside dollars to the local economy.

The Alaska Marine Highway System, the opening of the Haines Cutoff Highway to year-round travel, the designation of Ft. Seward as a National Historic Landmark, and the visitation of large commercial cruise ships spurred the creation of the tourism industry in Haines.

By the late 1970s the Haines economy began to decline once more. The military pipeline closed as did the Haines Packing Company. Commercial fishermen had several poor seasons. The final eco-

conomic setback came when state timber sales were curtailed, which forced the Alaska Forest Products Mill to close in 1976, followed by the closing of the Schnabel Mill in 1977. The final mill closure was Chilkoot Lumber, owned by Ed Lapeyri, which closed in May of 1991.

Statehood and the Haines Borough

Alaska achieved statehood on January 3, 1959. The Borough Act of 1961 established standards and procedures for borough formation and mandated that independent school districts such as Haines be dissolved on July 1, 1963. Perhaps still expressing frontier independence, only one of nine regions of the state complied by this date.

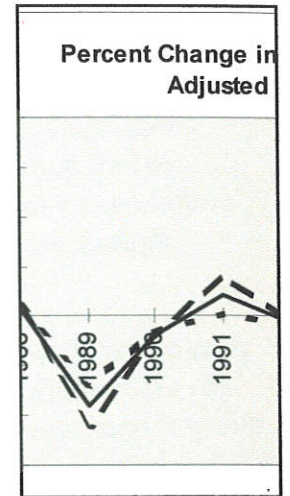
A first class borough proposal for Haines was rejected by area voters and the independent school district was dissolved on July 1, 1964. Later that year the Department of Education formed the Haines-Port Chilkoot Special School District under an obscure statutory provision which allowed for school district formation in areas that had not achieved borough status.

In the spring of 1967 a petition to incorporate a second class borough was rejected by voters. Three school districts (in Haines, Port Chilkoot and a district outside the two cities) served 346 students in the Haines region in 1967.

Another second class borough proposal was again rejected by voters in 1968. Following this third defeat, representatives of the Haines area successfully lobbied the legislature to create a new third class borough with no area wide planning, platting, or land use regulation powers. On May 28, 1968, nine years after statehood, voters approved incorporation by a vote of 180 to 61.

The issue of borough formation will be addressed again as voters consider consolidation of the Haines Borough and the City of Haines in November of 1998.

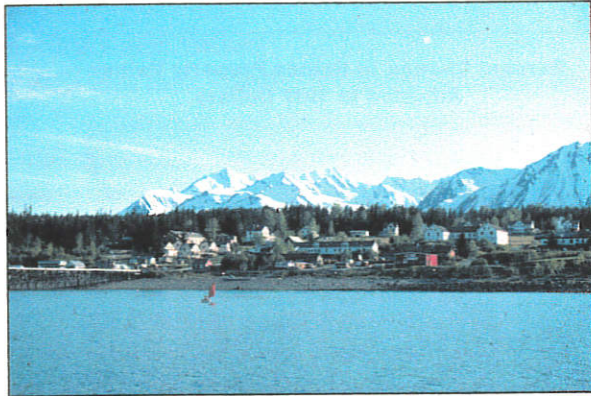
Haines Economy



The Current Haines Economy

Haines today

Today the Haines Borough population is about 2,500, the City of Haines about 1,400. The Haines Chamber of Commerce has 150 members, comprising 95% of the businesses in the Borough.



Tourism

With the closure of the lumber mills and setbacks in the fishing industry, tourism began to play a larger role in the Haines economy. The Haines Highway made Haines an important stopping point for tourists arriving by ferry to travel north into the interior.

The lure of “the last frontier” and sheer physical beauty of Southeast Alaska has drawn increasing numbers of tourists each summer. Today in Haines, thirteen fishing charter companies, six hotels, six bed and breakfasts, seventeen restaurants, twenty-four galleries and tourist shops, twenty-two tour companies and operators and eight campground and RV parks provide a large and varied range of activities and accommodations.

Activities for both residents and visitors occur throughout the year. Each year, Haines hosts eighteen official events, beginning with the *30th Annual Alcan 200* January 22-24 and ending with the *Alaska Bald Eagle Festival* November 13-15. The Bald Eagle Festival

occurs during the fall when thousands of bald eagles gather along the Chilkat River, the only such gathering in the world.

Starting with Alaska Sightseeing/Cruise West in the late 1980's, cruise ship tours have been a growing means of travelling to Southeast Alaska and Haines. In the early 1990's, large cruise ships brought 1,000 to 2,000 passengers per week to Haines. Today, more than 5,000 passengers per week visit Haines with a cruise ship docking four evenings a week from May through September.

Small cruise ship operators bring another 300 - 400 visitors each week to Haines. Two water taxi services bring another 200 visitors each day between Skagway and Haines. Many come from the more numerous large cruise ships that dock in Skagway, to spend a half-day or all day in Haines.

Employment

According to the Alaska Department of Labor, manufacturing employment accounted for over 25% of wage and salary employment in Haines in 1990. However, by 1996, the manufacturing industry provided only 12% of total Borough employment, with nearly all in seafood processing. Employment within the Borough reached its peak in 1990 with 899 persons employed. Haines lost 140 jobs when the Chilkoot Lumber Company closed the last operating sawmill in the Borough in 1991. By 1996, Haines employed 876 persons as the economy rebounded and new jobs were created.

As manufacturing employment declined, service industry employment increased from 32.1% of total Borough employment in 1990 to 47% in 1996. Employment growth has occurred primarily in hotels, amusement, recreation, health care, food stores, eating establishments, and miscellaneous outlets. However, when purchasing power is considered from 1990 to 1996, it would appear that service industry employment is not providing the same level of salary and wages as did manufacturing, particularly timber-related manufacturing. When wage and salary levels between 1990 and 1996 are adjusted for inflation, the average wage earner in the Haines Borough has experienced an

18% loss in real income, according to the Alaska Department of Commerce.

Property Values

Property values in the Haines Borough appear to have increased significantly in recent years as Table 1 indicates. All figures in Table are based on actual figures provided by the Borough of Haines and have been adjusted to 1997 dollars to account for inflation.

Table 1: Haines Property Values

Haines Property Values Adjusted to 1997 Dollars

Total Borough Property Values			
Fiscal Year	Actual Dollars	Inflation Adjusted	% Change
1987	\$ 74,600,485	\$ 106,415,440	
1988	\$ 77,973,100	\$ 107,361,369	0.89%
1989	\$ 73,796,330	\$ 97,608,419	-9.08%
1990	\$ 75,829,830	\$ 95,704,269	-1.95%
1991	\$ 81,664,642	\$ 97,787,801	2.18%
1992	\$ 84,592,299	\$ 97,210,624	-0.59%
1993	\$ 88,784,024	\$ 99,055,933	1.90%
1994	\$ 93,656,054	\$ 101,448,190	2.42%
1995	\$ 100,989,456	\$ 106,619,617	5.10%
1997	\$ 123,365,251	\$ 123,365,251	8.45%
Total % Change			15.93%

City Property Values			
Fiscal Year	Actual Dollars	Inflation Adjusted	% Change
1987	\$ 37,448,800	\$ 53,419,633	
1988	\$ 39,130,740	\$ 53,879,220	0.86%
1989	\$ 36,226,455	\$ 47,915,757	-11.07%
1990	\$ 37,119,495	\$ 46,848,241	-2.23%
1991	\$ 40,766,862	\$ 48,815,518	4.20%
1992	\$ 42,250,399	\$ 48,552,737	-0.54%
1993	\$ 46,926,419	\$ 52,355,593	7.83%
1994	\$ 49,129,219	\$ 53,216,745	1.64%
1995	\$ 51,355,100	\$ 54,218,146	1.88%
1997	\$ 63,135,500	\$ 63,135,500	16.45%
Total % Change			18.19%

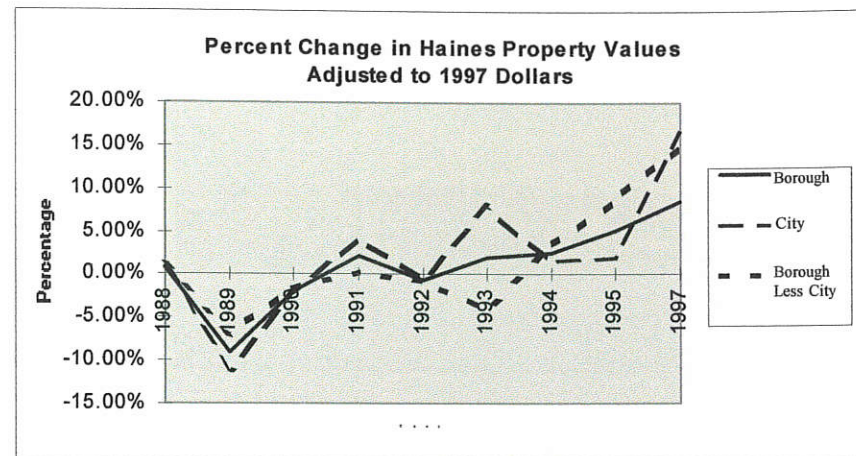
Borough Property Values without City			
Fiscal Year	Actual Dollars	Inflation Adjusted	% Change
1987	\$ 37,151,685	\$ 52,995,807	
1988	\$ 38,842,360	\$ 53,482,149	0.92%
1989	\$ 37,569,875	\$ 49,692,662	-7.09%
1990	\$ 38,710,335	\$ 48,856,028	-1.68%
1991	\$ 40,897,780	\$ 48,972,283	0.24%
1992	\$ 42,341,900	\$ 48,657,887	-0.64%
1993	\$ 41,857,605	\$ 46,700,340	-4.02%
1994	\$ 44,526,835	\$ 48,231,445	3.28%
1995	\$ 49,634,356	\$ 52,401,471	8.65%
1997	\$ 60,229,751	\$ 60,229,751	14.94%
Total % Change			13.65%

Source: Haines Borough, 1998

Between 1987 and 1997, property values throughout the Borough increased over 15%. The City of Haines experienced increases of over 18%. When the City's increases are subtracted from the rest

of the Borough, the Borough experienced an increase of over 13% during the same time period. It's important to note, however, that these increases have occurred almost entirely since 1995 as Chart 1 indicates below.

Chart 1: Percent Change in Property Values



Source: Haines Borough, 1998

When adjusted for inflation, City property values in 1995 were only 1.5% higher than they were in 1987, but those in 1997 were over 16% higher than those adjusted values in 1995. For the rest of the Borough outside the City, between 1987 and 1995, values actually decreased only about 1%, but increased almost 15% between 1995 and 1997. It would appear that property values throughout the Borough decreased significantly during the early portion of the 1990s. Both the adjusted values for City and the Borough fell after 1988 and did not reach those same levels until after 1995.

Discussions with City and Borough officials as well as Haines residents indicate that Haines increasingly has become an attractive place to live. They believe this has contributed to this rise in property values. Haines' natural beauty, community character, and rela-

tively mild climate make it attractive both to newcomers and to retirees who live within interior Alaska. It's also likely that land sales by the Haines Borough have induced new property development and, as a result, further increased property values. Land sold by the Borough is from portions of 2,800 acres given to the Borough by the State of Alaska. Two thousand acres still remain, likely enough to satisfy demand for many years to come.

Fort Seward Land Values

Table 2 indicates land values (no improvements) for the Haines Borough, Fort Seward, and the lower Fort for the years 1987, 1991, 1995 and 1997, when assessed values were updated. Again, all figures in Table 2 are based on actual figures provided by the Borough of Haines and have been adjusted to 1997 dollars to account for inflation.

Table 2: Land Values in the Borough and Fort Seward

	Total Borough	Total Fort	Lower Fort
1987	\$ 47,387,524	\$ 2,406,862	\$ 687,573
1991	\$ 45,821,945	\$ 2,289,549	\$ 666,567
1995	\$ 48,818,868	\$ 2,412,126	\$ 642,974
1997	\$ 61,739,821	\$ 3,389,900	\$ 947,650

Source: Haines Borough, 1998

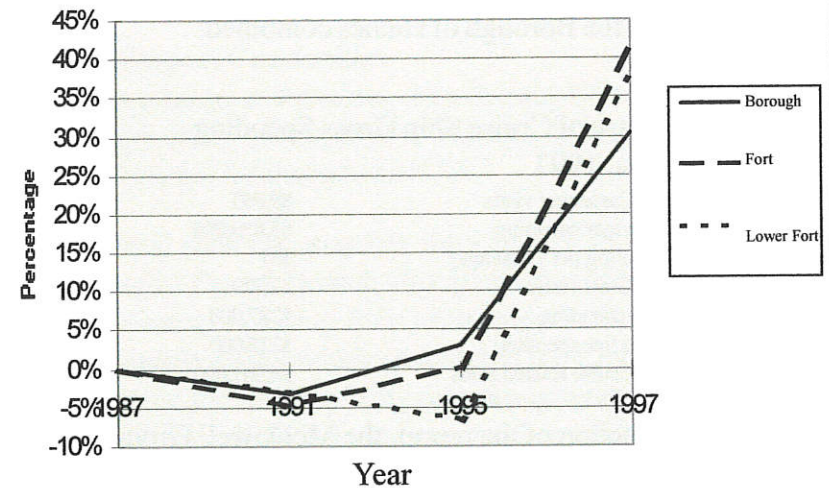
Chart 2 below indicates the percent changes in land values for these lands.

Land values within the Haines Borough have increased over 30%

since 1987. However, land values within Fort Seward have increased over 40% with land values in the lower fort increasing almost 38% since 1987. For all three categories, these increases have occurred almost exclusively between 1995 and 1997.

It is clear that both property and land values within the Borough have experienced recent significant increases, particularly within the Fort. There may be a number of reasons for this. First, as was stated above, there has been increasing real estate investment from people who reside outside the Borough, including retirees and those wanting to establish a second home in Haines. It may be that the increase in cruise ship tourism within Haines has spurred the

Chart 2: Percentage Change in Land Values



Source: Haines Borough, 1998

increase in land and property values. This may explain, in part, the recent dramatic increases in land values throughout the Fort area, particularly within the Lower Fort. These areas experienced the increases just as the new dock was accepting large cruise ships

with tourists. These increases may result from the expectation that as the cruise ship tourist industry expands, the opportunities for expanding retail and other commercial activities within and surrounding the Fort will increase as well. However, a study and analysis of greater depth would be necessary in order to draw more definitive conclusions.

Government Revenues from Cruise Ship Business

The McDowell Group issued the report, *Cruise Industry Impacts on Local Governments in Southeast Alaska*, for the Southeast Conference in February 1998. They analyzed revenues and costs to local governments in Southeast Alaska generated by the cruise ship industry in 1997.

In the first section of the report, gross spending by the cruise ship industry, including passengers, crew, and the cruise ship itself was outlined. Below, in Table 3, is a summary of the Group's findings for the City and the Borough of Haines combined:

Table 3: Summary of Cruise Ship Gross Spending
Haines, 1997

Total Annual Passenger visits	89,063
Taxable Passenger spending	\$3,850,000
Average Spending per Passenger	\$51
Total Annual Crew visits	47,779
Taxable Crew spending	\$287,000
Taxable Cruise line spending	\$225,000
Total taxable Cruise related sales	\$4,361,000

Source: McDowell Group, 1997

In the second section of the report, the McDowell Group identified the marginal and direct costs as well as the revenues generated for the City of Haines and the Haines Borough as follows:

Table 4: Summary of Cost and Revenues from
Cruise Ship Tourism, Haines, 1997

Marginal & Direct Costs	City	Borough
Police	\$54,000	0
EMS	\$10,695	0
Harbors and Docks	\$12,982	0
Libraries	0	\$3,660

Museums	0	0
Visitors Bureau	\$40,632	0
Public Utilities	0	0
Hospitals	0	0
Other operations	0	0
Debt Service	\$129,691	0
Total	\$247,691	\$3,660

Revenues		
Sales Tax Revenues	\$173,000	\$65,000
Port Fees	\$156,000	0
Total	\$329,000	\$65,000
Net	\$81,309	\$ 61,340

Source: McDowell Group, 1997

The City and the Borough governments have received a combined net benefit of \$142,649.

While these numbers appear to justify the costs incurred by Haines from the cruise ship industry, there were other costs mentioned by the McDowell Group in their report but not included in their calculations. First, the city spent \$96,000 for new restrooms at the visitor's center. Second, future capital improvements appear to be needed for upgrading the municipal water system, now near capacity. Water sales to cruise ships are a significant demand on the municipal water system and are halted during times of shortages. Finally, in the near future, it may be necessary to build a lightering dock to accommodate overflow from cruise ships, now handled by the small boat harbor. These costs may call into question the benefits of cruise ship tourism in the future.

Sales Tax Revenues

Table 5 below identifies the sales tax revenue changes in both the Borough and City of Haines from 1990 to 1997. The actual revenue dollars received were adjusted to 1997 dollars to account for inflation.

Table 5. Haines Sales Tax Revenues

Total Borough Revenues			
Fiscal Year	Actual Dollars	Inflation Adjusted	% Change
1990	\$1,178,025	\$1,486,777	
1991	\$1,187,056	\$1,421,417	-4.40%
1992	\$1,147,688	\$1,318,883	-7.21%
1993	\$1,221,741	\$1,363,091	3.35%
1994	\$1,287,250	\$1,394,349	2.29%
1995	\$1,333,612	\$1,407,961	0.98%
1996	\$1,457,306	\$1,501,056	6.61%
1997	\$1,475,996	\$1,475,996	-1.67%
Total % Change			-0.73%

City Revenues			
Fiscal Year	Actual Dollars	Inflation Adjusted	% Change
1990	\$927,818	\$1,170,992	
1991	\$938,861	\$1,124,222	-3.99%
1992	\$905,903	\$1,041,033	-7.40%
1993	\$962,111	\$1,073,423	3.11%
1994	\$1,010,806	\$1,094,905	2.00%
1995	\$1,043,950	\$1,102,950	0.73%
1996	\$1,143,420	\$1,177,723	6.78%
1997	\$1,132,763	\$1,132,763	-3.82%
Total % Change			-3.26%

Borough Revenues without City			
Fiscal Year	Actual Dollars	Inflation Adjusted	% Change
1990	\$250,207	\$315,785	
1991	\$248,195	\$297,195	-5.89%
1992	\$241,785	\$277,850	-6.51%
1993	\$259,630	\$289,668	4.25%
1994	\$276,444	\$299,444	3.37%
1995	\$289,662	\$305,011	1.86%
1996	\$313,886	\$323,333	6.01%
1997	\$343,233	\$343,233	6.15%
Total % Change			8.69%

Source: Haines Borough, 1998

As the table indicates, the sales tax revenue for the entire Borough, which includes the City, has declined slightly since 1987. The City of Haines has experienced a decline in revenues as well since 1987. It experienced its greatest losses of revenue in 1991 and 1992, years when the mill was downsizing and finally closing. It wasn't until 1996 (1997 revenues declined below 1990 levels) that the City's revenues reached those in 1990 before the sawmill closed. The year 1996 also marks when the cruise ship industry began to expand with the opening of the new dock, partially financed by the City. It may be that the growth of the cruise ship tourism industry in Haines has compensated, to a degree, for the loss of revenues. However, tracking sales tax revenues from cruise ship tourism activities is problematic and, therefore, draw-

ing conclusions regarding its impact on revenues is difficult.

Table 5 also shows that, outside the City, the Borough experienced a similar loss of revenue in the early part of the decade. However, the Borough has rebounded to experience revenue growth of over 8%. It remains unclear at this time why the Borough's revenues have grown while those of the City have declined. Further study and analysis would be necessary in order to determine why this has occurred.

What is most surprising is that in the first eight months of 1998, the Borough's revenues earned outside the City have already surpassed those earned in all of 1997. If these revenues continue to grow at the rate they have this year, the Borough would experience an increase in revenues of over 66% from the previous year when adjusted for inflation.

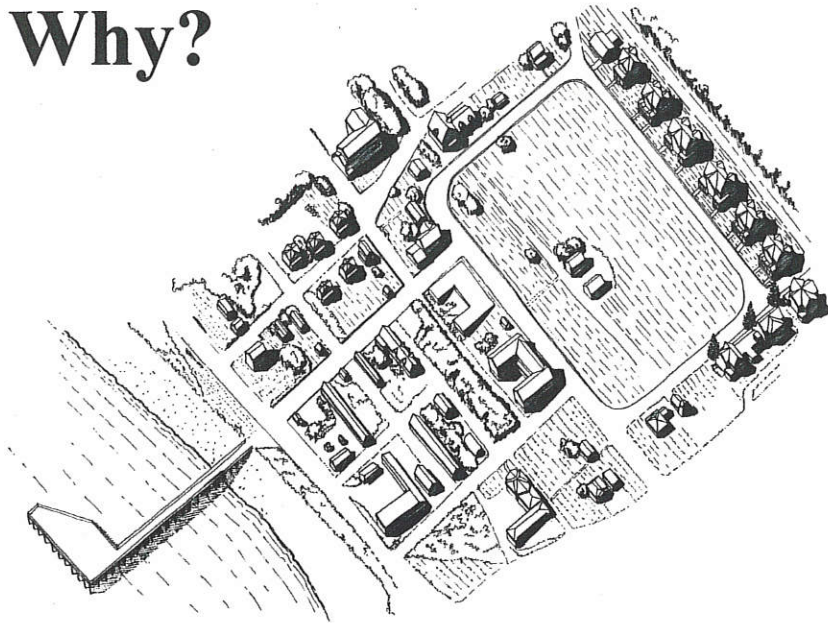
Cruise Ship Impact Conclusions

The numbers presented above may be a thumbnail indication of the impact of large cruise ships on the economies of both the City and Borough of Haines, for the year of 1997.

In the City, total sales tax revenues were \$1,132,763 as reported by the Borough. The McDowell Group report estimated that sales tax receipts directly resulting from cruise ship traffic was \$173,000. Simple division indicates that in the City, cruise ship traffic accounted for 15.3% of City sales tax revenues. In the Borough, exclusive of the City, tax receipts were \$343,233 and cruise ship receipts \$65,000. Here, cruise ship traffic accounted for 18.9% of tax receipts.

Fort Design Guidelines

Design Guidelines - Why?



The Fort Today

At the Fort, hotels, restaurants, and retail shops and a wide variety of tour activities provide services for visitors arriving by Alaska State Ferry, automobile, major cruise lines and smaller destination oriented cruise ships.

The non-profit Alaska Indian Arts is dedicated to preserving and cultivating the art and culture of the Northwest Coast Indian tribes. During the last 25 years AIA artists have created art for many public buildings and for several world fairs.

The Chilkat Center for the Arts is housed in a cannery building that was floated by sea to the Fort and skidded to its present location. Here, Tlingit dancers perform traditional dances in traditional dress during summer performances.

Issues and Concerns at the Fort

The Fort is an important attraction for cruise ship passengers. Its

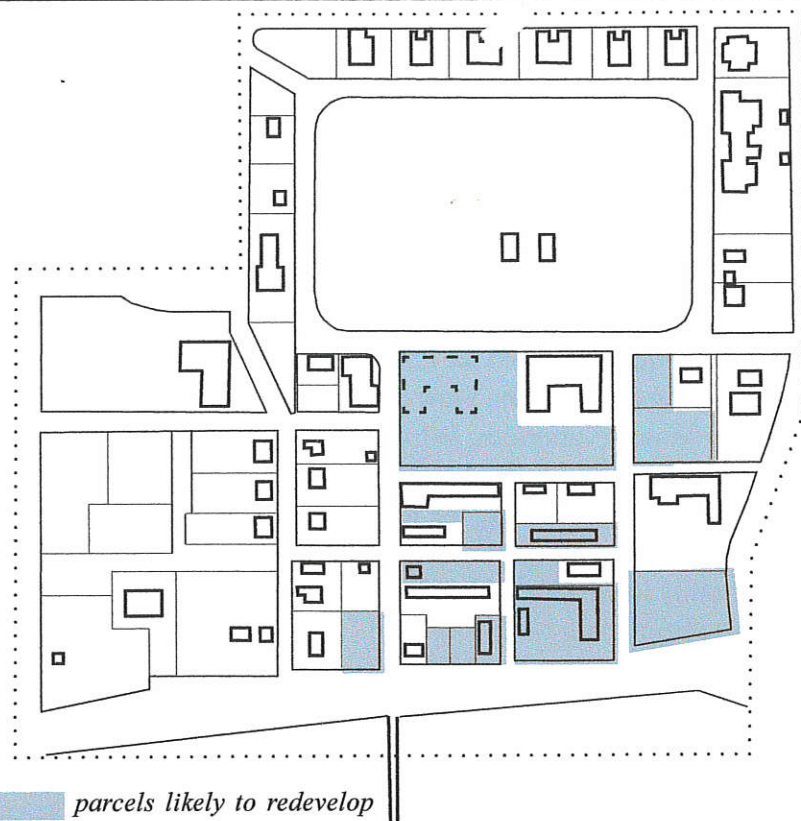
presence is striking when viewed from Lynn Canal. The prominence of Officers Row and the barracks surrounding the parade grounds, with the open waterfront running from the small boat marina around Portage Cove along Beach Road to the Fort and the Klukwan dock present a community distinctly different from other ports of call in Southeast. As the longest operating and only remaining military post from the Gold Rush days, Haines and the Fort have a unique place in the rich history of the region.

When disembarking onto the City dock in front of the Fort and then approaching the Fort, the view of imposing orderliness as seen from the water evaporates. What greets the eye are tour busses a hodgepodge of buildings, barely recognizable as an historic fort. Even as one walks around the fort, there is little to identify and explain remaining historic buildings. The visit is incomplete. An opportunity to educate, entertain, and engage visitors in a longer visit has been lost.

Some Fort buildings, notably the remaining barracks building, lie vacant or are used for storage. National Park Service status reports of 1987 and '92 identify damage, deterioration and need for repairs. Specifically, the NPS "1997 Endangered National Historic Landmarks Report" suggests the following:

Damage and deterioration identified in the NPS status reports of 1987 and 1992 need to be repaired. The NPS and SHPO should provide technical advice to property owners for repairing damage. Funds should be secured for rehabilitation. A local design review board should be created and an ordinance restricting construction in the district implemented. Owners and the community should be educated about the Landmark's significance, as well as about preservation techniques. The community should be encouraged to develop a preservation plan.

There is significant opportunity for new development and for redevelopment of properties, particularly in the lower Fort. Those properties that are viewed as the most likely to be developed or redeveloped in the future are shown on the Development Potential Map on the following page.

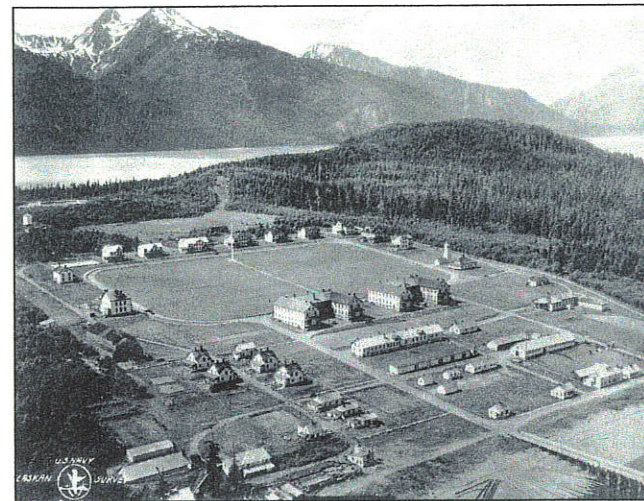


The current policy on architectural control of new projects and redevelopment is as follows:

Development must be designed, constructed and/or rehabilitated to be compatible with the architectural style and integrity of the fort. Development within the Heritage Village site in the parade grounds must be compatible with the architectural style of the existing structures at that site. The commission may, by design review, require or prohibit certain aesthetic values in its sole discretion, ensuring that compatibility standards are met. Architectural design criteria, such as roof pitch, materials, height, lot coverage, scale, buffering, color, texture and finish, which are compatible with the Fort Seward historic image, shall be required as determined by the commission on an individual application basis.

These requirements are ambiguous and are open contradictory interpretations. It gives the Planning and Zoning Commission little precise direction to decide what compatibility might mean in its application in the Fort.

The City of Haines had requested the NPS to suggest ways to respond to both the concerns of the “Endangered Landmark Status”

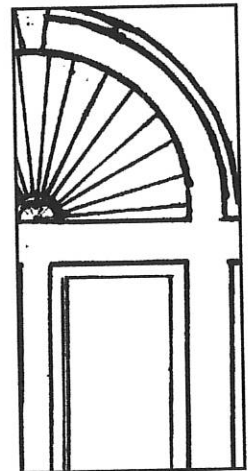
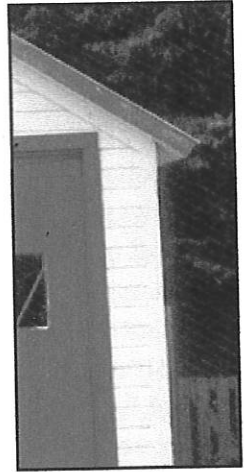


of the Fort and the imprecision of the SSA ordinance. NPS recommended either commissioning the preparation of Design Guidelines by a private consultant or through a university.

Subsequently, the City of Haines requested this design guidelines study by the University of Washington Department of Urban Design and Planning.

A central part of design guidelines is to use an understanding of the past to direct the future. The *Catalog on Architectural Details* looks to the past to define design features of fort buildings; the discussion of fort districts divides the fort into areas of common building types. *Design Scenarios for Selected Sites* combines these two sections into some specific suggestions for future development.

Catalog of Architectural Details



Hierarchy of Style

Patterning of architectural details gives the group of buildings at the Fort coherence and visual unity. These details are important in defining the signature of different districts. Maintaining an appropriate level of architectural details on new Fort development is critical in maintaining the neighborhood's integrity. To that end, it is important to understand that the details of Fort buildings follow a highly structured hierarchical pattern. Individual buildings within the fort can be understood to fit somewhere within this hierarchy according to which details they have. The architectural elements and site characteristics of buildings give an indication of that building's functional role and relative "rank" within the total composition.

Utility buildings have the lowest level of architectural detail and are oriented to streets and alleys. These building originally served functions such as storage, communications, or other support services.

The barracks building has a higher level of detail and is oriented to the parade grounds. The barracks buildings, of course, served as a residence for low level enlisted people.

Residential buildings have the highest level or detail and are often oriented to the parade ground as well as the waterfront. These buildings were reserved for officers and their families.

Following is a catalog of some of the most critical architectural details of the Fort. The catalog is set up as a matrix. The rows indicate the three types of buildings, by use - utility, barracks, and residential. Columns of the matrix indicate types of architectural details such as windows and eaves. Examples of these details for each of the three types of buildings are shown within the body of the matrix.

The catalog is intended to:

- 1 Provide a comparison of building types;
- 2 List specific details according to "rank";
- 3 Provide a framework for seeing the fort as an architectural composition, and most importantly;
- 4 Indicate which details are important when preserving existing buildings or developing new structures within the fort. The section *Design Scenarios for Selected Sites* suggests where particular levels of detail are appropriate for new development.

Site Plan

Windows

Doors

Residential

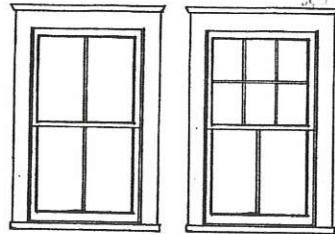


Residential buildings tend to have setbacks and face street. This is a building from officers row. It's siting is significant in that it faces the parade grounds and

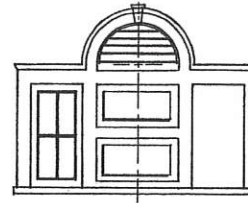
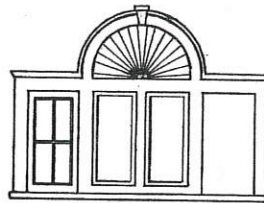
< Street >
water and is set back and elevated from the street.



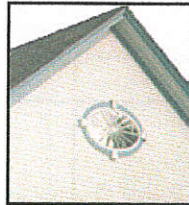
The long lots and large setbacks of the homes in soap suds alley are a signature of that district.



2 over 2 divided light is most common. 6 over 2 sash windows indicate highest rank.



The two variations of windows found in the gable ends of many of the residential buildings. Center is decorative panels and vents.



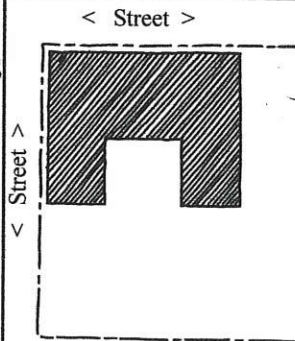
Oval window is an important signature of buildings on officers row

Doors vary greatly in the residential buildings of the fort. This is likely due to replacement of doors over the years and variations installed at the time of construction. Historically, doors were paneled, some with glass, but all lacked the transoms found in the Barracks.

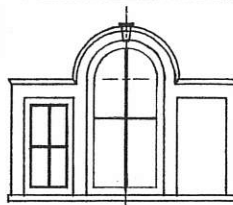
Formal entry doors on high ranking homes are double doors with raised panels and glass.

All other doors are single-hung, have raised panels w/ or w/o glass and no transoms.

Barracks

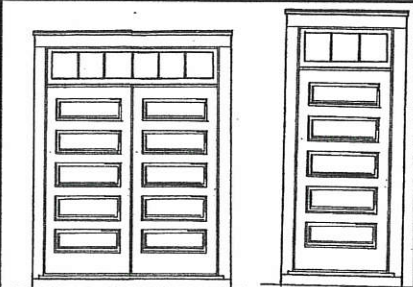
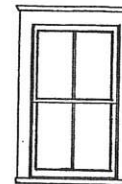


The barracks have no setback from the street and are the only buildings to face up the hill, as if "standing at attention" to the higher ranking buildings.

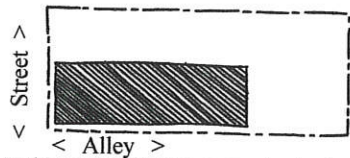


The barracks has a more simple version of window variations found in higher ranking buildings.

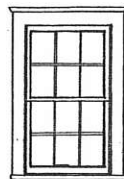
2 over 2 divided light and standard trim detailed windows.



Utility



Buildings are sited for access to streets and alleys and for their proximity to the waterfront.



Six over six true divided light with double sash and standard trim

Porches

Dormers

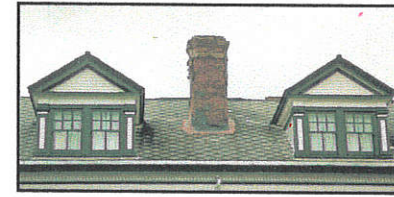
Residential



High "ranking" building with turned spindles and shaped railing on porch.

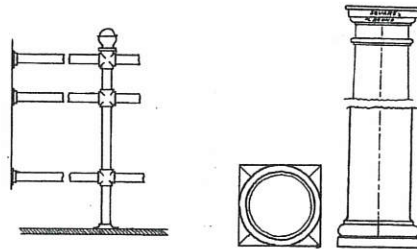


More ordinary porch has square balusters and railing and square posts.



Dormers are featured on some high ranking residential buildings (Commandant's etc.)

Barracks



Barracks building has cast metal railing and round posts.

None.

Utility

None.



Dormers occur in one building of the lower fort and could be appropriate for redevelopment in that district.

Eaves

Roof Pitch

Residential

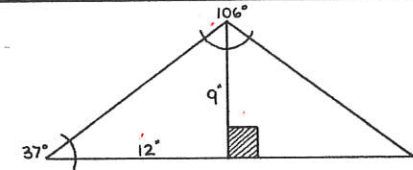


Full returns w/dentate detail in eaves. Highest level of eave ornamentation.

Partial returns w/dentate detail.



Most standard type of eaves. Returns w/capitols on top of corner boards.



Most buildings in the entire fort have the same roof pitch. "Standard pitch" for the fort is 9:12.

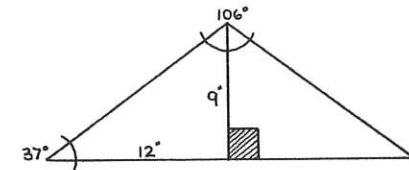


two exceptions; the steeply pitched gable on a single family home, and the shallow gables over the porches of the articulate duplex homes of officers row.

Barracks

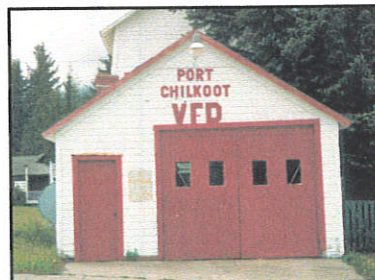


Deep soffits w/returns and built in gutters.

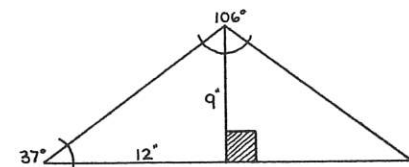


Standard 9:12

Utility



Very plain eave consisting of single piece of fascia at gable ends.

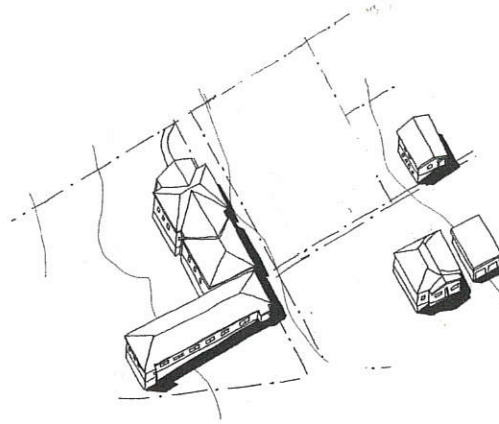


Standard 9:12

Materials Special Buildings

Residential

Critical materia include:
Wood clapboard (painted white)
Herringbone tile roof, wood trim



Barracks

Wood clapboard, tile roof, pointed stone foundation is a prominent feature on these buildings

The PX district has some notable exceptions to the patterns of the rest of the fort. These one-story buildings have more shallow hip roofs as apposed to the prominent gables on other buildings.

Utility

Wood clapboard
Tile Roof

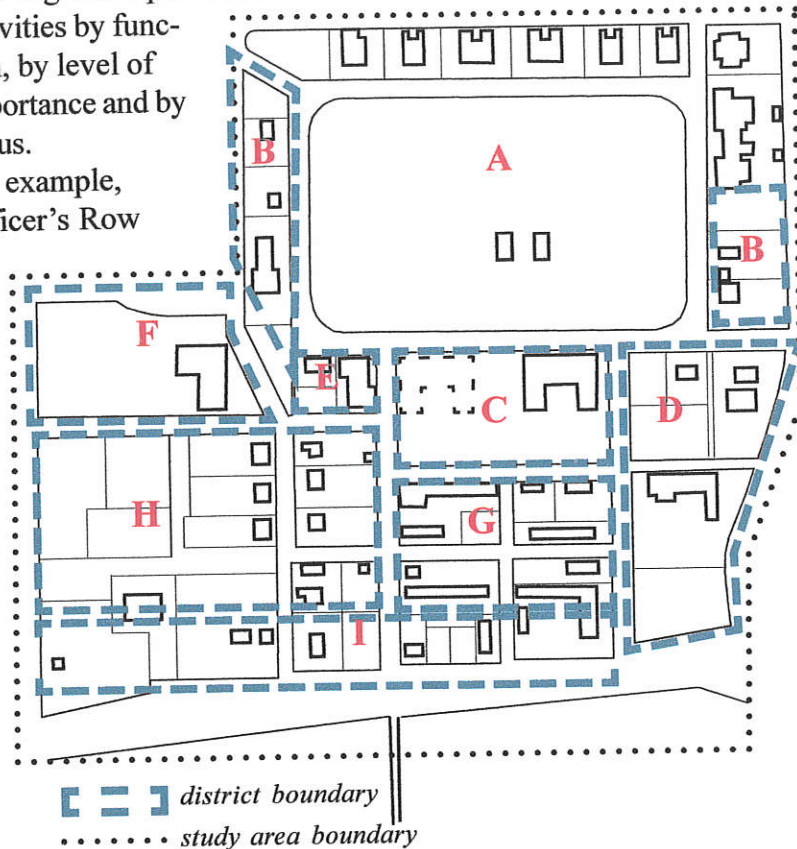
Design Scenarios for Selected Sites



Fort Districts

Fort William Seward was designed and constructed similarly to other forts constructed in the early 1900s. There is a precise ordering and separation of activities by function, by level of importance and by status.

For example, Officer's Row



assumed the position of highest importance by occupying the highest area of land. To further distinguish its status, it fronts on the Parade Grounds which both heighten the station of Officer's Row and separate it from the more common and utilitarian areas of the Fort.

The differing districts are described below. It is important to note that use over time and infill have changed original districts. These

newer and modified districts are included to explain present conditions.

More complete individual district descriptions follow in the *Design Scenarios* section.

The Districts

A - Officer's Row contains both the houses fronting on Seward Drive at the top of the Fort and the Commandant's housing (now the Hotel Halsingland) along the top of Fr. Seward Drive. These are the most ornate buildings at the Fort, both in terms of building massing, roof shapes and elaboration of architectural detail.

B - Fort Support District occupies either end of the Parade Grounds, historically housing the post office/Fort headquarters and hospital buildings to the south and the fire house and guard house to the north. These buildings are simpler in form and detail than Officer's Row.

C - Barracks District is positioned at the east side of the Parade Grounds. The two original barracks buildings have 14 foot floors, are two stories, and are the most prominent buildings as seen from the Lynn Canal.

D - Post Exchange District is the "PX" was the social district of the Fort. The PX is now the Fort Seward Restaurant and Saloon. Unlike the roof designs of other districts, hip roofs are the prominent feature of this building and the original residence in this district.

E - Church District, on the southeast corner of the Parade Grounds, is not an original Fort District. These buildings, which are not architecturally compatible with the Fort "architecture", evolved as a new community developed after the private purchase of the Fort in 1946. The church and parsonage are the non-denominational Port Chilkoot Bible Church.

F - Theater District, immediately south of the Church District, is currently the Chilkat Center for the Arts, functioning as a 350 seat community theater. The building was built in 1890 as a cannery

and warehouse and was moved to this site in 1919. While not architecturally compatible with Fort architecture, it is of historic vintage. In communities as well ordered and organized as the Fort, this can be viewed as an example of the occasional irregular and spontaneous evolution in community design.

G - Quartermaster District occupies the central portion of the lower Fort. This was the “working” area of the Fort, containing the commissary, workshops, stables and storage buildings necessary to maintain the day to day operations of the Fort. Buildings here are utilitarian, linear and single story or one and a half story in height.

H - Soap Suds Alley, at the lower, southern side of the Fort, provided housing for non-commissioned officers and their families. These residences are simpler than Officer’s Row, yet attractive one and two story duplex residences. Wives of the non-commissioned officers took in the officer’s laundry, thus the nickname.

I - Waterfront District originally contained the Telegraph Office, now housing Chilkat Guides, and two buildings of a story and a half in the vicinity of the current Lutak Lumber facility. Buildings were utilitarian in form and detail. The waterfront area was apparently not an architecturally or functionally important part of the Fort operations.

Design Principles

Historic Precedent

- where there was an historic building, new development shall use the existing footprint and be of similar height, bulk, scale, site plan, and level of architectural detail
- where there is no precedent, new development shall the precedent set by the district

District Principles

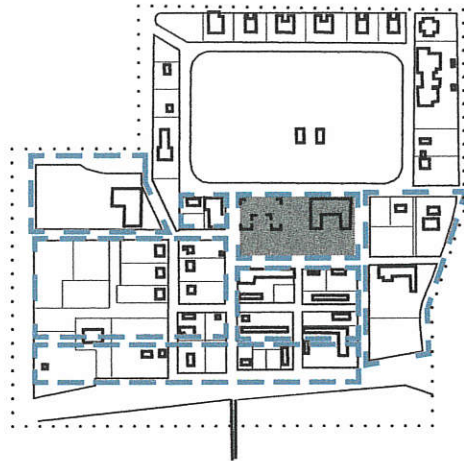
- new development shall follow the precedent set by the signature building or buildings in each district

Modern Service Requirements

- modern needs such as parking shall be integrated into new development so that it is inconspicuous

Architectural Details

The Barracks District



- Fort Boundary
- District Boundary

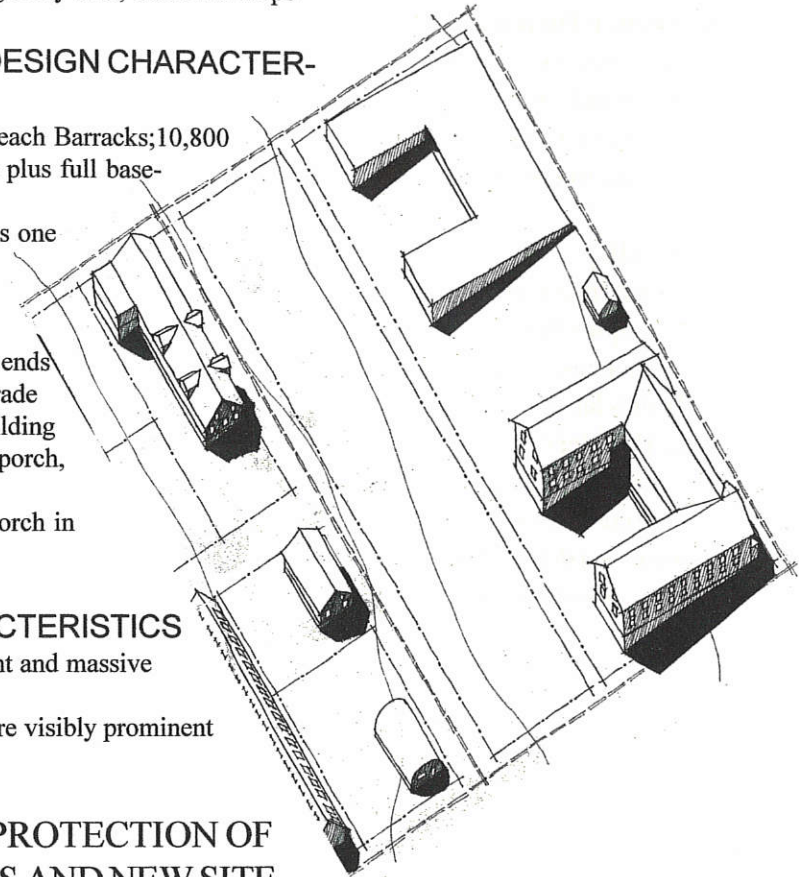
BARRACKS DISTRICT

OVERALL DISTRICT SITE DESIGN CHARACTERISTICS

- U-shaped buildings with 10,800 sf land coverage
- Concave form oriented toward Portage Bay
- Continuous linear frontage on Parade Ground with covered verandahs
- Main entries from Fort Seward Drive facing Parade Ground
- Building footprints are spaced symmetrically to cross-sectional centerline of Parade Ground
- Vehicle access from Portage Bay side, on lower slope

“SIGNATURE” BUILDING DESIGN CHARACTERISTICS

- U-shape building plan for each Barracks; 10,800 square feet per floor, two floors plus full basements
- One complete building plus one stone foundation remain
- Finished ceiling heights are 18 feet
- 9/12 pitch roof with gable ends on both the Portage Bay and Parade Ground facades, each end of building
- Continuous covered front porch, facing Parade Ground
- Continuous covered rear porch in between gable ends



SPECIAL DESIGN CHARACTERISTICS

- Largest and most prominent and massive buildings in fort complex
- Gable ends of “U” shape are visibly prominent from Portage Bay

OPPORTUNITIES FOR PROTECTION OF SIGNATURE BUILDINGS AND NEW SITE DEVELOPMENT

Site Design

- Restrict all new building area to existing historic footprints
- Maintain existing barracks building in original architectural style
- Locate all vehicle access and parking on Portage Bay side of building, downslope
- Remove accessory buildings

-
- Provide pedestrian access in between both buildings from parking area to Fort Seward Drive

Building Design

- Replicate the demolished historic barracks building on original site, within original footprint
- Replicate original architectural mass
- Restore existing barracks building

Special Design Features

- New pedestrian stairway between parking area and Fort Seward Drive can be a formal and symmetrical design. Stairway can provide access to the lower portion of each barracks building from lower landings; as well as access to the main entries on Fort Seward Drive.
- Maintain and/or reconstruct the white wood lap siding on both buildings, contrasted with dark window and door trim, and roof color.
- Maintain and/or reconstruct historic scallop pattern on roofs, identical to original design using contemporary materials.

Barracks District

Scenario One

Site Design

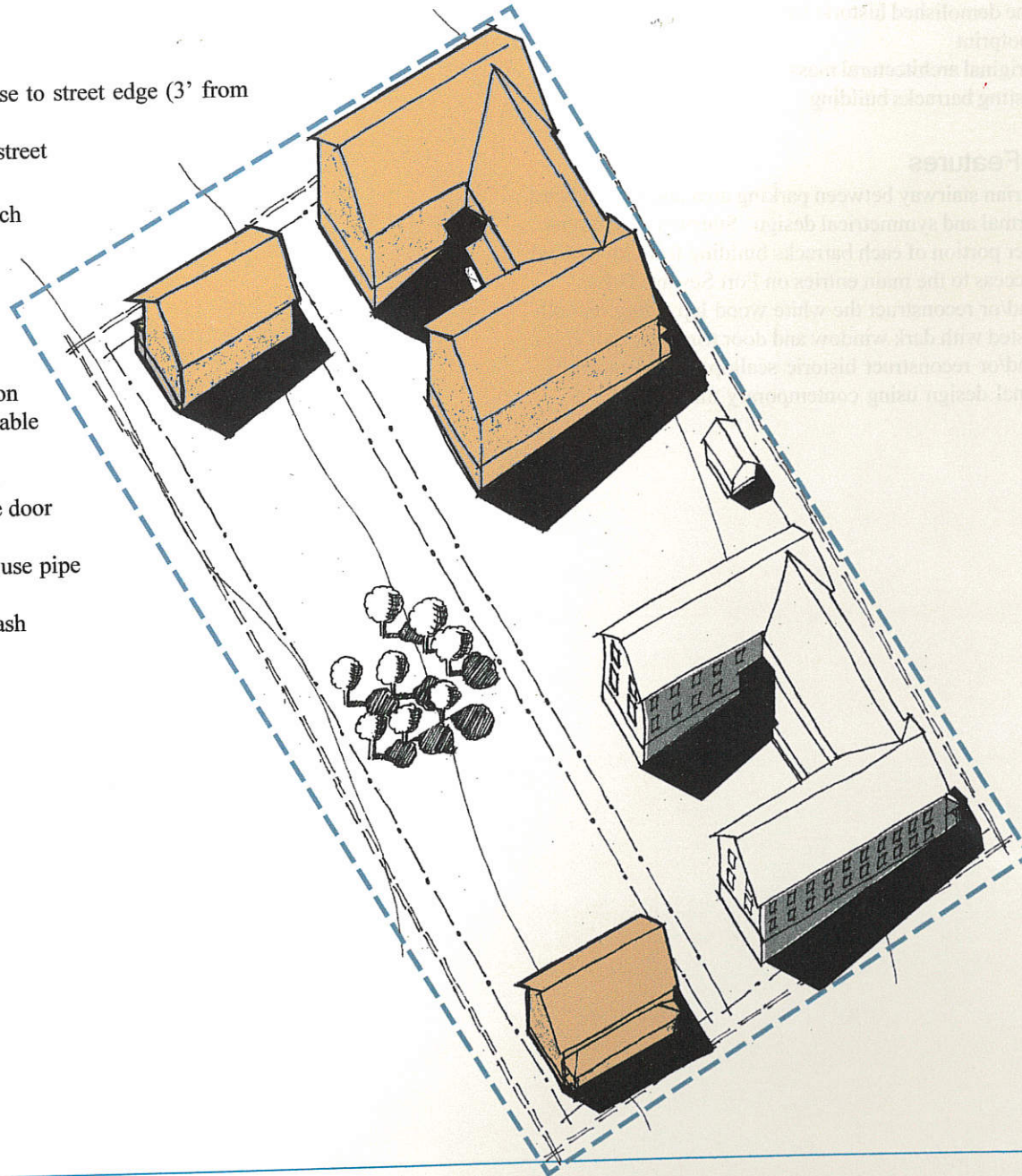
- Buildings are located close to street edge (3' from right-of-way)
- Entries oriented toward street

Building Design

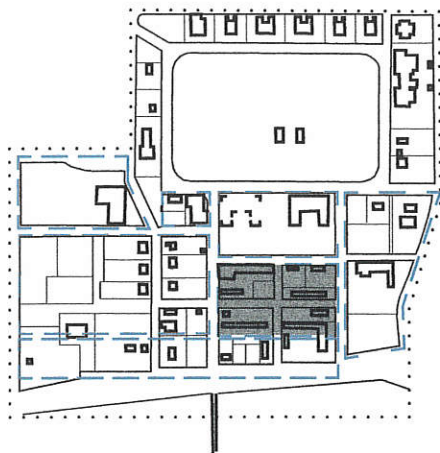
- gable roofs with 9:12 pitch
- Porches and lower front roofs are hipped
- Gables oriented toward waterfront

Special Features

- Use of arched windows on upper floor, centered on the gable ends (see barracks detail)
- Possible use of transom windows above main entrance door (see barracks detail)
- If porches are included, use pipe railings (see barracks)
- Windows are 2 over 2 sash



Quartermaster District



..... Fort Boundary
 - - - - - District Boundary

Quartermaster District

OVERALL DISTRICT SITE DESIGN CHARACTERISTICS

- One and one-half story buildings with longer lengths oriented parallel to slope
- Linear pattern is composed of single long buildings and smaller buildings arranged in a linear pattern
- Vehicular access is from cross streets parallel to slope, and interior driveways oriented parallel to slope
- Buildings are oriented downslope with little historic orientation to streets perpendicular to the slope.

BUILDING DESIGN CHARACTERISTICS

- Buildings range from continuous block-length rectangles to shorter freestanding buildings composed as longer linear rectangles parallel with slope
- Long façades are characterized by garage door bays or widths, for vehicle storage; and, by multiple uniform sized windows in former livestock sheds.
- Roof pitches are 9/12.
- Utility or barracks level of architectural detail (see Catalog of Arcitctural Details)

SPECIAL DESIGN CHARACTERISTICS

- Mule shed building has evenly spaced windows along its length.
- The linear shapes run parallel to slope, forming a distinct form signature.

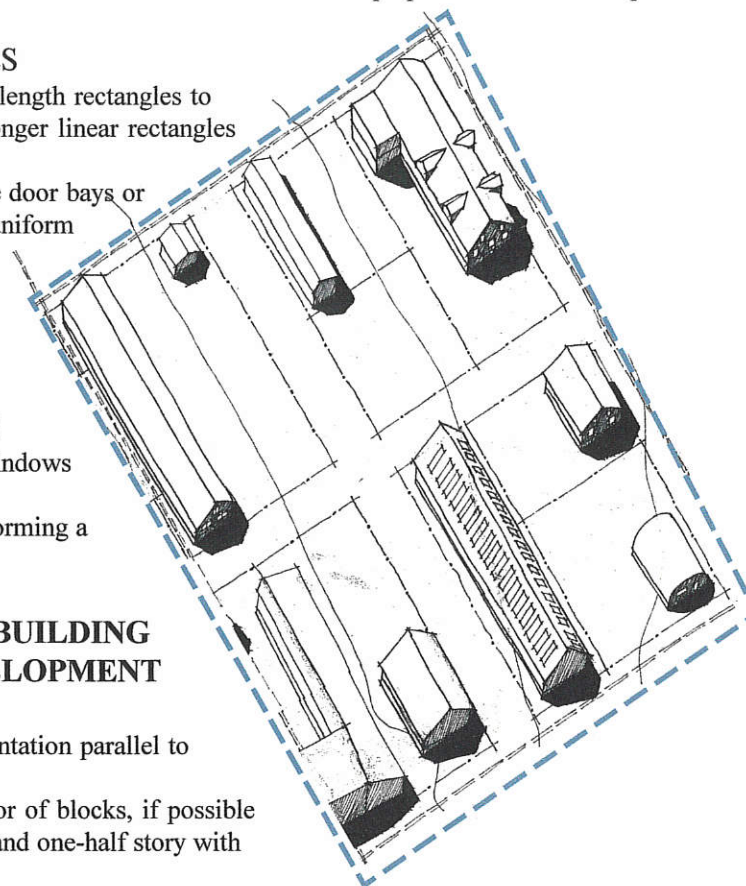
OPPORTUNITIES FOR SIGNATURE BUILDING PROTECTION AND NEW SITE DEVELOPMENT

SITE DESIGN

- Maintain linear rectangular building orientation parallel to slope, for existing and new buildings
- Provide vehicular access from the interior of blocks, if possible
- Maximum height of all buildings is one and one-half story with standard ceiling heights (8-10 feet).

BUILDING DESIGN

- All roof pitches are symmetrical 9/12 gables on short facades
- Dormers are appropriate on new buildings, in keeping with Building 37 dimensions and design details.
- Building 37 is the signature building design for the Lower Fort District where two levels of use are desired.
- Building - is the signature building design for the Lower Fort District where a one story use is desired.



Quartermaster District

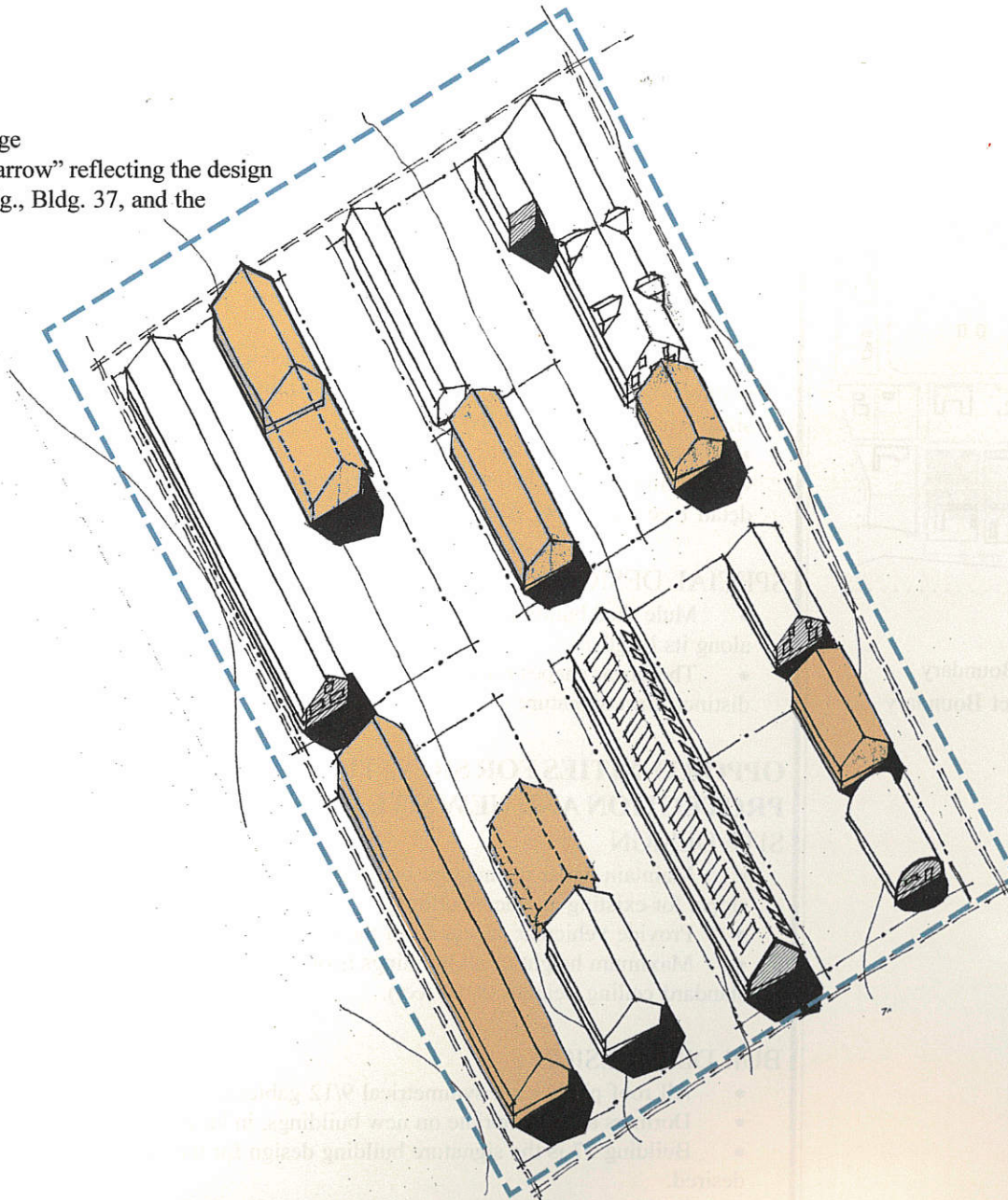
Scenario One

Site Design

- Buildings located at street edge
- All buildings are “long and narrow” reflecting the design feature of the Quarter Masters Bldg., Bldg. 37, and the “sky light” Bldg.

Building Design

- 1 ½ to 2 stories
- Simple gables



Quartermaster District

Scenario Two

Site Design

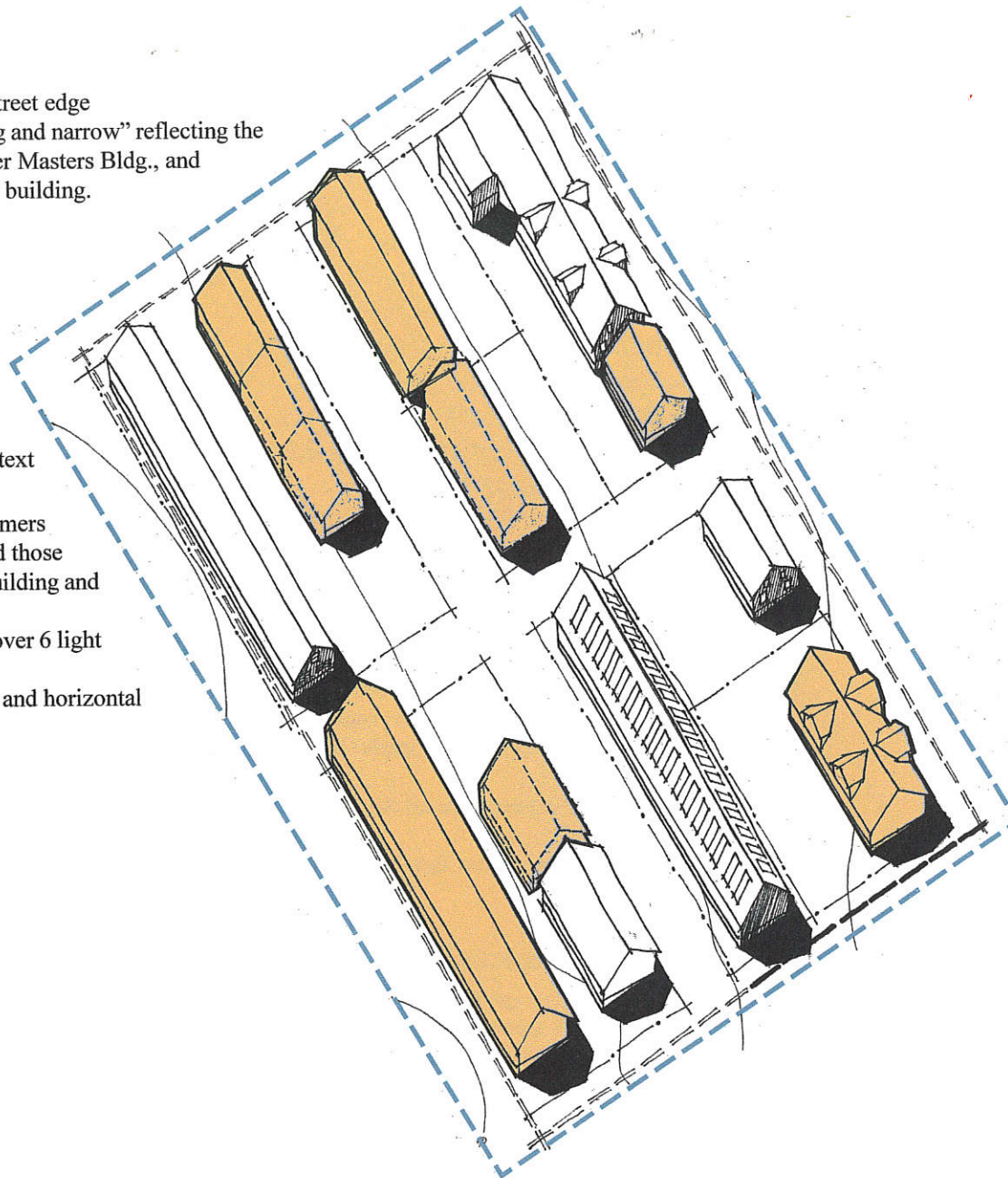
- Buildings located at street edge
- All buildings are “long and narrow” reflecting the design feature of the Quarter Masters Bldg., and Bldg. 37 and the “sky light” building.

Building Design

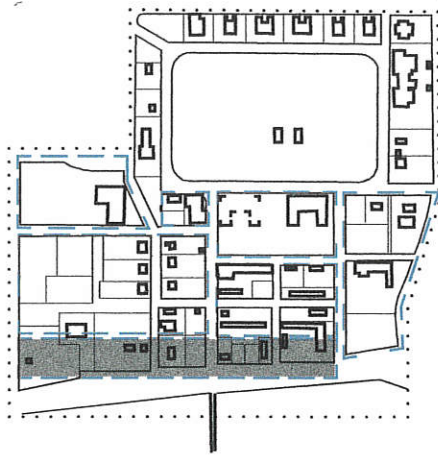
- 1 ½ to 2 stories
- Simple gables
- Gable dormers along Quartermaster Alley
- Incremental additions of long and narrow buildings allow for continuation of district context

Special Features

- Note difference in dormers between Utility District and those found on Commandants Building and Hospital
- Most windows are 6 over 6 light configuration
- Shop doors are wood and horizontal tracked



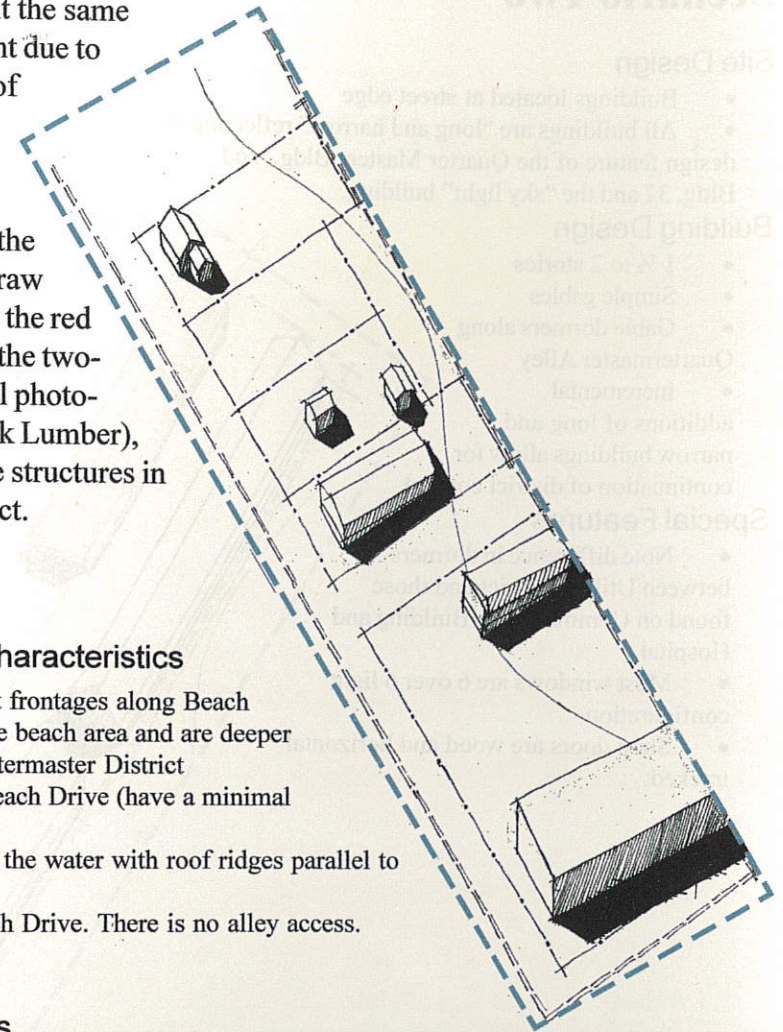
Waterfront District



- Fort Boundary
- District Boundary

Waterfront District

The Waterfront District is the least defined historically of all of the Fort districts. At the same time it is one of the most important due to its role as the “first impression” of the Fort and its position as the entry point to the other Fort districts from the waterfront and cruise ship docks. Consequently, the design guidance to be had must draw from its only remaining structure, the red Telegraph Building, the shape of the two-story structure shown in historical photographs (on the current site of Lutak Lumber), and the shape and character of the structures in the adjacent Quartermaster District.



Overall District Site Design Characteristics

- Building lots have short street frontages along Beach Drive. They are perpendicular to the beach area and are deeper than the lots in the bordering Quartermaster District
- Buildings are sited close to Beach Drive (have a minimal setback of 10')
- Buildings are oriented toward the water with roof ridges parallel to Beach Drive
- Vehicular access is from Beach Drive. There is no alley access.

Building Design Characteristics

- Remaining Telegraph Building and other original buildings have simple gable roofs
- Building detail around windows, doors, roof gable ends, and porches is the least adorned of all fort structures (see Catalog of Architectural Details)
- Roof pitches are 9/12

Waterfront District

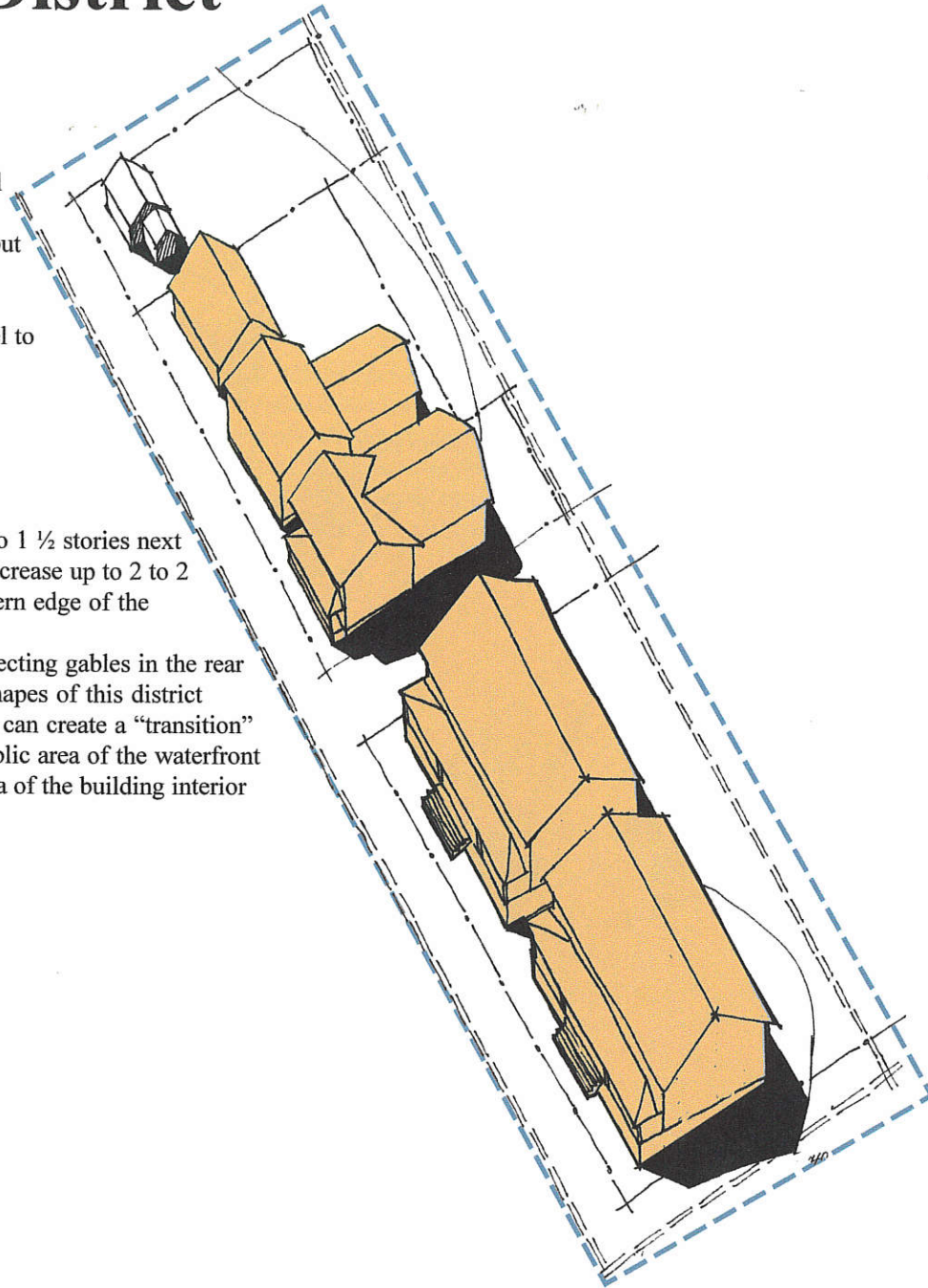
Scenario One

Site Design

- Buildings should have minimal set-back from the street, following the set-back of the one remaining, but important structure, the Telegraph Building
- All buildings should be parallel to Beach Drive

Building Design

- 1 to 2 ½ stories
- Building heights should be 1 to 1 ½ stories next to the Telegraph Building but can increase up to 2 to 2 ½ stories as move toward the northern edge of the district
- Simple gables, although intersecting gables in the rear are appropriate for the deeper lot shapes of this district
- The use of hip-roofed porches can create a “transition” area between the close and busy public area of the waterfront and Beach Drive and the private area of the building interior



Fort Entry

Special Treatment

Site Design

Historically, entry to the Fort from the Dock was marked only by the telegraph building.

- Small long building
- Utilitarian style

OPPORTUNITIES FOR “SIGNATURE” PROTECTION AND NEW DEVELOPMENT

As a tourist destination, the entry to the Fort needs to be intensified and filled in to create a greater density of activity and architectural order.

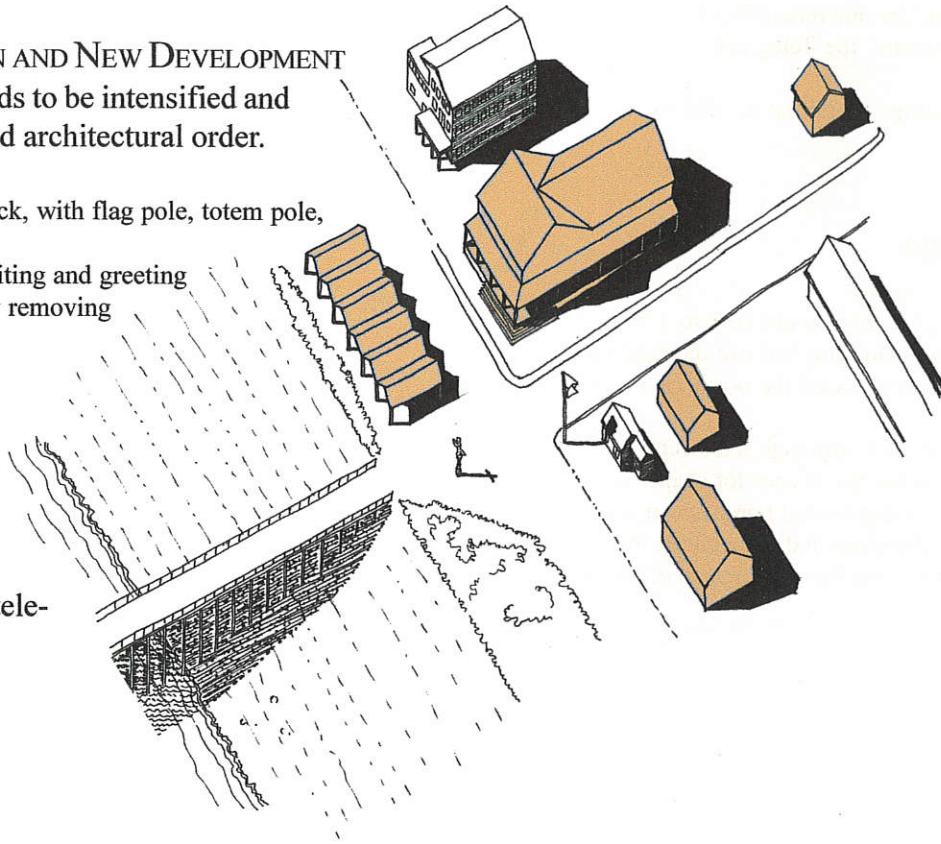
The following are suggestions:

- Create an entry focus point at the end of the dock, with flag pole, totem pole, Fort identification sign, etc.
- Build shelter for visitors. This will create a waiting and greeting space for tours and will improve entry experience by removing tour busses and vans from immediate point of entry.
- Build Fort Greeting Center.

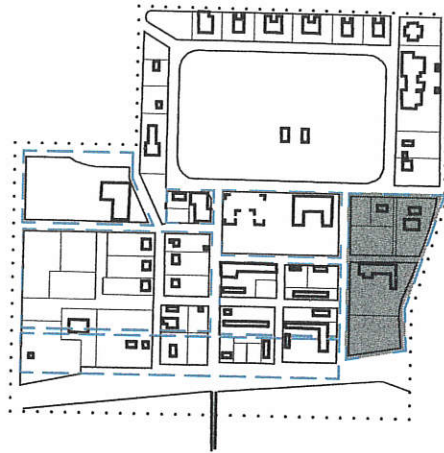
Potential opportunities for this building are:

- large format historic photo display
- display, exhibit and ticketing for tour operators
- gift shop
- offices
- coffee shop

Add another small tourist oriented building by telegraph building



The Post Exchange District



..... Fort Boundary
- - - - - District Boundary

The Post Exchange District

Site Design

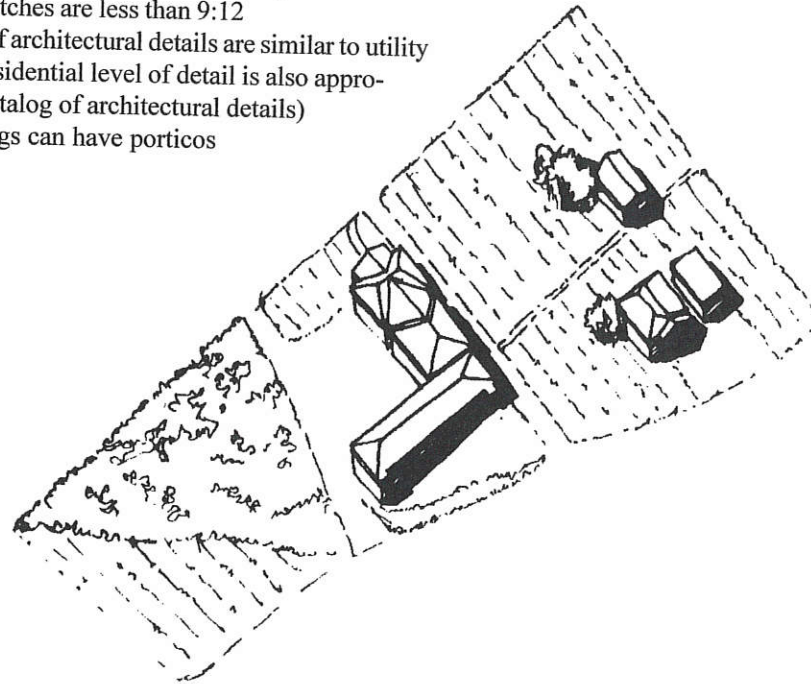
- Buildings have set backs greater than 10 feet
- Oriented toward Mud Bay Road, Tower Street, and waterfront
- Signiture building is "L" shaped, but others are almost square

Building Design

- One to one and a half stories

Special Features

- All buildings have intersecting hip roofs
- Roof pitches are less than 9:12
- Level of architectural details are similar to utility buildings; residential level of detail is also appropriate (see catalog of architectural details)
- Buildings can have porticos



The Post Exchange District

Scenario One

Site Plan

- Buildings are set back farther than the PX to maintain this building's prominence
- Almost square building footprints mimic Soap Suds Alley
- "T" shaped building mirrors original building form within the district
- This scenario maximizes buildable area
- Buildings are oriented towards Totem Street
- Parking placed behind buildings or is minimized by designing a garage appropriate for the PX District

Building Design

- Buildings are one and two stories

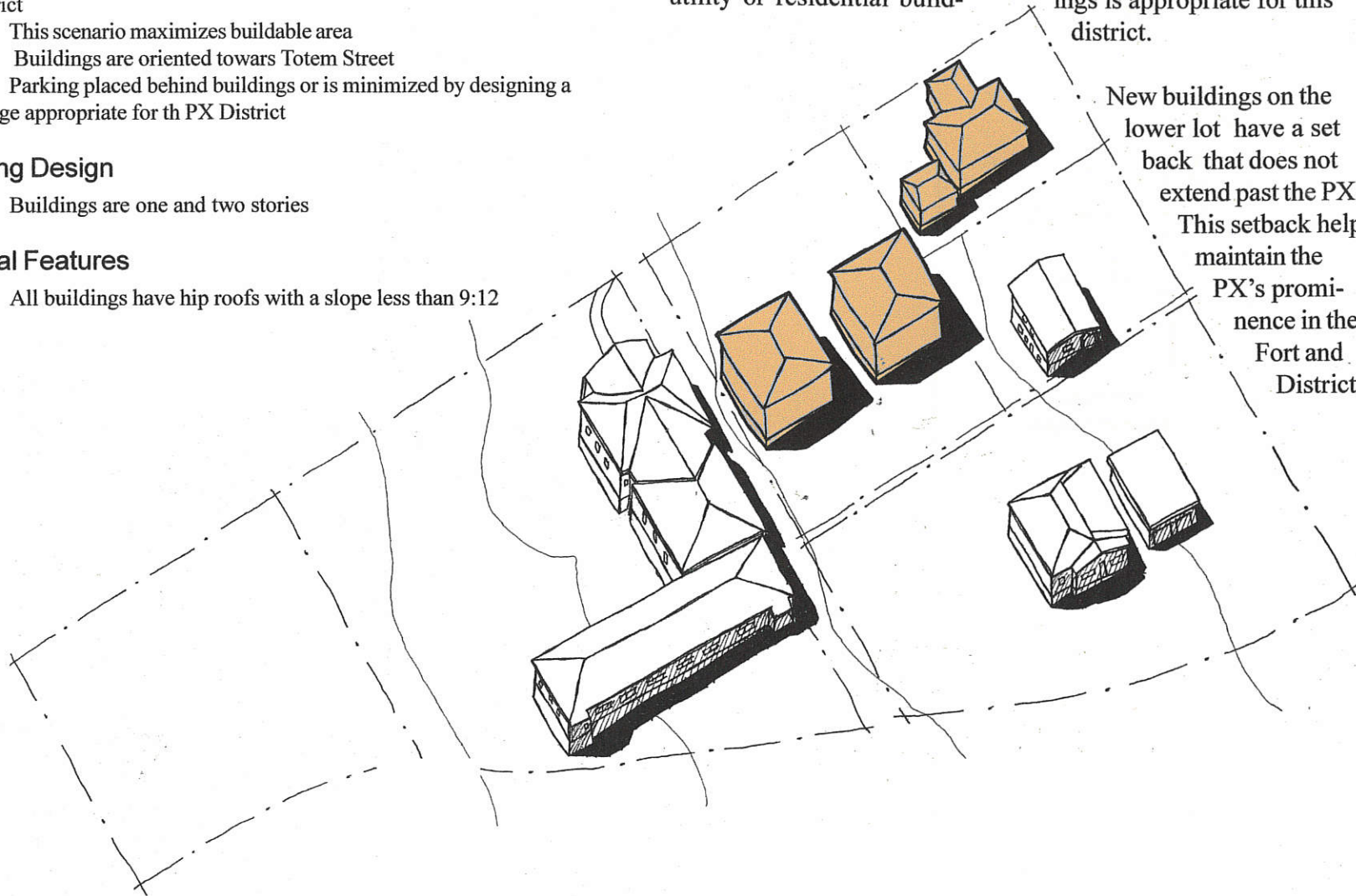
Special Features

- All buildings have hip roofs with a slope less than 9:12

This design option reflects the preferred scenario for the two lots above the PX Building. Buildings do not detract from the district's signature building, the PX. A level of architectural detail similar to utility or residential build-

ings is appropriate for this district.

New buildings on the lower lot have a set back that does not extend past the PX. This setback helps maintain the PX's prominence in the Fort and District.



The Post Exchange District

Scenario Two

Site Plan

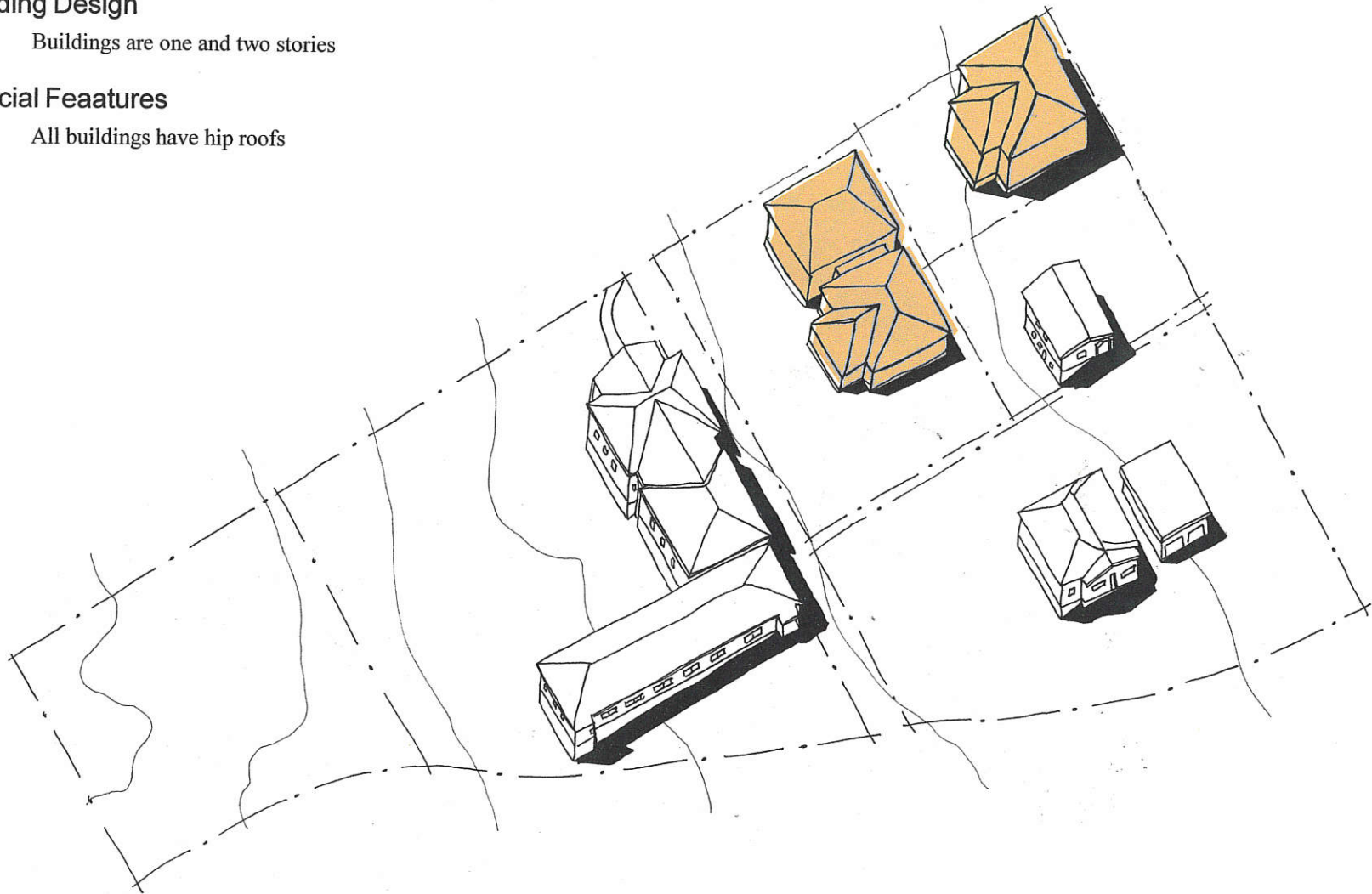
- Linear footprint on lower parcel is similar to the PX
- Visual impact of parking is minimized by siting it behind buildings
- Oriented toward waterfront

Building Design

- Buildings are one and two stories

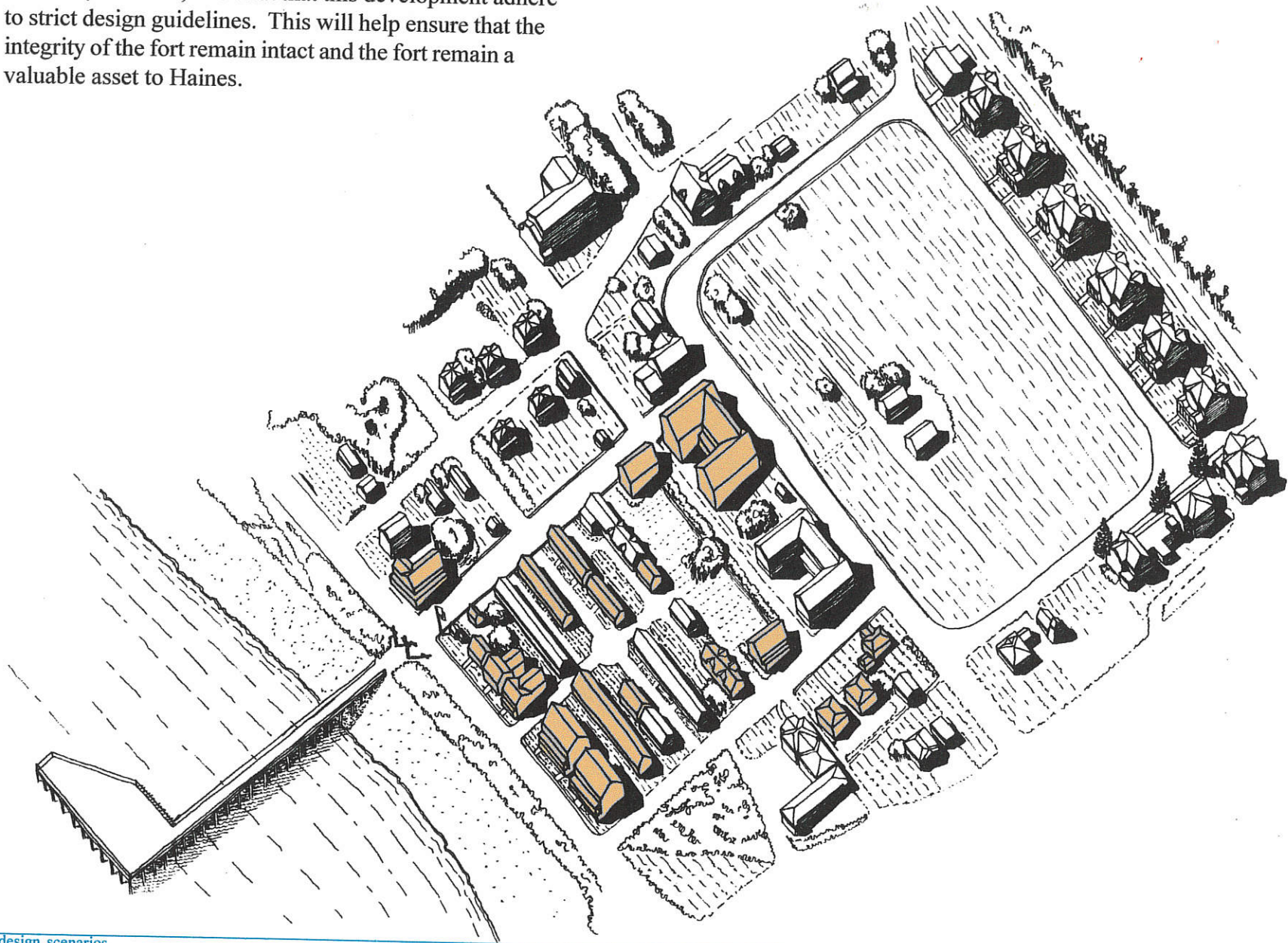
Special Features

- All buildings have hip roofs



Fort Seward Buildout Scenario

This drawing depicts the maximum buildout for the lower fort area. A great deal of development potential exists in this area; however, it is vital that this development adhere to strict design guidelines. This will help ensure that the integrity of the fort remain intact and the fort remain a valuable asset to Haines.



Options for the Future

The Design Guidelines

Design guidelines provide an improved regulatory framework in which to review projects at the Fort. They do not provide the creative methods to address the importance of maintaining and improving the Fort as an integral part of the culture and history of Haines nor of addressing its potential importance in the attraction of tourism.

Economic Development and Historic Preservation

The future of the Fort is tied to tourism in Haines. To preserve the remaining structures at the Fort, both Fort owners and the City of Haines need to take action. Further, economic activities related to the fort must be enhanced to provide a continuing basis for maintenance and to bring vitality to it. A strategy for rejuvenation is needed.

What are some economic options? Interviews and conversations with Fort owners indicate some specific areas of interest and change, in three distinct categories:

- Promote attraction of the independent traveler. Travelers who combine travel by ferry and private vehicle have been a mainstay of the Haines economy. They tend to spend more time in the community and to spend more money than other types of visitors.
- Promote more small cruise ship traffic. Tourists traveling on the 80-150 passenger size cruise ships tend to spend more time, and money, than do those on the large cruise ships.
- Promote more destination-oriented activities, such as small conventions, seminars, conferences and workshops. Mentioned frequently was the "theme" oriented activity in which visitors would spend from a few days to a week. Use of the Barracks building as a center for such activities or as lodging or as a combination of both activity center and lodging could provide the economic base needed to justify restoration. The National Park Service has presented some suggestions to physically improve and identify the Fort as a discrete entity:
- Design a logo to identify the Fort. To involve the community,

this could be accomplished as a competition with an award for the chosen logo.

- Establish a Point of Entry (or Points of Entry) to define the physical boundaries of the Fort as an entity.
- Create visual renderings of views of the Fort in a before and after format, to create historical context.

As an alternative to the last, a large format display of historic photos of the Fort would provide a preview to enhance a walking visit of the Fort, enhancing visitor interest and appreciation of the Fort's historic character and significance. Probable locations would be on the public dock in front of the Fort or near the north-east corner of the Fort in the vicinity of Beach Road.

Historic photos of the Fort exist in the archives of the Sheldon Museum and the National Park Service in Anchorage. Both the NPS and State Historic Preservation Office are probable grant funding sources to create an historical photo exhibit and improved walking tour guide of the Fort.

A political enigma

One of the perceived problems is that the Planning and Zoning Commission of Haines has final jurisdiction over decisions of development at the Fort, leaving Fort owners feeling a lack of cohesive control over their destiny. There is an on going polarization between the Town of Haines and Fort William H. Seward.

Competition for tourist interests and activities is fractious and not mutually supporting. One major tour operator captures the bulk of cruise ship tours through presales at sea, leaving the smaller tour operators at a disadvantage in soliciting fares. Another independently pursues sold-at-sea tours for ships docked in Skagway, ferrying tourists from there for a wide range of tour activities in and around Haines.

Picture, for comparison, the more unified and centralized tour and activity operation in Skagway that efficiently entertains tourists in a comfortable, engaging and simplified manner.

A long-term strategy needs to be developed to create methods to bring together all tourist services for mutual benefit.

OPTIONS

The City of Haines began community discussions this fall (1998) on tourism following tabulation of results of a box holder survey on tourism. Similar discussions could consider the position of the Fort in regional tourism's future and the actions needed to secure its financial survival.

We see a number of options that could be considered in these discussions.

I. Do nothing – maintain the status quo

The SSA ordinance, as a part of the Town Code, provides a means for the Planning and Zoning Commission to review projects at the Fort. The ordinance is brief and provides little concrete direction in assessing compatibility of buildings within the Fort. It does contain provisions for appointment of a Design Review Committee of four members. Only one at-large member from among Fort property owners is slated to sit on the committee, giving the Fort only a minority interest in reviewing projects.

Not the best option.

II. Adopt design guidelines only

Incorporation of this report's suggested design guidelines will provide a more definitive framework for review of Fort projects. Whether reviewed by the Planning and Zoning Commission or the Design Review Committee, the guidelines provide specific direction for design of buildings according to location, use and style.

This option should be the first step.

III. Form a nonprofit Community Development Corporation

(CDC)

Fort owners should consider formation of a nonprofit Community Development Corporation. Such an organization can provide the Fort community a vehicle for comprehensive planning and the solicitation of funding for improvements and rehabilitation. A CDC can solicit new businesses and market the Fort as a destination resort complex.

Following are recommended activities of the CDC:

1. Develop a mission statement for Fort William H. Seward
2. Establish guiding values for the CDC, for:
 - quality tourism services
 - physical condition and aesthetic quality of the Fort
 - creative collaboration between government, businesses and non-profits
3. Revitalize the Lower Fort
 - identify high priority districts and nodes
 - implement streetscape improvements
4. Preserve and strengthen the Fort's commercial base
 - establish and maintain ongoing contact with City of Haines businesses
 - support existing and emerging business in the Fort
5. Create a framework for future development in the Fort
 - assess current and future development needs
 - assist City of Haines with ongoing community-based planning
 - develop targeted land-use plans for areas of potential conflict
6. Strengthen the Fort's organizational capacity
 - diversify the CDC board to reflect current ownership
 - strengthen organizational connections with Haines
 - develop key strategic partnerships outside Haines
 - develop coordinated marketing plan for Fort businesses
7. Solicit development and preservation funding
 - National Park Service assistance and funding
 - State Historic Preservation Office assistance and small grants

- foundations
- Banks

A CDC does not replace existing ownership organizations already in place, but is used to coordinate individual efforts to enhance results. It is up to Fort owners to determine membership and voting composition.

The CDC can promote group and individual activities. It can manage events, lease building space and secure funding for events and facilities. Examples of activities are ACTFEST, held biennially in Haines, and the Sitka Music Festival.

We suggest that professional assistance be retained to assist in forming the corporation and to assist in facilitating a planning process.

IV. Look to the Community for Solutions

In 1995, through assistance from the Southeast Conference, Haines held five well attended public meetings that developed the Haines 2005 community vision and planning document. While this planning project (developed by the Rocky Mountain Institute of Snowmass, Colorado) did not specifically include discussions about the Fort, it did succeed in convening a large and representative segment of the community and in developing ten projects with committees to execute the projects.

The Haines 2005 project was facilitated locally. As a part of community tourism discussions a series of community meetings, based on the same format, could be conducted to develop a vision for the Fort's future.

Critical to the success of such a planning process is insuring that all stakeholders are involved and that an environment is developed in which all stakeholders are given full opportunity to participate. The issues and concerns of all stakeholders must be considered and incorporated.

V. Consultants and Outside Organizations

The following are organizations devoted to community assistance. They are resources that may prove helpful in jump-starting a strategic development plan for the Fort. The National Park Service suggested the first; the Haines Director of Tourism recommended the second. Finally we suggest a third source of outside assistance.

Countryside Institute

The Countryside Exchange program sends a team of six to eight community planning professionals. The Institute has assisted communities across the United States, Canada and the United Kingdom.

After an intensive week-long examination of the economic, social, environmental and cultural issues facing a community -with input from local leaders- the team makes public presentations of their observations and recommendations.

Sonoran Institute's Community Stewardship Exchange

The Sonoran Institute is a non-profit organization dedicated to promoting community-based strategies that preserve the ecological integrity of protected lands while meeting the economic aspirations of landowners and communities. They assist "gateway" communities in realizing local conservation and community goals identified through meaningful public dialogue.

While more oriented to communities located adjacent to protected public lands, the Sonoran Institute should be utilized as a source of information, contacts and examples of community based strategies.

University of Washington: Urban Design and Planning Dept.

This department has a long history of participation and assistance in Southeast Alaska in general and Haines in particular, giving it a track record in understanding the community. This third option would provide planning assistance in the form of facilitation of public discussions, with graduate students and faculty acting as an informational resource.

VI. Form a Certified Local Government

The National Historic Preservation Act of 1980 (amended in 1992) established a nationwide program of financial and technical assistance to preserve historic properties. To participate in this program the local government must establish its own historic preservation commission and a program meeting Federal and State standards, as certified by the State Historic Preservation Officer. A local government that receives such certification is known as a "Certified Local Government" or CLG.

State Historic Preservation Offices (SHPOs) set aside grant money for Certified Local Governments to fund local historic preservation projects. In many states, CLG grants support creation of historic preservation plans that analyze community needs and propose future strategies. In most states, CLG grants are used to develop brochures and walking tours related to historic preservation of historic properties.

While the National Preservation Act establishes a framework of minimum federal requirements for participation in the CLG program, National Park Service regulations encourage each SHPO to shape the program to the particular needs of the state. Under the Act, CLGs are required to:

- Enforce appropriate legislation for the designation and protection of historic properties.
- Establish and maintain a qualified historic preservation commission.
- Maintain a system for identifying historic properties.
- Provide for public participation in the local historic preservation program.

These requirements are detailed in the publication, Certification Application Package for the Certified Local Government Historic Preservation Program, Alaska.

The Alaska Historic Preservation Act (AHPA) provides for, among other things, some tax exceptions and exemptions for recognized historic properties. This provides additional incentive for formation of a CLG.

A CLG must be formed through joint community action. Its formation could create an institution to deal directly with Fort concerns.

VII. Seek National Park Service Assistance

Although the National Park Service is the federal institution that nominates properties to National Historic Landmark status, it has no authority or responsibility for operation, maintenance, performance or uses of Landmarks. However, part of the NPS mission, through the National Historic Landmarks Assistance Initiative, is to ensure the long-term preservation of National Historic Landmarks and to provide technical support and assistance to owners of Landmarks.

Owners must initiate assistance – it will not be offered if not asked for. If requested, the NPS can assist with:

- Preparation of a preservation plan
- NPS can prepare a boundary study
- NPS can prepare architectural drawings of NHL buildings through the HABS/HAER (Historical American Building Survey/Historical American Engineering Record) programs
- NPS can help with funding by:
 - becoming an advocate for the visibility of the NHL
 - establishing strategies for preservation
 - marketing the NHL

Any discussion of future strategies for the Fort should involve the National Park Service as an active and responsive participant from the initial stages.

Summary

There are many options to pro-actively preserve the character and charm of Fort William H. Seward while making it more economically viable. This can be best accomplished through a coordinated strategy involving the the Fort community and the City of Haines.

Contacts

National Park Service

Linda A. Cook
Historian, National Register Programs
National Park Service
Alaska Support Office
2525 Gambell Street
Anchorage, AK 99503
(907)257-2658

State Historic Preservation Office

Joan M. Antonson, State Historian
Department of Natural Resources
Division of Parks and Outdoor Recreation
Office of History and Archaeology
361 C Street, Suite 1278
Anchorage, AK 99503-5921
(907)269-8714

Countryside Institute

Countryside Exchange
Glynwood Center
P.O. Box 157
Cold Spring, NY 10516
(914)265-3391

Sonoran Institute Community Stewardship Exchange

Sonoran Institute
7650 E. Broadway, Suite 203
Tucson, AZ 85710
(520)290-0969

Sonoran Institute, Northwest Office
105 W. Main Street, Suite D
Bozeman, MT 59715
(406)587-7331

