

10-Year Review of Community Council Boundaries

**White Paper:
Report and Recommendations**

Public Hearing Draft

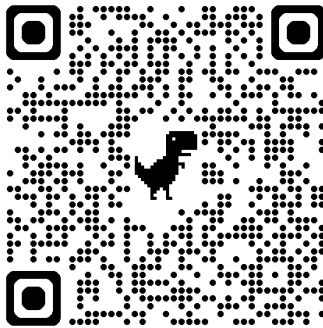
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Municipality of Anchorage
Planning Department

Project Information Online:



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Monday, August 26, 2024

Planning and Zoning Commission
Municipality of Anchorage
PO Box 196650
Anchorage, AK 99519-6650

Dear Commissioners,

I am pleased to present for your review and recommendation the *10-Year Review of Community Council Boundaries White Paper* report, which includes the recommendations of the Community Council Boundaries Advisory Committee and the municipal Planning Department regarding potential modifications to Community Council districts.

Every 10 years the Municipality must review and potentially modify the Community Council districts to ensure that the Community Councils will continue to reflect and represent Anchorage's actual neighborhoods as our community evolves. Consulting with the Federation of Community Councils, the municipal Planning Department initiated the 10-year review cycle by distributing a survey questionnaire regarding Community Council boundaries, from November 2022 to February 2023. In response, the public identified about 40 boundary issues to address.

A Boundary Advisory Committee made up of a geographically representative group of 12 volunteers from the Community Councils was organized in February 2023 to provide feedback to the Planning Department and Planning and Zoning Commission regarding the boundary issues identified by the public. The Committee included the following volunteers:

Member Name	Area of Representation or Other Committee Position	Home Community Council or Other Organization
Matt Burkholder	At-Large Member	Huffman/O'Malley
Mark Butler	Northwest Anchorage	North Star; Community Councils Center
Care Clift	Northeast Anchorage	Scenic Foothills
Melinda Gant	Northwest Anchorage	Government Hill
Darrel Hess	Ex Officio Member	Municipality of Anchorage Ombudsman
Karl von Lührte	Chugiak-Eagle River	South Fork
Al Milspaugh	Northeast Anchorage	University Area
Stan Moll	Southwest Anchorage	Old Seward/Oceanview
Michael Packard	Turnagain Arm and Girdwood	Turnagain Arm
Carolyn Ramsey	Northeast Anchorage	Airport Heights
Carmela Warfield	Southeast Anchorage	Hillside
Emily Weiser	At-Large Member	Airport Heights
Charlie Welch	Northeast Anchorage	Mountain View

At its organizational meeting on February 27, 2023, the Boundary Advisory Committee discussed its advisory role, the list of boundary issues that had been identified by the public, and the criteria it would apply to evaluate potential boundary modifications. These criteria are based on the municipal code requirements for establishing Community Council district boundaries and are provided in the White Paper.

Subsequently, the Committee held four publicly noticed meetings to evaluate the boundary study areas identified and provide its recommendations, on April 3 and 24; May 1; and June 12. At each meeting, there was public comment opportunity and the Committee invited members of the public and representatives of Community Councils as guests to provide input. The Boundary Advisory Committee held one more public meeting, on September 26, 2023, to approve the record of its discussions and recommendations made on each boundary study area in the previous meetings.

The survey questionnaire responses, meeting discussions, and research resulting in the attached *10-Year Review of Community Council Boundaries White Paper* report represent of hundreds of hours of effort by the public, volunteer Committee members, and staff. The Committee assessed numerous boundary issues raised by the public in relation to the boundary review criteria set in code and many site-specific factors, and benefited from the participation of meeting guests include Community Council representatives. An **Action Summary** a summary of actions documenting the Committee's essential recommendations the Boundary Advisory Committee and the approved minutes is meetings are provided as attachments to the White Paper.

I greatly appreciate the Planning and Zoning Commission's attention to this important project and look forward to discussing the recommendations of the *Community Council Boundaries 10-Year Review* with the Commission.

Sincerely,



Melinda Gant, Chair,
Community Council Boundaries Advisory Committee

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Executive Summary

This report provides the analysis and recommendations of the Planning Department and the Boundary Advisory Committee for the 10-Year Review of Community Council Boundaries project. It addresses 40 *Boundary Study Areas* identified for evaluation based on public feedback. The recommendations are the basis for the October 2024 public hearing draft ordinance and its accompanying maps of the recommended revised community council districts, which have been released for public review and comment.

Following is a summary of the 10-Year Review project and its key recommendations regarding the boundary study areas. The rest of this report, in Parts 1 and 2 and its Appendices A through C, provides full documentation of the process, analyses, and recommendations.

10-YEAR REVIEW OF COMMUNITY COUNCIL BOUNDARIES

Every 10 years the Municipality reviews all community council boundaries and seeks input on whether any boundaries between neighborhood community council areas should be adjusted, as required by the Anchorage Municipal Code (AMC). These 10-year reviews are intended to ensure the geographic boundaries of community council districts continue to reflect their neighborhoods, and all citizens have the opportunity to participate in and be represented by an active, engaged community council for their area.

AMC Chapter 2.40 establishes that all reviews of community council district boundaries must obtain public input and the participation of community councils on possible changes to boundaries. The Planning Department submits its recommendations to the Planning and Zoning Commission and the Anchorage Assembly, each of whom must solicit and consider the recommendations of community councils concerning changes in boundaries. The Assembly makes the final decision. Changes must be made by ordinance as an amendment to Anchorage Municipal Code.

AMC Chapter 2.40 also establishes the standards for delineating community council districts. In summary, the Assembly must define community council districts to (1) group residents within natural communities and (2) recognize community desires regarding boundaries. Population is not to be used as a criterion for establishing boundaries. To assist in the 10-year boundary reviews, Part 1 of this report translates these generalized municipal code standards for establishing community council districts into 7 guiding principles, or *boundary review criteria*, that are more easily, equitably applied to the evaluation of individual boundary study areas.

The current 10-year boundary review process began in October 2022 with outreach to the Federation of Community Councils and community councils' executive boards. An online questionnaire regarding community council boundaries was posted online for four months and emailed to approximately 9,500 recipients. In response, members of the public identified a range of boundary issues. These became the 40 boundary study areas evaluated in this project.

The process continued in 2023 with individual community council consultations and six public meetings with the *Community Councils Boundary Advisory Committee*. The Boundary Advisory Committee assisted Planning staff in evaluating the boundary study areas and selected recommended alternative options for addressing the boundary issues to make a recommendation.

In most boundary study areas, after applying the boundary review criteria and considering the public feedback, the Planning Department and Boundary Advisory Committee recommended “no change”—i.e., to retain existing boundaries. However, in 9 cases, changes to district boundaries are recommended.

RECOMMENDED CHANGES TO COMMUNITY COUNCIL BOUNDARIES

Following is a list of the community council district boundary changes that the Boundary Advisory Committee and Planning Department recommend in this report. These changes are reflected in the October 2024 public hearing draft ordinance and its Exhibit A maps.

- **Boundary Study Area #5:** Merge the Portage Valley Community Council district into Turnagain Arm Community Council.

- **Boundary Study Area #8:** Transfer the areas east of Boniface Parkway from University Area Community Council to Scenic Foothills Community Council.
- **Boundary Study Area #12:** Merge the Tudor Area Community Council district into the University Area Community Council.
- **Boundary Study Area #16:** Transfer Anchor Park Subdivision on the northeast corner of Lake Otis Parkway and E. Northern Lights Boulevard from Rogers Park Community Council to Airport Heights Community Council.
- **Boundary Study Area #24:** Transfer the area between A and C Street, 15th Avenue and Chester Creek, from Fairview Community Council to South Addition Community Council.
- **Boundary Study Area #33:** Transfer all areas south of Dimond Boulevard from Taku Campbell Community Council to Bayshore/Klatt Community Council.
- **Boundary Study Area #35:** Transfer the area bounded by C Street, O'Malley Road, Seward Highway, and Klatt Road, from Bayshore/Klatt Community Council to Old Seward/Oceanview Community Council.

The Boundary Advisory Committee recommends the following additional district boundary change:

- **Boundary Study Area #32:** Include Spenard Beach Park in both Turnagain and Spenard Community Councils, by overlapping the community council districts so that each includes the entire park.
(Note: The Planning Department recommends retaining Spenard Beach Park entirely in Turnagain Community Council. However, if the Municipality decides to share the park between the two districts, Planning recommends sharing by dividing it to avoid overlapping community council districts.)

The Planning Department recommends the following additional district boundary changes:

- **Boundary Study Area #40:** In the Anchorage Bowl, remove three parcels of Chugach State Park, which were once

private inholdings, from the Basher, Glen Alps, and Rabbit Creek Community Council districts. In Chugiak-Eagle River, transfer HLB Parcels 1-079 and 1-080 plus an adjoining BLM parcel into Eagle River Valley Community Council, as these parcels are not in Chugach State Park. Finally, for community councils with shorelines along the Knik Arm or Turnagain Arm of the Cook Inlet, adjust their coastal district boundaries to follow “mean high water” instead of “mean low or lower water.”

(Note: Because the issues comprising Boundary Study Area #40 became evident only during the mapping work to prepare the public hearing draft, there was not an opportunity for the Boundary Advisory Committee to address this study area.)

Details about these recommended district boundary changes are provided in Part 2 of this report. These recommended boundary changes are reflected in the October 2024 public hearing draft ordinance, including its “Exhibit A” maps of the recommended revised community council districts for adoption by the Assembly.

In all other boundary study areas, the Planning Department and Boundary Advisory Committee recommend that there be no changes to district boundaries at this time—i.e., to retain existing districts and boundaries. The Committee and Planning Department recommend a potential future change in Northeast, as follows:

- **Boundary Study Area #6:** Adopt an Assembly Resolution in support of the establishment of a separate community council to serve the Northeast Community Council neighborhoods south of DeBarr Road, once a voluntary association from that area meeting the requirements of AMC Section 2.40 requests recognition by the Assembly. Until such an association receives recognition from the Assembly, Northeast Community Council will continue to represent its entire existing district.

INDEX OF COMMUNITY COUNCILS

The table on the next page is a cross-reference between each community council and the boundary study areas which involve that community council, and are addressed in Part 2.

Table 1. Index of Boundary Study Areas, by Community Council

Community Council District	Boundary Study Areas Involving that Community Council
Abbott Loop	#33
Airport Heights	#15, #16, #17, #18, #21
Basher	#9, #40
Bayshore/Klatt	#33, #34, #35, #40
Bear Valley	#38
Birchwood	#40
Campbell Park	#12, #13
Chugiak	#1, #40
Downtown	#19, #22, #25, #40
Eagle River	#2, #3
Eagle River Valley	#2, #40
Eklutna Valley	none
Fairview	#14, #19, #20, #21, #22, #23, #24
Girdwood	#4, #5
Glen Alps	#40
Government Hill	#14, #40
Hillside	#37
Huffman/O'Malley	#36, #37
Midtown	#26, #28, #29
Mountain View	#14, #15, #19
North Star	#26, #27, #28, #29
Northeast	#6, #7
Old Seward/Oceanview	#33, #34, #35, #36, #40
Portage Valley	#5
Rabbit Creek	#38, #40
Rogers Park	#11, #12, #16, #17, #18
Russian Jack	#6, #15
Sand Lake	#40
Scenic Foothills	#6, #7, #8, #9
South Addition	#22, #23, #24, #25, #40
South Fork	#3
Spenard	#26, #27, #28, #29, #30, #31, #32
Taku Campbell	#33
Tudor Area	#11, #12
Turnagain	#30, #31, #32, #40
Turnagain Arm	#4, #5, #40
University Area	#8, #9, #10, #12, #13

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Part 1:

Boundary Review Process and Criteria

10-YEAR REVIEW OF COMMUNITY COUNCIL BOUNDARIES

In 2022 the Municipality initiated a 10-year review of community council district boundaries. This is the analysis and results from the review process.

Every 10 years the Municipality reviews all community council boundaries and seeks input as to whether any boundaries between neighborhood community council areas should be adjusted. These 10-year reviews are required by the Anchorage Municipal Code (AMC) in Section 2.40.040., *Establishment of Community Councils*, to ensure the geographic boundaries of community councils continue to reflect their neighborhoods, and all citizens continue to have the opportunity to participate in and be represented by an active, engaged community council for their area.

Community council boundaries underwent a comprehensive redistricting in 2003. The Municipality facilitated a 10-year boundary review in 2014. Boundary changes to several individual districts have been approved during the interim between these decennial reviews. These individual boundary changes include the creation of Midtown Community Council in 2004, the incorporation of “Tract J” near the Port of Alaska into Government Hill Community Council in 2014, and the merger of Mid-Hillside and Upper Hillside Community Councils to become the Hillside Community Council in 2016.

In early 2022, the Municipal Ombudsman reminded the Planning Department that it had been a decade since the Planning Department had carried out its responsibility to facilitate a 10-year review. In April 2022, the Planning Department informed the Anchorage Assembly and public of its planned work program to carry out a boundary review project (Assembly Information Memorandum No. AIM 70-2022) beginning in fall 2022.

The 10-year review process began in October 2022 with outreach to the Federation of Community Councils and executive boards of community councils. An online questionnaire regarding community council boundaries was posted from November 2022 through February 2023 and emailed to approximately 9,500 people. In response, the public identified approximately 40 boundary issues to address.

The process continued in 2023 with individual community council consultations and six meetings of the *Community Councils Boundary Advisory Committee*. The Boundary Advisory Committee assisted staff in applying boundary review criteria based on municipal code to assess each boundary study area and selected among alternative options for addressing the boundary issues to make a recommendation.

Overview of this Report. The boundary study area analyses and recommendations in this report reflect the outcomes of the 2023 public process. Although most of the boundaries studied are recommended to remain as they are, this report does identify 9 boundary study areas recommended to have changes—including two community councils to be merged into neighboring community councils.

This report has two main sections:

- **Part 1** introduces the requirements to carry out community council boundary reviews, the public participation process, and the boundary review criteria for this project.
- **Part 2** summarizes the survey questionnaire responses and other public comments that are the basis for the 40 boundary study areas evaluated in this project. **Part 2** also provides the assessment of each boundary study area, applying the boundary review criteria from **Part 1**. For each study area, it identifies alternative options to address the boundary issue and recommends a preferred option.

Appendices and Boundary Study Area Maps.

The survey questionnaire responses and other initial public comments that identified the boundary issues that became the basis for the boundary study areas are provided in Appendix A. Appendix B provides minutes of Boundary Advisory Committee meetings. The **maps** of the boundary study areas superimposed over the existing, adopted community council district boundaries are provided in Appendix C.

COMMUNITY COUNCILS IN RELATION TO NEIGHBORHOODS

Neighborhoods. Anchorage is a city composed of neighborhoods. The *Anchorage Municipal Charter* established community councils at the founding of the Municipality in 1975—granting official recognition and representation to neighborhood associations in government and local affairs. Article VIII. of the *Municipal Charter* provides for community councils “to afford citizens an opportunity for maximum community involvement and self-determination.”

The word “neighborhood” describes the social and physical building blocks of Anchorage. The *Municipal Charter* reflects that Anchorage is naturally broken into a mosaic of neighborhoods, each with its own identity, character, and appeal. People benefit from belonging to their identifiable part of the city. Residents, businesses, and property owners should be able to relate to their neighborhood and understand its boundaries.

The goals and policies in the Municipality’s *Comprehensive Plan* promote neighborhoods, developments and public investments that build on each neighborhood’s strengths, along with *neighborhood and district plans* that guide the future uses and characteristics in each part of the city. Creating and carrying out these area-specific plans and participating in the development process requires sustained, long-term neighborhood commitment and efforts.

Therefore, strong communities are prerequisite to neighborhood planning and development. They are also essential to resilient neighborhoods by enabling groups of residents, businesses, and property owners solve problems and realize opportunities for their areas.

Community Councils. Chapter 2.40 of Anchorage’s Municipal Code establishes the functions of community councils. Community councils serve as forums for neighborhood residents, property owners, and business owners to work together for expression and discussion of opinions and needs—and to do so in a way that will impact their community’s development.

The Municipality is currently divided into 38 community council districts recognized by the Municipality. There are 6 in Chugiak-Eagle River, 29 in the Anchorage Bowl, and 3 in the Turnagain Arm, which includes Girdwood.

Community councils are established through being recognized by ordinance of the Anchorage Assembly. Upon request of one or more voluntary associations and after public notice and hearing, the Assembly may recognize any one voluntary association as the community council for a given area. To qualify, an association must establish that it meets a set of criteria set forth in AMC 2.40.035 to ensure inclusive membership practices and maximum opportunity for community involvement and representation.

Community councils are independent, nonprofit, voluntary, self-governing associations. Their membership is composed of residents, property owners, business owners, nonprofits, and other organizations located within geographical areas (districts). Community councils serve an advisory function to the Anchorage Assembly, the Mayor, and other public officials. The purpose of community councils is to provide a direct and continuing means of participating in the government process and local affairs.

Although community councils are not part of municipal government, they are an important part of the local government process. Public agencies and officials rely on community councils for public input. In Anchorage, community councils are recognized by code as a primary means for community member participation in the planning and development of neighborhoods.

Community councils that reflect and represent Anchorage’s natural, geographic communities are essential to strong neighborhood communities. 10-year boundary reviews support the success of community councils as forums for participation and organized neighborhood advocacy.

Federation of Community Councils. The Federation of Community Councils (FCC) is an independent 501(c)3 organization that provides services to the community councils. The FCC is governed by a Board of Delegates composed of representatives of each community council. The FCC is not recognized in the charter or municipal code and has no statutory relationship with the Municipality or the community councils. However, it is granted most of its operating revenue by the Assembly, to provide services to the community councils. This includes the Community Councils Center that provides staff support to the FCC and community councils.

PUBLIC PARTICIPATION PROCESS FOR REVIEWING BOUNDARIES

Public Process Requirement. AMC Section 2.40.040 establishes that, for any review of community council district boundaries, the municipal Planning Department must first obtain public input and the participation of community councils on possible changes to community council district boundaries. It then must submit a report and recommendations on district boundaries to the Planning and Zoning Commission and the Anchorage Assembly.

The Planning and Zoning Commission reviews the report and, after conducting a public hearing, forwards its recommendations to the Assembly. Upon receipt of the recommendation, the Assembly conducts a public hearing and by ordinance may adjust community council district boundaries. The Assembly and the Planning and Zoning Commission must each solicit and consider the recommendations of community councils concerning changes in community council district boundaries.

The Assembly reviews all proposed community council district boundary changes and makes the final decision. Any changes to community council districts or district boundaries must be made by ordinance as an amendment to Anchorage Municipal Code.

Public Process for the Current 10-Year Review Project. The Planning Department kicked off the project in October 2022 with a [project web page](#), outreach to the Federation of Community Councils, and a letter to Community Council executive committees soliciting their initial feedback regarding any boundary issues. Other inquiries were made to help identify any boundary study areas for consideration.

The Department posted an online survey questionnaire in November 2022 regarding community council boundaries and with the assistance of the Community Councils Center twice emailed the questionnaire to approximately 9,500 recipients. The questionnaire was posted until February 2023 and received 420 responses. These responses and other forms of initial public feedback are documented in Appendix A-1.

Some of the questionnaire respondents, community councils, and other members of the public identified a variety of boundary issues of

concern to them. That public feedback taken from Appendix A-1 is highlighted in Appendix A-2 and formed the basis for identifying 39 “Boundary Study Areas” in the first quarter of 2023.

A “Boundary Study Area” means that a community council boundary was identified for further evaluation as part of this project. Boundary study areas typically comprise a part of a community council district or certain boundary segments where the public comments suggested consideration for changes. Planning staff reached out to the executive officers of the community councils where boundary study areas were identified to get their initial feedback.

Boundary Advisory Committee. With the assistance of the Federation of Community Councils, the Planning Department organized a *Community Council Boundary Advisory Committee* in February 2023 to help evaluate the boundary study areas that had been identified by the public. The *Boundary Advisory Committee* was formed as a geographically representative group of 12 volunteers from among community councils’ membership and officers. In addition, the Municipal Ombudsman participated as an ex officio (non-voting) member of the committee. This Boundary Advisory Committee served as a sounding board to discuss and provide feedback to the Planning Department and Planning and Zoning Commission.

At its organizational meeting, the Boundary Advisory Committee discussed its advisory role, the list of boundary issues that had been identified by the public, and the set of *boundary review criteria* (discussed in Part 1) to evaluate potential boundary modifications. Subsequently, the Committee held four publicly noticed meetings to evaluate the boundary study areas individually and provide its recommendations. At each meeting, there was public comment opportunity and the Committee invited members of the public and representatives of community councils as guests to provide input.

An Action Summary documenting the Committee’s essential recommendations and the Committee’s approved minutes documenting the deliberations of its meetings are provided at the end of Appendix B.

Evaluation of Boundary Study Areas. The Boundary Advisory Committee and Planning Department staff applied the 7 *boundary review criteria* based on municipal code to assess each boundary study area. Staff identified alternative options for addressing the boundary issue and proposed a preferred alternative for committee consideration. The committee deliberated and selected its recommendation by majority vote.

The evaluation of each boundary study area by staff and the Boundary Advisory Committee is provided in Part 2 of this report. Minutes of the committee's deliberations are in Appendix B. Key considerations raised by committee members are incorporated in Part 2.

In most cases, after assessing a boundary study area, both the staff and committee recommended “no change” to existing boundaries. In 10 cases, a change to a district boundary was recommended.

Public Hearing Draft Review and Approval.

The recommendations in this report reflect the outcomes of the 2023 boundary review process and are the basis for the October 2024 public hearing draft ordinance recommended boundaries.

Following the release of this report and the public hearing draft district boundaries in October, there will be a public review and comment period that will last several months to give community councils and the public enough time to review and submit comments to the Planning and Zoning Commission (PZC). The PZC will open and then continue the public hearing as needed to allow community councils time to submit resolutions as comments. The Assembly will receive the recommendations of the PZC by the second quarter of 2025 and schedule its public hearing for final action.

During the public hearing draft review period, the Planning Department will conduct outreach to the Federation and community council boards, advising each community council that is included in any of the boundary study areas to submit a written resolution addressed to the PZC stating the community council's position as to its boundaries. The Planning Department and the Community Councils Center staff are making themselves available to provide technical assistance and a template for preparing written resolutions.

Diagram of the public review process:



CRITERIA FOR EVALUATING COMMUNITY COUNCIL BOUNDARIES

Code Standards. Anchorage Municipal Code (AMC) Section 2.40 establishes the standards for delineating community council district areas. The Anchorage Assembly must define community council districts to (1) group residents within natural communities and (2) recognize community desires regarding boundaries. Population is not to be used as a criterion for establishing boundaries.

The code defines “natural communities” as:

- Areas divided one from another by physical or traffic barriers;
- Areas having common interests; and
- Areas having or achieving a distinct identity by reason of geography, history, population, transportation, and other factors.

Alignment with Other Districts: Not a Criteria.

Community council districts are not determined by legislative, taxation, or service districts such as road service areas. Although the review of boundaries may consider service areas as factors that contribute to a common interest (e.g., school attendance areas), council boundaries should be determined primarily by “natural communities” and “community desires as to boundaries.” The Boundary Advisory Committee’s discussion regarding legislative districts and community council boundaries is available in 2-27-2023 meeting minutes, in Appendix B of this report.

GUIDING PRINCIPLES FOR REVIEWING POTENTIAL BOUNDARY CHANGES

The following *guiding principles* for evaluating potential boundary adjustments elaborate on the municipal code standards for establishing community council districts. The seven *guiding principles* are intended to translate the code language into specific criteria that can be more easily applied to individual boundary study areas. They also provide a consistent, equitable, and transparent set of criteria to weigh options for boundary adjustments in each case.

Not every community council boundary needs to meet every *guiding principle*. The principles may vary in relative importance depending on the area and situation. No one factor overrides.

1. Preserve existing boundaries unless there is a reason to change. Prioritize stability and continuity unless other *guiding principles* (below) indicate there is merit in adjusting boundaries. Any boundary changes should strengthen rather than disrupt the function of community councils and should change the districts no more than optimal for to meeting the *guiding principles*.

2. Offer community council representation for each resident, landowner, and business.

Each resident, business, and property owner should have the opportunity to be a participating, voting member of a council. It would be preferable if all areas with residents, property owners, and businesses or other private organizations are located within an active, engaged community council for their area.

3. Set council boundaries that strengthen neighborhoods and natural communities.

Neighborhood participation thrives where there is a strong and distinct identity and shared common interests—a community of *place*. Examples of shared characteristics and interests include:

- A shared geographic focus, activity center, or anchoring institution, such as a commercial district or main street; a town center; a park or a prominent civic institution.
- A distinct pattern of physical features or historic development patterns that define the neighborhood’s character and identity, such as the kinds of residential areas, mix of uses and activities, sizes of buildings and lots, the scale and character of streets, city blocks, and street network.
- A shared history of experiences, traditions, and endeavors that continues to the present, although diverse attitudes and opinions are welcome.
- An elementary school attendance area, improvement district, or community-oriented service area.
- Achieving through common endeavor a shared focus center, neighborhood plan, street system improvements, creek corridor improvement, or park.
- Shared issues and challenges to overcome or resolve through collective deliberation, advocacy, and effort.

- Sufficient interest and ability among neighbors—from all segments of the community—to support a council.

4. Use easily identifiable boundaries that are physical barriers between neighborhoods. It should be relatively easy for people to know what council they live or do business in. Residents should be able to easily identify their council area boundaries. Therefore, council boundaries should be *physical features* evident in the landscape that people can relate to, such as:

- An arterial street that is a physical and traffic barrier more than it is a local connector, the Alaska Railroad Corridor, or a highway.
- Breaks in street and pedestrian connectivity and interaction among neighborhoods, reinforced by local landmarks, such as a stream or park.
- Creeks, creek greenbelts and valleys, ridges and significant breaks in the city's topography, and other prominent natural features.
- Large parks, greenbelts, natural open spaces, and lake systems that separate or isolate neighborhoods.
- Airports and other extensive facilities demarked by clear zones and fences.

5. Align boundaries with community desires and aspirations. Where there is interest among residents, property owners, and businesses and organizations of an area to be in a certain council, those wishes should carry strong weight. Shared, common goals and aspirations are also a basis for recognizing a community of place.

6. Seek an optimal size range that facilitates citizen participation and self-determination. Population is not a criterion for establishing a council, so long as the size of a community council district affords its citizens an opportunity for maximum participation.

Therefore:

- ***An active community council with a small population can be a legitimate natural community.*** For example, Basher, with only several hundred residents, has a distinct community identity, is physically isolated, and

has an active council engaged in representing the neighborhood.

- ***A district that is majority commercial can be a legitimate natural community.*** Downtown is a distinct community with common interests and an active council.

However, community councils exist to afford members of the public an opportunity for maximum community involvement and self-determination. It is important that all residents, businesses, and property owners continue to have representation from an active, engaged community council for their area.

Therefore:

- ***Above an optimum size for its area,*** a community council may find it more difficult to afford all its members and constituent neighborhood areas an effective opportunity for involvement or representation. Reducing to a smaller size may allow such a community council to focus on core areas and maximize involvement of citizens and self-determination for all neighborhoods.

For example, this consideration led to the creation of Midtown Community Council in 2014.

- ***Below an optimum size for its area,*** a community council may not enjoy a critical mass of residents, businesses, or property owners who consistently meet, participate, and represent their collective interests. As a result, it may no longer give its members maximum opportunity for involvement, representation, and self-determination by an active community council.

For example, this consideration led Mid-Hillside and Upper Hillside Community Councils to merge in 2017.

7. Select boundaries that are conducive for sharing information about the neighborhood. Neighborhood-level data is a key to sound neighborhood planning and decision-making. How many people live in a community council? What are its demographic, housing, and economic trends? Questions vital to understanding public issues can be answered more easily where councils are coterminous with *Census Blocks* and *Block Groups*.

Therefore:

- *Use census boundaries where they are easy and available to use for districting councils.* Census blocks are small units of area, tend to follow major physical features and traffic barriers, and accommodate most any configuration of boundaries.
- *Use census boundaries where vital neighborhood information is at stake.* A local park, school, or other unpopulated area allows deviation from census lines, without impacting demographic data.
- *Where there is conflict, actual neighborhoods take precedence.* For example, where census blocks do not coincide with the way people define where they live, the census precinct should not override natural communities.

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Part 2

BOUNDARY STUDY AREAS EVALUATION

PART 2 OVERVIEW

Part 2 first summarizes the online questionnaire responses and email comments from the public. These responses provided the basis for the 40 boundary study areas that have been evaluated in this 10-year review of community council district boundaries project. Each boundary study area comprises all or a part of a community council district or specific boundary segments where public comments received between November 2022 and February 2023 suggest consideration for changes.

Part 2 then provides the assessment of these 40 boundary study areas. It applies the *boundary review criteria* from **Part 1** in the evaluation of each boundary study area and identifies alternative options for how to address the boundary issue.

Part 2 organizes the boundary study areas geographically, starting in Chugiak-Eagle River, Turnagain Arm, and then the Anchorage Bowl, proceeding from north to south.

The evaluation for each boundary study area:

- Summarizes the issue and proposed changes from the public comments;
- Applies the applicable boundary review criteria from **Part 1** to assess the boundary study area; and
- Identifies options for resolving the boundary study area (including a “no action” option).

Each assessment also lists the community council districts that may be affected by the boundary study area, and provides a cross-reference to the relevant Boundary Study Area Map(s) in Appendix C. It also cross-references to the relevant survey questionnaire responses and public comments in Appendix A.

Finally, the assessments recommend the preferred option for how to address the boundary study area. It indicates the recommendations of both the Planning Department and Boundary Advisory Committee.

PUBLIC COMMENTS IDENTIFYING BOUNDARY STUDY AREAS

To identify boundary study areas for evaluation, the Planning Department solicited comments regarding community council district boundaries from the community councils’ officers and members from November 4, 2022, through February 17, 2023, as discussed in **Part 1**. This included an online survey questionnaire that the Community Councils Center distributed as public information alerts in November and February to its contact list of approximately 9,500 email addresses. The Planning Department also received comments by email, through February 26, 2023 (**Appendix A** documents the questionnaire responses and other public comments received).

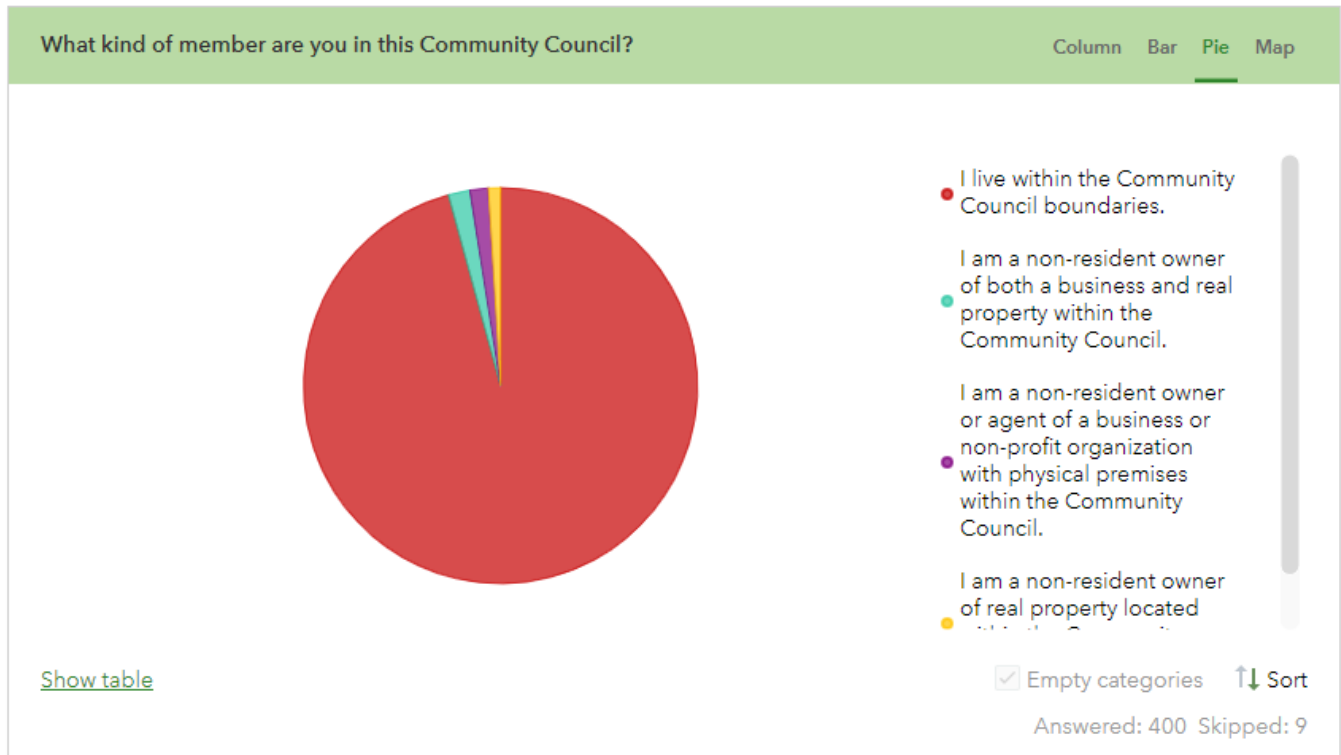
The public feedback and information came from community council members, community council officers, individual Assembly members, the Municipal Ombudsman, and the Community Councils Center. This feedback provided the basis for the “Boundary Study Areas” – i.e., where there is an identified issue or a suggested change to a community council district area or its boundary with a neighboring community council – to be considered in the 10-Year Review of Community Council Boundaries project. This feedback also identified where respondents were satisfied with their existing community council boundaries.

Summary of Public Feedback. Following is a summary of the questionnaire responses and email comments received.

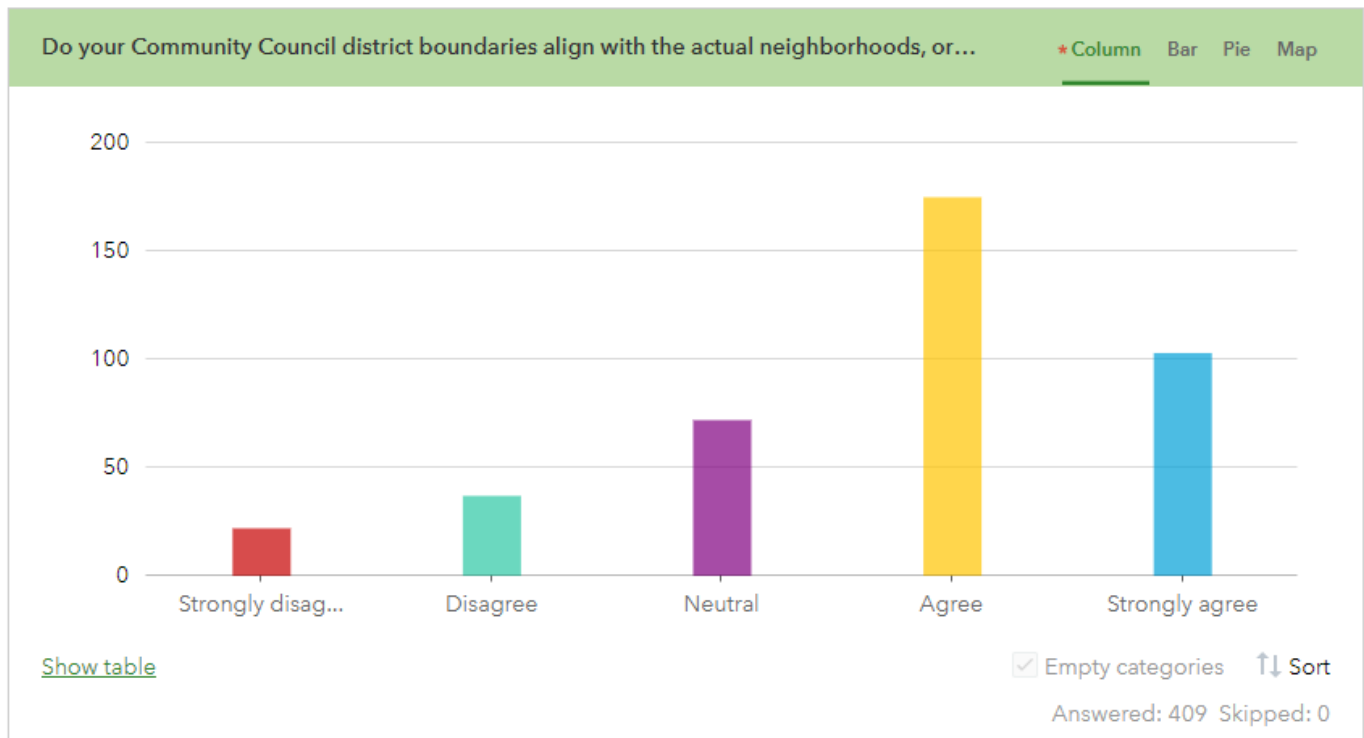
- There were 409 responses to the online survey questionnaire. (Appendix A-1)
- Additionally, 16 comments were received via email and one in a phone conversation. (Appendix A-1)
- Approximately 100 survey responses, or one-quarter, indicated dissatisfaction with existing district boundaries or suggested boundary changes be considered. (Appendix A-2)
- 11 of the email and phone comments indicated dissatisfaction with existing districts and suggested boundary changes to be considered. (Appendix A-2)

The graphs on the following pages provide an overview of the 409 questionnaire responses.

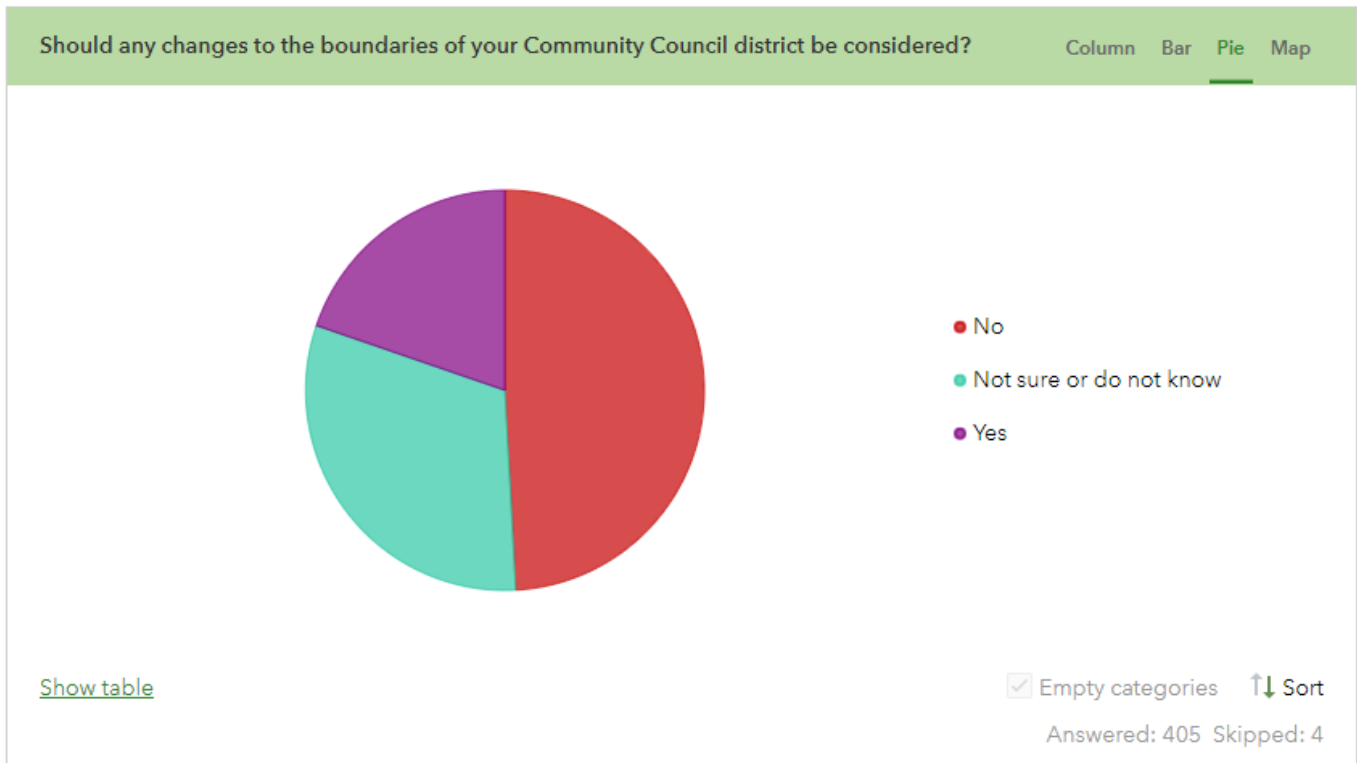
94% of questionnaire respondents are residents of the community council district that they commented about:



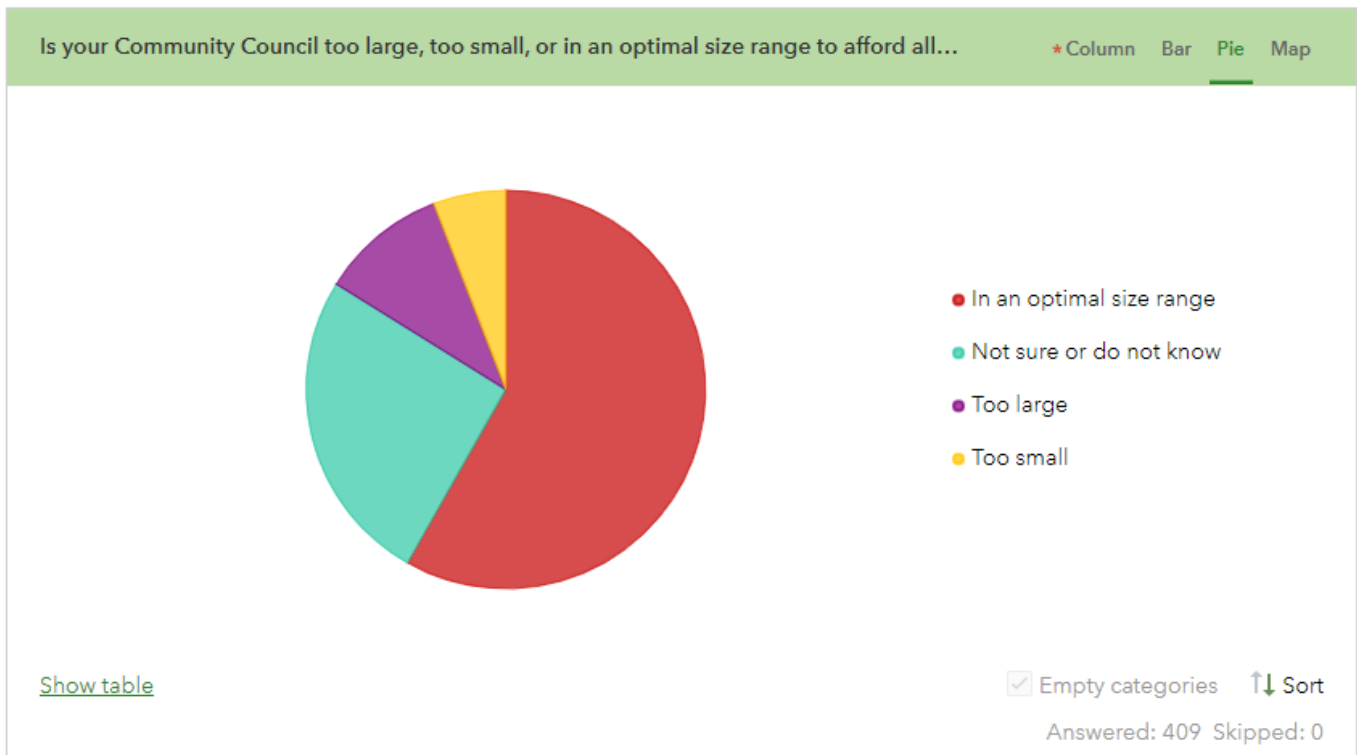
70% agreed that their community council district aligns with the actual neighborhoods, or “natural communities:



49% said no changes to boundaries should be considered while 20% said changes should be considered:



58% said their community council district is in an optimal size range, 10% said it is too large, and 6% said it is too small to afford all members with opportunity for participation and representation.



EVALUATION OF THE BOUNDARY STUDY AREAS

The remainder of this report provides the assessment of the 40 boundary study areas. The boundary study areas appear in the same geographical order as in the Appendix A tables, starting from Chugiak-Eagle River, then Turnagain Arm, and finally the Anchorage Bowl. Within each of these three regions, the boundary study areas are arranged geographically from north to south.

Each boundary study area evaluated in the following pages includes a brief description of the study area and the proposed boundary change(s) from the public comments. It also indicates the total number of comments that called for the boundary study area, and cross-references back to those source comments in Appendix A-2.

The description of each boundary also identifies the community councils that are potentially affected, including neighboring community councils that may be affected by a proposed boundary adjustment. It also includes a cross-reference to the maps of the boundary study area in Appendix C: Boundary Study Area Maps.

Following the description is the main assessment, or evaluation, of the boundary study area, which uses *the boundary review criteria* from Part 1. Specifically, it applies the seven “guiding principles,” numbered 1 through 7 (Part 1, pages 9 through 11). The assessment considers factors such as physical boundaries, neighborhood characteristics, community desires, and common service districts (e.g., a shared elementary school). Population figures are derived by Planning staff from 2020 U.S. Census data. Each assessment also includes a summary of the overall questionnaire results in Appendix A for each affected community council.

Each boundary study area concludes with a list of options for addressing the boundary issue. Option A is usually the “no action” alternative—i.e., to retain existing boundaries without changes. Options B, C, etc. list options for changing the boundaries, generally in order of increasing level of change.

Finally, each boundary study area recommends the preferred option for how to address the boundary issue. It indicates both the Planning Department’s recommendation and the Boundary Advisory Committee’s recommendation, as follows:

- The option that the Planning Department recommends is indicated with the word “(Recommended)” underlined and in parentheses.
- The option that the Boundary Advisory Committee recommended is indicated by two asterisks (**) after the option. The Committee’s recommendation is then repeated at the end of the list of options, along with a vote tally (e.g., “*The Boundary Advisory Committee recommends Option A by unanimous vote.*”).

In most boundary study areas, the Planning Department and Boundary Advisory Committee found themselves in agreement and recommended the same option. Their recommendations differ in a few cases, as indicated in the Executive Summary.

In most cases, after applying the *boundary review criteria* and considering the public feedback, the Planning Department and Boundary Advisory Committee recommended Option A: “no change”—i.e., to retain existing boundaries. Both found that, based on information available, existing boundaries typically align with the code-based standards for establishing community council districts better than the boundary change options proposed.

However, in 9 boundary study areas, changes to district boundaries are recommended. These recommended changes are identified in the Executive Summary.

The recommendations are the basis for the October 2024 PZC public hearing draft ordinance and its accompanying community council district maps, which are for public review and proposed adoption as an amendment to AMC Chapter 2.40.

Where community council boundaries follow a natural feature such as a creek or ridgeline, the public hearing draft maps reflect the most up-to-date geographic information regarding the location of the natural feature. Where the boundaries had previously been based on inaccurate stream or watershed data, the public hearing draft boundaries have shifted from where they appeared on the 2003-era community council maps.

Index of Community Councils. The index table on page 3 of the Executive Summary provides a cross-reference from each community council in the Municipality to the boundary study area(s) which may affect or involve that community council.

CHUGIAK-EAGLE RIVER

1. Chugiak Community Council District

(Boundary Study Area Maps 1 and 2)

A questionnaire response commented that the Chugiak Community Council district is too large to afford all members the opportunity for participation and representation.

(Source comment in Appendix A: 261.)

(Boundary Advisory Committee deliberations in Appendix B: Meeting #2, 4-3-23.)

Boundary Review Criteria:

- 1. *Stable Boundaries.* Retain existing district unless the criteria that follow show a reason to divide it or reduce its size.
- 2. *Representation:* Chugiak provides representation for the area. No data has been collected that would indicate Chugiak is not providing active, engaged representation for all its neighborhoods.
- 3. *Natural Communities:* Distinct area and identity, served by Peters Creek interchanges of New Glenn Highway.
- 3. *Natural Communities:* A neighborhood commercial niche center, near South Peters Creek interchange of the New Glenn Highway, serves Peters Creek.
- 3. *Natural Communities:* Similar semi-rural, large-lot residential character shared across Chugiak and Peters Creek.
- 4. *Identifiable Boundaries:* Peters Creek (waterbody) and (New) Glenn Highway.
- 5. *Community Desires:* No expression of interest received from residents of a specific sub-area to separate.
- 5. *Community Desires:* Chugiak council residents' desire to preserve existing boundaries; no support for splitting up.
- 6. *Optimal Size:* Chugiak is extensive in area with distinct neighborhoods, but its population is low-density with less than two elementary school attendance areas.
- 7. *Sharing Information:* N/A.

Options and Recommendations:

- *Option A (Recommended):* No change. Retain existing boundaries. In the future, if the local community shows sufficient interest to support creating a separate community council for a part of the area covered by Chugiak, then consider establishing such a council district at that time. **
- *Option B:* Adopt an Assembly Resolution recommending the establishment of a separate community council to serve a distinct part of Chugiak Community Council when a voluntary association from that area meeting the requirements of AMC section 2.40.030B. proposes to establish a separate community council organization and requests recognition by the Assembly. Until such a voluntary association receives recognition from the Assembly, Chugiak Community Council will continue to represent all its current district.

*** The Boundary Advisory Committee recommends Option A (by unanimous vote).*

2. Eagle River and Eagle River Valley

(Boundary Study Area Maps 3 and 4)

10 questionnaire responses indicated that the Eagle River and/or Eagle River Valley Community Council districts may not reflect actual neighborhoods or natural communities. 2 of the responses recommended that the Eagle Ridge Subdivision, Parkview Terrace Subdivision, Gruening Middle School, and Eagle River Lions Park area southwest of Eagle River Road and Eagle River Loop Road be transferred from Eagle River Valley Community Council to Eagle River Community Council. One of the responses indicated the natural boundary is farther east, at Mile Hi Avenue and Eagle River Road. One of the responses recommended to merge the two community council districts. The 6 other commenters did not recommend specific changes.

Staff note: Eagle Ridge Subdivision, named above, is already in Eagle River Community Council.

(Source comments in Appendix A: 260, 262, 184, 84, 257, 268, 409, 200, 266, 296.)

(Boundary Advisory Committee deliberations in Appendix B: Meeting #3, 4-24-23.)

Boundary Review Criteria:

- **1. Stable Boundaries.** Retain existing boundaries unless the criteria that follow show a reason to change.
- **2. Representation:** All areas seem to enjoy representation by active councils.
- **3. Natural Communities:** Gruening MS campus street access faces west toward Eagle River and is shared with Eagle Ridge Subdivision's access in Eagle River council.
- **3. Natural Communities:** The size of lots, and character of the local streets on both sides of Eagle River Loop Road are typical of central Eagle River.
- **3. Natural Communities:** Eagle River Valley Community Council is a mix of smaller lots in an urban service area and larger lots outside of urban service areas.
- **3. Natural Communities:** Parkview Terrace Subdivision west of Eagle River Loop Road shares the Alpenglow Elementary School (ES) attendance area with Parkview Terrace East and Eaglewood Subdivisions east of Eagle River Loop Road.
- **3. Natural Communities:** Eagle River ES attendance area extends south of Eagle River Road to include Eagle Ridge Subdivision west of Gruening MS.
- **3. Natural Communities:** Parkview Terrace Subdivision has local street connection via Driftwood Bay Drive to the subdivisions east of Eagle River Loop Road, and no street connections west to Eagle Ridge.
- **4. Identifiable Boundaries:** Gruening MS campus; Eagle River Loop Road is a physical and traffic barrier.
- **4. Identifiable Boundaries:** Eagle River Road is a physical and traffic barrier; Meadow Creek east of Eagle River Loop Road is a physical barrier between neighborhoods to its north and south.
- **5. Community Desires:** 18 members of Eagle River submitted questionnaire responses:

- 5 members agreed that existing boundaries align with natural communities, 7 disagreed, and 6 were neutral.
- 4 said no changes to boundaries should be considered; 4 said changes should be considered; and 10 were not sure.
- 6 said Eagle River is in an optimal size range; 1 said it is too large; 3 said it is too small; and 8 were not sure.
- **5. Community Desires:** 15 members of Eagle River Valley submitted responses:
 - 11 members agreed that existing boundaries align with natural communities, 1 disagreed, and 3 were neutral.
 - 11 said no changes to boundaries should be considered; 1 said that changes to boundaries should be considered; and 3 were not sure.
 - 14 said Eagle River Valley is in an optimal size range; 1 was not sure.
- **5. Community Desires:** There has not been public input supporting a definitive change or specific proposals such as transferring Gruening Middle School.
- **6. Optimal Size:** Eagle River and Eagle River Valley are the two most populous community councils in Chugiak-Eagle River.
- **7. Sharing Information:** Legislative and Census boundaries do not seem to align with natural communities or boundaries.

Options and Recommendations:

- **Option A (*Recommended*):** No change. Retain existing boundaries. **
- **Option B:** Transfer the Gruening Middle School campus from Eagle River Valley to Eagle River Community Council. No other changes.
- **Option C:** In addition to Option B, transfer the Parkview Terrace Subdivision and Eagle River Lions Park area (southwest of Eagle River Road / Eagle River Loop Road intersection) from Eagle River Valley to Eagle River Community Council.

- *Option D:* In addition to Options B and C, transfer the large lot hillside area east of Eagle Loop Road and north of Meadow Creek (waterbody) from Eagle River Valley to Eagle River Community Council.
- *Option E:* In addition to Options B, C, and D, transfer all areas west of Mile Hi Avenue from Eagle River Valley to Eagle River Community Council.
- *Option F:* Merge Eagle River and Eagle River Valley Community Councils.

**** The Boundary Advisory Committee recommends Option A (by unanimous vote).**

3. North of Eagle River Loop Road to Eagle River

(Boundary Study Area Map 4)

2 questionnaire responses recommended to transfer the Eagle Nest Subdivision, Eagle River High School, and Wolf Den Drive area northwest of Eagle River Loop Road from South Fork to Eagle River Community Council.

Staff note: Eagle Pointe is an urban density subdivision south of Eagle River. Nearby is a prison and a secondary school site. There is vacant land and a former community fill site.

(Source comments in Appendix A: 37, 262.)

(Boundary Advisory Committee deliberations in Appendix B: Meeting #2, 4-3-23.)

Boundary Review Criteria:

- *1. Stable Boundaries.* Retain existing boundaries unless the criteria that follow show a reason to change.
- *2. Representation:* South Fork is an active, small to medium size community council that is active and engaged in the area.
- *3. Natural Communities:* Residential lot size and physical character is urban, more similar to Eagle River than South Fork.
- *4. Identifiable Boundaries:* Chugach State Park isolates neighborhoods up Hiland Road from this study area.
- *4. Identifiable Boundaries:* Eagle River (waterbody and valley) is a physical barrier

the isolates the study area from Eagle River Community Council neighborhoods.

- *5. Community Desires:* The other questionnaire response (404) from South Fork supports retaining existing boundaries.
 - *5. Community Desires:* South Fork Council representative reports that its membership desires to preserve its existing boundaries.
 - *5. Community Desires:* Historically, the Eagle Pointe developer and homeowners association desired to remain in South Fork.
 - *5. Community Desires:* Historically, Eklutna, Inc., desired its land holdings in the study area to remain in South Fork.
- 6. Optimal Size:* Retaining the area in question in South Fork supports preserving a critical mass of residents and property areas to maintain an active community council in South Fork.
- 7. Sharing Information:* All options seem equal in terms of alignment with U.S. Census or Assembly District boundaries.

Options and Recommendations:

- *Option A (Recommended):* No change. Retain existing boundaries. **
- *Option B:* Transfer the Eagle Nest Subdivision, Eagle River High School, and Wolf Den Drive area northwest of Eagle River Loop Road from South Fork to Eagle River Community Council.

**** The Boundary Advisory Committee recommends Option A (by unanimous vote).**

TURNAGAIN ARM

4. Girdwood Community Council District

(Boundary Study Area Map 14, and Turnagain Arm Boundary Study Map)

5 commenters (including the Municipal Ombudsman and the Community Councils Center manager) expressed concerns that the Girdwood Valley Service Area (GVSA) is smaller than the boundaries of the Girdwood Community Council district, leaving some Girdwood residents and property owners outside the GVSA. 1 of the commenters also expressed concern that the GVSA is a government entity, a different function from a community council, which is supposed to be independent from government.

The Girdwood Board of Supervisors (GBOS), a five-member body elected by GVSA residents, governs the GVSA provision of police, fire, parks, roads and drainage, and other services. The Municipality has recognized the GBOS as the community council ex officio for Girdwood (AMC 2.40.035). The GBOS created a Land Use Committee (LUC) to operate as the community council for all Girdwood, including areas outside the GVSA. According to the [LUC operating procedures](#), all residents, property owners, and business owners in Girdwood—including those outside the GVSA—are qualified voting members of the LUC.

Girdwood residents, property owners, and businesses outside of the GVSA cannot vote for the GBOS and do not have standing in GBOS meeting discussions regarding police, fire, and other services for GVSA residents. Specifically, 3 of the 5 commenters indicated that the GBOS represents residents within the town of Girdwood, but not residents in Upper Crow Creek (which is outside the GVSA).

1 of the 5 commenters recommended that the boundaries of the GVSA should be expanded. 4 recommended to establish a separate community council from the GBOS. Either option would be inclusive of all Girdwood, including the Upper Crow Creek neighborhood.

Planning research and interviews identified two additional options: transfer Upper Crow Creek to Turnagain Arm Community Council or create an Upper Crow Creek Community Council.

(Source comments in Appendix A: 431, 435, 438, 439, 440.)

(Boundary Advisory Committee deliberations in Appendix B: Meeting #3, 4-24-23.)

Boundary Review Criteria:

- 1. *Stable Boundaries.* Retain existing boundaries unless the criteria show a reason to change.
- 2. *Representation:* Girdwood residents, property owners, and businesses in Upper Crow Creek outside of the GVSA cannot vote for the GBOS.
- 2. *Representation:* The LUC is a committee of GBOS but the Land Use Co-Chair of the GBOS indicates that, in practice, the LUC members and chair can include people from outside the GVSA—the LUC operates the same way as a community council with the same representation and membership as a community council would and allows residents of Upper Crow Creek to participate and vote as a members of the LUC.
- 2. *Representation:* Community councils are independent, nonprofit, voluntary, self-governing associations, but the LUC is a committee of an elected government body.
- 2. *Representation:* The Land Use Co-Chair of the GBOS indicates that GBOS and LUC have a process for when there is a difference of opinion between the GBOS and LUC on a land use matter. In such cases, both the resolutions from GBOS and LUC are forwarded to the municipal decision-making body (e.g., Assembly). The opinion of the LUC is never suppressed, but it is not the only opinion forwarded.
- 3. *Natural Communities:* The entire Girdwood Valley forms a single natural community.
- 3. *Natural Communities:* Upper Crow Creek subdivision is somewhat removed from the rest of the inhabited Girdwood Valley.
- 4. *Identifiable Boundaries:* Mountains and wilderness surrounding the Girdwood Valley.

- **5. Community Desires:** The 2 questionnaire respondents from Girdwood agreed with existing community council boundaries.
- **5. Community Desires:** The Land Use Co-Chair of the GBOS indicated in consultation with staff that, in an advisory vote 10 years ago the GVSA membership opposed moving to a two-organization structure—a GBOS and an independent community council. He believes the majority opinion has not changed.
- **5. Community Desires:** A vote of the GVSA and Upper Crow Creek residents regarding annexing Upper Crow Creek into the GVSA could resolve the representation problem in a way that reflects Girdwood voter preferences.
- **5. Community Desires:** Upper Crow Creek residents may not support annexation into the GVSA because of taxation issues.
- **6. Optimal Size:** The population of Girdwood is 2,100. There are 47 privately owned parcels in the Upper Crow Creek area.
- **7. Sharing Information:** Legislative districts and U.S. Census tracts and block groups straddle Girdwood and its neighboring communities of Bird and Portage.

Options and Recommendations:

- **Option A (Recommended):** No change. Retain existing boundaries and organizational structure. **
- **Option B:** Adopt an Assembly Resolution in support of the establishment of separate community council organization independent of GBOS to serve the Girdwood Community Council district, once a voluntary association meeting the requirements of subsection 2.40.030B. requests recognition by the Assembly. For example, the Land Use Committee (LUC) of the GBOS could request formal recognition. Until such a voluntary association receives recognition from the Assembly, the GBOS shall continue to serve as community council ex officio.
- **Option C:** Adopt an Assembly Resolution in support of a ballot measure that would propose to expand the boundaries of the GBOS to annex all areas within the boundaries of the Girdwood Community

Council district except Chugach National Forest and Chugach State Park lands.

- **Option D:** Transfer Upper Crow Creek and any other privately owned areas outside the GBOS service area boundary from Girdwood Community Council district to Turnagain Arm Community Council district.
- **Option E:** Adopt an Assembly Resolution in support of the establishment of a separate community council to serve Upper Crow Creek, once a voluntary association of the Upper Crow Creek community meeting the requirements of subsection 2.40.030B. requests recognition by the Assembly.

**** The Boundary Advisory Committee recommends Option A (by a vote of 10 in favor and 1 opposed).**

5. Portage Valley Community Council District

(Turnagain Arm Boundary Study Area Map)

The Municipal Ombudsman and the Community Councils Center manager indicated that the Portage Valley Community Council has not submitted revised bylaws required by municipal code changes in 2014. There has not been an active community council meeting quorum for more than 9 years. It is an inactive community council district that does not meet the code criteria for recognition. Failing to meet these requirements means this community council should no longer be recognized by the Assembly. The commenters recommended to consider an option to merge it with an adjacent community council district.

(Source comments in Appendix A: 433, 436.)

(Boundary Advisory Committee deliberations in Appendix B: Meeting #4, 5-1-23.)

Boundary Review Criteria:

- **1. Stable Boundaries.** Retain existing district unless the criteria show a reason to change.
- **2. Representation:** Portage Valley has not been an active community council, submitted revised bylaws, or met legal requirements for maintaining Assembly recognition since at least 2014 (i.e., inactive for 9+ years).

- *2. Representation:* Residents, businesses, and property owners should have representation from an active, engaged community council.
- *2. Representation:* Turnagain Arm is an active community council that would give Portage Valley residents, businesses, and property owners the opportunity to provide organized comment and get representation on issues affecting Portage Valley.
- *2. Representation:* Girdwood Land Use Committee is also active however it is subsidiary to the GVSA (GBOS) which is focused on Girdwood only.
- *2. Representation:* Turnagain Arm Community Council's hybrid (online plus in-person) meeting format has made it possible for Portage Valley residents to participate remotely (online).
- *3. Natural Communities:* Majority of Portage Valley properties are located along or near the Turnagain Arm and the Seward Highway, which is a commonality with Bird and Indian;
- *3. Natural Communities:* Portage Valley has less in common with Girdwood.
- *4. Identifiable Boundaries:* Distance, topography, and creeks separate Portage from other communities in Turnagain Arm.
- *5. Community Desires:* Portage community has not demonstrated interest in sustaining its own community council. There were no questionnaire responses from Portage.
- *5. Community Desires:* 7 questionnaire responses from Turnagain Arm expressed a mix of positive or neutral/not sure opinions toward its existing boundaries. 1 out of the 7 responses expressed it was "too large."
- *6. Optimal Size:* Portage Valley has approximately two dozen privately owned parcels. It does not seem to have a critical mass of members to maintain an active community council.
- *7. Sharing Information:* Rainbow, Indian, Bird, and Portage Valley share the same municipal planning area, zoning, Assembly District, and Census Tract.

Options and Recommendations:

- *Option A:* No change. Retain existing boundaries and continue recognition of Portage Valley Community Council.
- *Option B:* Remove Portage Valley Community Council from the list of recognized community councils and the maps. The area would no longer be represented by a community council, and the maps would indicate that no community council represents this area.
- *Option C (Recommended):* Merge the Portage Valley Community Council district into the Turnagain Arm Community Council district. Residents, property owners, and businesses in the Portage Valley area would receive representation from the Turnagain Arm Community Council. **

*** The Boundary Advisory Committee recommends Option C (by unanimous vote).*

ANCHORAGE BOWL

6. Northeast Community Council District

and

7. North of E. Northern Lights Boulevard to Foxhall Drive

(Boundary Study Area Map 6)

16 responses indicated that the Northeast Community Council district is too large to afford all its members the opportunity for participation and representation, and recommended to either divide it into two community council districts or transfer parts of it to an adjacent community council district.

Some of these commenters recommended to divide Northeast into east and west districts with a few specifying using Turpin Street, Beaver Place, and/or political districts as boundaries. 1 of the commenters recommended to divide Northeast into north and south districts using DeBarr Road as a boundary. 4 of the commenters recommended to transfer western portions of Northeast Community Council (including Nunaka Valley) to the Russian Jack Community Council district or unite those western areas with parts of Russian Jack into a new community council.

(Source comments in Appendix B: 40, 44, 90, 99, 114, 126, 158, 186, 189, 233, 235, 285, 308, 408, 418, 425.)

In addition, 1 response recommended to transfer the Foxhall Drive area north of E. Northern Lights from Northeast Community Council to Scenic Foothills Community Council district. This is Boundary Study Area #7.

(Source comment in Appendix A: 368.)

The Scenic Foothills Community Council board considered Boundary Study Area #7 and has proposed consideration for a transfer of this area and areas south of Chester Creek and Chanshtnu Muldoon Park (Boundary Study Area #7a) from Northeast to Scenic Foothills.

(Boundary Advisory Committee deliberations in Appendix B: Meeting #4, 5-1-23; and Meeting #5, 6-12-23.)

Boundary Review Criteria:

- 1. *Stable Boundaries.* Retain existing district unless the criteria show a reason to change.
- 2. *Representation:* Northeast is an active council that includes business items on its agenda for all areas within its district.
- 2. *Representation:* See issues with “Optimal Size” for providing adequate representation, discussed below.
- 3. *Natural Communities:* Muldoon area neighborhoods share a focus on Muldoon Road, Creekside Town Center, and Chanshtnu Muldoon Park.
- 3. *Natural Communities:* Northeast’s western neighborhoods share Boniface Parkway and a focus on Cheney Lake Park, Nunaka Valley Park, and Russian Jack Springs Park via a grade-separated trail across Boniface.
- 3. *Natural Communities:* Cheney Lake and Nunaka Valley areas share Nunaka Valley ES attendance area with Russian Jack, however would transfer to Chester Valley ES which is further east in Northeast district if the ASD were to close Nunaka Valley ES.
- 3. *Natural Communities:* The areas north and south of DeBarr Road are in different elementary school attendance areas.
- 3. *Natural Communities:* Cheney Lake area has a distinct physical character.
- 3. *Natural Communities:* Foxhall (Boundary Study Area #7) is within the Chester Valley ES attendance area shared with other Northeast neighborhoods.
- 3. *Natural Communities:* Foxhall has physical development pattern in common with adjacent subdivisions southeast of Chester Creek. Neighborhoods northwest of Chester Creek are also similar.
- 4. *Identifiable Boundaries:* Muldoon Road; DeBarr Road; Northern Lights Boulevard.
- 4. *Identifiable Boundaries:* Boniface Parkway; Turpin Street; Baxter Road and Beaver Place combined with Nunaka Valley Park and Cheney Lake Park.

- **4. Identifiable Boundaries:** Patterson Street and Patterson Street Park; Chester Creek and its associated Chester Valley Park; Chanshtnu Muldoon Park.
 - **5. Community Desires:** 25 members of Northeast submitted questionnaire responses and email comments, and a relatively large number said that Northeast is too large, as follows:
 - 11 agreed that existing boundaries align with natural communities, 5 disagreed, and 10 were neutral.
 - 5 said no changes to boundaries should be considered; 14 said that changes to boundaries should be considered; and 5 were not sure.
 - 4 said Northeast is in an optimal size range; 16 said Northeast is too large; and 6 were not sure.
 - **5. Community Desires:** Northeast discussed the different redistricting proposals at its May general meeting and took a straw poll of those in attendance. The overwhelming majority voted to retain the current Northeast Community Council boundaries. A draft resolution on the agenda for its June 15, 2023, meeting expressed support for keeping the boundaries of the council as they currently are.
 - **5. Community Desires:** Members of Northeast who do not feel represented have the opportunity to run for officer positions in the Community Council or to propose a new community council.
 - **5. Community Desires:** Russian Jack Community Council has voted to retain its existing district boundaries.
 - **5. Community Desires:** Scenic Foothills Community Council's executive board has proposed transferring areas southeast of Chester Creek and Chanshtnu Muldoon Park from Northeast to Scenic Foothills (includes Boundary Study Area #7 and adjacent Boundary Study Area #7a shown on Boundary Study Area Map 6).
 - **6. Optimal Size:** Northeast has a population of 29,039 and includes multiple distinct neighborhoods.
 - **6. Optimal Size:** Cheney Lake/ Nunaka Valley area (population 4,940) and Ptarmigan area (population 5,949), have a total population of 11,926 west of Turpin Street and Baxter/Beaver.
 - **6. Optimal Size:** Concerns expressed by a Northeast member in consultation with staff that Northeast has a small base of active members relative to its size, because of household tenure and characteristics. Staff finds its population would be 24,095 if Cheney Lake/Nunaka Valley were removed, and 17,109 if Ptarmigan Area was also removed.
 - **6. Optimal Size:** Boundary Study Area #7, the Foxhall area, has less than 1,631 residents. The total area southeast of Chester Creek and Chanshtnu Muldoon Park that the Scenic Foothills board proposes transferring from Northeast to Scenic Foothills (Boundary Study Area #7 and #7a) has a population of 6,570. Transferring this area would reduce Northeast's population to 22,465 and increase Scenic Foothill's population to 14,513.
 - **6. Optimal Size:** Concerns expressed by Scenic Park board member that its smaller population (7,943) and lack of non-residential land uses makes it difficult to recruit active members and run its council.
 - **6. Optimal Size:** Russian Jack Community Council has a population of 11,573. Its population would increase to 16,513 if Cheney Lake/Nunaka Valley were transferred to its district; its population would increase to 23,499 if Ptarmigan Area was also transferred.
 - **7. Sharing Information:** DeBarr Road is the south boundary for State House District 22.
 - **7. Sharing Information:** US Census Tract and Block Group boundary at Northern Lights.
- Options and Recommendations:**
- **Option A:** No change. Retain existing boundaries. In the future, if the local community shows sufficient interest to support creating a separate community council organization for a part of the area in Northeast, then consider establishing such a community council district at that time.

- *Option B:* Transfer the Foxhall Drive area north of E. Northern Lights (i.e., Boundary Study Area #7 shown on Area Map 6) from Northeast Community Council to Scenic Foothills Community Council.
- *Option C:* In combination with Option B, also transfer the area southeast of Chester Creek and south of Chanshtnu Muldoon Park (i.e., Boundary Study Area #7a on Area Map 6) from Northeast Community Council to Scenic Foothills Community Council.
- *Option D:* Transfer Nunaka Valley and Cheney Lake subdivisions southwest of DeBarr Road and Baxter Road/Beaver Street from Northeast Community Council to Russian Jack Community Council.
- *Option E:* In addition to Option D, also transfer the Ptarmigan ES attendance area northwest of DeBarr Road and Turpin Street from Northeast Community Council to Russian Jack Community Council.
- *Option F:* Adopt an Assembly Resolution in support of the establishment of separate community council in the western half of the Northeast district, once a voluntary association from those areas meeting the requirements of subsection 2.40.030B. requests recognition by the Assembly. The new community council would serve the Nunaka Valley and Cheney Lake area and the neighborhoods in the Ptarmigan E.S. attendance area. The boundary between the two community councils would be Turpin Street and Baxter Road/Beaver Place.
- *Option G (Recommended):* Adopt an Assembly Resolution in support of the establishment of separate community council to serve the Northeast neighborhoods south of DeBarr Road, once a voluntary association from that area meeting the requirements of subsection 2.40.030B requests recognition by the Assembly. Northeast Community Council would focus on representing the areas north of DeBarr Road. Until such a voluntary association receives recognition from the Assembly, Northeast Community Council will continue to represent all its current district. **

**** The Boundary Advisory Committee recommends Option G (by unanimous vote).**

8. West of Baxter Road South of Northern Lights Boulevard

(Boundary Study Area Map 6)

9 questionnaire responses indicated that areas west of Baxter Road are more aligned with the neighborhoods of Scenic Foothills Community Council than with University Area Community Council district. Some recommended to transfer the area between Baxter Road and Boniface Parkway from University Area Community Council to Scenic Foothills Community Council.

(Source comments in Appendix A: Responses 415, 48, 52, 66, 297, 299, 370, 368, 146.)

(Boundary Advisory Committee deliberations in Appendix B: Meeting #5, 6-12-23.)

Boundary Review Criteria:

- *1. Stable Boundaries.* Retain existing district unless the criteria show a reason to change.
- *2. Representation:* University Area and Scenic Foothills are active community councils providing representation for their districts; University Area includes active members from the boundary study area.
- *3. Natural Communities:* There is limited street connectivity west from Baxter Road.
- *3. Natural Communities:* Proximity to Scenic Park and Baxter Bog in Scenic Foothills.
- *3. Natural Communities:* Neighborhoods east of the UMED campuses share physical characteristics and geography in common with Scenic Foothills.
- *3. Natural Communities:* School attendance areas are fragmented.
- *4. Identifiable Boundaries:* Boniface Parkway is a major physical and traffic barrier.
- *5. Community Desires:* Survey responses indicate that some residents west of Baxter Road identify more with the neighborhoods in Scenic Foothills than with University Area.
- *5. Community Desires:* The vice-chair of University Area Community Council reported that people living east of Bonface Parkway have expressed concerns about why their area is not in Scenic Foothills. Few people from the areas east of Boniface participate in

University Area meetings, and the few active board members from that area feel they are more a part of Scenic Foothills.

- **5. Community Desires:** 22 members of University Area sent questionnaire responses:
 - 11 agreed that existing boundaries align with natural communities, 6 disagreed, and 5 were neutral.
 - 6 said no changes to boundaries should be considered; 8 were not sure; and 8 said that changes to boundaries should be considered.
- **5. Community Desires:** The chair of University Area did not support transferring the area east of Boniface out of University Area, out of concern that this will reduce its population and participation by active members. The chair suggested consideration for merging University Area and Scenic Foothills. University Area's vice-chair disagreed and argued that "natural communities" not population size is a boundary review criteria.
- **6. Optimal Size:** University Area's population is: 10,004. This includes 3,891 residents in Boundary Study Area #8 between Baxter Road and Boniface Parkway. Transferring this area east of Boniface would reduce University Area's population to 6,113.
- **6. Optimal Size:** Boundary Study Area #12 includes a recommendation to merge Tudor Area Community Council into University Area. Merging Tudor Area would add 1,764 residents.
- **7. Sharing Information:** State House and Senate Boundaries at Baxter Road.

Options and Recommendations:

- **Option A.** No change. Retain existing boundaries.
- **Option B (Recommended):** Transfer the area between Baxter Road and Boniface Parkway from University Area Community Council to Scenic Foothills Community Council. **
- **Option C:** Transfer all neighborhood areas east of the UMED District campuses from

University Area Community Council to Scenic Foothills Community Council district.

- **Option D:** Merge University Area and Scenic Foothills Community Councils. *(This is the same as Boundary Study Area #9 Option C.)*

**** The Boundary Advisory Committee recommends Option B (by a vote of 8 in favor and 1 opposed).**

9. Scenic Foothills Community Council District

(Boundary Study Area Maps 6 and 9)

3 questionnaire responses indicated that Scenic Foothills Community Council district is too small and should be merged. The respondents recommended merging with Basher, Northeast, or University Area Community Council.

(Source comments in Appendix A: 22, 368, 415.)

(Boundary Advisory Committee deliberations in Appendix B: Meeting #5, 6-12-23.)

Boundary Review Criteria:

- **1. Stable Boundaries.** Retain existing district unless the criteria show a reason to change.
- **2. Representation:** Scenic Foothills, Basher, and University Area Community Councils are active organizations that meet quorum and are engaged in their districts.
- **3. Natural Communities:** Basher is a separate, distinct natural community.
- **3. Natural Communities:** Scenic Foothills is a distinct and distant neighborhood from most of University Area.
- **4. Identifiable Boundaries:** Far North Bicentennial Park; Muldoon Road; Northern Lights Boulevard.
- **4. Identifiable Boundaries:** Baxter Road; Boniface Parkway.
- **5. Community Desires:** No community council has expressed interest in merging.
- **5. Community Desires:** All 7 questionnaire responses from Basher agreed with its existing boundaries and said no changes

should be considered. 6 said it is in an optimal size range and 1 was not sure.

- **5. Community Desires:** 27 members of Scenic Foothills submitted responses:
 - 22 agreed that existing boundaries align with natural communities, 5 were neutral.
 - 13 said no changes to boundaries should be considered; 2 said that changes should be considered; 12 were not sure.
 - 13 said Scenic Foothills is in an optimal size range; 4 said it is too small; and 10 were not sure.
- **6. Optimal Size:** Scenic Foothills has a population of approx. 7,943 (the figures for one Block Group are 2016 ACS estimate).
- **6. Optimal Size:** Concerns expressed by Scenic Park board member that its smaller population (7,943) lack of diversity of non-residential land uses makes it difficult to recruit active members and run its council.
- **7. Sharing Information:** N/A.

Options and Recommendations:

- **Option A (Recommended):** No change. Retain existing boundaries. **
- **Option B:** Merge Scenic Foothills and Basher Community Councils into one community council district.
- **Option C:** Merge Scenic Foothills and University Area Community Councils into one community council district.

***The Boundary Advisory Committee intended to recommend Option A (no vote taken).*

10. University Area Community Council District

(Boundary Study Area Maps 6 and 9)

3 questionnaire responses indicated dissatisfaction with University Area Community Council's district area in general. One indicated it is too large. The others indicated it is disjointed and should more closely follow Assembly or legislative district boundaries.

(Source comments in Appendix A: 23, 188, 213.)

(Boundary Advisory Committee deliberations in Appendix B: Meeting #5, 6-12-23.)

Boundary Review Criteria:

- **1. Stable Boundaries.** Retain existing district unless the criteria that follow show a reason to change.
- **2. Representation:** University Area is an active community council with active members from its district neighborhoods.
- **3. Natural Communities:** Shared geographic focus and interest among the neighborhoods that border the UMED District and Tudor Road public facilities.
- **3. Natural Communities:** Split elementary school attendance areas, between Lake Otis ES, College Gate ES, and Baxter ES.
- **4. Identifiable Boundaries:** Northern Lights Boulevard; Tudor Road; Campbell Creek.
- **4. Identifiable Boundaries:** Lake Otis Parkway; UMED campuses; Boniface Parkway; Baxter Road.
- **5. Community Desires:** 22 members of University Area sent questionnaire responses:
 - 11 agreed that existing boundaries align with natural communities, 6 disagreed, and 5 were neutral.
 - 6 said no changes to boundaries should be considered; 8 were not sure; and 8 said that changes to boundaries should be considered.
- **5. Community Desires:** University Area's chair does not support changes that reduce its current size, out of concern that this will reduce its population and participation by active members, and suggests consideration for consolidation of University Area and Scenic Foothills.
- **6. Optimal Size:** University Area's population is: 10,004.
- **7. Sharing Information:** State House and Senate districts match University Area boundaries. Assembly district splits University Area east and west basically at Piper Street/UAA Drive.

Options and Recommendations:

- **Option A (*Recommended*):** No change. Retain existing boundaries, except where recommended in other boundary study areas (i.e., Boundary Study Areas #8 and #12). **
- **Option B:** Split University Area east and west, with eastern portion joining Scenic Foothills and western portion merging with Tudor Area Community Council.
- **Option C:** Same as Option B and adding northern portion of Campbell Park (Boundary Study Area #13 Option C).
- **Option D:** Merge University Area and Scenic Foothills Community Councils. (*This is the same as Boundary Study Area #9 Option C.*)

***The Boundary Advisory Committee recommends Option A (by unanimous vote).*

11. College Village

(Boundary Study Area Map 6)

1 questionnaire response recommended to transfer the College Village neighborhood out of Rogers Park Community Council district.

To assess options, Planning staff identified an option to transfer College Village to Tudor Area Community Council district.

(Source comments in Appendix A: 35.)

(Boundary Advisory Committee deliberations in Appendix B: Meeting #4, 5-1-23.)

Boundary Review Criteria:

- **1. Stable Boundaries.** Retain existing district unless the criteria that follow show a reason to change.
- **2. Representation:** Rogers Park is an active, geographically focused community council that meets in College Village at Rogers Park Elementary.
- **3. Natural Communities:** Shared commercial areas west of LaTouche Street.
- **3. Natural Communities:** Shared Rogers Park ES attendance area.
- **4. Identifiable Boundaries:** Northern Lights Boulevard; 36th Avenue.

- **5. Community Desires:** The Rogers Park executive board has responded in writing that it opposes the proposed change.
- **5. Community Desires:** 21 members of Rogers Park sent questionnaire responses:
 - 14 agreed that existing boundaries align with natural communities, 3 disagreed, and 4 were neutral.
 - 13 said no changes to boundaries should be considered; 5 were not sure; and 3 said that changes to boundaries should be considered.
- **6. Optimal Size:** The total population of Rogers Park is 2,638.
- **7. Sharing Information:** Shared Assembly and legislative districts.

Options and Recommendations:

- **Option A (*Recommended*):** No change. Retain existing boundaries. **
- **Option B:** Transfer College Village to Tudor Area Community Council district.

***The Boundary Advisory Committee recommends Option A (by unanimous vote).*

12. Tudor Area Community Council District

(Boundary Study Area Map 6)

7 questionnaire respondents plus the Municipal Ombudsman and the Community Councils Center manager indicated that Tudor Area Community Council has been having difficulty making meeting quorum requirements or is too small and recommended to merge Tudor Area into one or more of 3 adjacent community council districts.

(Source Comments in Appendix A: 354, 12, 53, 340, 381, 403, 52, 434, 437.)

(Boundary Advisory Committee deliberations in Appendix B: Meeting #5, 6-12-23.)

Boundary Review Criteria:

- **1. Stable Boundaries.** Retain existing district unless the criteria show a reason to change.
- **2. Representation:** Tudor Area has not been an active community council for the past 3 to 4 years. It has struggled for years to meet its

quorum. In 2023, several members resumed meeting at least once quarterly. The acting chair indicated attendance was only up to 3 people, not meeting its quorum requirements for maintaining Assembly recognition.

- *2. Representation:* The neighboring community councils of Rogers Park, University Area, and Campbell Park are active and could provide representation.
- *3. Natural Communities:* A few former and current active members indicate that Tudor Area has unique characteristics that led to its creation and continued existence.
- *3. Natural Communities:* Shared geography with Rogers Park, between Chester Creek and Campbell Creek Greenbelts.
- *3. Natural Communities:* Eastern Tudor Area including Green Acres Subdivision and the medical park lots and commercial lots along Lake Otis Parkway share a geographic focus and other characteristics in common with University Area community council district.
- *3. Natural Communities:* Tudor Area west of MacInnes Street is in Rogers Park ES attendance area, and east of MacInnes is in Lake Otis ES attendance area.
- *4. Identifiable Boundaries:* Seward Highway, Lake Otis Parkway (arterial), MacInnes Street (collector) are north-south streets.
- *4. Identifiable Boundaries:* Northern Lights Boulevard and Tudor Road (arterials), 36th Avenue (minor arterial), and Fish Creek are east-west traffic or physical barriers in the area.
- *5. Community Desires:* The acting chair of Tudor Area indicated to staff that he preferred to retain Tudor Area Community Council and rebuild participation.
- *5. Community Desires:* 5 members of Tudor Area sent questionnaire responses:
 - 3 indicated Tudor Area is too small to afford participation in an active, engaged council. 2 of these preferred merging with University Area, and 1 preferred merging with Rogers Park.
 - 3 agreed that existing boundaries align with natural communities; 2 disagreed and said that changes to boundaries

should be considered—one suggesting combining with College Village from Rogers Park to make Northern Lights Boulevard the northern boundary, and the other suggesting to transfer eastern Tudor Area to University Area.

- *5. Community Desires:* Rogers Park's board opposes merging Tudor Area into its district.
- *5. Community Desires:* 21 members of Rogers Park sent questionnaire responses:
 - 14 agreed that existing boundaries align with natural communities, 3 disagreed, and 4 were neutral.
 - 13 said no changes to boundaries should be considered; 5 were not sure; and 3 said that changes to boundaries should be considered.
 - 16 said Rogers Park is in an optimal size range; 1 said it is too small.
- *5. Community Desires:* Campbell Park Community Council president indicated consensus preference from his board and members is to retain Campbell Park's northern boundary at Tudor Road and that Tudor Area Community Council be retained or merged with another community council besides Campbell Park.
- *5. Community Desires:* University Area Community Council did not indicate opposition to merging Tudor Area into its district. Its chair expressed desire to maintain an adequate base of residential areas to maintain participation because University Area's district is large only because of its institutions. His observation was that consolidation of some districts would make sense; however, the University Area board has not commented regarding absorbing Tudor Area.
- *6. Optimal Size:* Tudor Area's population is 1,764, the smallest of the urban community councils.
- *6. Optimal Size:* Rogers Park's population is 2,638. Merging Tudor Area would increase the population to 4,402.
- *6. Optimal Size:* University Area's population is: 10,004. Merging Tudor Area would increase the population to 11,768. If the area

east of Boniface Parkway is transferred out of University Area Community Council as recommended in Boundary Study Area #8, merging Tudor Area would recover some of the loss of population so that University Area would end up with a population of 7,877.

- **7. Sharing Information:** Assembly Midtown and East district boundary at Piper Street and UAA Drive in University Area. Tudor Area shares a State House district with Rogers Park, the House district boundary being on Lake Otis and Tudor Road. State Senate District boundary also on Lake Otis Parkway.
- **7. Sharing Information:** Shared Census Tract and Block Group with Rogers Park.

Options and Recommendations:

- **Option A:** No change. Retain existing boundaries and continue recognition of Tudor Area Community Council.
- **Option B:** Merge Tudor Area Community Council district into Rogers Park Community Council district.
- **Option C (Recommended):** Merge Tudor Area Community Council district into University Area Community Council district.**
- **Option D:** Merge Tudor Area Community Council district into Campbell Park Community Council district.
- **Option E:** Transfer the Green Acres Subdivision, Medical Park Subdivisions, and commercial lots east of Fish Creek into the University Area Community Council district, and merge the rest of Tudor Area Community Council into the Rogers Park Community Council district.
- **Option F:** Merge Tudor Area Community Council with College Village Subdivision from Rogers Park Community Council district, so that Northern Lights becomes the northern boundary of Tudor Area. (*Note: Option F would reduce Rogers Park's residential areas and might lead to discussion about merging with a neighbor such as Airport Heights.*)
- **Option G:** Combine Options C and F.

****The Boundary Advisory Committee recommends Option C (by unanimous vote).**

13. South of Tudor Road and East of Lake Otis Parkway

(Boundary Study Area Maps 6 and 9)

4 questionnaire responses recommended to transfer some or all the neighborhoods south of Tudor Road and east of Lake Otis Parkway (and north of Dowling Road) out of Campbell Park Community Council to another community council district. 1 of these responses recommended to transfer the neighborhood along the south side of Tudor Road and north of Campbell Creek to University Area Community Council. Another suggested considering transferring only the public lands and facilities along the south side of Tudor Road in the MLK Jr. Parkway vicinity to University Area Community Council.

(Source comments in Appendix A: 190, 280, 400, 387.)

(Boundary Advisory Committee deliberations in Appendix B: Meeting #5, 6-12-23.)

Boundary Review Criteria:

- **1. Stable Boundaries.** Retain existing district unless the criteria show a reason to change.
- **2. Representation:** Campbell Park is an active community council representing its areas.
- **2. Representation:** University Area already receives notice regarding proposed changes to public facilities south of Tudor Road (its current boundary) and is involved in decisions regarding those areas even though they are outside its boundaries.
- **3. Natural Communities:** Shared interest across the district in the parks and greenbelts along Campbell Creek.
- **3. Natural Communities:** Common interest among neighborhoods along Lake Otis Parkway transit-supportive development corridor.
- **3. Natural Communities:** Neighborhood on the south side of Tudor Road east of Lake Otis has similar characteristics and land use patterns, and common interest in Tudor Road corridor and UMED development, with University Area neighborhoods.

- **3. Natural Communities:** The greenbelt separates the neighborhood on south side of Tudor Road from the rest of Campbell Park but is also a shared interest and focal point.
- **4. Identifiable Boundaries:** Tudor Road, Campbell Creek, and greenbelt park.
- **4. Identifiable Boundaries:** Seward Highway; Lake Otis Parkway; Elmore Road.
- **5. Community Desires:** Campbell Park Community Council president indicated consensus preference from his board and members is to for Campbell Park's northern boundary to remain at Tudor Road. The second most preferred option would be to transfer only the public lands and facilities along the south side of Tudor Road in the MLK Jr. Parkway vicinity from Campbell Park Community Council to University Area Community Council.
- **5. Community Desires:** 13 members of Campbell Park sent questionnaire responses:
 - 7 agreed that existing boundaries align with natural communities, 2 disagreed, and 4 were neutral.
 - 5 said no changes to boundaries should be considered; 3 were not sure; and 4 said that changes to boundaries should be considered. 2 of those 4 recommended transferring the neighborhood along south side of Tudor Road to University Area.
 - 7 said Campbell Park is in an optimal size range; 2 said it is too large; 1 said it is too small; 3 were not sure.
- **6. Optimal Size:** Campbell Park's population is 7,829. Removing its neighborhood along south side of Tudor Road east of Lake Otis Parkway would reduce its population by 959 residents and reduce its mix of land uses, raising concerns about reducing its capacity to remain active.
- **7. Sharing Information:** State Senate and House boundary on Lake Otis. Shared Assembly district.

Options and Recommendations:

- **Option A (Recommended):** No change. Retain existing boundaries. **
- **Option B:** Transfer the public lands and facilities along the south side of Tudor Road in the MLK Jr. Parkway vicinity from Campbell Park Community Council to University Area Community Council, using Campbell Creek as the new boundary.
- **Option C:** In combination with Option B, also transfer the neighborhood south of Tudor Road, north of Campbell Creek, and east of Lake Otis Parkway from Campbell Park Community Council to University Area Community Council.
- **Option D:** Transfer all the neighborhoods and lands south of Tudor Road, east of Lake Otis Parkway, and north of Dowling Road from Campbell Park Community Council to University Area Community Council.

****The Boundary Advisory Committee recommends Option A (by unanimous vote).**

14. West of Reeve Boulevard

(Boundary Study Area Maps 5, 5b, and 6)

2 questionnaire responses indicated that the western, industrial portion of Mountain View Community Council district seems more aligned with the Ship Creek industrial areas to the west, and recommended to transfer those areas out of Mountain View Community Council district.

Staff note: This study area is in the eastern Ship Creek industrial district west of Reeve, south of Ship Creek, and east of Ingra Street.

Staff note: Post Road is the western boundary of Mountain View north of 3rd Avenue. From there the boundary runs east on 3rd. South of 3rd, the western boundary of Mountain View is the Merrill Field clear zone, demarked by a fence line west of Concrete Avenue. Businesses on Concrete Avenue are in Mountain View. Merrill Field clear zone is a buffer between Mountain View and Fairview.

(Source comments in Appendix A: 136, 253.)

(Boundary Advisory Committee deliberations in Appendix B: Meeting #2, 4-3-23.)

Boundary Review Criteria:

- **1. Stable Boundaries.** Retain existing district unless the criteria show a reason to change.
- **2. Representation:** Mountain View is an active Community Council. Businesses and property owners in the study area have made successful petitions and proposals that have received support from Mountain View.
- **2. Representation:** Alaska Railroad Terminal Reserve is in 3 community councils.
- **3. Natural Communities:** The Ship Creek industrial district is also peripheral to the other community councils that extend into it, including Government Hill, Downtown, and Fairview. Government Hill and Fairview community councils focus on their residential and commercial neighborhoods, like Mountain View does.
- **3. Natural Communities:** There is no indication of an interest among the industrial businesses or Alaska Railroad for creating a Ship Creek community council or unifying.
- **3. Natural Communities:** The area in question is closest to Fairview and Mountain View, with the core neighborhood of Fairview being further away.
- **3. Natural Communities:** Government Hill is across Ship Creek, however, includes most of the Alaska Railroad Terminal Reserve lands in the Ship Creek industrial area. The Terminal Reserve extends south of Ship Creek into the industrial area within the Mountain View Community Council district.
- **4. Identifiable Boundaries:** Reeve Boulevard presents a strong boundary option north of 3rd Avenue, although it would divide an industrial district south of 3rd Avenue.
- **4. Identifiable Boundaries:** The existing boundaries consisting of Ship Creek, Post Road, and Merrill Field Airport lands provide identifiable boundaries, although Post Road divides an industrial district area.
- **4. Identifiable Boundaries:** There is a lack of strong physical barriers west of Reeve Boulevard that would facilitate splitting a smaller portion of the industrial district, such as the Terminal Reserve lands.

- **5. Community Desires:** Fairview community council officers have expressed interest in representing this industrial area. No other community council has expressed interest.
- **5. Community Desires:** Two of four questionnaire responses from Mountain View supported retaining existing boundaries.
- **6. Optimal Size:** N/A.
- **7. Sharing Information:** N/A.

Options and Recommendations:

- **Option A (*Recommended*):** No change. Retain existing boundaries. **
- **Option B:** Transfer the area west of Reeve Boulevard from Mountain View Community Council to Government Hill Community Council.
- **Option C:** Transfer the area west of Reeve Boulevard from Mountain View Community Council to Fairview Community Council.
- **Option D:** Transfer the area west of Reeve Boulevard from Mountain View Community Council to Downtown Community Council, in combination with Boundary Study Area #19 Option B to transfer areas north of 5th Avenue from Fairview Community Council to Downtown Community Council.

**** The Boundary Advisory Committee recommends Option A (by unanimous vote).**

15. Penland Park and Brighton Park

(Boundary Study Area Maps 5 and 6)

3 questionnaire responses recommended to transfer Penland Mobile Home Park, the Brighton Park apartments, and/or all areas north of DeBarr Road from Airport Heights Community Council to Mountain View Community Council district.

(Source comments in Appendix A: 104, 181, 206.)

(Boundary Advisory Committee deliberations in Appendix B: Meeting #5, 6-12-23.)

Boundary Review Criteria:

- **1. Stable Boundaries.** Retain existing district unless the criteria show a reason to change.

- **2. Representation:** Airport Heights is an active council that provides representation.
- **2. Representation:** The chair of Airport Heights has indicated there are few active members from the Penland Area.
- **Natural Communities:** Penland Mobile Home Park is in the Airport Heights ES attendance area.
- **3. Natural Communities:** Airport Heights geographic focus near Merrill Field Airport and common interest with Penland area as neighbors of the Merrill Field and Alaska Regional Hospital.
- **3. Natural Communities:** Penland area housing and household socioeconomics in common with Russian Jack and Mountain View and physically separated from Airport Heights main residential neighborhoods.
- **3. Natural Communities:** DeBarr Road transit-supportive development corridor as commonality between areas north and south of DeBarr Road.
- **4. Identifiable Boundaries:** Glenn Highway as a major physical and Traffic Barrier; DeBarr Road as an arterial street.
- **4. Identifiable Boundaries:** Bragaw Street; Airport Heights Drive; Merrill Field Airport.
- **5. Community Desires:** 30 members of Airport Heights sent questionnaire responses:
 - 26 agreed that existing boundaries align with natural communities; 1 disagreed.
 - 6 said changes to boundaries should be considered, 1 of which said to transfer Penland Park to Mountain View.
- **5. Community Desires:** Russian Jack Community Council has voted to retain its existing district boundaries.
- **5. Community Desires:** 4 members of Mountain View Community Council sent questionnaire responses, none suggested expanding south of Glenn Highway. Mountain View's chair indicated he was not opposed to expanding south to represent Penland Area.
- **6. Optimal Size:** Airport Heights population is approximately 6,400 (draft estimate),

including approximately 1,800 in the Penland study area. Mountain View's population is approximately 7,200 (draft estimate).

- **7. Sharing Information:** Assembly district boundary on DeBarr Road; Airport Heights currently split into 3 Assembly districts. Shared State House and Senate districts between Airport Heights and Mountain View.
- **7. Sharing Information:** Census Tract and Block Group for Penland shared with southern Mountain View.

Options and Recommendations:

- **Option A (*Recommended*):** No change. Retain existing boundaries. **
- **Option B:** Transfer Penland Mobile Home Park and Brighton Park Apartments from Airport Heights Community Council to Mountain View Community Council.
- **Option C:** Transfer all areas north of DeBarr Road from Airport Heights Community Council to Mountain View Community Council.
- **Option D:** Transfer all areas north of DeBarr Road from Airport Heights Community Council to Russian Jack Community Council.

****The Boundary Advisory Committee recommends Option A (by unanimous vote).**

16. Anchor Park Subdivision

(Boundary Study Area Maps 6 and 9)

4 questionnaire responses indicated that Anchor Park Subdivision (on the northeast corner of Lake Otis Parkway and E. Northern Lights Boulevard) may be more aligned with the Airport Heights neighborhood and should be considered for transfer from Rogers Park Community Council to Airport Heights Community Council.

(Source comments in Appendix A: 49, 20, 372, 132.)

(Boundary Advisory Committee deliberations in Appendix B: Meeting #4, 5-1-23.)

Boundary Review Criteria:

- **1. Stable Boundaries.** Retain existing district unless the criteria show a reason to change.
- **2. Representation:** Rogers Park provides representation and has active members from Anchor Park.
- **3. Natural Communities:** Anchor Park Subdivision was historically developed as part of Airport Heights and shares street layout, lotting, and housing patterns in common with Airport Heights.
- **3. Natural Communities:** Anchor Park and Airport Heights share Davenport Fields and Tikishla Park in the Chester Greenbelt.
- **3. Natural Communities:** Hillstrand Pond just west of Lake Otis in common with Eastridge Subdivision and Rogers Park.
- **3. Natural Communities:** Anchor Park shares the Lake Otis ES attendance area with eastern College Village in Rogers Park and neighborhoods in University Area and Campbell Park east of Lake Otis Parkway.
- **3. Natural Communities:** Anchor Park is disconnected from the rest of Rogers Park by high traffic volumes and business properties on Northern Lights Boulevard.
- **4. Identifiable Boundaries:** Chester Creek waterbody and Greenbelt.
- **4. Identifiable Boundaries:** Northern Lights Boulevard and Lake Otis Parkway, with a business district west of Lake Otis.
- **5. Community Desires:** 25 members of Rogers Park sent questionnaire responses:
 - 14 agreed that existing boundaries align with natural communities, 3 disagreed, and 4 were neutral.
 - 13 said no changes to boundaries should be considered; 5 were not sure; and 3 said that changes to boundaries should be considered including 1 Anchor Park resident who called for transfer.
- **5. Community Desires:** 30 members of Airport Heights sent responses:
 - 26 agreed that existing boundaries align with natural communities; 1 disagreed.

- 6 said changes to boundaries should be considered; including 3 who called for Anchor Park to transfer.
- **5. Community Desires:** Rogers Park and Airport Heights executive boards indicated to staff they do not object to a transfer and defer to the preferences of Anchor Park residents.
- **5. Community Desires:** Two Anchor Park residents consulted by staff indicated that either community council would work fine.
- **6. Optimal Size:** Anchor Park Subdivision includes 114 homes and a population of 283. Rogers Park's total population is 2,638.
- **7. Sharing Information:** Anchor Park in same State House District and U.S. Census Tract as Airport Heights.

Options and Recommendations:

- **Option A:** No change. Retain existing boundaries.
- **Option B (Recommended):** Transfer Anchor Park Subdivision on the northeast corner of Lake Otis Parkway and E. Northern Lights Boulevard from Rogers Park Community Council to Airport Heights Community Council. **

***The Boundary Advisory Committee recommends Option B (by unanimous vote).*

17. Eastridge

(Boundary Study Area Maps 5 and 6)

1 questionnaire response recommended to transfer Eastridge Subdivision southeast of the intersection of 15th Avenue and Lake Otis Parkway from Airport Heights Community Council to Rogers Park Community Council district.

(Source Comments in Appendix A: 206.)

(Boundary Advisory Committee deliberations in Appendix B: Meeting #4, 5-1-23.)

Boundary Review Criteria:

- 1. Stable Boundaries.** Retain existing district unless the criteria show a reason to change.
- **2. Representation:** Airport Heights is active and representative in this study area.

- **3. Natural Communities:** Study area shares 15th Avenue/DeBarr Road corridor, Alaska Regional Hospital, and Merrill Field Airport issues in common with Airport Heights.
- **3. Natural Communities:** Eastridge is in the Airport Heights ES attendance area.
- **3. Natural Communities:** Eastridge has a distinct development pattern, subdivision layout, and housing type from the rest of Airport Heights, and is somewhat similar to Woodside East townhouse subdivision in eastern Rogers Park.
- **4. Identifiable Boundaries:** Chester Creek and Hillstrand Pond.
- **4. Identifiable Boundaries:** Lake Otis Parkway; Sitka Street Park open space with Sitka Street.
- **5. Community Desires:** 21 members of Rogers Park sent questionnaire responses:
 - 14 agreed that existing boundaries align with natural communities, 3 disagreed, and 4 were neutral.
 - 13 said no changes to boundaries should be considered; 5 were not sure; and 3 said that changes to boundaries should be considered.
- **5. Community Desires:** 30 members of Airport Heights sent responses:
 - 26 agreed that existing boundaries align with natural communities; 1 disagreed.
 - 6 said changes to boundaries should be considered.
- **6. Optimal Size:** Not investigated.
- **7. Sharing Information:** No shared Census Tract or legislative district.

Options and Recommendations:

- **Option A (Recommended):** No change. Retain existing boundaries. **
- **Option B:** Transfer Eastridge Subdivision from Airport Heights Community Council to Rogers Park Community Council.

****The Boundary Advisory Committee recommends Option A (by unanimous vote).**

18. 24th Avenue west of Lake Otis Parkway
(Boundary Study Area Maps 5 and 6)

1 questionnaire response recommended to transfer the lots on 24th Avenue west of Lake Otis Parkway from Rogers Park Community Council to Airport Heights Community Council district.

(Source comments in Appendix A: 372.)

(Boundary Advisory Committee deliberations in Appendix B: Meeting #4, 5-1-23.)

Boundary Review Criteria:

- **1. Stable Boundaries.** Retain existing district unless the criteria that follow show a reason to change.
- **2. Representation:** Both community councils are active in representing their respective areas.
- **3. Natural Communities:** No local street connectivity from E. 24th to either Rogers Park or Airport Heights neighborhoods.
- **3. Natural Communities:** Shared lot lines with abutting properties in Rogers Park.
- **3. Natural Communities:** Study area is in the Rogers Park ES attendance area.
- **4. Identifiable Boundaries:** Chester Creek and Hillstrand Pond; Lake Otis Parkway.
- **5. Community Desires:** Rogers Park executive board indicated to staff that it defers to the preferences of the two property owners, one of which owns the only home on east 24th Avenue.
- **5. Community Desires:** 21 members of Rogers Park sent questionnaire responses:
 - 14 agreed that existing boundaries align with natural communities, 3 disagreed, and 4 were neutral.
 - 13 said no changes to boundaries should be considered; 5 were not sure; and 3 said that changes to boundaries should be considered.
- **5. Community Desires:** 30 members of Airport Heights sent responses:
 - 26 agreed that existing boundaries align with natural communities; 1 disagreed.

- 6 said changes to boundaries should be considered.
- **6. Optimal Size:** There is one house and 8 vacant lots on the south side of 24th Avenue.
- **7. Sharing Information:** Shared state House and Senate district with Rogers Park. Shared Census Block, Block Group, and Tract with Rogers Park.

Options and Recommendations:

- **Option A (Recommended):** No change. Retain existing boundaries. **
- **Option B:** Transfer the residential lots on 24th Avenue west of Lake Otis Parkway from Rogers Park Community Council to Airport Heights Community Council.

***The Boundary Advisory Committee recommends Option A (by unanimous vote).*

19. Fairview North of 5th Avenue

(Boundary Study Area Maps 5 and 5b)

2 questionnaire responses recommended to transfer the area north of 5th Avenue out of Fairview Community Council district and/or extend Downtown east to Ingra Street

To assess all options regarding the first comment above, Planning staff identified options to transfer the northern portion of Fairview to Downtown or Mountain View Community Council.

(Source comments in Appendix A: 107, 121, 279.)

(Boundary Advisory Committee deliberations in Appendix B: Meeting #4, 5-1-23.)

Boundary Review Criteria:

- **1. Stable Boundaries.** Retain existing district unless the criteria show a reason to change.
- **2. Representation:** Fairview is an active, engaged community council in its area north of 5th Avenue.
- **2. Representation:** Downtown is an active, engaged community council in its areas.
- **3. Natural Communities:** Fairview has a lot of history with addressing issues in its areas north of 5th Avenue, and its efforts continue.

- **3. Natural Communities:** The boundary between Fairview and Downtown was historically Cordova Street (prior to 2003).
- **3. Natural Communities:** Fairview's executive committee identifies it as a "creek-to-creek" community council extending to Ship Creek.
- **4. Identifiable Boundaries:** Ship Creek, bluff or ridgelines; 3rd Avenue; 5th Avenue; 6th Avenue.
- **5. Community Desires:** No adjacent community council's officers or members expressed interest in the industrial area. Downtown, Mountain View, and Government Hill are focused on their own core areas, just like Fairview.
- **5. Community Desires:** Fairview executive board does not support transferring areas north of 5th Avenue out of its Council and believes its membership will feel the same.
- **6. Optimal Size:** Not investigated.
- **7. Sharing Information:** State House District boundary is 4th Avenue west of Juneau Street, and 5th Avenue east of Juneau Street. Census Tract and Block Group boundary is 3rd Avenue.

Options and Recommendations:

- **Option A (Recommended):** No change. Retain existing boundaries. **
- **Option B:** Transfer the areas north of 5th Avenue from Fairview Community Council to Downtown Community Council.
- **Option C:** Transfer the areas north of 5th Avenue from Fairview Community Council to Mountain View Community Council.
- **Option D:** Transfer the areas east of Cordova Street and north of 6th Avenue extending to Ship Creek, from Downtown Community Council to Fairview Community Council.

*** The Boundary Advisory Committee recommends Option A (by unanimous vote).*

20. Fairview East and West of Gambell-Ingra Corridor

(Boundary Study Area Maps 5 and 5b)

2 questionnaire responses observed the differences between eastern and western Fairview and the division created by the Gambell-Ingra road corridor. One of these responses indicated Fairview is too small and should be merged with another community council district.

(Source Comments in Appendix A: 77, 286.)

(Boundary Advisory Committee deliberations in Appendix B: Meeting #2, 4-3-23.)

Boundary Review Criteria:

- **1. Stable Boundaries.** There does not seem to be a strong reason to divide this district.
- **2. Representation:** Fairview provides active, engaged representation on issues throughout its district. South Addition and Downtown are not focused on western Fairview residential neighborhoods.
- **3. Natural Communities:** Fairview is a cohesive neighborhood despite the Gambell/Ingra corridor. Areas east and west of Gambell/Ingra share similar neighborhood street, block, and development patterns, history, and aspirations, as well as common issues with Gambell and Ingra Streets.
- **4. Identifiable Boundaries:** Gambell and Ingra are each major traffic barriers.
- **5. Community Desires:** 5 of 7 questionnaire responses from Fairview supported keeping Fairview unified (but some identified peripheral boundary issues).
- **5. Community Desires:** Fairview Community Council is implementing a unified neighborhood plan for this corridor and the neighborhoods on both sides; it seems unlikely to support a proposed division.
- **6. Optimal Size:** Dividing Fairview would significantly reduce the population base for the resulting community council districts.
- **7. Sharing Information:** Creating more community councils would cross more census and legislative districts.

Options and Recommendations:

- **Option A (Recommended):** No change. Retain existing boundaries.**
- **Option B:** Transfer western portions of Fairview Community Council to Downtown Community Council in coordination with Option B of Boundary Study Area #22.
- **Option C:** Transfer western portions of Fairview Community Council north of 9th Avenue to Downtown Community Council and south of 9th Avenue to South Addition Community Council.
- **Option D:** Adopt an Assembly Resolution supporting the establishment of a separate community council in western Fairview.

**** The Boundary Advisory Committee recommends Option A (by unanimous vote).**

21. Sitka Street Park

(Boundary Study Area Maps 5, 5b, and 6)

1 questionnaire response recommended to transfer the open space area west of Sitka Street from Airport Heights Community Council to Fairview Community Council district.

Staff note: Merrill Field Airport properties south of 15th Avenue east of Sitka Street comprise a clear zone open space of natural woodland and wetlands. A portion of that natural open space is developed as the Sitka Street Park playground.

(Source comment in Appendix A: 107.)

(Boundary Advisory Committee deliberations in Appendix B: Meeting #2, 4-3-23.)

Boundary Review Criteria:

- **1. Stable Boundaries.** Retain existing district unless the criteria show a reason to change.
- **2. Representation:** AMC 2.40 ensures adequate notification of development proposals to both community councils.
- **3. Natural Communities:** Sitka Street Park is located just across the street from Eastridge Subdivision neighborhood in Airport Heights.
- **3. Natural Communities:** Both Airport Heights and Fairview residents use Sitka Street Park.

Fairview residents use a loop trail in the woods that starts at the Senior Center.

- **3. Natural Communities:** Fairview has advocated for trail access improvements.
- **3. Natural Communities:** Airport Heights has been involved with improvements in Sitka Street Park, such as in the playground.
- **3. Natural Communities:** Fairview's chair commented in consultation that sharing the open space could build social connectivity and common cause for improvements between Airport Heights and Fairview.
- **4. Identifiable Boundaries:** Sitka Street.
- **4. Identifiable Boundaries:** There is a break in topography between the northern, upland Fairview neighborhood areas and the study area open space, but there is no topographic break from the southern, lowland Fairview neighborhood areas.
- **5. Community Desires:** 24 of 30 questionnaire responses from Airport Heights members were satisfied or neutral with existing boundaries, and only one of the 30 proposed any changes the boundary in this vicinity (see Boundary Study Area #17).
- **5. Community Desires:** 2 of 7 questionnaire responses from Fairview members were satisfied with Fairview's existing boundaries.
- **6. Optimal Size:** N/A.
- **7. Sharing Information:** N/A.

Options and Recommendations:

- **Option A (Recommended):** No change. Retain existing boundaries. **
- **Option B:** Transfer the western half of the Merrill Field Airport open space area from Airport Heights Community Council to Fairview Community Council. Retain the eastern half including the Sitka Street Park playground in Airport Heights.
- **Option C:** Transfer the boundary study area including Merrill Field Airport's natural open space and Sitka Street Park from Airport Heights Community Council to Fairview Community Council.

**** The Boundary Advisory Committee recommends Option A (by unanimous vote).**

22. North of 15th Avenue between Ingra and I Streets; and North of 9th Avenue east of Cordova Street

(Boundary Study Area Maps 5, 5a, 5b)

1 questionnaire response recommended to transfer the area between I Street, Ingra Street, 9th Avenue, and 15th Avenue from the Fairview and South Addition Community Councils to Downtown Community Council.

1 questionnaire response recommended to transfer the area east of Cordova Street and north of 9th Avenue from Downtown Community Council to Fairview Community Council.

(Source comments in Appendix A: 121, 107.)

(Boundary Advisory Committee deliberations in Appendix B: Meeting #4, 5-1-23.)

Boundary Review Criteria:

- **1. Stable Boundaries:** Retain existing district unless the criteria show a reason to change.
- **2. Representation:** Downtown, Fairview, and South Addition are all active, engaged, and geographically focused councils.
- **3. Natural Communities:** Areas east of Cordova Street are a part of the Downtown business district, in common with the rest of Downtown to the west.
- **3. Natural Communities:** The Anchorage Downtown Partnership (ADP) improvement district extends from L Street to Gambell Street.
- **3. Natural Communities:** Fairview has a common interest in revitalization, has weighed in historically, and continues to have active interest in revitalizing the areas east of Cordova Street; Its executive board believes that strong advocates for this area are in Fairview because they see the interrelationships and that the land uses east of Cordova Street have commonalities with the uses in northern and central Fairview.
- **3. Natural Communities:** The tax abatement deteriorated properties district covers the areas east of Cordova Street and in Fairview.
- **3. Natural Communities:** Fairview has engaged citizens who advocate for change

and investments in Downtown that will support implementation of the Downtown District Plan, bringing an ally to the table for Downtown Community Council.

- **3. Natural Communities:** Fairview executive board believes that restoring Fairview's old boundary at Cordova Street would promote a sense of unity about the urban core and strengthen common endeavors, as the future of Downtown is also the future of Fairview and South Addition.
- **4. Identifiable Boundaries:** Delaney Park Strip and 9th Avenue; 15th Avenue.
- **4. Identifiable Boundaries:** Ingra Street; Gambell Street; Cordova Street, Cemetery.
- **5. Community Desires:** Fairview executive board supports consideration for the transfer of the area east of Cordova Street north of 9th Avenue to Fairview.
- **5. Community Desires:** No community council has expressed support for transferring the area north of 15th Avenue between Ingra and I Street to Downtown; South Addition and Fairview executive boards oppose the idea.
- **5. Community Desires:** 4 of 7 questionnaire responses from Downtown agreed its boundaries reflect natural communities; 3 said no changes to boundaries should be considered, 3 were not sure, and 1 response recommended changes.
- **6. Optimal Size:** The proposed changes could reduce the affected community councils below an optimal size to support an active community council.
- **7. Sharing Information:** Not investigated.

Options and Recommendations:

- **Option A (Recommended):** No change. Retain existing boundaries. **
- **Option B:** Transfer the area north of 9th Avenue and east of Cordova Street from Downtown Community Council to Fairview Community Council.
- **Option C:** Transfer the area between I Street, Ingra Street, 9th Avenue, and 15th Avenue from Fairview and South Addition

Community Councils to Downtown Community Council.

**** The Boundary Advisory Committee recommends Option A (by a vote of 7 in favor and 1 opposed).**

23. West of Cordova Street from 9th to 15th Avenue

(Boundary Study Area Maps 5 and 5b)

4 questionnaire responses recommended considering transferring some or all of the areas west of Cordova Street (between Cordova and C Street) from South Addition Community Council to Fairview Community Council district.

(Source comments in Appendix A: 119, 336, 421, 107.)

(Boundary Advisory Committee deliberations in Appendix B: Meeting #4, 5-1-23.)

Boundary Review Criteria:

- **1. Stable Boundaries:** Retain existing district unless the boundary review criteria that follow show a reason to change.
- **2. Representation:** Fairview and South Addition are both active, engaged councils.
- **3. Natural Communities:** North of 13th Avenue, the scale and characteristics of residences west of Cordova Street have commonalities with South Addition, while the housing east of Cordova Street has a higher density and scale.
- **3. Natural Communities:** The residences between A Street and Cordova Street, such as in the Pilot's Row designated historic area, are similar to residences in South Addition west of C Street.
- **3. Natural Communities:** The large vacant property on south side of 13th Avenue between Cordova and A Street is anticipated to develop into relatively high-density, larger-scale multifamily or mixed-use housing, that may be more in scale with Fairview east of Cordova that with South Addition areas north of 13th Avenue; however South Addition also includes a mix of housing with larger-scale multifamily to the west and toward L Street.

- *3. Natural Communities:* Street character and housing density between A and C Streets is different from areas west of C.
- *3. Natural Communities:* Areas east of A Street are in Denali ES attendance area.
- *3. Natural Communities:* Areas east of A and C Streets historically were subdivided as part of the Third Addition Subdivision along with Fairview, rather than in the South Addition subdivision which was west of C Street.
- *3. Natural Communities:* Area west of Cordova Street is oriented to the Delaney Park Strip and Delaney ES.
- *4. Identifiable Boundaries:* A and C Streets (arterials); Cordova Street (collector).
- *4. Identifiable Boundaries:* 9th Avenue with Delaney Park Strip and Denali ES; 15th Avenue.
- *4. Identifiable Boundaries:* 13th or 15th Avenue would be a more recognizable boundary than continuing to use the rear property line between Central Lutheran Church and the vacant lots south of 13th as a boundary.
- *5. Community Desires:* In 2002, more than 100 residents and property owners in the area between Cordova and C Street petitioned to be transferred from Fairview to South Addition Community Council. As a result, the area was transferred in 2003.
- *5. Community Desires:* Central Lutheran Church on the NW corner of 15th Avenue and Cordova Street is a part of Fairview because in 2003 when the current boundary was established the church expressed its desire to remain in Fairview. Current preferences of the church and the owner of the parcels north of the church were not determined.
- *5. Community Desires:* Currently, South Addition has active members who live in the area west of Cordova Street, that identify with and desire to remain in South Addition.
- *5. Community Desires:* South Addition executive board believes that areas west of Cordova Street north of 13th Avenue are more naturally a part of South Addition and should remain in South Addition.

- *5. Community Desires:* 3 of 7 questionnaire responses from Fairview members agreed its boundaries reflect natural communities. 2 said the boundaries should not be changed, and 5 recommended one or more changes.
- *5. Community Desires:* 9 of 10 questionnaire responses from South Addition agreed its boundaries reflect natural communities. 5 said its boundaries should not be changed, and 3 recommended changes. 9 said South Addition is in an optimal size range.
- *5. Community Desires:* Fairview executive board indicated to staff they support a transfer of the vacant properties on the south side of 13th Ave. east of A Street (and north of Central Lutheran Church) to Fairview. South Addition officers and area residents who participated support retaining the vacant properties south of 13th in South Addition.
- *6. Optimal Size:* South Addition's population is 4,384, including 232 east of A Street, 403 between A and C, and 742 in Bootleggers Cove. If areas east of A Street and in Bootleggers Cove (Boundary Study Area #25) transferred out, the population would fall to 3,410.
- *6. Optimal Size:* Fairview includes multiple neighborhoods including western Fairview.
- *7. Sharing Information:* The study area is its own Census Block Group; it is a part of Fairview's Census Tract.

Options and Recommendations:

- *Option A (Recommended):* No change. Retain existing boundaries. **
- *Option B:* Transfer Central Lutheran Church property and the park to the west of the Church from Fairview Community Council to South Addition Community Council. (All areas north of 15th Avenue and west of Cordova Street would be in South Addition.)
- *Option C:* Transfer the area between Cordova and A Streets south of 13th Avenue from South Addition Community Council to Fairview Community Council.
- *Option D:* Transfer the entire area between Cordova and A Streets and 9th and 15th Avenues from South Addition Community Council to Fairview Community Council.

- **Option E:** In addition to Option D, transfer the area between A and C Streets, 9th and 15th Avenues from South Addition Community Council to Fairview Community Council.

**** The Boundary Advisory Committee recommends Option A (by a vote of 6 in favor and 2 opposed).**

24. A and C Street Corridor South of 15th Avenue

((Boundary Study Area Maps 5 and 5b))

1 questionnaire response recommended to transfer the area between A and C Streets south of 15th Avenue (between 15th Avenue and Chester Creek) from Fairview Community Council to South Addition Community Council district.

(Source comments in Appendix A: 279.)

(Boundary Advisory Committee deliberations in Appendix B: Meeting #4, 5-1-23.)

Boundary Review Criteria:

- **1. Stable Boundaries.** Retain existing district unless the criteria show a reason to change.
- **2. Representation:** Fairview is an active council but the corridor west of A Street south of 15th Avenue appears peripheral to its focus areas.
- **3. Natural Communities:** The commercial office property development pattern in the boundary study area is distinct from most of Fairview and South Addition.
- **3. Natural Communities:** The study area is isolated from the Fairview neighborhood by Mulcahy sports park.
- **3. Natural Communities:** South Addition is impacted by issues in this area and in the Mulcahy sports complex just across A Street.
- **3. Natural Communities:** The few residents or establishments in the study area have not interacted with Fairview Community Council.
- **4. Identifiable Boundaries:** A Street; C Street.
- **5. Community Desires:** The chair of Fairview and officers of South Addition indicated to staff they supported transferring the area south of 15th and west of A Street to South

Addition, with A Street becoming a simple, consistent boundary running north and south of 15th Avenue.

- **5. Community Desires:** See summaries of questionnaire responses about boundaries from Fairview and South Addition members in Boundary Study Area #23.
- **6. Optimal Size:** The boundary study area includes 110 residents and 11 properties.
- **7. Sharing Information:** N/A.

Options and Recommendations:

- **Option A.** No change. Retain existing boundaries.
- **Option B (Recommended):** Transfer the area between A and C Streets, 15th Avenue and Chester Creek from Fairview Community Council to South Addition Community Council. **

**** The Boundary Advisory Committee recommends Option B (by unanimous vote).**

25. Northwest of 9th Avenue and L Street

(Boundary Study Area Map 5)

A questionnaire response from a South Addition board member recommended to reassess the appropriate community council designation for the areas northwest of 9th Avenue and L Street, including Bootleggers Cove.

Another respondent suggested to include more of Downtown north of 9th Avenue in South Addition Community Council by expanding South Addition further east into Downtown's mixed-use residential areas.

(Source comments in Appendix A: 230, 421.)

(Boundary Advisory Committee deliberations in Appendix B: Meeting #4, 5-1-2023; Meeting #5, 6-12-23.)

Boundary Review Criteria:

- **1. Stable Boundaries.** Retain existing district unless the criteria show a reason to change.
- **2. Representation:** South Addition is a highly active, engaged community council, and has

been active historically in representing this study area.

- *2. Representation:* Downtown is also an active community council, for its area.
- *3. Natural Communities:* Density and scale of the multifamily and mixed-use development pattern more in common with Downtown than in much of South Addition.
- *3. Natural Communities:* More connectivity of streets and connection of activities in the eastern portion of the study area with Downtown.
- *3. Natural Communities:* The study area is in the original Anchorage Townsite Subdivision plat with Downtown east of L Street.
- *3. Natural Communities:* ADP improvement district extends a half-block west of L Street.
- *3. Natural Communities:* Connectivity of streets and mix of uses along 5th Avenue next to Elderberry Park; natural connection from Downtown to Cook Inlet in that area.
- *3. Natural Communities:* Primarily residential land use pattern of Bootleggers Cove; Bootleggers Cove is separated/disconnected from Downtown by bluff slope topography.
- *3. Natural Communities:* Commercial, upland portion of the study area north of 9th Avenue is not South Addition's neighborhood commercial focus center; Sagaya City Market is more central.
- *3. Natural Communities:* South Addition's board indicated in consultation with staff that there are few active community council members from north of 9th Avenue which indicates there may not be a strong sense of belonging from Bootleggers Cove residents.
- *3. Natural Communities:* South Addition's board commented in consultation with staff that if Bootleggers Cove residents became a part of Downtown, the three community councils in the area could each be more cohesive and aligned with their residents and development goals.
- *4. Identifiable Boundaries:* L Street (arterial).
- *4. Identifiable Boundaries:* Ridges and breaks in the city's topography above Bootleggers Cove create a natural divide.

- *4. Identifiable Boundaries:* 9th Avenue and Delaney Park Strip west of L Street as a westward extension of South Addition's existing boundary with Downtown east of L Street.
- *4. Identifiable Boundaries:* Breaks in street connectivity across Delaney Park.
- *5. Community Desires:* South Addition's executive board supports consideration for transferring the area north of 9th Avenue to Downtown, however this proposal did not come from residents of the area in question.
- *5. Community Desires:* Boundary Advisory Committee chair reported as a former resident of Bootleggers Cove that residents there did not feel themselves to be a part of Downtown and felt more connected to the South Addition area.
- *5. Community Desires:* 9 of 10 questionnaire responses from South Addition said that its boundaries reflect natural communities; 5 said its boundaries should not be changed, and 3 recommended changes; 9 said South Addition is in an optimal size range.
- *5. Community Desires:* 4 of 7 questionnaire responses from Downtown agreed its boundaries reflect natural communities; 3 said no changes to boundaries should be considered, 3 were not sure, and 1 recommended changes but not west of L Street.
- *6. Optimal Size:* Downtown Community Council's population is 2,374; adding the study area would boost its population to 3,116 and give Downtown a larger and more diverse base of residents that could help increase participation in its meetings; however, Downtown is also increasing its population through housing developments.
- *6. Optimal Size:* South Addition's population is 4,384, including 742 in the study area north of 9th Avenue and west of L Street. If the study area is transferred out and the other transfers considered in Boundary Study Areas #23 and #24 are carried out, its population would be 3,752.
- *7. Sharing Information:* The study area shares a Census Tract with the rest of South Addition but is its own Census Block Group.

- **7. Sharing Information:** The upland portion of the boundary study area (i.e., not including Bootleggers Cove) is within the *Downtown District Plan*; the entire study area north of 15th and west of L is within the final draft *South Addition Neighborhood Plan*.

Options and Recommendations:

- **Option A (*Recommended*):** No change. Retain existing boundaries. **
- **Option B:** Establish the top of the bluff above Bootleggers Cove as the physical boundary between Downtown and South Addition councils, from 9th Avenue and Resolution Park, to transfer the upland portion of the study area from South Addition to Downtown community council. Bootleggers Cove would remain in South Addition.
- **Option C:** Transfer all the areas west of “L” Street and north of 9th Avenue from South Addition Community Council to Downtown Community Council.
- **Option D:** Transfer Downtown’s western areas with housing southwest of 6th and H Street from Downtown to South Addition.

** *The Boundary Advisory Committee recommends Option A (by unanimous vote).*

26. North Star Community Council District
(Boundary Study Area Map 8)

3 questionnaire responses indicated that North Star Community Council district is too small and recommended to merge it with Midtown and/or Spenard Community Councils.

(Source comments in Appendix A: 72, 85, 116.)

(Boundary Advisory Committee deliberations in Appendix B: Meeting #2, 4-3-23.)

Boundary Review Criteria:

- **1. Stable Boundaries:** The findings in the criteria that follow do not indicate a need to dissolve this community council.
- **2. Representation:** North Star provides active, engaged representation on issues throughout its district. It meets monthly and regularly meets quorum.

- **2. Representation:** Spenard and Midtown are focused elsewhere, not on neighborhood issues north of Fireweed Lane or in Chester Creek greenbelt.
- **3. Natural Communities:** North Star neighborhoods are residential whereas Midtown Community Council is a primarily business-oriented district, and its members in the areas south of North Star are commercial businesses/property owners.
- **3. Natural Communities:** North Star’s core neighborhood in the Chester Creek valley spans east and west of Arctic Boulevard, such that dividing the North Star district between Spenard and Midtown at Arctic Boulevard would split a natural neighborhood community.
- **3. Natural Communities:** Fireweed Lane corridor is a common interest with Midtown Community Council, equivalent in a way to how Chester Creek is a common interest with South Addition Community Council.
- **4. Identifiable Boundaries:** Fireweed Lane provides a simple, identifiable boundary.
- **5. Community Desires:** North Star Community Council adopted a resolution on March 8, 2023 that requests to retain its district and present boundaries.
- **5. Community Desires:** 3 of 7 questionnaire survey responses from North Star members agree with existing boundaries and 1 was neutral.
- **6. Optimal Size:** North Star includes more than 3,000 residents, dozens of businesses, and its meeting agendas typically have multiple items on its meeting agendas.
- **6. Optimal Size:** Midtown has a population of 4,543 and 100s of businesses and multiple items of business for its meeting agendas. It appears to be within the optimal size range for a community council to be engaged in all its areas.
- **6. Optimal Size:** Combining the North Star and Midtown and/or Spenard districts would risk exceeding optimal size range, creating challenges for providing focused representation.
- **7. Sharing Information:** Not investigated.

Options and Recommendations:

- *Option A (Recommended):* No change. Retain North Star Community Council. **
- *Option B:* Merge North Star Community Council and Midtown Community Council districts.
- *Option C:* Merge the portion of North Star Community Council west of Arctic Boulevard into Spenard Community Council, and merge the portion east of Arctic Boulevard to Midtown Community Council district.

*** The Boundary Advisory Committee recommends Option A (by unanimous vote).*

27. Romig Park near Hillcrest Drive

(Boundary Study Area Maps 7b and 8)

1 questionnaire response recommended to transfer the Romig Park neighborhood along Spenard Road (up to the Hillcrest Drive area) from North Star Community Council to Spenard Community Council district.

Staff notes: This a mostly residential area north of 25th Avenue, tucked between Spenard Road and Minnesota Drive. The Franz bakery is also in this area. This area and areas east of Spenard Road in the western portion of North Star Community Council are in the Romig Park Improvement Company water district, a community well.

(Source comment in Appendix A: 251.)

(Boundary Advisory Committee deliberations in Appendix B: Meeting #2, 4-3-23.)

Boundary Review Criteria:

- *1. Stable Boundaries.* Retain existing district unless the criteria show a reason to change.
- *2. Representation:* Each community council is active and capable, although North Star is more focused on this general area.
- *3. Natural Communities:* Shared community (water) service district east and west of Spenard Road and north of Hillcrest Drive.
- *3. Natural Communities:* Romig Park shares residential characteristics with North Star—a mixed density of older homes with some condos and apartments.

- *3. Natural Communities:* North Star geographic focus along the top of the bluff above Chester Creek.
- *3. Natural Communities:* Nearness to the heart of North Star neighborhoods, peripheral location to Spenard's core areas.
- *3. Natural Communities:* Neighborhood east-west street connections on Hillcrest Drive.
- *3. Natural Communities:* Spenard Road corridor including commercial businesses extending through the study area from Spenard, with commercial property characteristics in common with the rest of Spenard Road to the south and Fireweed Lane to the east.
- *4. Identifiable Boundaries:* Break in street connectivity between Romig Park subdivision and the areas in Spenard Community Council to the south of it.
- *4. Identifiable Boundaries:* "Fireweed extended" west of Spenard Road is a boundary between subdivisions and not a strongly identifiable physical boundary.
- *4. Identifiable Boundaries:* Spenard Road; Minnesota Drive.
- *5. Community Desires:* 3 of 7 questionnaire survey responses from North Star agreed with existing boundaries; 1 was neutral; and 3 responses indicated that North Star is too small and recommended to merging it.
- *5. Community Desires:* North Star Community Council adopted a resolution on March 8, 2023 that requests to retain its district and present boundaries.
- *5. Community Desires:* Spenard Community Council executive committee requested returning to their historical boundaries in Midtown, but it was not clear to staff if they meant to include this specific area in their request (Appendix A, Comment 427).
- *6. Optimal Size:* Romig Park residents have historically been active participating in North Star meetings. This supports the critical mass of active residents in this relatively small community council.
- *7. Sharing Information:* Shared Assembly district with North Star and northwestern Spenard.

Options and Recommendations:

- **Option A (*Recommended*):** No change. Retain existing boundaries. **
- **Option B:** Transfer the Romig Park Subdivision west of Spenard Road and north of Fireweed Lane extended, from North Star to Spenard Community Council.

**** The Boundary Advisory Committee recommends Option A (by unanimous vote).**

28. Midtown Community Council District

(Boundary Study Area Map 8)

6 questionnaire responses, and a letter from the Spenard Community Council executive committee (Appendix B, comment no. 427), expressed that Midtown Community Council is not providing representation or participation opportunities for its residents because it is focused on representing commercial property owners and businesses, for example by moving its membership meeting time to noon.

2 of these 6 responses were from Midtown residents and recommended to merge Midtown Community Council with North Star. The other 4 responses recommended merging with Spenard Community Council or a combination of councils. One of these 4 responses also suggested that another option could be to transfer all areas west of C Street to Spenard.

(Source comments in Appendix A: 56, 172, 390, 191, 199, 222, 427.)

(Boundary Advisory Committee deliberations in Appendix B: Meeting #2, 4-3-23; Meeting #3, 4-24-23.)

Boundary Review Criteria:

- **1. Stable Boundaries.** A primary rationale for the proposals to change the boundaries seems to be Midtown community council's noon-hour meeting time that seems to have the effect of discouraging participation by residents of the community council district. Otherwise, the boundary review criteria below do not seem to show a reason for considering to dissolve Midtown.
- **2. Representation:** Although there was a period 5 to 7 years ago when it was less functional, Midtown is currently an active,

engaged community council on issues throughout its district, meeting monthly, making quorum, and adhering to its bylaws.

- **2. Representation:** The Midtown executive board's focus is on commercial property owner and business issues, and it is conducting active outreach to businesses.
- **2. Representation:** Few of the active members of Midtown Community Council attending its meetings are residents—most are from the business community.
- **2. Representation:** If Midtown were required to also conduct outreach to its residents to encourage them to become active members, then the Municipality should be consistent and require all community councils to conduct active outreach and recruiting.
- **2. Representation:** Midtown meetings are hybrid (in-person and remote attendees), at the noon hour on a weekday, and open to the public including Midtown residents to become members, meeting the municipal requirement to have open meetings and open membership. Community councils are private associations, so it could be problematic for the Assembly to direct them when and where to meet or mandate a hybrid (in-person + remote) meeting format.
- **2. Representation:** Municipal staff visiting Midtown meetings did not perceive that residents are being made unwelcome.
- **2. Representation:** Midtown reached out to and engaged with residents of Midtown and Spenard (in Windemere neighborhood) regarding 2 potential homeless shelters, on Tudor Road and Arctic Boulevard.
- **2. Representation:** Representation can be improved by strategies other than boundary changes, such as assistance with conducting Zoom (hybrid) meetings, or evolution in Midtown's executive committee's focus.
- **2. Representation:** Historically, Spenard Community Council included Midtown and was active in representing Midtown, such as in creating Midtown Cuddy Park. Spenard currently provides active representation for both residents and businesses in its district.
- **3. Natural Communities:** The Midtown area developed later than Spenard and has grown

to become a distinct natural community with business and development issues and was recognized as a community council in 2004.

- *3. Natural Communities:* Shared aspiration—creating a Midtown Plan; the potential for a business improvement district.
- *3. Natural Communities:* Residential enclave including Colonial Manor in the superblock between Arctic, Benson, C Street, and 36th Avenue; and other large residential enclaves in Midtown.
- *3. Natural Communities:* Lotting pattern and age of development east of C Street north of 36th Avenue appears to be more in common with Spenard.
- *3. Natural Communities:* Midtown's anchoring institution at Loussac Library and open space at Midtown Cuddy Family Park.
- *3. Natural Communities:* Midtown's focus on two commercial corridors: Northern Lights / Benson and A/C Street couplet.
- *4. Identifiable Boundaries:* Fireweed Lane; Northern Lights/Benson Boulevard; Tudor Road; International Airport Road.
- *4. Identifiable Boundaries:* Arctic Boulevard; C Street; A Street; Seward Highway.
- *5. Community Desires:* Midtown Community Council executive committee responded by email (Exhibit A, comment 430) that it is satisfied with and requests to retain its current boundaries.
- *5. Community Desires:* 14 members of Midtown sent questionnaire responses:
 - 9 agreed that current boundaries align with natural communities, 2 disagreed, and 3 were neutral.
 - 9 said no changes to boundaries should be considered; 2 were not sure; and 2 called for merging Midtown into North Star to improve opportunities for participation and representation for residents.
 - 3 of 5 respondents who live in Midtown recommended boundary changes and the other 2 residents were not sure.

- 10 said Midtown is in an optimal size range, 2 said it was too small, and 2 were not sure.

- *5. Community Desires:* North Star adopted a resolution on March 8, 2023, requesting to retain its district and not merge with Midtown.
- *5. Community Desires:* 3 of 7 questionnaire survey responses from North Star members agree with existing boundaries, 1 was neutral, and 3 recommended merging North Star with Midtown and/or Spenard.
- *5. Community Desires:* 17 members of Spenard sent questionnaire responses:
 - 9 agreed that current boundaries align with natural communities, 4 disagreed, and 4 were neutral.
 - 6 said no changes to boundaries should be considered; 3 called for merging Midtown into Spenard; 4 called for other boundary changes for Spenard; and 4 were not sure.
 - 10 said Midtown is in an optimal size range, 2 were not sure, and 2 said it was too small.
- *2. Representation:* Midtown is Anchorage's largest commercial and employment center with 100s of businesses; it also has 4,543 residents—more residents than in Downtown and some of the residentially oriented community councils.
- *6. Optimal Size:* A district that is primarily commercial in character can be a legitimate natural community, like Downtown.
- *6. Optimal Size:* Midtown has a population of 4,543, Spenard has nearly 8,800, and each has 100s of businesses and many items of business for their meeting agendas. Each appears to be within the optimal size range for a community council to be engaged in all its areas. Combining them could risk exceeding optimal size range and creating challenges providing focused representation.
- *7. Sharing Information:* Not investigated.

Options and Recommendations:

- *Option A:* No change. Retain Midtown Community Council with its existing boundaries. **

- **Option B: (*Recommended*)**. No change. Retain Midtown Community Council with its existing boundaries. In addition, investigate if there is merit in considering adjustments to municipal code or funding levels to encourage and/or resource open, accessible meetings for all community councils (including Midtown but not just Midtown) to maximize participation and representation for all members of each community council district. This could include offering training and tech assistance.
- **Option C:** Transfer the areas west of C Street, which contain most of the residences in Midtown, from Midtown Community Council to Spenard Community Council.
- **Option D:** Merge Midtown Community Council into Spenard Community Council.
- **Option E:** Merge Midtown Community Council areas south of 36th Avenue into Spenard Community Council and areas north of 36th into North Star Community Council.

**** The Boundary Advisory Committee recommends Option A (with 10 votes in favor and 1 opposed).**

29. Spenard Community Council District (*Boundary Study Area Maps 7 and 8*)

1 questionnaire response recommended to realign the Spenard Community Council district boundaries to follow Assembly district boundaries if those work well with natural communities.

Staff note: Assembly District 2 is west of Minnesota Drive, its eastern boundary. East of Minnesota Drive, Assembly Districts 1 and 4 are divided north and south by 36th Avenue.

(*Source comment in Appendix A: 94.*)

(*Boundary Advisory Committee deliberations in Appendix B: Meeting #2, 4-3-23.*)

Boundary Review Criteria:

- **1. Stable Boundaries:** The findings in the criteria that follow do not indicate a need to partition this community council by Assembly Districts.

- **2. Representation:** Spenard provides active, engaged representation on issues throughout its district.
- **3. Natural Communities:** Assembly Districts 1, 2, and 4 do not align with Spenard's natural neighborhood communities. The Assembly District boundaries would split through the communities that form Spenard and would cut the Spenard Road corridor district into 3 parts using arbitrary dividing lines.
- **3. Natural Communities:** See also Boundary Study Area #26 assessment with this criteria, regarding areas in Midtown and North Star.
- **4. Identifiable Boundaries:** Minnesota Drive is a strong physical traffic barrier running north to south; other physical features further west (the Alaska Railroad, Fish Creek) also provide strong boundaries that enable Spenard to remain whole.
- **5. Community Desires:** Spenard Community Council executive committee comments (Appendix A, comment 427) indicate an interest in expanding the community council eastward, but not to divide its existing areas at 36th Avenue or Minnesota Drive.
- **5. Community Desires:** See Boundary Study Area #28 for a summary of questionnaire responses from Spenard membership.
- **6. Optimal Size:** Not investigated.
- **7. Sharing Information:** Potential alignment with Assembly District boundaries.

Options and Recommendations:

- **Option A (*Recommended*):** No change. Retain existing boundaries. **
- **Option B:** Transfer all areas west of Minnesota Drive to Turnagain Community Council, merge the remaining areas with North Star (north of 36th Avenue) and Midtown (south of 36th Avenue).

**** The Boundary Review Committee recommends Option A (by unanimous vote).**

30. Turnagain Community Council District

(Boundary Study Area Map 7)

1 questionnaire response recommended to merge Turnagain Community Council with Spenard Community Council.

(Source comment in Appendix A: 203.)

(Boundary Advisory Committee deliberations in Appendix B: Meeting #2, 4-3-23.)

Boundary Review Criteria:

- **1. Stable Boundaries:** The findings in the criteria that follow do not indicate a need to merge this community council.
- **2. Representation:** Turnagain provides active, engaged representation on issues throughout its district.
- **3. Natural Communities:** Turnagain Community Council often addresses western neighborhood issues such as the Coastal Trail and Airport, whereas Spenard is focused on Spenard Road and the mixed neighborhoods along that corridor.
- **3. Natural Communities:** Turnagain and Spenard share the southern part of the Spenard Road corridor as the nearest commercial and mixed-use district.
- **3. Natural Communities:** Turnagain and Spenard share an interest in Fish Creek and impacts of the Alaska Railroad Corridor.
- **3. Natural Communities:** Most of Turnagain's residential neighborhoods are distinct in character and somewhat distant out west from Spenard.
- **4. Identifiable Boundaries:** The Alaska Railroad, Fish Creek, southern Spenard Road, Wisconsin Street, and Northern Lights as barriers and boundary options.
- **5. Community Desires:** Turnagain Community Council executive committee responded by email (Exhibit A, comment 426) that it is satisfied with Turnagain's current boundaries.
- **5. Community Desires:** 23 of 29 questionnaire survey responses from Turnagain members agree the community council district reflects the natural community and 5 were neutral.

- **6. Optimal Size:** Turnagain and Spenard Community Councils each seem to generally be within the optimal size range for maintaining an active community council engaged in all its areas. Combining them may exceed that size range and create challenges providing focused representation for all areas.

- **7. Sharing Information:** Not investigated.

Options and Recommendations:

- **Option A (Recommended):** No change. Retain Turnagain Community Council with its existing boundaries. **
- **Option B:** Merge Turnagain Community Council and Spenard Community Council district.

**** The Boundary Review Committee recommends Option A (by unanimous vote).**

31. West of Fish Creek to Wisconsin Street

(Boundary Study Area Map 7)

1 questionnaire response recommended to transfer the neighborhoods south of W. Northern Lights Boulevard between Fish Creek and Wisconsin Street from Turnagain Community Council to Spenard Community Council district.

(Source comment in Appendix A: 191.)

(Boundary Advisory Committee deliberations in Appendix B: Meeting #5, 6-12-23.)

Boundary Review Criteria:

- **1. Stable Boundaries.** Retain existing district unless the criteria show a reason to change.
- **2. Representation:** Turnagain and Spenard are both active community councils providing representation and participation opportunities.
- **3. Natural Communities:** Comment by questionnaire response #191 (Appendix B) that the mixed residential area called "Spenardigan" east of Wisconsin Street aligns best with Spenard's interests.
- **3. Natural Communities:** Spenard council geographic focus on Spenard Road corridor and Fish Creek.

- *3. Natural Communities:* Most residences west of Fish Creek are in the Lake Hood ES attendance area (in Turnagain), except the area northeast of 35th Avenue and Turnagain Street is in the Northwood ES attendance area (in Spenard).
- *3. Natural Communities:* Turnagain council focal points include Coastal Trail, Airport, Northern Lights, Wisconsin Street, Lake Hood, Balto Seppala Park, and Fish Creek.
- *3. Natural Communities:* Mutual focus on and stewardship of Fish Creek.
- *3. Natural Communities:* Street connectivity, with limited local street access crossings from the study area to Spenard across Fish Creek (only 2 streets) and the Alaska Railroad corridor.
- *3. Natural Communities:* Neighborhood character – scale of homes and lots, the pattern of streets. Most of the study area is more like Spenard, but Broadmore Estates and Captain Cook Estates Subdivisions are more like other areas of Turnagain.
- *3. Natural Communities:* Turnagain Community Council interest in maintaining its mix of housing types in its district, including the area east of Wisconsin Street that includes multi-family, duplex, and small single-family residences.
- *3. Natural Communities:* Spenard Corridor Plan (2020) plan area and future land use map focus generally east of Turnagain Boulevard and along Spenard Road mixed-use corridor.
- *4. Identifiable Boundaries:* Fish Creek and greenbelt; undergoing creek restoration.
- *4. Identifiable Boundaries:* Alaska Railroad Utility Corridor.
- *4. Identifiable Boundaries:* Spenard Road (minor arterial), Wisconsin Street (collector).
- *5. Community Desires:* Turnagain Community Council executive board letter (Comment No. 426 on page 21 of Appendix A) supporting its current boundaries and indicating that it reached out to Spenard's executive board asking if Spenard intends to put forward areas for study and offering to hold a joint meeting to discuss further any

proposals that affect Turnagain areas. Turnagain reporting that "SCC Board indicated they also do not intend to put forward areas for study at this time."

- *5. Community Desires:* 23 of 29 survey questionnaire responses from Turnagain members agree its district reflects the natural community; 5 were neutral; and 1 disagreed (suggesting to merge Spenard and Turnagain). No Turnagain respondent recommended boundary changes.
- *5. Community Desires:* Spenard Community Council executive board letter (Comment No. 427 on page 21 of Appendix A) requesting its district be expanded eastward in Midtown (see Boundary Study Area #28 above), but not proposing changes on its western boundary with Turnagain.
- *5. Community Desires:* 17 members of Spenard sent questionnaire responses:
 - 9 agreed that current boundaries align with natural communities, 4 disagreed, and 4 were neutral.
 - 6 said no changes to boundaries should be considered; 3 called for merging Midtown into Spenard; 4 called for other boundary changes for Spenard; and 4 were not sure.
- 6. *Optimal Size:* Turnagain and Spenard Community Councils each seem to generally be within the optimal size range for maintaining an active community council engaged in all its areas.
- 7. *Sharing Information:* N/A.

Options and Recommendations:

- *Option A (Recommended).* No change. Retain existing boundaries. **
- *Option B:* Transfer the neighborhoods south of W. Northern Lights Boulevard between Fish Creek and Wisconsin Street from Turnagain Community Council to Spenard Community Council.

***The Boundary Advisory Committee recommends Option A (by unanimous vote).*

32. Spenard Beach Park

(Boundary Study Area Maps 7 and 7a)

1 questionnaire response recommended to transfer Spenard Beach Park from Turnagain Community Council to Spenard Community Council district.

(Source comment in Appendix A: 191.)

(Boundary Advisory Committee deliberations in Appendix B: Meeting #5, 6-12-23.)

Boundary Review Criteria:

- **1. Stable Boundaries.** Retain existing boundaries unless the criteria show a reason to change.
- **2. Representation:** There are no residents, businesses, or private property owners in Spenard Beach Park.
- **2. Representation:** Turnagain Community Council has been active in representing community interests in Spenard Beach Park and recently led efforts to improve it, with the participation of Spenard Community Council.
- **2. Representation:** AMC 2.40 ensures adequate notification of development proposals to both community councils. Spenard Community Council already receives notice regarding proposed changes in Spenard Beach Park and be involved in municipal decisions and community efforts regarding park improvements even though the park is outside its district boundaries.
- **2. Representation:** No community council “owns” public land used as parks or decides what happens to the parks in its district.
- **3. Natural Communities:** As a general rule, community council districts are delineated as distinct, separate areas that do not overlap; AMC 2.40 defines “natural communities as “areas divided one from another by physical or traffic barriers.”
- **3. Natural Communities:** Mutual stewardship of Spenard Beach Park. Recent joint effort to improve the park through a challenge grant, led by Turnagain.
- **3. Natural Communities:** The park is nearest to Turnagain residential neighborhoods.
- **3. Natural Communities:** All other properties around Spenard Lake are in the Spenard Community Council district.
- **4. Identifiable Boundaries:** Lakeshore Drive; Spenard Lake.
- **4. Identifiable Boundaries:** Overlapping community council boundaries would not be consistent with the code criteria for clear, identifiable boundaries that establish districts “divided one from another by physical or traffic barriers” (AMC 2.40).
- **5. Community Desires:** Turnagain Community Council executive board letter (Comment No. 426 on page 21 of Appendix A) that supported its current boundaries and indicating that it reached out to Spenard’s executive board asking if Spenard intends to put forward areas for study and offering to hold a joint meeting to discuss further any proposals that affect Turnagain areas. Turnagain reporting that “SCC Board indicated they also do not intend to put forward areas for study at this time.”
- **5. Community Desires:** Turnagain and Spenard representatives later met and proposed sharing the park by overlapping the Community Councils’ boundaries so that Spenard Beach Park would be in both community councils. Turnagain Community Council membership passed a resolution supporting this proposal.
- 6. Optimal Size:** N/A.
- 7. Sharing Information:** Overlapping community council district boundaries would create difficulties and cost time for municipal administrative work and mapping, such as internal processes for sending out public notices, maintaining GIS databases, and creating clear, accurate maps for the public.

Options and Recommendations:

- **Option A (Recommended):** No change. Retain existing boundaries. (Spenard Beach Park stays in Turnagain community council.)
- **Option B:** Share Spenard Beach Park between Turnagain Community Council and Spenard Community Council by dividing it, transferring the eastern half to Spenard.

- *Option C:* Share Spenard Beach Park between Turnagain Community Council and Spenard Community Council, by including it in both community council districts, overlapping their district areas. **
- *Option D:* Transfer Spenard Beach Park from Turnagain Community Council to Spenard Community Council.

***The Boundary Advisory Committee recommends Option C (by a vote of 7 in favor and 2 opposed).*

33. South of Dimond Boulevard to 92nd Avenue

(Boundary Study Area Maps 9, 10, and 11)

A questionnaire response from a Taku Campbell Community Council officer, representing the position of its board, recommended to transfer the area south of Dimond Boulevard between Dimond and 92nd Avenue out of Taku Campbell. Its general membership had discussed reducing its southern boundary from 92nd Avenue up to Dimond Boulevard. Taku Campbell Community Council members find their district is too large. It has a lot of business to address in the industrial areas north of Dimond but has not had many agenda items from south of Dimond. They also believe 92nd Avenue is difficult to find, and Dimond Boulevard could provide a stronger, cleaner boundary.

To assess all options, Planning staff identified alternatives to transfer areas south of Dimond Boulevard to the Bayshore/Klatt and/or Old Seward/Oceanview Community Councils.

(Source comment in Appendix A: 298.)

(Boundary Advisory Committee deliberations in Appendix B: Meeting #5, 6-12-23.)

Boundary Review Criteria:

- *1. Stable Boundaries.* Retain existing district unless the criteria show a reason to change.
- *2. Representation:* The area between Dimond Boulevard and 92nd is peripheral to Taku Campbell. Few residents from this area participate as active council members.
- *3. Natural Communities:* The Dimond Center regional commercial center area straddles

Dimond Boulevard to the north and south, extending south to 92nd/Scooter Avenue.

- *3. Natural Communities:* Bayshore/Klatt is centered primarily west of C Street, mostly southwest of Minnesota Drive/O'Malley Road.
- *3. Natural Communities:* Old Seward/Oceanview is focused on areas east of C Street along the Old Seward Highway, but south of O'Malley Road.
- *3. Natural Communities:* Dimond Estates Mobile Home Park is in the Klatt Elementary school attendance area, however ASD has discussed transferring it to Campbell Elementary school attendance area.
- *3. Natural Communities:* The Mt. Vernon Street area including Queensgate and Newland Subdivisions south of Dimond/west of C Street is in the Campbell Elementary attendance area in Taku Campbell.
- *4. Identifiable Boundaries:* Dimond Boulevard and Campbell Creek greenbelt.
- *4. Identifiable Boundaries:* 92nd Avenue is not constructed west of Old Seward Highway.
- *4. Identifiable Boundaries:* C Street, Alaska Railroad, and Seward Highway are options for longitudinal boundaries.
- *5. Community Desires:* Taku Campbell prefers to no longer represent this area.
- *5. Community Desires:* 3 of 5 questionnaire responses from Taku Campbell members agreed its current boundaries align with natural communities; 1 neutral; 1 disagreed.
- *5. Community Desires:* 10 Bayshore/Klatt members sent questionnaire responses:
 - 8 agreed that current boundaries align with natural communities; 1 was neutral; 1 disagreed.
 - 5 said no changes to boundaries should be considered; 4 were not sure; and 1 called for dividing up the district.
 - 6 said the district is in an optimal size range; 3 were not sure; 1 said too large.
- *5. Community Desires:* Bayshore/Klatt's chair supports transferring this area so that it becomes represented by Bayshore/Klatt.

- **6. Optimal Size:** Taku Campbell's population is approximately 12,800. Bayshore/Klatt's population is nearly 12,000.
- **6. Optimal Size:** The boundary study area includes 2,570 of Taku Campbell's residents: with 1,367 in Dimond Estates Mobile Home Park and 1,200 in Mt. Vernon Street area east of Dimond Estates Mobile Home Park.
- **7. Sharing Information:** State legislative districts boundaries are Dimond Boulevard and (New) Seward Highway.
- **7. Sharing Information:** Assembly Midtown district boundary is Dimond Boulevard; Assembly West and South districts boundary on C Street except Vernon St. neighborhood (Newland Subdivision) is in the South district.
- **7. Sharing Information:** Census Tract boundary at Dimond Boulevard.

Options and Recommendations:

- **Option A.** No change. Retain existing boundaries.
- **Option B (Recommended):** Transfer all areas south of Dimond Boulevard from Taku Campbell Community Council to Bayshore/Klatt Community Council. **
- **Option C: In combination with Boundary Study Area #34 Option B,** Transfer the area south of Dimond and west of C Street (to Minnesota Drive) from Taku Campbell Community Council to Bayshore/Klatt Community Council; and transfer the area east of C Street (to Seward Highway) from Taku Campbell Community Council to Old Seward/Oceanview Community Council.

***The Boundary Advisory Committee recommends Option B (by unanimous vote).*

34. Bayshore/Klatt Community Council District

(Boundary Study Area Maps 10 and 11)

1 questionnaire response indicated that Bayshore/Klatt Community Council district is too large and recommended to divide it into two community council districts.

To assess all options, Planning staff identified an alternative to transfer areas north of O'Malley Road along the Old Seward Highway

corridor east of C Street, including 2,165 residents, from Bayshore/Klatt to Old Seward/Oceanview.

(Source comment in Appendix A: 371.)

(Boundary Advisory Committee deliberations in Appendix B: Meeting #5, 6-12-23.)

Boundary Review Criteria:

- **1. Stable Boundaries.** Retain existing district unless the criteria show a reason to change.
- **2. Representation:** Areas northeast of Minnesota/O'Malley have been peripheral to Bayshore/Klatt. Few residents, businesses, or property owners from this area participate as active members.
- **3. Natural Communities:** Bayshore/Klatt has focused on Southport, Bayshore, and Klatt Road residential areas southwest of Minnesota/O'Malley. However, the transfer of Study Area #33 to Bayshore/Klatt would bring more neighborhoods and commercial/industrial areas that have socio-economic, infrastructure, and land use characteristics in common with eastern Bayshore/Klatt into Bayshore/Klatt's district. The entire area bounded by Dimond, Seward, Minnesota, and O'Malley would be represented by a single community council.
- **3. Natural Communities:** Old Seward/Oceanview focus along the Old Seward Highway, south of O'Malley Road.
- **3. Natural Communities:** Diamond Willow Estates and Hillcrest Subdivisions residential areas east of Old Seward Highway between Scooter Drive and O'Malley Road are distant, physically unconnected, and different in character from most other Bayshore/Klatt neighborhoods. They are less distant from residential areas of Old Seward/Oceanview.
- **3. Natural Communities:** Diamond Willow Estates and Hillcrest Subdivisions residential areas east of Old Seward Highway share Old Seward Highway corridor connection with Old Seward/Oceanview.
- **3. Natural Communities:** South Anchorage industrial area, as identified in Anchorage's *Comprehensive Plan*, extends generally from Dimond Boulevard to O'Malley Road, C

Street to Old Seward Highway, straddling the Alaska Railroad Utility Corridor.

- **3. Natural Communities:** Diamond Willow Estates and Hillcrest Subdivisions residential areas east of Old Seward Highway north of O'Malley Road in Taku Elementary attendance area.
- **4. Identifiable Boundaries:** Dimond Boulevard; O'Malley Road.
- **4. Identifiable Boundaries:** C Street, Alaska Railroad Utility Corridor, Seward Highway.
- **5. Community Desires:** 10 Bayshore/Klatt members sent questionnaire responses:
 - 8 agreed that current boundaries align with natural communities; 1 was neutral; 1 disagreed.
 - 5 said no changes to boundaries should be considered; 4 were not sure; and 1 called for dividing up the district.
 - 6 said the district is in an optimal size range; 3 were not sure; 1 said too large.
- **5. Community Desires:** Bayshore/Klatt chair supported retaining existing areas east of C Street and north of O'Malley Road, and indicated there is no support for breaking apart the district.
- **5. Community Desires:** 11 members of Old Seward/Oceanview sent survey responses:
 - 8 agreed that current boundaries align with natural communities. 2 out of 3 who disagreed recommended extending the community council northward to O'Malley (Boundary Study Area #35).
 - 10 said the district is in an optimal size range and 1 said it is too small.
- **5. Community Desires:** Old Seward/Oceanview board has no interest in representing areas north of O'Malley Road.
- **6. Optimal Size:** Bayshore/Klatt's population is nearly 12,000. Old Seward/Oceanview's population is nearly 9,000.
- **6. Optimal Size:** The population of the residential areas east of Old Seward Highway between Scooter Drive and O'Malley Road is 2,165.

- **7. Sharing Information:** Assembly West and South districts have a boundary on C Street and West Klatt Road; Both councils are in same state legislative districts.

Options and Recommendations:

- **Option A (Recommended):** No change. Retain existing boundaries. **
- **Option B:** In combination with Boundary Study Area #35 Option B (transferring areas southeast of O'Malley Road and C Street to Old Seward/Oceanview Community Council), Transfer areas north of O'Malley Road and east of C Street from Bayshore/Klatt to Old Seward/Oceanview Community Council.
- **Option C:** Adopt an Assembly Resolution supporting the establishment of a separate community council to serve parts of Bayshore/Klatt Community Council.

****The Boundary Advisory Committee recommends Option A (by unanimous vote).**

35. South of O'Malley Road to Klatt Road, East of C Street

(Boundary Study Area Map 11)

3 questionnaire responses recommended to transfer the area of C Street on the west, O'Malley Road on the north, New Seward Highway on the east, and Klatt Road on the south, from Bayshore/Klatt Community Council to Old Seward/Oceanview Community Council district.

(Source comments in Appendix A: 241, 318, 422.)

(Boundary Advisory Committee deliberations in Appendix B: Meeting #4, 5-1-23.)

Boundary Review Criteria:

- **1. Stable Boundaries.** Retain existing district unless the criteria show a reason to change.
- **2. Representation:** Both community councils are active.
- **3. Natural Communities:** Study area shares a geographic focus on Old Seward Highway commercial corridor and Huffman Town Center in common with Old Seward/Oceanview Community Council.

- **3. Natural Communities:** Local street connectivity with Old Seward/Oceanview.
- **3. Natural Communities:** Neighborhood development pattern and household characteristics shared in common with Old Seward/Oceanview neighborhoods across Klatt Road.
- **3. Natural Communities:** Study area is in the Mears MS and Dimond HS attendance areas; Old Seward/Oceanview is in the South HS attendance area.
- **3. Natural Communities:** Study area is in Klatt ES attendance area; however, ASD has discussed transferring it to Oceanview ES.
- **4. Identifiable Boundaries:** O'Malley Road (freeway/arterial); Klatt Road (collector).
- **4. Identifiable Boundaries:** C Street, with a commercial zone and parkland on west side of C Street; Seward Highway.
- **5. Community Desires:** Old Seward/Oceanview's board supported the proposed transfer; Bayshore/Klatt's president also supported the transfer.
- **5. Community Desires:** 10 Bayshore/Klatt members sent questionnaire responses:
 - 8 agreed that current boundaries align with natural communities; 1 was neutral; 1 disagreed.
 - 5 said no changes to boundaries should be considered; 4 were not sure; and 1 called for dividing up the district.
 - 6 said the district is in an optimal size range; 3 were not sure; 1 said too large.
- **5. Community Desires:** 11 members of Old Seward/Oceanview sent questionnaire responses:
 - 8 agreed that current boundaries align with natural communities. 2 out of 3 who disagreed recommended extending the community council northward to O'Malley (Boundary Study Area #35).
 - 10 said the district is in an optimal size range and 1 said it is too small.
- **6. Optimal Size:** Bayshore/Klatt's population is nearly 12,000. Old Seward/Oceanview's population is nearly 9,000.

- **6. Optimal Size:** The boundary study area includes 629 of Bayshore/Klatt's residents.
- **7. Sharing Information:** Assembly West and South districts have a boundary on C Street and West Klatt Road; Both councils are in same state legislative district.

Options and Recommendations:

- **Option A:** No change. Retain existing boundaries.
- **Option B (Recommended):** Transfer the area bounded by C Street on the west, O'Malley Road on the north, (New) Seward Highway on the east, and Klatt Road on the south, from Bayshore/Klatt Community Council to Old Seward/Oceanview Community Council.**

****The Boundary Advisory Committee recommends Option B (by unanimous vote).**

36. Oceanview East of Old Seward Highway *(Boundary Study Area Maps 11 and 12)*

1 questionnaire response recommended to transfer the area of Oceanview neighborhood between the Old Seward Highway and the Seward Highway from Old Seward/Oceanview Community Council to Huffman/O'Malley Community Council district.

Staff note: The northern boundary of this area seemed unclear, so staff used Huffman Road to support the assessment of options.

(Source comment in Appendix A: 137.)

(Boundary Advisory Committee deliberations in Appendix B: Meeting #4, 5-1-23.)

Boundary Review Criteria:

1. **Stable Boundaries.** Retain existing district unless the criteria that follow show a reason to change.
2. **Representation:** Old Seward/Oceanview is an active community council and the study area in question is a part of the Oceanview neighborhood.
3. **Natural Communities:** The north half of the study area is in Oceanview ES attendance area; the south half is with Rabbit Creek ES across the New Seward Highway.

3. *Natural Communities*: Shared focus on Huffman Town Center.
4. *Identifiable Boundaries*: New Seward Highway (freeway); Old Seward Highway (arterial).
- 5. *Community Desires*: 11 members of Old Seward/Oceanview sent questionnaire responses:
 - 8 agreed that current boundaries align with natural communities. 2 out of 3 who disagreed recommended extending the community council northward to O'Malley and did not indicate any concern with Oceanview west of New Seward Highway being in Old Seward/Oceanview.
 - 10 said the district is in an optimal size range and 1 said it is too small.
6. *Optimal Size*: Not investigated.
7. *Sharing Information*: Shared Census Tract and state House district with most of Old Seward/Oceanview.

Options and Recommendations:

- *Option A (Recommended)*: No change. Retain existing boundaries. **
- *Option B*: Transfer areas of Oceanview neighborhood south of Huffman Road between the Old Seward Highway and the Seward Highway from Old Seward/Oceanview Community Council to Huffman/O'Malley Community Council.

***The Boundary Advisory Committee recommends Option A (by unanimous vote).*

37. East of Elmore Road from 104th Avenue to De Armoun Road

(Boundary Study Area Map 12)

1 questionnaire response recommended to transfer areas east of Elmore Road from Huffman/O'Malley Community Council to Hillside Community Council district.

(Source comment in Appendix A: 166.)

(Boundary Advisory Committee deliberations in Appendix B: Meeting #5, 6-12-23.)

Boundary Review Criteria:

1. *Stable Boundaries*: Retain existing district unless the criteria show a reason to change.
- 2. *Representation*: Huffman/O'Malley is an active community council providing representation for the study area.
- 3. *Natural Communities*: Large lot residential areas characterize both community councils
- 4. *Identifiable Boundaries*: Elmore Road; Birch Road.
- 5. *Community Desires*: Indications are that neither community council supports the proposed change.
- 6. *Optimal Size*: Not investigated.
- 7. *Sharing Information*: N/A

Options and Recommendations:

- *Option A (Recommended)*: No change. Retain existing boundaries. **
- *Option B*: Transfer areas east of Elmore Road from Huffman/O'Malley Community Council to Hillside Community Council.

***The Boundary Advisory Committee recommends Option A (by unanimous vote).*

38. Higher Elevations of Rabbit Creek Community Council

(Boundary Study Area Map 13)

1 questionnaire response recommended to transfer higher-elevation portions of Rabbit Creek Community Council district out of Rabbit Creek.

To assess options, Planning staff identified an option to transfer the higher-elevation portions of Rabbit Creek Community Council district generally east of Goldenvue Drive and south of Potter Creek to Bear Valley Community Council.

(Source comment in Appendix A: 112.)

(Boundary Advisory Committee deliberations in Appendix B: Meeting #4, 5-1-23.)

Boundary Review Criteria:

- 1. *Stable Boundaries*. Retain existing district unless the criteria show a reason to change.

- **2. Representation:** Rabbit Creek is an active community council providing representation for upper elevation neighborhoods.
- **3. Natural Communities:** The upper elevations of Rabbit Creek are not in the Bear Valley.
- **4. Identifiable Boundaries:** Goldenview Drive; Bear Valley ridgeline area with breaks in neighborhood connectivity from Bear Valley.
- **5. Community Desires:** Rabbit Creek’s board responded to the original questionnaire and indicated that its general membership discussed the district boundaries and was satisfied with existing boundaries.
- **Community Desires:** Rabbit Creek’s board opposed the proposed boundary change.
- **Community Desires:** 17 members of Rabbit Creek responded to the questionnaire. 12 agreed that existing boundaries reflected natural neighborhood communities; 3 were not sure; and 2 disagreed.
- **Community Desires:** All 3 questionnaire respondents from Bear Valley agreed with existing boundaries.
- **6. Optimal Size:** Not investigated;
- **7. Sharing Information:** Not investigated.

Options and Recommendations:

- **Option A (Recommended):** No change. Retain existing boundaries. **
- **Option B:** Transfer higher-elevation portions of Rabbit Creek Community Council district, generally east of Goldenview Drive and south of Potter Creek to Bear Valley Community Council.
- **Option B:** Adopt an Assembly Resolution recommending the establishment of separate council to serve a distinct natural community area named by the local community, once the local community shows interest in establishing a separate community council organization from Rabbit Creek and a voluntary association meeting the requirements of subsection 2.40.030B. requests recognition by the Assembly. Until such a voluntary association receives recognition from the Assembly, Rabbit Creek

Community Council will continue to represent all its current district.

****The Boundary Advisory Committee recommends Option A (by unanimous vote).**

39. Undetermined Boundary Study Areas

(Maps N/A)

6 questionnaire responses indicated dissatisfaction with existing boundaries in 5 community council districts, including Rabbit Creek, Rogers Park (2 responses), Russian Jack, Sand Lake, and University Area. However, staff was unable to determine their specific issue. These six responses did not provide enough information for staff to be able to determine the issue or boundary segment of concern, and the questionnaire responses did not provide contact information for staff to be able to request clarification.

(Source comments in Appendix A: 306, 89, 183, 139, 405, 374.)

(Boundary Advisory Committee deliberations in Appendix B: Meeting #2, 4-3-23.)

Options and Recommendations:

- **Option A (Recommended):** No changes to boundaries based on these responses. **

**** The Boundary Advisory Committee concurs with this recommendation (by unanimous vote).**

40. Chugach State Park and Cook Inlet Coastline Boundaries Updates

(Boundary Study Area Maps 1, 2, 5, 5a, 7, 9, 12, 13, 14)

Chugach State Park shares its boundaries with community council districts in the Anchorage Bowl, Chugiak-Eagle River, and Girdwood. Generally, the community council districts are contiguous with Chugach State Park and exclude its wilderness parklands in their neighborhood districts. (An exception is Turnagain Arm Community Council, which geographically comprises a string of small communities separated from one another within Chugach State Park.)

During the preparation of the public hearing draft community council district maps, municipal Planning and Real Estate/HLB staff research of property ownership records and the State of Alaska *Chugach State Park Management Plan* found that several segments of the community council boundaries along Chugach State Park are based on outdated information regarding the Chugach State Park land ownership and management areas. Staff recommends updating the community council district boundaries in these segments to reflect the current Chugach State Park boundaries.

Specifically, in Chugiak-Eagle River, the existing maps of community councils long indicated that municipal Heritage Land Bank (HLB) Parcels 1-079 and 1-080 and an adjoining BLM parcel are in Chugach State Park. In fact, these parcels are not a part of Chugach State Park. Staff recommends consideration for including these three parcels in the adjoining community council district, which is Eagle River Valley.

Secondly, in the Anchorage Bowl, three parcels which were historically private inholdings that are now a part of Chugach State Park are still included in the Basher, Glen Alps, and Rabbit Creek Community Council districts. Staff recommends considering the removal of these parcels from the three community council districts so that their boundaries more consistently follow the boundaries of Chugach State Park. Meanwhile, one parcel that is adjacent to the historic Potter Section House across the Seward Highway that is not within Chugach State Park has been left out of Rabbit Creek Community Council, and staff proposes to include that parcel in Rabbit Creek's district.

Finally, Municipal staff have also found that the existing coastal boundaries of the community councils along Cook Inlet from Knik Arm to Turnagain Arm are based on inaccurate, outdated historical data regarding "mean low water" (i.e., the mean low-tide line). In fact, the boundaries that appear on the existing community council maps do not follow mean low water or any actual physical features. Contemporary geographic data shows that, in fact, the mean low water line is in many places located miles out into Cook Inlet where mud

flats exposed at low tide extend out to Fire Island and beyond. The existing community council maps also erroneously treat several in-shore coastlands as if they were marine areas out in Cook Inlet beyond "mean low water." For example, Point Campbell is excluded from the Sand Lake Community Council district.

Contemporary geographic (GIS) data more accurately distinguishes the coastlands including wetland grasslands, estuaries, and beaches that typically remain exposed at mean high tide, versus the mud flats (tidal flats) that are unvegetated and typically covered by the waters of Cook Inlet at mean high tide. The coastlands above mean high water are periodically inundated by seasonally higher tides (called "mean higher high water"). An example is Fish Creek estuary. By contrast, the tidal mudflat areas below mean high tide are a part of the marine waters of Cook Inlet. Most maps of the Municipality of Anchorage today use the "mean high water" (i.e., mean high tide) to represent the shoreline delineate marine waters from land areas.

Therefore, staff recommends adjusting the community council districts' boundaries along the shorelines of Cook Inlet so that they follow the "mean high water" mark instead of trying to follow a "mean low water" mark out in the marine waters of Cook Inlet. As a result, community council districts would no longer include the mudflats which are underwater for much of the day, but would continue to include the "coastland" areas at or near sea level, such as the grass wetlands south of Point Woronzof, the upper beaches and sand dunes at Point Campbell, and the estuaries of Fish Creek and Fire Creek.

Staff note: These issues were identified by Planning Department staff and municipal cartographers during the preparation of public hearing draft maps, after the completion of the Boundary Advisory Committee process. Therefore, the Boundary Advisory Committee did not have an opportunity to address this boundary study area.

Boundary Review Criteria:

- **1. Stable Boundaries.** Retain existing district unless the criteria that follow show a reason to change.

- **2. Representation:** HLB parcels and BLM lands not in Chugach State Park should be represented by a community council district.
- **2. Representation:** Chugach State Park lands are unpopulated and managed by the State of Alaska for natural resource and outdoor recreation purposes.
- **2. Representation:** Tidal flats in Cook Inlet are unpopulated and considered a part of the marine waters not coastlands.
- **3. Natural Communities:** Chugach State Park is outside of the populated, urbanized areas of the Municipality and is not managed by the Municipality of Anchorage.
- **3. Natural Communities:** Neighborhood communities do not extend into marine waters. Tidal mudflats exposed at mean low tide extend past Fire Island far from the city and its neighborhoods.
- **Natural Communities:** In the Potter Marsh area, the removal of the tidal mudflats from the community council districts reduces the southern end of the Old Seward/Oceanview Community Council district to a narrow strip of Alaska Railroad Utility Corridor and Seward Highway Right-of-Way extending more than miles south from the north end of Potter Marsh to the historic Potter Section House. This strip of coastal land is primarily contiguous to Rabbit Creek Community Council district neighborhoods and Potters Marsh than to Oceanview.
- **4. Identifiable Boundaries:** Chugach State Park boundary delineating the developed populated areas of the Municipality from the park wilderness.
- **4. Identifiable Boundaries:** There are no identifiable physical boundaries to distinguish former private inholdings that are now a part of Chugach State Park and the rest of the park.
- **4. Identifiable Boundaries:** Mean high tide delineating the shoreline between marine waters and coastlands including vegetated wetlands, upper beaches, and sand dunes.
- **4. Identifiable Boundaries:** Mean low water provides no discernable boundary as it is an extension of the muddy bottom of the Cook

Inlet marine waterbody and is exposed for only a part of the day.

- **4. Identifiable Boundaries:** AMC 2.40.090 establishes that community council district boundaries extend to “mean low or lower water,” but the boundaries presented on the existing community council maps do not accurately reflect mean low water or seem to follow any physical feature.
- **4. Identifiable Boundaries:** To show boundaries that follow mean low water, the maps would need to be reduced in scale to show an area of the Cook Inlet that is as large as or larger than the Anchorage Bowl within the map extent.
- **5. Community Desires:** Community councils have consistently excluded Chugach State Park from the days of their establishment through previous reviews of community council boundaries.
- **5. Community Desires:** Staff believes it is possible that, historically, it may have been the intent of community councils to exclude marine waters but include coastland areas such as estuaries and Point Campbell within their community council district boundaries, but accurate geographic information may have not been available.
- **6. Optimal Size:** N/A.
- **7. Sharing Information:** Excluding Chugach State Park lands and Cook Inlet marine waters enables more usable information regarding to the size of community council district areas.

Options and Recommendations:

- **Option A:** No changes. Retain existing boundaries.
- **Option B:** In Chugach State Park, remove three parcels which were once private inholdings that are now a part of Chugach State Park, from the Basher, Glen Alps, and Rabbit Creek Community Council districts. In Chugiak-Eagle River, transfer HLB Parcels 1-079 and 1-080 plus the adjoining BLM parcel into Eagle River Valley Community Council, as these parcels are not a part of Chugach State Park.

- *Option C (Recommended)*: In addition to carrying out Option B, adjust the coastal boundaries of the community councils that have shoreline on Cook Inlet from Knik Arm to Turnagain Arm to follow “mean high water,” rather than “mean low or lower water.” This adjustment necessitates a text amendment to AMC Subsection 21.07.090.

Option C includes the transfer of a narrow strip of land along the coastline next to Potters Marsh. Because removing the tidal mudflats from community council districts will reduce the southern end of the Old Seward/Oceanview Community Council district to only a 100-foot-wide strip of coastland in the Alaska Railroad Utility Corridor and Seward Highway right-of-way extending for more than 2 miles from the north end of Potter Marsh to the historic Potter Section House, adjacent to Rabbit Creek Community Council. Therefore, as part of Option C, transfer this remnant strip of coastal land from Old Seward/Oceanview Community Council to Rabbit Creek Community Council.