

HISTORIC PRESERVATION IN ANCHORAGE TODAY



What is historic preservation? What preservation measures are currently employed in Alaska? Do Alaskan cities have preservation regulations? Has Anchorage established historic preservation policies?

The purpose of this chapter is to answer these questions and explore the existing role of historic preservation in the Municipality of Anchorage. Because not everyone reviewing this document is familiar with historic preservation, this chapter explains how historic preservation regulations developed in the United States. The chapter also provides an overview of historic preservation laws and policies at the national, state, and local levels. The goal of this chapter is to explain the current status of historic preservation in Anchorage, to enable the Four Original Neighborhoods to implement the Historic Preservation Plan, and to ensure that the regulations currently in place can be easily understood. This will allow the neighborhood goals to be better coordinated with national, state, and local preservation rules.



WHAT ARE THE NATIONAL REGISTER CRITERIA?

For a property to be listed or determined eligible for listing, it must meet at least one of the basic National Register Evaluation Criteria, defined by the National Park Service as:

- A. Association with events that have made a significant contribution to the broad patterns of our history; or
- B. Association with the lives of persons significant in our past; or
- C. Embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- D. Has yielded, or may be likely to yield, information important in prehistory or history.⁶

Federal Historic Preservation Laws

Early Preservation Laws

Antiquities Act of 1906

In 1906, President Theodore Roosevelt signed the first law to preserve historic resources in the United States, called the Antiquities Act. In response to looting of historic sites, the purpose of the Act was to protect prehistoric and historic ruins, monuments, or objects of antiquity located on federal land. The Act also allowed the president to establish national monuments through proclamation or by approving special acts of Congress.² In 1916, the National Park Service (NPS) was established within the Department of the Interior to regulate and manage public space, including national monuments. Still used today, the Antiquities Act arguably remains the strongest federal historic preservation law and has most dramatically shaped the preservation of historic resources in the United States.

Historic Sites Act of 1935

The Historic Sites Act of 1935 was another significant piece of preservation legislation, as it was the first law to officially recognize the government's duty to historic preservation activities. The Act declared that "it is national policy to preserve for public use historic sites, buildings, and objects of national significance for the inspiration and benefit of the people of the United States."³ The Act also outlined the powers and duties of the Secretary of the Interior, and provided the basis for the National Historic Landmarks (NHL) program. Furthermore, it created the Historic American Building Survey (HABS) program, which today represents the nation's largest archive of historic architectural documentation. The Historic Sites Act became law on August 21, 1935, and has since been amended eight times.⁴

National Historic Preservation Act of 1966, as amended

The National Historic Preservation Act of 1966 (NHPA) recognized the inadequacy of public and private efforts to protect historic resources, "in the face of ever-increasing extensions of urban centers, highways, and residential, commercial, and industrial developments."⁵ Managed by the National Park Service (NPS), the NHPA established state historic preservation offices in each state; established a partnership among federal, state, and local Native American tribes; and authorized expansion and maintenance of the National Register of Historic Places by the Secretary of the Interior.



The Act created a federal process to review impacts that federal undertakings may have on historic properties (Section 106), defined the responsibility of federal agencies to federally owned historic properties (Section 110), and directed the Secretary of the Interior to implement preservation, education, and training programs. The Advisory Council on Historic Preservation (ACHP) was formed under the National Historic Preservation Act to serve as the independent federal agency responsible for advising departments within the federal government, Congress, and the president on national historic preservation policy.

The parts of the National Historic Preservation Act that are most relevant to this Historic Preservation Plan are the National Register of Historic Places and Section 106. These sections are described in greater detail below.

National Register of Historic Places

The National Register of Historic Places (National Register) is the United States' official list of districts, sites, buildings, structures, and objects worthy of preservation. Currently, the National Register includes approximately 80,000 listings of icons of American architecture, engineering, culture, and history. The National Register established guidelines by which to evaluate the historic significance of properties. A property must have historic significance and retain historic integrity to be considered eligible for listing on the National Register.

The National Register guidelines for evaluation of significance were developed to be flexible and to recognize accomplishments of all who have made significant contributions to the nation's history and heritage. Its criteria were designed to guide federal agencies, state and local governments, and others in evaluating potential entries in the National Register. For a property to be listed or determined eligible for listing, it must meet at least one of the basic National Register Evaluation Criteria (see sidebar).

In addition to meeting the criteria for historic significance, a property must also maintain integrity. "Integrity" is defined in *National Register Bulletin #15: How to Apply the National Register Criteria* as "the ability of a property to convey its significance."⁷ Seven aspects of integrity are location, design, setting, materials, workmanship, feeling, and association.

WHAT HAPPENS TO PROPERTIES LISTED IN THE NATIONAL REGISTER?

The National Register of Historic Places is the official list of the nation's historic places worthy of preservation. Listing in the National Register provides a formal recognition of a property's historical, architectural, or archaeological significance. However, according to the National Park Service:

"National Register listing places no obligations on private property owners. There are no restrictions on the use, treatment, transfer, or disposition of private property" (National Park Service, http://www.nps.gov/nr/national_register_fundamentals.htm).

For more information, visit http://www.nps.gov/nr/national_register_fundamentals.htm or see Appendix N.



The National Register guidance asserts that properties be at least 50 years old to be considered for eligibility. Properties completed less than 50 years before evaluation must be “exceptionally important” (Criteria Consideration G) to be considered eligible for listing. For additional information about evaluating properties for listing in the National Register, visit the NPS website at <http://www.nps.gov/nr/>.

For a complete listing of National Register-listed sites in the Four Original Neighborhoods, see **Chapter V: Historic Context & Surveys**.

Section 106

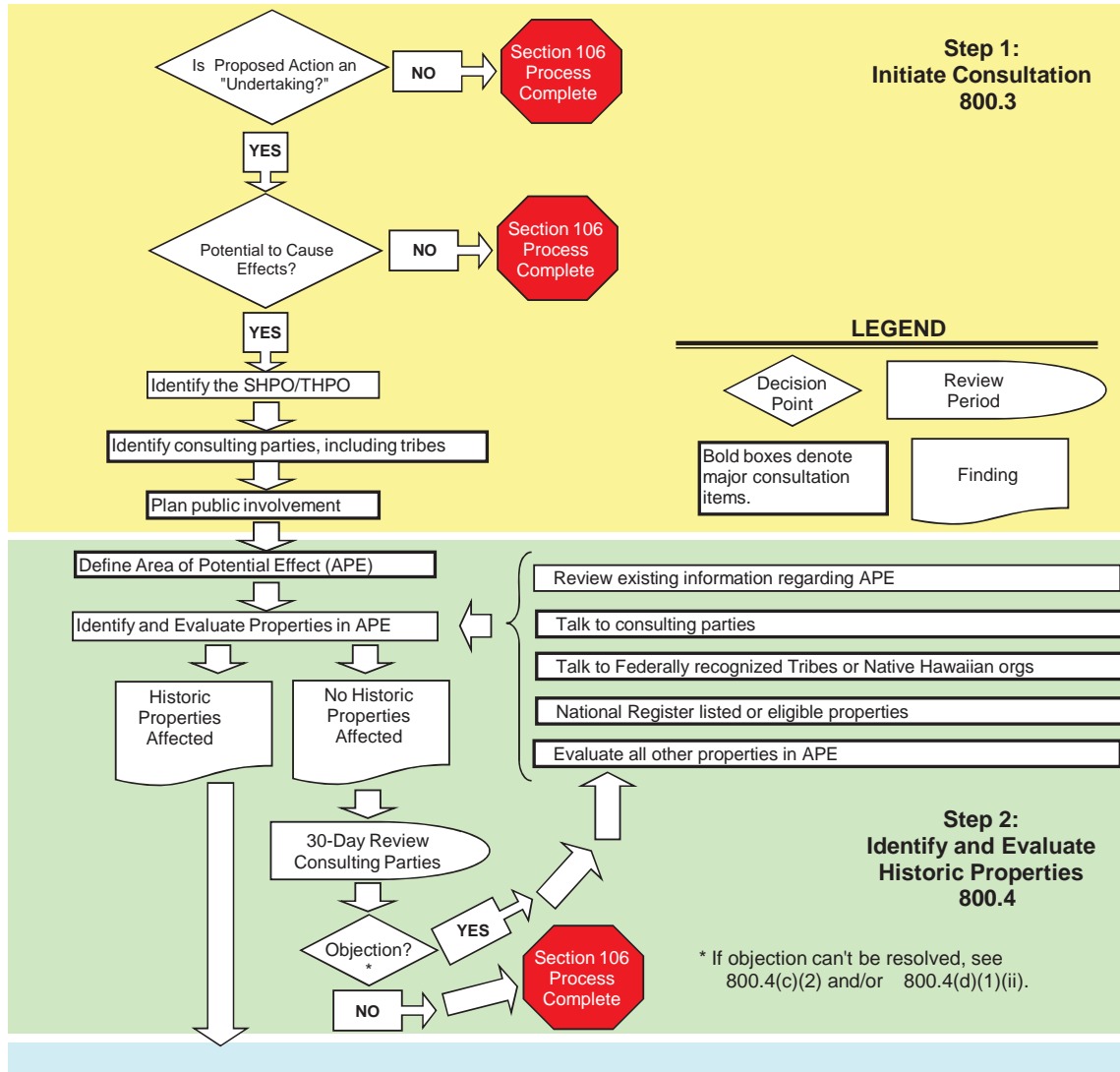
The National Historic Preservation Act created federal policy that required federal agencies to consider the impact of their undertakings on historic properties, in addition to establishing the criteria by which to define historic properties (described above). Section 106 of the National Historic Preservation Act of 1966 applies whenever there is federal funding, federal permitting, or other federal action.

The purpose of Section 106 is to provide the public with an opportunity to alert the federal government to historic properties and influence decisions about projects that may affect them. As part of the Section 106 consultation process, the responsible federal agency must analyze the effects of the proposed project on National Register-listed or -eligible properties, and must involve other groups, known as “consulting parties.” At a minimum, the lead federal agency must actively consult with the State Historic Preservation Office (SHPO), federally recognized tribes/Tribal Historic Preservation Officers (THPOs), and local governments. The agency must also allow the Advisory Council on Historic Preservation (ACHP) an opportunity to comment.⁸

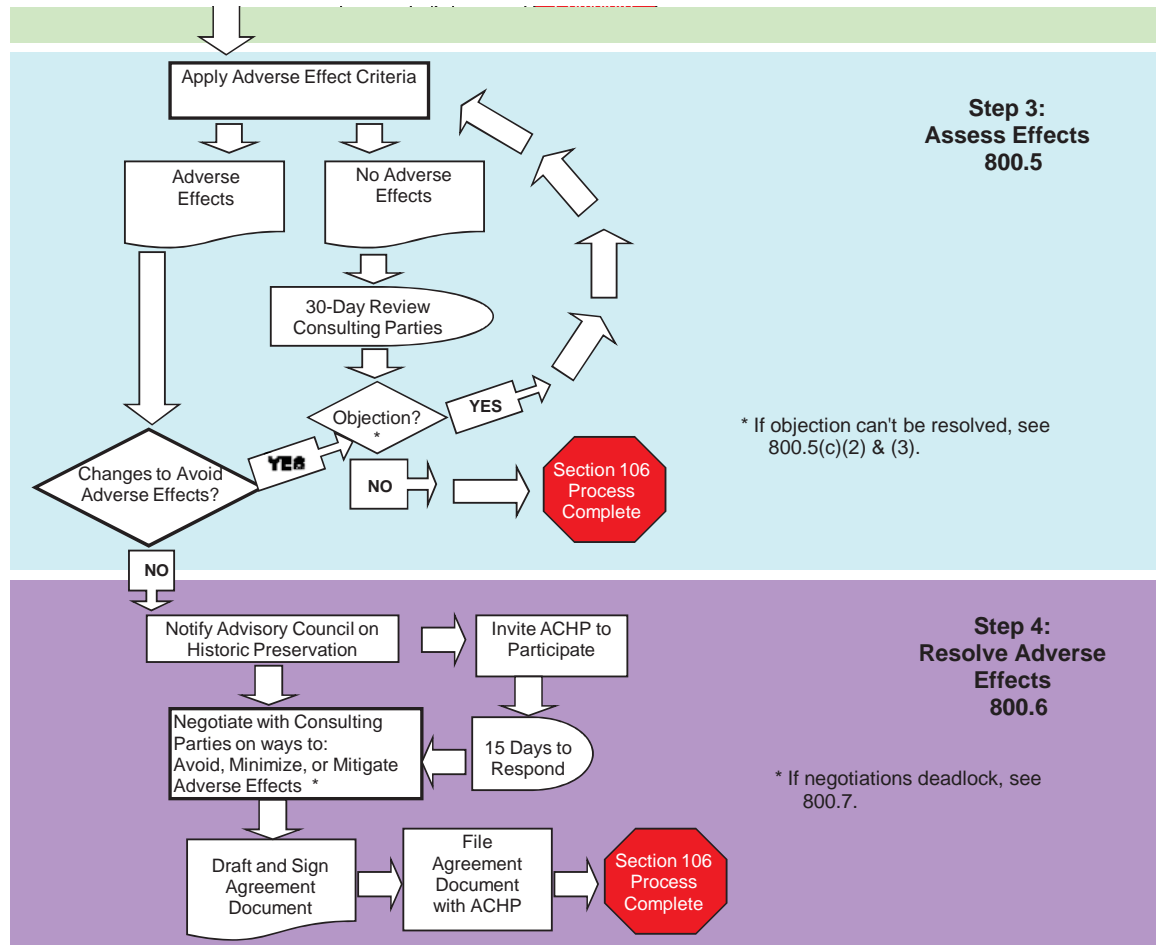
Public participation is critical to both the Section 106 consultation process and the evaluation of properties for listing on the National Register. The type of public involvement varies, depending on the complexity of the project and the community’s level of interest: members of the public can simply respond to the agency’s request for public comments, or they can formally request to become a consulting party if they have a demonstrated interest in the project.

For additional details about the Section 106 review process, see the Code of Federal Regulations at 36 CFR Part 800, “Protection of Historic Properties,” which is available on the ACHP website at www.achp.gov.





Part 1 of flowchart outlining Section 106 Process. Courtesy U.S. Department of Housing and Urban Development (HUD), 2008.



Part 2 of flowchart outlining Section 106 Process. Courtesy U.S. Department of Housing and Urban Development (HUD), 2008.



Federal Historic Preservation Laws Since 1966

Several laws were passed to further clarify the treatment of historic resources following the National Historic Preservation Act of 1966:

- Department of Transportation Act, Declaration of Purpose and Section 4(f) of 1966
- National Environmental Policy Act of 1969
- Alaska Native Claims Settlement Act of 1971
- Archaeological and Historic Preservation Act of 1974
- American Indian Religious Freedom Act of 1978
- Archaeological Resources Protection Act of 1979
- Abandoned Shipwreck Act of 1987
- Native American Graves Protection and Repatriation Act of 1990

Although these laws are certainly applicable to Alaska—especially the Alaska Native Claims Settlement Act of 1971 and the Abandoned Shipwreck Act of 1987 (according to the Alaska Office of History and Archeology, an estimated three thousand shipwrecks lie off Alaska’s coast)—the National Historic Preservation Act is most pertinent to Anchorage’s Historic Preservation Plan. If you are interested in learning more about the other laws listed above, please see **Appendix A: Federal Historic Preservation Laws** for a brief summary of each.



Alaska State Historic Preservation Office



The owners of McKinley Tower in Downtown received the 20% Federal Rehabilitation Tax Credit for a recent rehabilitation project.

Alaska was home to several historical societies long before it achieved statehood on January 3, 1959. In the 1920s, the Alaska Historical Society was briefly active, and in the 1950s, historical societies were organized in several Alaskan communities. Statewide historical organizations formed to promote Alaska's history and prehistory in the 1960s.⁹

The Alaska State Historic Preservation Office (SHPO) was founded through the National Historic Preservation Act of 1966. The SHPO is part of the Office of History & Archeology, located within the Alaska Department of Natural Resources, Division of Parks and Outdoor Recreation. In 1967, Governor Walter J. Hickel appointed the first Alaska State Historic Preservation Officer.

The National Preservation Act of 1966 outlined the roles and responsibilities of the State Historic Preservation Office. As previously discussed in this chapter, duties of the SHPO include expansion of the National Register of Historic Places, as well as Section 106 review. The SHPO also provides education regarding historic preservation-related issues. For example, the Office of History and Archaeology coordinated with the National Oceanic and Atmospheric Administration to develop Maritime Heritage Awareness Workshops so Alaskans could learn about nautical archeology. The office also sponsors the Alaska Project Archaeology program, which is part of a statewide program that trains educators to teach students in grades four through seven about cultural resources in Alaska. In addition to hosting these education programs for the public, SHPO also provides technical assistance to local governments and reviews federal, state, and local projects.

Federal Rehabilitation Tax Credit Program

The federal rehabilitation tax credit program is coordinated through the SHPO, the National Park Service, and the Internal Revenue Service. Federal rehabilitation tax credit projects are reviewed by SHPO before they are sent to Washington, D.C., for review and certification. The National Park Service explains that "a 20% income tax credit is available for the rehabilitation of historic, income-producing buildings that are determined by the Secretary of the Interior, through the National Park Service, to be 'certified historic structures.'"

The National Park Service also offers a 10% tax credit for the rehabilitation of nonhistoric buildings constructed before 1936. For more information regarding federal tax incentives, see the National Park Service website at: <http://www.nps.gov/tps/tax-incentives.htm>.

Alaska Heritage Resource Survey

The duties of the SHPO also include management of the Alaska Heritage Resources Survey program. The Alaska Heritage Resources Survey (AHRs) is an inventory of all archeological, historical, architectural, and paleontological sites recorded in the State of Alaska. Resources listed on the AHRs are evaluated according to National Register criteria for historic significance and criteria; the State of Alaska does not maintain state criteria by which to evaluate resources.

More than 36,000 sites have been recorded in the AHRs to date. Basic data about the property, a physical description, and relevant historical information are compiled for each resource listed in the inventory. The AHRs is intended to prevent unwanted destruction of cultural resources. Although the inventory itself does not directly create protections, it can be used by various government agencies and private companies to responsibly plan for development projects that may affect historic resources. Access to inventory records is restricted to qualified personnel.

Archeological resources, which range from camps of early North American inhabitants to remains from the Cold War, are Alaska's most common historic resource. Most of Alaska's buildings and structures were built within the past 50 years and have not been evaluated for their historical or architectural significance. Since they are nearing the 50-year mark, the State Historic Preservation Office emphasizes that planning for the preservation of these resources needs to begin now.



ALASKA'S PRESERVATION GOALS

The Alaska State Historic Preservation Plan established six goals for historic preservation in Alaska, which are supported by the HPP:

- Foster respect and understanding of Alaska's archaeological and historic resources and promote a preservation ethic.
- Continue existing partnerships and seek new ones to expand and strengthen the historic preservation community.
- Expand efforts to identify, study, designate, interpret, and protect or treat significant archeological and historic resources.
- Encourage consideration of archeological and historic resources in the planning and decision-making process of the public and private sectors.
- Promote historic preservation as an economic development tool and provide incentives to encourage it.
- Encourage appropriate treatment of historic resources.

Alaska State Historic Preservation Plan

The SHPO wrote Alaska's first State Historic Preservation Plan in 1970. The current Plan (2011-2017), entitled "Saving Our Past," is the third edition, and was updated in 2011. "Saving Our Past" identifies three priority needs: for a statewide agenda; for greater public awareness and understanding of historic preservation; and for connections between economics and historic preservation.

"Saving Our Past" acknowledges that Alaskans are proud of their state and heritage, and identifies the need for public outreach and a greater understanding of historic preservation. The State Historic Preservation Plan also emphasizes that federal and state historic preservation policies are not sufficient to accomplish the plan's overall mission to "achieve supportable public policy and sustainable funding for historic preservation in Alaska." To that end, the plan recommends that local governments "establish historic districts through zoning, enact design review ordinances, and provide property tax incentives. At this time, the Fairbanks North Star Borough is the only local unit of government in Alaska to provide a property tax incentive for rehabilitating properties."

The Historic Preservation Plan for Anchorage's Four Original Neighborhoods is a tool that may be used to empower the Municipality to create stronger historic preservation policy at the local level while supporting the goals identified in the State Historic Preservation Plan. Although Anchorage does not currently offer the preservation programs recommended by the state plan—zoning changes, design review, or property tax incentives—a discussion of how to incorporate these items into the Four Original Neighborhoods is included in **Chapter VI: Preservation Vision, Goals & Policies**.

Alaska State Historic Preservation Laws

The Alaska Legislature passed historic preservation regulations of its own in what is known as the Alaska Historic Preservation Act of 1971. The Act created some important statutes for the state, including a State Historical Resources Commission, and protocol for historic resources threatened by public construction. Chapter 45.98 of the Alaska Statutes discusses the Historical District Revolving Loan Fund that was created for the state. The Act and the Loan Fund statutes are discussed in further detail below; for the full text of each, see **Appendices B and C**, respectively.

Alaska State Historic Preservation Act (1971)

The purpose of the Alaska State Historic Preservation Act of 1971 is to:

...preserve and protect the historic, prehistoric, and archeological resources of Alaska from loss, desecration, and destruction so that the scientific, historic, and cultural heritage embodied in these resources may pass undiminished to future generations.¹⁰

The Act explains how to designate monuments and historic sites, describes how those historic resources would be administered and funded, and gives the state the power to acquire historic, prehistoric, and archeological properties. The legislature finds that historic resources of the state are “properly the subject of concerted and coordinated efforts exercised on behalf of the general welfare of the public”; in other words, historic resources are important to Alaskans, and therefore the state is responsible for protecting these resources. To this end, the Act includes one section, Section 41.35.70, that establishes a protocol for the “preservation of historic, prehistoric, and archeological resources threatened by public construction.”

Similar to Section 106 of the National Historic Preservation Act, the statutes require state agencies to identify historic resources before the commencement of construction projects; determine whether historic resources will be adversely affected by public construction; and record and/or salvage historic resources. Unlike Section 106, though, the Alaska Historic Preservation Act does not encourage the state to avoid public construction projects that may adversely affect historic resources, nor does it require mitigation other than recordation and salvage.

For the full legislation, see **Appendix B: Alaska Historic Preservation Act**.





Fourth Avenue between D and G Streets became a Revolving Fund Historic District in 1986.

Alaska State Historical Resources Commission

Section 300 of the Alaska Historic Preservation Act created the Alaska State Historical Resources Commission, discusses the composition and appointment of its members, and defines its responsibilities. These duties include continuing to research and expand on the history of the state; managing capacities for project review; and naming geographical features. A commissioner of the Alaska Historical Resources Commission may review projects; issue written direction to stop a public construction project; consult with local historical district commissions regarding the establishment of historic districts; and evaluate the eligibility of districts for the Historical District Revolving Loan Fund (AS 45.98).

Historical District Revolving Loan Fund

The Historical District Revolving Loan Fund was created under the Alaska Department of Commerce, Community, and Economic Development as an incentive to rehabilitate historic properties located within established historic districts listed on the National Register. Loans for a historic district are capped at \$150,000,000, while loans for a historic property within the district are capped at \$250,000. For the full legislation, see **Appendix C: Alaska Historical District Revolving Loan Fund**.

Anchorage's Fourth Avenue became a Revolving Fund Historic District between D and G streets in 1986. Eight historic properties were located within the district: Old Federal Building, 4th Avenue Theatre, Old City Hall, Anchorage Hotel Annex, the Wendler Building, Felix Brown's, the Loussac Building, and the Loussac-Sogn Building.

Preservation & Alaska Native Peoples

In addition to archeological and architectural resources, Alaska is rich in cultural and tribal resources. Federally recognized tribes in the Cook Inlet include Chickaloon Village Traditional Council, Native Village of Eklutna, Kenaitze Indian Tribe, Knik Tribal Council, Ninilchik Traditional Council, Salmatof Tribal Council, Seldovia Village Tribe, and Native Village of Tyonek.²¹ These groups did not reside permanently in the Four Original Neighborhoods, but migrated seasonally through the area and used Ship Creek, Chester Creek, and Westchester Lagoon as regular fishing locations.

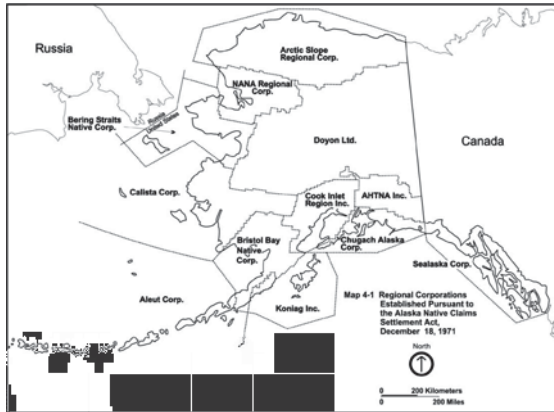
A Tribal Historic Preservation Officer (THPO) has not been designated in the State of Alaska to represent these tribes. However, the established Tribal groups and councils are contacted for consultation on a government-to-government basis for Section 106 projects.

Numerous programs currently exist that encourage the preservation, maintenance, and revitalization of Native culture and traditions. Many local tribes and foundations offer educational programs about the tribe to youth and young adults; support native language as well as thematic, cultural, and diversity studies; host language- and culture-based materials on their websites; and function as contacts for Section 106 Consultation and other related legislation. Major Anchorage-based institutions dedicated to the preservation and interpretation of Native culture, art, and traditions include the Anchorage Museum at Rasmuson Center and the Alaska Native Heritage Center (<http://www.anchoragemuseum.org/> and <http://www.alaskanative.net/>, respectively).

Several Tribal councils, corporations, and groups were consulted during the development of the HPP. This included two Tribal Consultation focus groups and subsequent ongoing correspondence with Alaska Native Peoples representatives. Through this valuable consultation, the project team and the public were able to learn about the long history of the Alaska Native Peoples in the plan area; the presence of culturally significant resources such as house pits and culturally modified trees; and the need for interpretation of the Alaska Native Peoples' stories—especially positive and/or modern ones. Recognizing the role of the Alaska Native Peoples community in building Anchorage and exploring current cultural practices are every bit as valuable as prehistoric stories.



Dance performance at the Alaska Native Heritage Center.



"Regional Corporations Established Pursuant to the Alaska Native Claims Settlement Act, December 18, 1971."

Alaska Native Claims Settlement Act (ANCSA)

To prepare for the participation of Alaska Native Peoples in historic preservation activities within the plan area, it is important to understand the organizational structure of the Alaska Native community, which generally includes tribes, corporations, and nonprofit foundations. The Alaska Native Claims Settlement Act (ANCSA) was the federal legislation that established this structure. The provisions of the law are summarized as follows by the University of Alaska's Justice Center:

Passed in 1971, the Alaska Native Claims Settlement Act (ANCSA) extinguished Native land claims to almost all of Alaska in exchange for about one-ninth of the state's land plus \$962.5 million in compensation. By conveying Native land title to 12 regional and 200 local village corporations chartered under Alaska state law, ANCSA changed the relationship between Natives and the land from one of co-ownership of shared lands to one of corporate shareholding; i.e., land ownership was based on a corporate model, and governmental entities, including traditional or IRA [Indian Reorganization Act] "tribal" governments, were bypassed.¹²

The corporation system established by ANCSA differs from the reservation systems used in the Lower 48. Under ANCSA, Alaska Natives became shareholders in the regional and village corporations, which are run like traditional for-profit businesses. Cook Inlet Region, Inc. (CIRI) is the regional Native Corporation for the Cook Inlet, and consequently for Anchorage's Four Original Neighborhoods. CIRI also has four affiliated nonprofit organizations: The CIRI Foundation provides education funding and services; Cook Inlet Housing Authority provides affordable housing and economic development opportunities; the Cook Inlet Tribal Council provides social, educational, and employment services; and the Southcentral Foundation provides health care and related services. The Alaska Native Heritage Center, Koahnic Broadcast Corporation, and the Alaska Native Justice Center were also founded by CIRI.¹³ Visit the CIRI website for more information about CIRI and its nonprofit foundations' involvement in cultural preservation activities in Anchorage and beyond: <http://www.ciri.com/content/history/resources.aspx>.

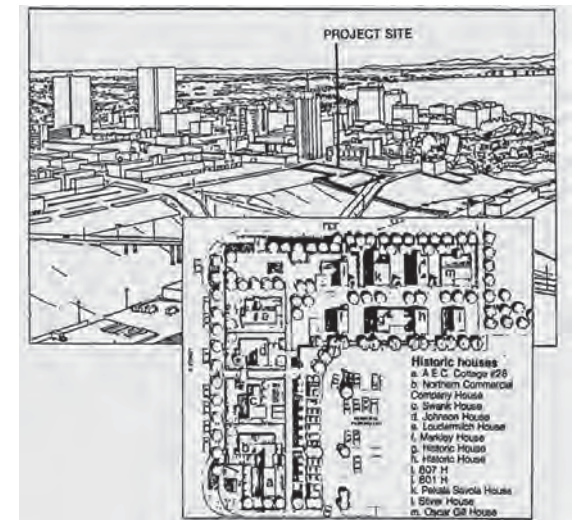
Municipality of Anchorage Preservation Programs

Historic preservation is far from new to the Municipality of Anchorage. In fact, the Municipality has been actively supporting historic preservation activities since the late 1970s and early 1980s, and has collaborated with local preservation nonprofit organizations such as Alaska Association for Historic Preservation (AAHP), Anchorage Historic Properties, Inc. (AHPI), the Anchorage Woman’s Club, and others. This Historic Preservation Plan for the Four Original Neighborhoods will promote the same preservation values that have underscored the Municipality’s efforts for many years, and thus it is important to understand the local programs and tools currently in place.

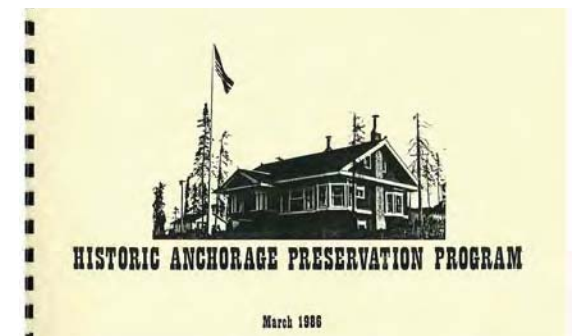
Historic Anchorage Preservation Program (1986)

In 1981 Anchorage voters approved a measure to fund “Anchorage Historic Railroad Town,” a preservation-related project that was considered under the Municipality’s “Project 80s” development program. The measure granted \$4.5 million to fund the project; that allocation was reduced to \$2.7 million through a series of municipal actions. The idea for Railroad Town was first raised in the late 1970s in response to the loss of many of the city’s earliest and most significant buildings. The proposal would relocate historic houses to Third and E streets (current site of the Saturday Market), to spark commercial development and save the buildings from demolition. Historic preservation was only one component of Railroad Town: office and retail space inspired by historic architecture was envisioned as a means to revitalize the eastern sector of Downtown.¹⁴

Although Railroad Town was never realized, it sparked the 1986 Historic Anchorage Preservation Program, a follow-up study commissioned by the Anchorage Assembly to plan ways to spend the remaining funding on historic preservation projects. This study was important in the Municipality’s preservation planning history as one of the first documents to clearly describe why historic resources in Anchorage should be valued. The study was developed in partnership with Anchorage Historic Properties, Inc. (AHPI), one of the first major preservation organizations in Anchorage.



Plans for Anchorage Historic Railroad Town (1985).



Historic Anchorage Preservation Program (March 1986).

CLGS IN ALASKA

Anchorage is one of 13 CLGs in Alaska that have been certified since 1987:

- North Slope Borough (April 20, 1987)
- Matanuska-Susitna Borough (September 8, 1987)
- Juneau City/Borough (March 7, 1988)
- Dillingham (October 30, 1990)
- City of Unalaska (January 24, 1991)
- Ketchikan (January 31, 1991)
- Fairbanks (March 17, 1992)
- Fairbanks-North Star Borough (March 17, 1992)
- Seward (May 18, 1992)
- Sitka City/Borough (April 14, 1994)
- Kenai (February 7, 1995)
- Anchorage (March 30, 1995)
- Cordova (October 19, 1995)

According to the 1986 Preservation Program, citizens in Anchorage were supportive of historic preservation because:

1. Through understanding of our past we gain a sense of community pride, and see our lives as part of an ongoing community.
2. Historical points of interest are tourist attractions, strengthening Anchorage's appeal for tourists and benefitting the retail and service sectors of the economy.
3. Historic preservation will reinforce downtown Anchorage as an interesting and vital pedestrian environment.²⁵

The 1986 Historic Anchorage Preservation Program has served as the foundation for the Municipality's preservation activities, and many of the policies and implementation strategies presented in subsequent chapters of the HPP will build on and support the concepts in the 1986 program. The study is available on the HPP website at: <http://anchoragehpp.com/documents/>.

Certified Local Government (CLG)

The Municipality of Anchorage became part of the Certified Local Government, or CLG, program in 1995. Sponsored by the National Park Service (NPS), the CLG program is a partnership among local governments, the SHPO, and NPS. It was established to encourage direct participation of local governments in the identification, evaluation, registration, and preservation of historic properties in their jurisdictions. Certified local governments make every effort to integrate local preservation interests and concerns into local planning and decision-making processes.

Participation in the program connects local governments to technical assistance and provides grant opportunities; in turn, local governments must meet several requirements for certification, including maintaining an active program to designate historic resources. CLGs must also establish a process for local preservation planning, and, at a minimum, draft an outline of a historic preservation plan. To accomplish these tasks, CLGs must establish a historic preservation commission to review historic resource nominations, pass historic preservation ordinances, and conduct project review.

Anchorage Historic Preservation Commission

The Anchorage Historic Preservation Commission (AHPC) was founded in January 2007 to “encourage and further the interests of historic preservation by identifying, protecting, and interpreting the municipality’s significant historic and cultural resources for the economic and social benefit of the community.” As previously noted, one of the requirements of being a CLG is the creation of a historic preservation review commission. The AHPC was originally established as an 11-member commission, but was reorganized in 2010 as a 9-member commission.*

The AHPC currently has four primary functions: to identify and inventory historic resources; to formulate a historic preservation plan for the entire Municipality; to provide public education and information about historic resources and historic preservation; and to review all historic preservation projects in the Municipality. The AHPC will also be responsible for creating and populating a local register in the future. The full powers and duties of the HPC were established by AO 2006-175, an ordinance adopted by the State Assembly, and are codified in Section 4.60.030 of the Anchorage Municipal Code. Recent projects undertaken by the AHPC include:

- Draft a Municipality-Wide Historic Preservation Plan (see below for details).
- Review and comment on Section 106 actions by Department of Transportation.
- Partner with the Cook Inlet Historical Society to plan and support Anchorage’s Centennial Celebration through the next three years with projects and events.
- Fundraise for continued operations of Oscar Anderson House Museum (managed by the Municipality’s Historic Preservation Officer).
- Make capital improvements to Pioneer Schoolhouse and Oscar Anderson House Museum.
- Complete the Centennial Legacy Interpretive Project for the Government Hill, Downtown, South Addition, and Fairview neighborhoods. This new effort is supported by the Downtown Partnership, Native Corporations, the Municipality, and the AHPC.

* As of May 2012, there are eight members on the AHPC, and one vacant chair.



HISTORIC PRESERVATION PLANS IN ALASKA

Outside of Anchorage, the City/Borough of Fairbanks, the City/Borough of Juneau, and the City of Seward are among those local governments with a historic preservation plan in place. The format and content of these plans vary, and each strives to identify historic resources in the local community, define current preservation regulations, and outline preservation opportunities.

To learn more about these plans, search online at the following links:

- **City/Borough of Fairbanks**
http://co.fairbanks.ak.us/communityplanning/HistoricPreservationCommission/Historic%20Preservation_2-22-07.pdf
- **City/Borough of Juneau**
www.juneau.org/history/Preservation_Plan/backgd.php
- **City of Seward**
www.cityofseward.net/hpc/commission/seward_historic_preservation_plan.pdf

The Anchorage Historic Preservation Commission has also adopted several resolutions that focus on preservation of the Pioneer Schoolhouse and operation of the Oscar Anderson House Historical Museum. Additionally, they have supported municipal lease of the Wireless Station in Government Hill to Anchorage Historic Properties, Inc. (Resolution 2011-03) and participation in development of the CityView Historic Preservation Geographic Information System Module (Resolution 2011-06).

The full text of AO 2006-175 is included in **Appendix D: Anchorage Historic Preservation Commission**. Additional information about the HPC's activities can also be found online at: www.muni.org/Departments/OCPD/Planning/Pages/HistoricPreservationCommission.aspx

Municipality-Wide Historic Preservation Plan

In addition to creating a historic preservation commission, another requirement of being a CLG is the preparation of a historic preservation plan. The Anchorage Historic Preservation Commission is currently in the process of drafting a comprehensive Municipality-Wide Historic Preservation Plan for the Anchorage area. The Plan will establish the structure of the future Anchorage local register; establish local historic preservation criteria; highlight significant historic themes; clarify design review procedures; and identify the Municipality's long-term preservation goals. The Historic Preservation Plan for Anchorage's Four Original Neighborhoods will fit within the larger municipality-wide plan. In fact, many of the strategies suggested herein may be expanded to other areas if they are successfully implemented in the Four Original Neighborhoods. Visit the AHPC website for updates about the Municipality-Wide Historic Preservation Plan for Anchorage.



Anchorage Municipal Code

The Municipality of Anchorage is currently in the process of drafting a Municipality-wide historic preservation plan (described previously), and it has other ordinances in place to fund and manage historic preservation projects. The following sections of the Anchorage Municipal Code (AMC) are most relevant to historic preservation, and will be referenced throughout the HPP.

Comprehensive Plan & Zoning Ordinance (Title 21)

Although it contains little specific information about historic preservation, Title 21 is the most relevant section of the Anchorage Municipal Code because it guides the development of the built environment in the city. Title 21 focuses on regulations regarding zoning, subdividing, and development standards; sections relevant to the HPP are described below, and illustrated on the next page.

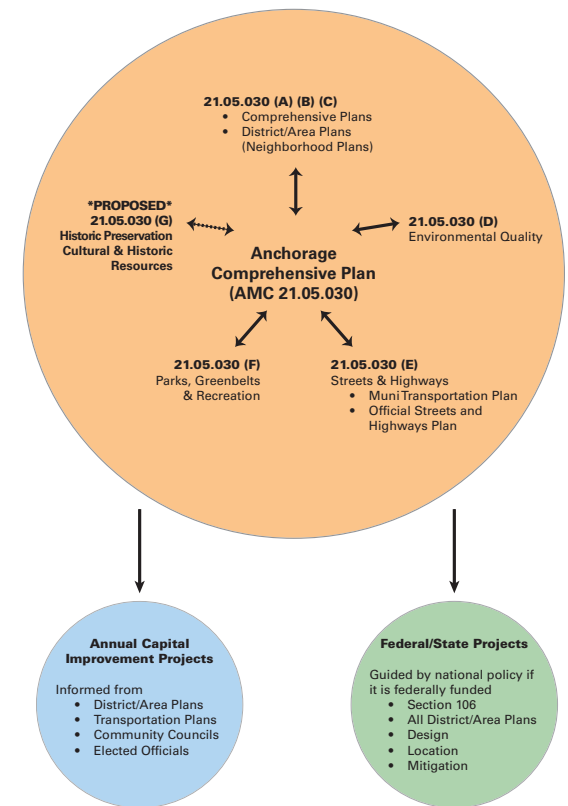
For the full text of Title 21, see: <http://library.municode.com/index.aspx?nomobile=1&clientid=12717>. Please note that some sections may not appear because Title 21 is currently being rewritten to implement the comprehensive plan, including the *Anchorage 2020: Anchorage Bowl Comprehensive Plan*, the *Chugiak-Eagle River Comprehensive Plan*, and the *Turnagain Arm Comprehensive Plan*.

Anchorage Comprehensive Plan (AMC 21.05.030)

An important part of regulating development is articulating a cohesive vision for future growth, and thus the Anchorage Comprehensive Plan is incorporated within Title 21. The Anchorage Comprehensive Plan, which is codified as Section 21.05.030 of the Anchorage Municipal Code, includes the following components: general plans that give broad, overall policy direction; functional plans that provide specific direction on topics such as environmental quality, streets and highways, and parks; and area-specific plans that provide details for a particular geographic area. The Historic Preservation Plan for Anchorage’s Four Original Neighborhoods (HPP) will be adopted as an element of the comprehensive plan. See **Appendix E: Anchorage Comprehensive Plan (21.05.030)** for the full text, and see the flow chart on the following page.

Historic Sign Designation (AMC 21.47.090)

In 2003, a clause regarding regulations for historic signs (Regulations for Nonconforming Signs, AMC 21.47.090) was added to the Anchorage Municipal Code. The code states that the Urban Design Commission may grant exceptions to sign regulations to protect historic signs.



This flow chart illustrates the relationship of the HPP with the Anchorage Comprehensive Plan, which is contained within Title 21 of the Anchorage Municipal Code (AMC 21.05.030). This section of Title 21, in turn, guides the Municipality’s annual capital improvement projects and federal/state projects.





The Historic Preservation Project Fund was recently used by the AHPC to support the replacement of the Pioneer Schoolhouse Roof.

In 2007, the Municipality approved an ordinance to establish standards for variances from the sign standards and to establish criteria for granting historic sign designation. To qualify as historic, a sign must: have been in continuous use at its present location for more than 40 years; not be significantly altered; be structurally safe or made so without compromising its historic integrity; and continue to be beneficial to the public good. Additionally, the sign must be of unique/exemplary design or be associated with a significant historic/cultural event.

Anchorage Historic Preservation Commission (AMC 4.60.030)

The powers and duties of the Anchorage Historic Preservation Commission are set forth in Chapter 4.60.030 of the Anchorage Municipal Code. For the full code, see: **Appendix D: Anchorage Historic Preservation Commission.**

Anchorage Historic Preservation Project Fund (AMC 6.100)

The Anchorage Municipal Code (AMC Chapter 6.100) established a Historic Preservation Project Fund based on monies generated through public donation or on the loan payments, interest, sales, or lease of historic properties in that city. The purpose of the fund is to identify, initiate, negotiate, and administer historic preservation projects in Anchorage. The Historic Preservation Project Fund is administered by the city's Historic Preservation Commission; the balance of the fund fluctuates, since it is a revolving fund and spending varies annually according to AHPC disbursements. To date, the Fund has been used by the AHPC to support the following activities:

- Pioneer Schoolhouse Roof (\$125,000, matching funds)
- Operations at the Oscar Anderson House (\$25,000)
- CityView module: consolidated survey of historic properties in the Four Original Neighborhoods (\$15,000)

For the full code, see: **Appendix F: Anchorage Historic Preservation Fund.**

Economic Development Property (AMC 12.35)

Financial incentives for development are currently offered by the Municipality in the Anchorage Municipal Code (AMC Chapter 12.35). The most recent ordinance, passed in 2009, allows for the following incentives for developers to offset the high cost of construction:

- **Economic Development Property:** New income-producing properties may receive partial or total exemption from real and personal property taxation for up to five years (AMC 12.35.040).
- **Deteriorated Property:** Deteriorated commercial properties may receive partial or total exemption from real and personal property taxation for up to 10 years for properties (AMC 12.35.050).
- **Municipal Fee Relief:** Deteriorated commercial properties may receive a partial waiver or total exemption from municipal fees for development.¹⁶

These incentives are intended to encourage redevelopment of underutilized, deteriorated properties and to boost economic development. Although these incentives are neither currently focused on nor tailored to historic preservation, they are mentioned here because they could be useful tools to implement the historic preservation goals of the Four Original Neighborhoods.

For the full code, visit the Anchorage Downtown Partnership's website:

<http://www.anchoragedowntown.org/about-downtown/development/development-incentives/>.

Heritage Land Bank (AMC 25.40)

The Municipality of Anchorage established a Heritage Land Bank (HLB) for the purpose of managing uncommitted Municipal land and promoting orderly development in accordance with the goals of the comprehensive plan. The HLB is responsible for acquiring, identifying, managing, and transferring municipal lands not assigned to a particular agency or department. Land disposals managed by the HLB include land sales, land exchanges, leases, and easements, all of which could be applicable to historic preservation in the Four Original Neighborhoods. The Heritage Land Bank is overseen by a seven-member HLB Advisory Commission. For the full code (AMC Chapter 25.40), visit <http://library.municode.com/index.aspx?clientId=12717>



Anchorage Preservation Organizations



The Oscar Anderson House (1915) serves as the headquarters of AAHP and its partner organizations.

In addition to the official rules and regulations listed above, the contributions of local nonprofit organizations are an essential component of Anchorage's existing historic preservation program. Although numerous heritage groups are dedicated to the preservation and management of cultural resources throughout the Anchorage Bowl, the organizations highlighted here contribute most directly today to historic preservation in the Four Original Neighborhoods. These organizations will likely be responsible for executing many of the policies and implementation strategies discussed in later chapters of this document.

Alaska Association for Historic Preservation

The Alaska Association for Historic Preservation (AAHP), founded in 1982, is a statewide nonprofit organization dedicated preserving Alaska's prehistoric and historic resources. AAHP's primary tasks are to aid in preservation projects across the state and to serve as a liaison among local, statewide, and national historic preservation groups. Currently, AAHP is headquartered in the historic Oscar Anderson House in Anchorage.

Duties and activities of AAHP include:

- Acts as a local partner of the National Trust for Historic Preservation;
- Partners with and advocates for other local nonprofit preservation organizations, such as Iditarod Historic Trail Alliance, Friends of Nike Site Summit, and others;
- Serves as a consulting party for Section 106 process;
- Manages annual list of *Alaska's Ten Most Endangered Historic Properties*, and sponsors a related matching-grant program;
- Publishes quarterly newsletter;
- Holds educational workshops for the public and historic preservation professionals; and
- Sponsors annual preservation awards.

Additional information about the Alaska Association for Historic Preservation is available online at <http://www.aahp-online.net/>.

Anchorage Woman's Club

The Anchorage Woman's Club (AWC) was formed in 1915 with the primary goal of building the city's first school, what is now called the Pioneer Schoolhouse. The schoolhouse was used for one year as a school and then became a meeting hall for many years. After the 1964 Good Friday Earthquake, the AWC relocated the schoolhouse to its present location at the corner of E. 3rd Avenue and Eagle Street, saving it from demolition. The AWC leases the Pioneer Schoolhouse from the Municipality of Anchorage, and has maintained and managed the building since 1965. The historic Pioneer Schoolhouse serves as the headquarters and administrative offices of the AWC. The schoolhouse is available for meetings and events on a rental basis.

Each spring the AWC performs re-creations of school life in 1915 for Anchorage School District students. The group also performs community service and hosts fund-raisers and events. Additional information about the Pioneer Schoolhouse and the activities of the AWC is available online at <http://www.pioneerschoolhouse.com>.

Cook Inlet Historical Society

In 1955, the Cook Inlet Historical Society (CIHS) was founded to focus on the history of the Anchorage area and, shortly thereafter, to raise funds for the creation of an Anchorage Museum. The Museum, located at 625 C Street, opened its doors in 1968 and today CIHS provides a forum by which to explore the local history and ethnography of the Anchorage area and the Cook Inlet region. Much of the material the CIHS has researched makes up the permanent Alaska Gallery exhibit in the Museum. Additionally, the CIHS is the designated lead for the Anchorage Centennial (2015), with events planned for 2012 and the following three years.

Additional information about the Cook Inlet Historical Society is available online at www.cookinlethistory.org and http://www.anchoragemuseum.org/about/aboutus_donors.aspx.



The Pioneer Schoolhouse was Anchorage's first school, and is now the headquarters of the Anchorage Woman's Club.



The Cook Inlet Historical Society operates out of the Anchorage Museum.