

# INTRODUCTION



View over the Delaney Park Strip, 1954.

"A historic preservation plan is a statement of the community's goals for its historic properties and the actions it will take to reach those goals. It is most effective when it is a component of a community's master plan and is coordinated with other policies for housing, economic development, transportation, etc."<sup>1</sup>

–Ohio Historic Preservation Office

## Purpose of the HPP

### HPP OBJECTIVE #1 – HISTORIC PRESERVATION

- To identify and address the preservation and management of historic resources in Anchorage's Four Original Neighborhoods.
- To provide guidance for future mitigation to impacts to historic resources and landscapes identified during completion of the Historic Preservation Plan (HPP).

### HPP OBJECTIVE #2 – IDENTIFICATION OF KNIK ARM CROSSING PROJECT IMPACTS

- To address the impacts to historic and cultural resources from the design, construction, and operation of the Knik Arm Crossing project (KAC). The KAC will introduce physical/built, visual, atmospheric, and audio impacts through right-of-way alignments and significantly increased traffic volumes.
- To provide additional information not included in the Government Hill Neighborhood Plan.

The Historic Preservation Plan (HPP) for Anchorage's Four Original Neighborhoods is a community-based plan focused on preserving historic character while planning for a sustainable future in Anchorage's original neighborhoods. The plan area includes the Downtown, Fairview, Government Hill, and South Addition Community Council Areas.

The purpose of the HPP is to address the preservation and management of historic resources, enhance local preservation values, and provide guidance for future impacts to historic resources and landscape features in Anchorage's Four Original Neighborhoods. The HPP is meant to be used in conjunction with other planning documents, and will be adopted as an element of the Municipality's Comprehensive Plan. The HPP is specific to the plan area, which is located in the Anchorage Bowl. Additionally, the information in the HPP can be used to influence and inform the planning and design of future development projects—including public infrastructure such as transportation, trails, and parks—to ensure the protection of neighborhood character and values.

The plan is intended to meet two primary objectives: (1) Identification and preservation of historic character and important historic resources of Anchorage's Four Original Neighborhoods; and (2) identification of Knik Arm Crossing Bridge Project impacts to Anchorage's Four Original Neighborhoods, as well as the direct and indirect costs of these impacts to the Municipality of Anchorage, private businesses, property owners, and residents (see sidebar).

### Section 106 Mitigation

This Historic Preservation Plan is one of several federally funded mitigation measures derived in response to the Knik Arm Crossing project, a bridge and road project sponsored by the Federal Highway Administration (FHWA) that will be constructed in parts of Anchorage's Four Original Neighborhoods.\* The FHWA signed a Record of Decision (ROD) in December 2010 that has allowed the Knik Arm Bridge and Toll Authority (KABATA) to design the project. Indirect effects on historic resources were identified through the Section 106 consultation process, as required by the National

\* For more information about the design and review process of the Knik Arm Bridge, visit <http://www.knikarmbridge.com/>.

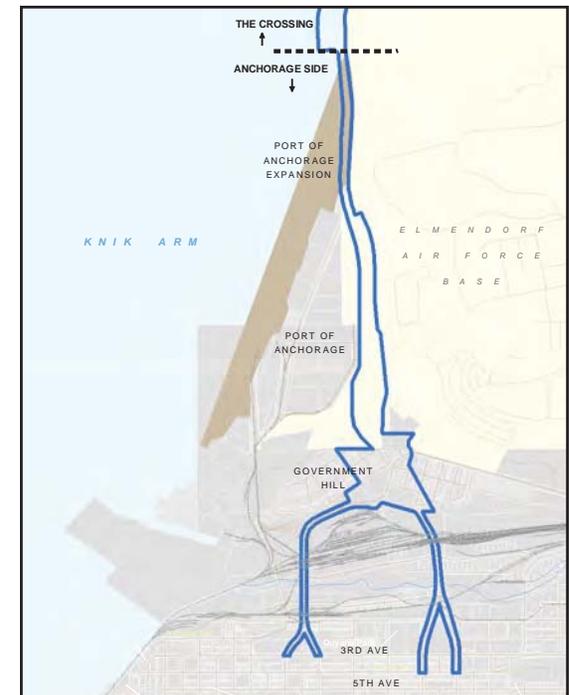


Historic Preservation Act; the effects and corresponding mitigation measures are outlined in the Knik Arm Crossing Project Programmatic Agreement (PA), signed in December 2008, and in a Memorandum of Understanding (MOU), signed in January 2010. This HPP is one of the mitigation measures identified in the MOU.

The HPP will assist in mitigating the effects of the Knik Arm Crossing Project through the identification of important cultural and historic resources within Anchorage’s Four Original Neighborhoods and the creation of historic preservation management tools that can protect them. The HPP is intended to be used by the community as a tool to influence and inform the design process for the Knik Arm Crossing project, which is still in the early stages of design. However, please note that this HPP is a long-range plan for the Four Original Neighborhoods—not merely a short-term response to the Knik Arm Crossing project—and that the information included herein is intended to shape the planning and design of *all* future transportation and development projects.

This HPP was not the only preservation-related mitigation measure for the Knik Arm Crossing project, though. In addition to mitigation measures in the Matanuska-Susitna Borough, other mitigation measures completed for the Four Original Neighborhoods include:

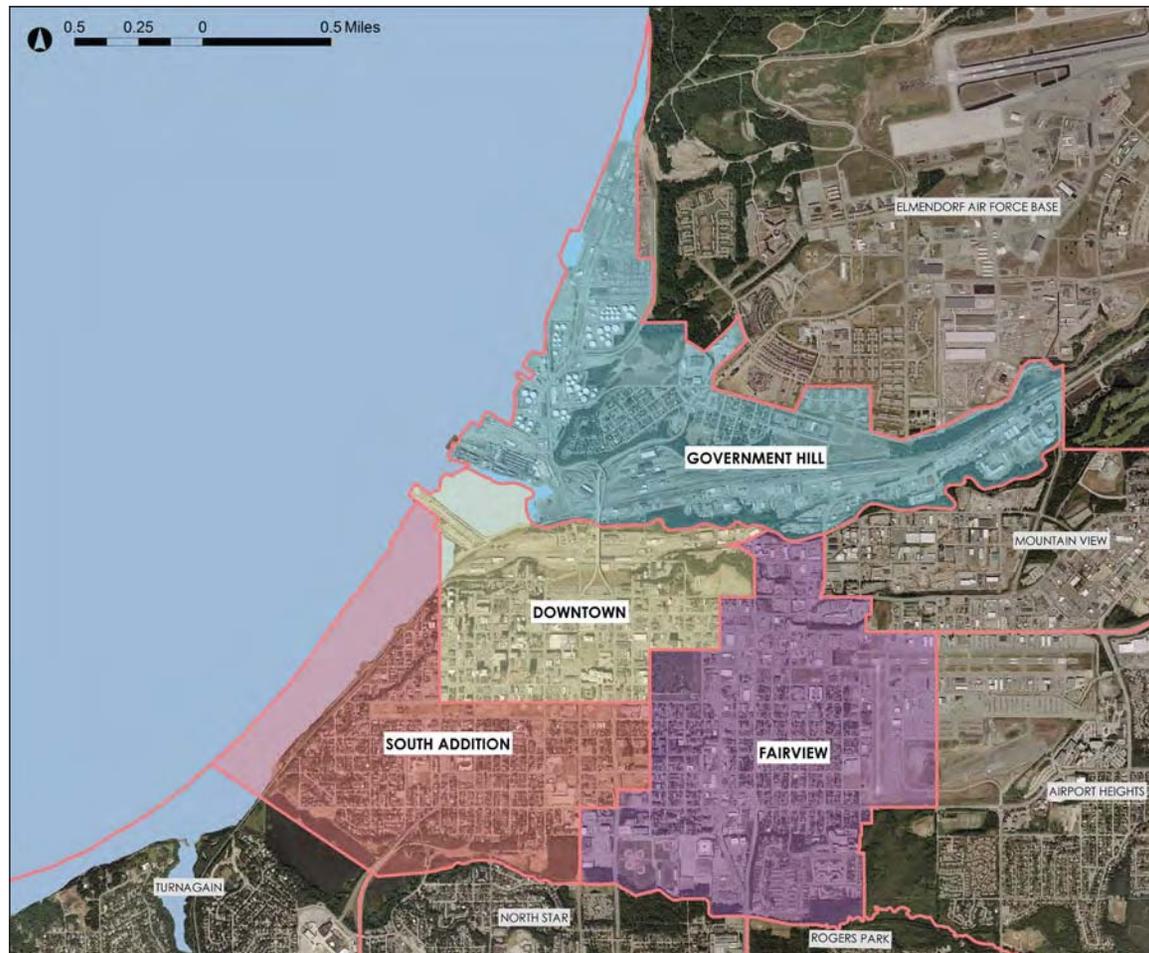
- **Government Hill Neighborhood Plan:** The Government Hill Neighborhood Plan (GHNP) will plan for future growth of Government Hill in a manner that reflects the assets and values important to the community and meets the goals of *Anchorage 2020: Anchorage Bowl Comprehensive Plan*. For more information, visit the GHNP online at [www.anchorageghnp.com](http://www.anchorageghnp.com).
- **Government Hill Oral Histories Project:** Interviews were conducted with long-time Government Hill residents to record their stories and document the neighborhood’s history.
- **South Addition Historic Context Statement and Inventory:** A narrative history of the built environment was prepared for the South Addition neighborhood, along with an inventory of significant historic resources.



The HPP is one of several federally funded mitigation measures derived in response to the Knik Arm Crossing project. The Area of Potential Effect (shown above) was defined through the Section 106 Consultation process and appears in the KAC Programmatic Agreement, signed in December 2008.

## Plan Area Boundaries

This HPP covers Anchorage's Four Original Neighborhoods: Government Hill, Downtown, South Addition, and Fairview. The boundaries of the plan area correspond to the boundaries of the four Community Councils. While the Ship Creek area is not technically one of the Four Original Neighborhoods—it lacks its own Community Council—it too is discussed in the HPP. Because Ship Creek overlaps three of the Four Original Neighborhoods and is a unique subset of the plan area, it has its own distinct set of challenges and is often mentioned separately throughout the document.



Map of HPP Boundaries, showing the Four Original Neighborhoods.

## Public Participation

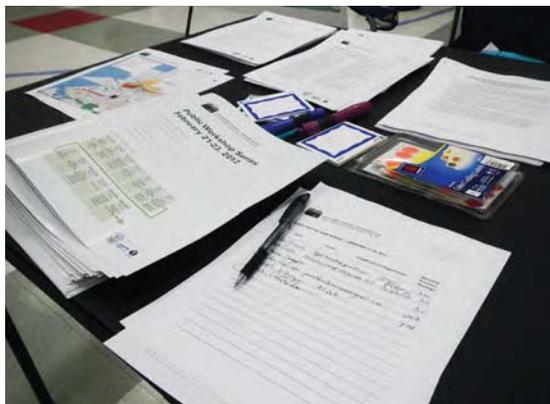
Public participation has been critical to the development and coordination of the HPP and will be essential to its implementation. Public comment was solicited through the following outreach efforts:

- **Technical Advisory Committee (TAC) (ongoing):** A local committee of key stakeholders was created to guide and review the progress of the HPP. The committee provided feedback at monthly meetings and comprised representatives from the following groups:
  - Municipality of Anchorage
  - Anchorage Historic Preservation Commission (AHPC)
  - State Historic Preservation Office (SHPO)
  - National Park Service (NPS)
  - Government Hill Community Council
  - Downtown Community Council
  - South Addition Community Council
  - Fairview Community Council
  - Alaska Association for Historic Preservation
  - Anchorage Woman's Club
  - Anchorage Downtown Partnership, Ltd.
  
- **Public Workshop Series #1 (October 24-25, 2011):** The purpose of this informational public workshop series was to introduce the project (scope and goals) and to gather information and ideas from the public. These workshops provided the project team with an opportunity to listen to the public's concerns about issues facing the neighborhoods and identify the community's goals for the plan. The interactive workshop was hosted twice—in Fairview/South Addition and in Government Hill—and residents of all four neighborhoods were invited to attend.
  
- **Focus Groups (October 26-28, 2011):** Local groups and community organizations were invited to participate in a series of nine focus groups, organized by specialty or common interest, to discuss preservation-related issues. Focus groups included: Municipality staff, Real Estate, Downtown Businesses & Community, Government Agencies, Design Community, Students & Young Professionals, Boards & Commissions, Tribal & Native Partners, and Historical Societies & Preservation Organizations.



The project website and social media pages allowed the public to stay informed and engaged.





The HPP public workshop series and open house were attended by residents of all four neighborhoods.

- **Online Survey (October-December 2011):** Members of the public contributed additional feedback through an online survey, accessible through the project's website ([www.anchoragehpp.com](http://www.anchoragehpp.com)).
- **Public Workshop Series #2 (February 12 and 20-24, 2012):** This series of public workshops included an open house on Anchorage's first Historic Preservation Weekend, and plan area and neighborhood-specific goals were presented to each of the Four Original Neighborhoods: Government Hill, Downtown, South Addition, and Fairview residents participated in prioritizing the draft goals and suggest policies in support of the goals. The public comment received at these workshops directly led to the goals, policies, and implementation strategies in the HPP.
- **Open House (May 31, 2012):** The Public Review Draft of the HPP was presented at an Open House held at the Pioneer Schoolhouse, at which members of the public were invited to comment. Representatives from the Government Hill Neighborhood Plan and local historic preservation groups were also in attendance.
- **Public Comment Period (May 15-June 30, 2012):** Members of the public contributed feedback on the Public Review Draft during the six-week comment period. Comments were received via email, verbally, and through an online survey on the project's website.

The purpose of public outreach was to listen to the community, elicit comment, and receive feedback. Nearly 1,000 public comments have been received to date. This feedback has greatly shaped and informed the content of the HPP. A majority of the comments elicited from public outreach have bridged neighborhood boundaries and thus are applicable to the entire plan area (all Four Original Neighborhoods), while others were expressed as neighborhood-specific ideas (see graphic at right). Please note that for each neighborhood, the comments for the entire plan area apply, in addition to neighborhood-specific comments.

## HPP Methodology & Organization

An analysis of the public comments gathered during the outreach process described above led to the vision for the entire plan (discussed in detail in **Chapter VI**). Building on the public input used to create the plan vision, the HPP also draws on “best practices” research from other cities to identify preservation-related issues, opportunities, and implementation strategies that can be applied to each neighborhood in the plan area. Using this information, the plan chapters range in detail from extremely broad goals for the preservation of the entire plan area to specific goals for preservation at the block or neighborhood level. The HPP identifies and recommends:

- Changes to local and state regulations
- Information about significant buildings, landscapes, sites, or districts
- Storytelling, educational, and interpretational opportunities for all age groups
- Financial incentives for preservation
- Other creative ideas and strategies generated during the public involvement process

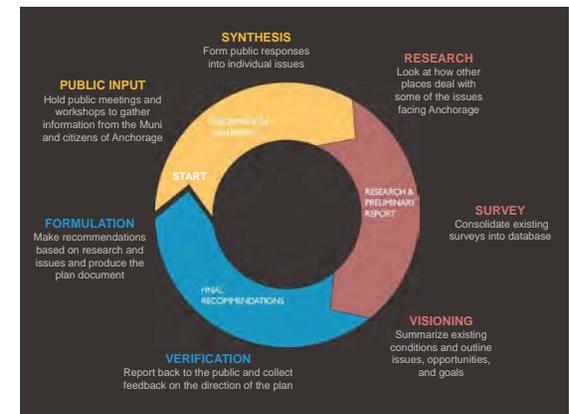


Illustration of the HPP methodology and visioning process.

## Using the Plan

The Historic Preservation Plan for Anchorage's Four Original Neighborhoods is organized as follows:

- I. **Introduction:** This chapter provides an overview of the HPP, including the purpose of the plan, methodology, and a summary of the planning process.
- II. **Historic Preservation in Anchorage Today:** This chapter summarizes existing preservation laws, programs, and groups at national, state, and local levels. This provides readers with an essential understanding of the regulatory framework governing historic preservation in Anchorage.
- III. **Past and Current Planning in Anchorage:** This chapter outlines the relationship of other planning documents that overlap with the HPP, such as *Anchorage 2020* and the *Downtown Comprehensive Plan*. Since the HPP will be adopted as an element of the Municipality's Comprehensive Plan, it is important for readers to understand the vision and goals of these other documents, too.
- IV. **Historic Context & Surveys:** This chapter outlines the historic context of the plan area, identifies known historic resources, and summarizes previous survey work (methodology and results).
- V. **Preservation Vision, Goals & Policies:** The purpose of this chapter is to identify which new policies can support plan area goals, and to recommend implementation strategies to establish and enforce these policies. This chapter is divided into seven modules, each of which contains goals, policies, and implementation strategies that apply to the entire plan area.
- VI. **Neighborhood Character, Goals & Policies:** This chapter is dedicated to the neighborhoods, and includes history, character-defining features, goals, and policies as well as implementation strategies for each neighborhood. The neighborhood-specific policies discussed in this chapter are in addition to the plan-area policies in the previous chapter.
- VII. **Implementation Plan:** This chapter includes a matrix with specific actions to accomplish each policy. Short-term and long-term actions are identified, and responsible parties have been assigned.
- VIII. **Case Studies & Further Reading:** This chapter includes additional links plus "best practices" research that is not goal-specific.
- IX. **Endnotes:** The endnotes include a list of sources consulted during preparation of the HPP.
- X. **Appendices:** The appendices are intended for reference, and they include important supporting information to elaborate on concepts discussed in the body of the HPP. The appendices also include the full text of various preservation laws and plans referenced in the chapters.



The HPP will support historic preservation, assist in identifying municipal-required mitigation elements for large infrastructure projects, develop outreach and educational tools, and identify potential funding and partnerships to assist in future historic preservation projects and programs.

**Adoption of the HPP will:**

1. Will identify potential historic districts or overlay districts, which would require property owner, community council, Alaska State Historic Preservation Office, Anchorage Historic Preservation Commission, Planning and Zoning Commission, and Assembly support to be established and/or nominated to the National Historic Register.
2. Will provide proposed implementation items and conceptual planning elements to be pursued subsequent to Assembly approval, once advocates are found for each implementation item. Advocates could be the Historic Preservation Commission, Alaska Association for Historic Preservation, Anchorage Downtown Partnership, Inc., Anchorage Woman’s Club, the Municipality, or others.
3. Will addresses historic preservation goals and policies that were taken directly from the Anchorage 2020 Comprehensive Plan. Further action will be required to amend Title 21 with historic preservation standards in the future.
4. Will define the relationship to Title 21—specifically, in ANY conflict between the Plan and Title 21, Title 21 will have precedence until such time as Title 21 is amended to adopt historic and overlay districts and architectural design standards to implement the overlay or historic districts.
5. Will only apply in adjudicatory decisions when municipal code is amended to provide for historic and overlay districts and when architectural design standards associated with those districts are included in municipal code.
6. Will support the efforts of the Historic Preservation Commission as it was re-established in 2007 (AMC 4.60.030).
7. May require the Federal Highway Administration and KABATA to revise the KAC project area of potential effect.



8. May be the foundation for a new agreement between the Municipality of Anchorage and the Federal Highway Administration and KABATA as defined in the current KAC Programmatic Agreement (12/2008) and KAC Memorandum of Understanding (1/10). The Municipality is a consulting party with certain rights and standing as defined in the National Historic Preservation Act-Section 106; to be initiated and approved prior to the KAC design process. Time is of the essence, should the KAC project \$150 million shortfall be funded during the 2013 Alaska legislative session. The purpose of the new agreement would be to amend the Area of Potential Effect of the KAC project to include Downtown, South Addition, and Fairview. This is necessary to address the long-term impacts of the increased traffic that will be generated by the KAC project. New information regarding historic properties and proposed historic neighborhoods was found during the HPP planning process. The Municipality would be remiss not to require new consideration of the historic resources.
9. Will guide the Context Sensitive Design process of the KAC project.

**Adoption of the HPP will not:**

1. Will not amend the regulatory portions of Title 21, and will not be used as the basis for Municipality of Anchorage adjudicatory decisions.
2. Will not establish or nominate historic or overlay districts within the planning areas
3. Will not affect municipal requirements for the exterior or interior remodel of structures.
4. Will not create design guidelines for existing or future private or public development unless and until Title 21 is amended to include such requirements.
5. Will not create additional municipal departments or agencies.
6. Will not create additional design and project reviews nor be used as the basis for additional adjudicatory requirements in the reviews conducted by the Community Development Department or other municipal departments, or by other partner agencies that typically provide project review and comment.
7. Will not create a new employment position within the Municipality.



## List Of Acronyms And Abbreviations

<b>AAHP</b>	Alaska Association for Historic Preservation	<b>FHWA</b>	Federal Highway Administration
<b>ACHP</b>	Advisory Council on Historic Preservation	<b>GHNP</b>	Government Hill Neighborhood Plan
<b>ADCP</b>	Anchorage Downtown Comprehensive Plan (2007)	<b>HLB</b>	Heritage Land Bank
<b>AEC</b>	Alaska Engineering Commission	<b>HPP</b>	Historic Preservation Plan for Anchorage's Four Original Neighborhoods
<b>AEDC</b>	Anchorage Economic Development Corporation	<b>HUD</b>	U.S. Department of Housing and Urban Development
<b>AHPC</b>	Anchorage Historic Preservation Commission	<b>JBER</b>	Joint Base Elmendorf-Richardson
<b>AHPI</b>	Anchorage Historic Properties, Inc.	<b>KABATA</b>	Knik Arm Bridge and Toll Authority
<b>AHRS</b>	Alaska Heritage Resources Survey	<b>KAC</b>	Knik Arm Crossing
<b>AIA</b>	American Institute of Architects	<b>LEED</b>	Leader in Energy and Environmental Design
<b>AMC</b>	Anchorage Municipal Code	<b>LIHTC</b>	Low Income Housing Tax Credits
<b>Anchorage 2020</b>	Anchorage 2020: Anchorage Bowl Comprehensive Plan	<b>Municipality</b>	Municipality of Anchorage
<b>ANCSA</b>	Alaska Native Claims Settlement Act (1971)	<b>NHPA</b>	National Historic Preservation Act of 1966
<b>ANHC</b>	Alaska Native Heritage Center	<b>NMTC</b>	New Markets Tax Credits
<b>ANILCA</b>	Alaska National Interest Lands Conservation Act (1980)	<b>NPS</b>	National Park Service
<b>ARRC</b>	Alaska Railroad Corporation	<b>NRHP</b>	National Register of Historic Places
<b>ASD</b>	Anchorage School District	<b>OHA</b>	Office of History and Archaeology
<b>AWC</b>	Anchorage Woman's Club	<b>Park Strip</b>	Delaney Park Strip
<b>AWWU</b>	Anchorage Water and Wastewater Utility	<b>PZC</b>	Planning and Zoning Commission
<b>BIA</b>	Bureau of Indian Affairs	<b>Section 106</b>	Section 106 of the National Historic Preservation Act
<b>BLM</b>	Bureau of Land Management	<b>Section 110</b>	Section 110 of the National Historic Preservation Act
<b>BOMA</b>	Building Owners & Managers Association	<b>SHPO</b>	State Historic Preservation Office
<b>CBD</b>	Central Business District	<b>TAC</b>	Technical Advisory Committee
<b>CDBG</b>	Community Development Block Grants	<b>TDR</b>	Transfer of Development Rights
<b>CIHS</b>	Cook Inlet Historical Society	<b>THPO</b>	Tribal Historic Preservation Officer
<b>CIRI</b>	Cook Inlet Region, Inc.	<b>TIF</b>	Tax Increment Financing
<b>CLG</b>	Certified Local Government	<b>Title 21</b>	Anchorage Municipal Code, Title 21 (Land Use Planning)
<b>DID</b>	Downtown Improvement District		

