4.4 Neighborhoods

4.4.1 Introduction



(Left) A lack of sidewalks does not deter walkers in the slow-moving residential areas of Turnagain. (Right) Typical Turnagain ranch homes that were designed for future expansion by families



A recurring theme heard from residents throughout West Anchorage is the desire to "preserve neighborhood character." In practical terms, this means maintaining the desirable attributes that make an area enjoyable and that create a unique sense of pride and identity for residents. Resident satisfaction can lead to upwardly evolving neighborhood character as homeowners invest to improve and maintain their properties.

Local businesses also benefit by having a stable and reliable resident clientele, and visitors know where they are and can better navigate the area. Access to parks, lakes and trails, along with areas of open space and well-established vegetation are features that add to the neighborhood values of West Anchorage. Neighborhood concerns expressed by local residents range from changes in an area perceived as negative (crime and safety, physical deterioration, increases in traffic, or poorly located intensifications of land use or density) to a desire for better access to recreational facilities.

The District's population is relatively young, with parts of West Anchorage having the highest percentage of school age children and young adults in Anchorage. Conversely, Turnagain has the highest percentage of baby boomers and seniors. According to Census data, the Spenard area has the highest rate of rentals in the District, with Turnagain and Sand Lake having similar rates of high homeownership. West Anchorage's ethnic populations reflect the Anchorage population at large, with slightly higher than average percentages of African-American and Asian populations. Meeting the needs of a young and diverse population has implications for housing, education, and recreation and cultural needs of West Anchorage.

170

¹ 63% renter-occupied in Spenard; 31% Sand Lake and 32% Turnagain



Spenard log cabin home



Turnagain high-end home on Forest Park Drive

Neighborhood character varies considerably Turnage throughout the area from newer, more homogenous single-family neighborhoods to older, typified by its variety of housing styles ranging from

homogenous single-family neighborhoods to older, extremely diverse ones. Spenard is typified by its variety of housing styles ranging from high density multi-family apartments, motor homes, Quonset huts, log cabins, and suburban wood-frame houses in close proximity to retail business, woven around creeks and nestled next to railroad tracks. Sand Lake contains mostly single-family residential areas including older, traditional neighborhoods and semi-rural homes on large lots, many with on-site water and wastewater systems. Turnagain contains many subdivisions with ranch-style homes that have been remodeled and expanded over the years. There are also expensive, high-end houses along the coast.



Well-screened multi-family housing on Wisconsin Street



Multi-family housing on Jewel Lake Road

In contrast, West Anchorage also has some of the highest housing densities in the Anchorage Bowl. High concentrations of multi-family housing along the Jewel Lake Road corridor and the West 27th to West 22nd Avenues in Spenard Road are examples. Older



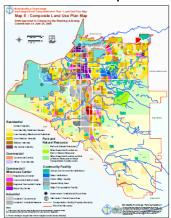
Condominiums on DeLong Lake

multi-family housing stock is deteriorating because a lot of structures are similarly aged—built during the pipeline construction housing boom of the 1980s. Neighborhood densities have increased as infill is occurring with ongoing population growth, without appropriate design or amenities due to loose or lacking zoning laws.

4.4.2 Functional Plans and Programs

The WADP captures community concerns and reaffirms the goals and values expressed in *Anchorage 2020*. Neighborhood issues were a key component of the land use recommendations described in Section 4.1. Neighborhood issues that are not addressed through land use policies are addressed in key functional plans and programs that more directly implement neighborhood issues in West Anchorage.

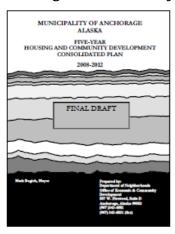
Land Use Plan Map



As an amendment to *Anchorage 2020*, the Land Use Plan Map (LUPM, conceptually approved by PZC in 2006) helps guide land use changes over time since changes to a property's current zoning should conform to the comprehensive land use plan. Consequently, the LUPM is a tool to meet long-term land use goals such as neighborhood centers, transit corridors and preservation of open space. For example, if a deteriorated residential area is designated for higher density by the LUPM, the owner has an incentive to redevelop the property because it would make the property more profitable. In doing so, the new project design would incorporate modern design and development standards, improving the character of the area. Conversely, where the LUPM strives to maintain land uses (such as

stable single-family neighborhoods) it selects land use categories that reinforce the existing zoning. A detailed description of WADP Land Use is found in Chapter 4.1.

Housing and Community Development Consolidated Plan



The U.S. Department of Housing and Urban Development (HUD) provides funding for affordable housing, reduction of homelessness, and community development to encourage "livable" neighborhoods and increased economic opportunity. Jurisdictions receiving this funding are required to prepare a five-year Housing and Community Development Consolidated Plan (Consolidated Plan). The objectives contained in the Consolidated Plan align directly with community goals in West Anchorage for building and sustaining stable, safe, well-maintained neighborhoods. The strategy outlined by the MOA in its Consolidated Plan 2008-2012 also complements the WADP by advocating for walkable, transit-oriented, mixed-income, and mixed-use communities.

Representative programs include:

- Weatherization Program (assists low-income residents with heating system tune-ups, air-sealing, and other health and safety improvements).
- Rental Housing Programs (funds new construction, acquisition and rehabilitation of rental housing with emphasis on special needs and homeless populations).
- Affordable Homeownership Programs (Anchorage Communities Home Ownership Resource Program, Housing Acquisition & Rehabilitation Program, and Affordable Housing Program).
- Minor Repair Program (improves existing housing stock through rehabilitation, modernization, and operational assistance).
- Encourage mixed-income redevelopment projects (to increase the overall availability of affordable housing).
- Affordable childcare programs.

The Consolidated Plan is implemented by the Neighborhoods Division through a series of annual *Housing and Community Development Action Plans*. Projects and programs funded through annual Action Plans must meet HUD guidelines including serving low- and moderate-income individuals. In some cases, activities can be qualified by being located in an area predominantly inhabited by low- and moderate-income households (e.g., portions of the Spenard Corridor).

Community-based Safety Programs



Crime is a concern in some parts of West Anchorage. The Anchorage Police Department (APD) describes Neighborhood Crime Watch as the most effective and least costly way to reduce and/or prevent residential property crimes. It is a volunteer program that trains neighborhood blocks to identify and secure valuable household items and report suspicious and/or criminal activity. Community Action Policing (CAP), neighborhood patrols, and school resource officers are other techniques where familiarity with the area at a community level brings greater success to crime prevention.

Code Enforcement



The Land Use Enforcement Section of the Municipality enforces regulations including planning, land use, subdivision, and non-conforming uses, which have a bearing on neighborhood character. The MOA investigates code violations (Title 21 and other codes) primarily on a complaint basis. If a complaint is not resolved informally, it may become a formal code enforcement case. Common complaints include structures encroaching in required setbacks and junk cars and trash on private property.

Asphalt Repair



The condition of streets can impact neighborhood character. The Recycled Asphalt Program (RAP) has been active since 1995 resurfacing local streets and upgrading selected unpaved streets with old asphalt that is compacted and sealed with emulsified oil. If local roads have good drainage, RAP can be a solution to suppress dust for many years. Most local streets in West Anchorage are paved, but numerous local streets are in poor condition and numerous alleys are not paved.

Other critical plans to neighborhood quality, such as the *Long-Range Transportation Plan* or *Park Plan*, are discussed in other sections.

4.4.3 Discussion and Recommendations

The following objectives reflect community preferences to preserve neighborhood character and safety, construct residences with appropriate northern design features, encourage high-quality multi-family housing, foster public-private partnerships, and maintain our public infrastructure. As discussed in Section 4.3.2, numerous functional plans like the *Non-Motorized Transportation Plan* contain implementation actions to address these objectives.

Neighborhoods Objective #1

Protect neighborhood character and quality of life through context sensitive planning of road improvements, enforcing improved residential and commercial design standards, and maintaining convenient access to recreation/open space opportunities.

During WADP planning, the public described that the protection of neighborhood character in West Anchorage requires key factors including high-quality design, proper road context, managing traffic, and access to parks and recreation.

Implement Context Sensitive Design





(Left) Strawberry Road improvements that include a shoulder and separated walkway. (Right) Strawberry Road improvements looking east towards Northwood Street.

"Context Sensitive" Design (CSD) (see also Section 4.2, Transportation Objective #5) is the primary mechanism used by the MOA to ensure that public input about the context and use of roads is considered in the design and character of future roadways.

There are several high-volume municipal roads and other transportation corridors in proximity to area housing (e.g., Raspberry, Spenard, and Northwood). In the case of established neighborhoods, some residents feel that these busy corridors can fragment community identity and create potential safety concerns. However, when designed for the context of the area, road rebuilds can provide an opportunity to revitalize residential and commercial areas.

In the example of Strawberry Road (recently rebuilt, shown in the photos above), CSD incorporated multiple uses (school children, bicycle and car commuters, and snow plow truck) for a final design that complements the natural setting without overpowering or bisecting the neighborhood. A new State-MOA memorandum of agreement outlines methods for new projects that guide process and protocols for road project design reviews and construction management. In some cases, there may need to be a transfer of the maintenance agreement to MOA so that non-motorized facility maintenance will have proper attention when the State's mission is to maintain only the motorized portion.

Implement Title 21 Update



Adopting an updated version of Title 21, Anchorage's land use planning code, is а major implementation step Anchorage 2020. The revised Title 21 is nearly complete, with the majority of new code chapters provisionally adopted.

The rewrite modernizes the code and facilitates redevelopment through incentives. increased flexibility, zoning districts that allow (and encourage) a mix of uses. To remove barriers to affordable housing, the code

rewrite reduces parking requirements for multi-family housing within mixed-use districts and near Midtown. It reduces parking requirements for affordable and senior housing. It provides density bonuses for projects that include affordable housing. A user's quide will be prepared for the new code.

Deteriorated Commercial Areas

Another key element of thriving neighborhoods is healthy neighborhood commercial areas. This is discussed in more detail in Section 4.1.6 about Spenard Road. Commercial areas that were identified as deteriorated by the public during the WADP process are shown in Table 4.4-1.

Federal funding for commercial area revitalization through the HUD program is limited because HUD requires that subsidies/improvements are passed directly to a qualified lowincome individual. In some instances, HUD areawide funds can be used in neighborhoods with a majority of low- or moderate-income households, or to prevent or eliminate slum and blight. For example, the Community Development Block Grant (CDBG) was used to fund the Spenard Recreation Center in the 1980s.

Aside from government revitalization programs or grants, the MOA should support the efforts of private partnerships that would take steps to improve the safety and aesthetics of commercial areas. An example of a potential private partnership would be the creation of a Midtown or Spenard improvement district or business association. A mandatory business district or voluntary business association would have the capacity to continue organizing public events, take a role in reporting code violations, and lobby for additional road dollars to rebuild state roads.

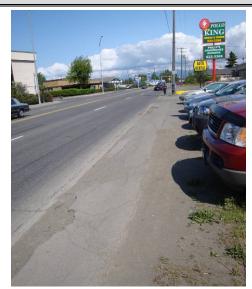
Table 4.4-1 West Anchorage – Deteriorated Commercial Areas

Commercial Area Features Images

Spenard Road between Woodland Drive and 36th Avenue

Sidewalk surface is highly deteriorated and impassable by ADA standards.

Road improvements on Spenard Road west of the railroad tracks (between Woodland Drive and Lois Drive) reduce accidents and accommodate more traffic than the north end of Spenard Road. Snow storage and pedestrian facilities are included in the 3-lane section.



Spenard Road

between 36th Avenue and Benson Boulevard

This section of Spenard Road is under developed with too much parking and non-compliant sidewalks. However, People Mover data shows this route is one of the most traveled in Anchorage.

Opportunities for redevelopment include the former PJ's property (at 36th Avenue) and an obsolete ADOT&PF building that contains no parking or access (at Benson Boulevard).





Jewel Lake Bowl strip

Although popular, the strip mall at West 88th Avenue has attracted some crime in the evenings due to the draw of the bowling alley and bar. Youth have described a lack of businesses to hang out at in Sand Lake.



Neighborhoods Objective #2:

Ensure that multi-family housing is appropriately located, well designed and built, energy efficient, properly landscaped, and consistently maintained so that it will make a positive, long-term contribution to the community.

Multi-family Housing

Multi-family housing is often seen as being in conflict with established single-family neighborhood character. Some multi-family site designs overlook key aspects of livability (such as designated trash collection areas and landscaping) promote this perception. Negligence on the part of property owners and a high demand for rental housing are



Multi-family housing on West 88th Avenue off Sand Lake Road with unscreened dumpsters in the street-side parking lot reduces property value and causes illegal dumping and litter issues.

disincentives for improving housing stock, upgrading structures, and improving exterior landscaping when units can still be rented.

The WADP Land Use Plan Map (LUPM) places higher densities in appropriate locations along major transit corridors to better serve users and encourage higher ridership that is needed for successful transit operation. Community objectives to build and maintain high-quality, multi-family housing are best addressed through existing plans and programs, like the federally funded home weatherization program and the Title 21 rewrite.

Although there is a relationship between home ownership and stable neighborhoods, it is beyond the scope of the *WADP* to address solutions for increasing the rates of home ownership or suggesting sites for affordable housing sites, recovery housing opportunities, or culturally appropriate and multi-generational housing schemes. Well-designed and well-maintained rental units can meet the needs of West Anchorage and contribute to neighborhood character.

Deteriorated Housing

Areas identified by the public as containing deteriorated residential housing during the Draft WADP process include:



Trailer housing at Spenard Road and Barbara Street

- Bearfoot Street at Northwood Drive.
- Jewel Lake Road between W. 88th and W. 82th Avenues.
- W. 27th Avenue between Arctic Boulevard and Spenard Road.
- W. 25th Avenue near Minnesota Drive.
- W. 88th Avenue between Molanary Drive and Cranberry Street
- W. 32nd Avenue and Wisconsin Street.

More input should be gathered to identify deteriorated areas within West Anchorage that are prime candidates for rehabilitation programs. A prioritization list for revitalization should be identified that can be championed by the Community Development Department.

Mobile Home Parks

Over a quarter of the 42 mobile home parks in Anchorage are in Midtown, Spenard, and West Anchorage. These parks are relatively small and few have seen adequate infrastructure investment over the past fifty years. While these mobile home parks provide affordable housing in relatively high density, the units in these parks are old, substandard (were built prior to passage of the 1976 "HUD" code), have not held up well to years of Anchorage winters, and often lack safe recreational spaces.

Mobile home parks in West Anchorage are likely to be redeveloped over the next twenty years. Those parks in residential neighborhoods will remain residential; parks in the Spenard area are likely to redevelop as higher density housing, some with a mix of limited commercial. This is consistent with *Anchorage 2020*, which recommends no net loss in the number of housing units.

In order to retain a balance of lower cost housing, incentives should be built into the zoning district regulations, and housing authorities should manage the creation of mixed-use projects. One strategy involves the identification of trailer park owners who are willing to redevelop their sites and incrementally replace mobile homes with manufactured or modular cottages. This could be done with other permanent improvements for potential individual lot or condo ownership. Another strategy is complete redevelopment with occupant placement assistance.

The Land Use Plan Map provides guidance for the type of use that would be appropriate in the future. The Municipality, with the assistance of HUD funds and other strategies briefly explored in this plan, could become an important partner in the redevelopment of these mobile home parks and neighborhoods.

Revitalization Efforts

The short supply of undeveloped land and the need for affordable housing will focus the work of municipal departments on urban infill sites. There are numerous opportunities in West Anchorage to create walkable, transit-oriented, mixed-income, mixed-use neighborhoods. Future revitalization efforts by multiple departments will target assistance towards community council areas that demonstrate grassroots community support.

Implementation of the LUPM and implementation and enforcement of zoning are key strategies to address the need for high-quality multi-family housing to meet Anchorage's affordable housing goals.

The MOA should continue to educate developers and architects on the implementation of Title 21 through the creation of a "users guide" and a series of speaker forums. The MOA could partner with professional organizations, including the Building Owners and Managers Association, Alaska Institute of Architects, Alaska Chapter Green Building Association, and other professional associations to host formal talks and informal brownbag or work sessions.

Code Enforcement

Public comment suggests that small efforts like litter clean-up and code enforcement would do a lot to maintain the integrity and safe feel of neighborhood and commercial areas. The MOA should consider picking an area for a pilot project that can be used to illustrate the benefits of code compliance and consistent code enforcement on neighborhood character.

Waste and Recycling

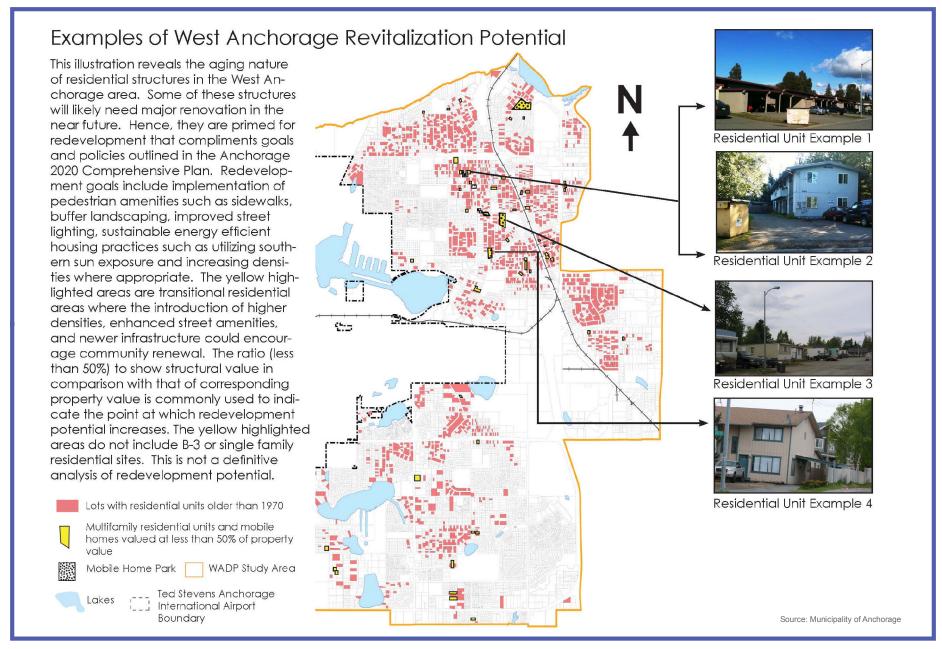
The public has complained that unscreened trash dumpsters in multi-family areas are unsightly. There is a strong desire for residential recycling access to be available throughout all of Anchorage. Site plans for multi-family buildings need to contain solid waste and recycling containers that are truck accessible and screened from the public view. Although it is unrealistic for waste-hauling companies to review all site plans, the Title 21 rewrite contains some measures that will improve aesthetics.

Community Development Authority

A non-profit development authority is suited to expand the work to provide affordable housing opportunities administered by non-profit agencies and the Municipality. Their focus has been on neighborhoods that fall into HUD criteria and that have the Mayor's, department's, and community grassroots' backing.

Increase education of government officials, business owners, and communities on how to finance redevelopment projects. This could be done through a series of workshops conducted by the MOA and partner organizations like Alaska Housing Finance Corporation (AHFC), lending organizations, or guest redevelopment representatives from Washington/Oregon/California.

The WADP recommends a LUPM that encourages lot consolidation and redevelopment. For instance, in the Spenard "triangle," small lots could be purchased, consolidated, and resold to create a mixed-use project large enough to increase rental and ownership opportunities. This is discussed further in Section 4.1.6 ("Middle Segment" of Spenard Strategic Planning Area). Other sites for residential redevelopment or revitalization are shown in Exhibit 4-13: West Anchorage Revitalization Potential.





Neighborhoods Objective #3

Ensure that new developments are compatible with their surroundings and responsive to the Alaskan environment and outdoor lifestyle.

As part of the desire to preserve neighborhood character, the public expressed during the WADP process that new construction should be compatible to adjacent land uses. New residential housing, in particular, should be realistic about the number of cars and recreational vehicles, as well as outdoor equipment storage needed, per household for an active Alaskan lifestyle.



Small-lot homes dominated by garage doors and snow storage in Turnagain.



These apartments on West 33rd Avenue near Wisconsin Street contain no landscaping, sidewalks, solid waste storage areas, or parking spaces for front facades.

The WADP supports the requirements of the Title 21 rewrite (provisionally adopted) that require or encourage new buildings to incorporate northern design features (such as natural light and passive solar). As described earlier, the MOA assists on a number of programs for retrofitting existing housing for energy efficiency. MOA should continue its efforts to educate residents about weatherization programs (available for households that meet the Low-Income Home Energy Assistance Program guidelines of 200% of the median income for the State of Alaska).

The municipal Community Development Department's Planning Division should be proactive in providing information to developers and architects on the Alaskan features of climate and lifestyle that can be accommodated through appropriate design.

Implement Title 21

Title 21 includes minimum design parameters for new multi-family residential developments to make this type of housing more functional and livable. Community concerns have indentified the need for adequate



It is a common practice to store snow as a temporary cul-desac "island" as shown in this Turnagain neighborhood.

storage space for recreational gear, the problem with displacement of parking by snow storage, and the location of trash dumpsters placed as an afterthought.

Neighborhoods Objective #4 Routinely monitor, maintain, repair and replace pavement on local streets.

During public meetings for the WADP, the public described a concern over the condition of local streets and whether these would be budgeted in the future for replacement or upgrade. Many aspects of neighborhood appearance, such as facade upkeep and front-yard landscaping, rest with the homeowner.

However, one prominent neighborhood feature that lies outside homeowner control is the condition of the street itself. Local street rights-of-way are publicly owned and responsibility for repair and maintenance rests with the Municipality. Unfortunately, local streets fall outside the regular maintenance programs afforded higher classification roads (arterials, collectors) that are on a regular rotation of pavement replacement and/or reconditioning

through municipal and state capital programs. Currently, there is no consistent funding allocated to pavement replacement for local streets.

Pavement Maintenance Program

The MOA does not have a comprehensive pavement replacement program for the ongoing repair and upkeep of local residential streets. This is a reality that must be addressed. Community councils regularly submit road priority lists for capital expenditures. Existing municipal road maintenance programs include:

- Recycled Asphalt Program (RAP) based on available bonding.
- Crack and chip sealing program.
- A 50/50 state match for resurfacing rather than full reconstruction of local and collector roads.

Mechanisms that have been pursued but are not yet part of a comprehensive long-term plan include:

- Asset management database system.
- Pavement Index Assessment.

A comprehensive Pavement Maintenance Plan needs to be created because essentially all local roads need ongoing maintenance and eventual replacement. As of now, only neighborhoods with the political capital and resources to create "road improvement districts" get their roads replaced.

Road Improvement Districts

Road Improvement Districts are a method of funding local road improvements where homeowners agree to share the portion of upgrade or reconstruction with the Municipality. The MOA should educate homeowner associations and community councils on how to form road improvement districts (RID) through a series of citywide workshops.

Neighborhoods Objective #5:

Encourage relationships between residents and local businesses, including partnerships that support community goals of safety, high quality of life, and preservation of community character.

West Anchorage contains many established businesses that provide local residents with



The Spenard Farmers Market in the windmill lot of Chilkoot Charlies in "beautiful downtown Spenard" was created in 2010 to attract residents and emphasize local produce, food, and crafts. Some hope the market will lead to enhanced pedestrian and bicycle amenities to Spenard Road.

convenient shopping and entertainment opportunities. The proposed neighborhood centers are commercial retail clusters that provide convenience for neighborhood shoppers. The public expressed a desire for schools. businesses, religious groups, residents. and other neiahborhood associations to participate in activities that preserve community character, increase the sense of safe neighborhoods, and contribute to the high quality of life in West Anchorage. Mears Middle School youth described their desire to reduce the number of homeless people.

Other residents were proud of their efforts to improve local parks through a Parks Foundation grant. Other people were encouraged by the Anchorage School

District School Resource Officer program and hope to expand its successes.

As described in other sections of the plan, these objectives can be implemented through existing functional plans and programs, or lie outside the scope of the WADP. However, they do have a nexus in the way land is used.

Community-based Safety Programs

A safe living environment without threats to life and personal property is a fundamental right as well as a "quality of life" objective for this plan. Sand Lake community groups (like Alaska Faith and Action Congregations Together) have been discussing concerns with increased crime and looking for partnerships with other groups, the Municipality, Anchorage Police Department, and the Anchorage School District. The topics below represent a few strategies.

Community Patrol

The Westside Community Patrol is a volunteer-based community safety group that provides on-site observation and other security services for emergency preparedness. The patrol was very active in the 1990s when street crimes on Spenard Road were highly visible. Today, the patrol serves the entire planning area, but it needs support to increase its number of volunteers. An expansion in membership would translate to the need for additional funding in the future for equipment and training. (Funding has been received in the past through the legislature.)

School Resource Officers

Community groups and individuals have shown tremendous support of the Anchorage Police Department (APD) School Resource Officer program. Youth interactions with police on a daily basis have been shown to decrease crime and disturbance within schools. It has the added benefit of informing officers of illegal activity around schools. There is community support to keep school resource officers stationed in the schools' neighborhoods during the summer because the officers already know people and places to watch, and it keeps officers accessible for informants.

Neighborhood Watch

Neighborhood Watch was funded by the APD, but the program officer position was to be cut in 2010. Public input at the community council level has been in support of this program as well as expansion of the Community Action Policing into Sand Lake area. Neighborhood Watch volunteers organize neighborhoods to receive training on crime deterrence and stolen goods recovery.

Historic Preservation

West Anchorage contains the Lake Hood Seaplane Base Historic District² and numerous potentially historic structures. In order to encourage the preservation of historic buildings that contribute to unique neighborhoods, an historical inventory of West Anchorage is needed. Aspects of an inventory should include:

- Enlist volunteer effort to self-identify unique properties or clusters of architectural styles to enter in an Anchorage register.
- Enlist professional help to identify cultural resources and artifacts and/or areas with pre-historic socio-cultural importance.
- Identify public structures that may qualify in the future and could be nominated for restoration grants.

² The Lake Hood Seaplane Base Historic District (ANC-03003 of the Alaska Heritage Resource Survey) contains historic elements including the Lake Hood Airstrip (ANC-03014) approved by the State Historic Preservation Office May 18, 2010.





Former Garden of Eatin restaurant Quonset hut in Spenard

Jones Lake Quonset church in Turnagain

 Identify private structures owned by people with interest in restoration. Areas include the

M.R. "Muktuk" Marston Turnagain-by-the-Sea subdivision with its good collection of ranch houses, the former "Garden of Eatin" Quonset hut, and Jones Lake Quonset church.

- Complete a cultural resources survey of West Anchorage as part of an Anchorage Historic Preservation Plan.
- Inventory and assess the value of "roadside architecture" along Spenard Road as a feature of local historic value that could also serve as an element to attract tourists and reinvestment within the commercial corridor. The Spenard Road Strategic Planning Area is discussed in Section 4.1.6.









