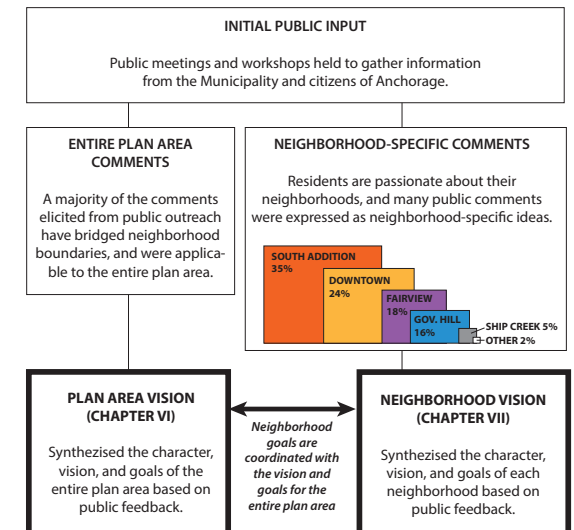


PRESERVATION VISION, GOALS & POLICIES

The purpose of this chapter of the HPP is to identify what new policies can support plan area goals and to recommend implementation strategies to establish and administer these policies. Anchorage residents care deeply about the quality of life and the character of the Municipality and its Four Original Neighborhoods; this sentiment is reflected by the Anchorage Bowl Comprehensive Plan (Anchorage 2020), the Anchorage Downtown Comprehensive Plan (2007), and other previously approved plans. Land-use and design policies most relevant to the HPP are excerpted from these documents and listed with associated goals. The goals, policies, and implementation strategies identified in this chapter were designed to build on these existing documents and to provide guidance and direction for historic preservation.

Previous chapters have discussed inconsistencies in the identification and protection of cultural resources in Anchorage today. Careful review and comparison of existing historic preservation policies with those practiced in other states resulted in some of the recommendations in this chapter; however, the majority of the policies on the following pages stemmed directly from the public. Comments from plan participants made it possible to shape policies and implementations strategies applicable to the entire plan area and specifically for each of the Four Original Neighborhoods.

This chapter (**Chapter VI**) is the heart of the HPP, and focuses on goals, policies, and implementation strategies applicable to all four neighborhoods—Government Hill, Downtown, South Addition, and Fairview. Building on this, the following chapter (**Chapter VII**) will summarize the unique characteristics of each neighborhood and includes neighborhood-specific goals, policies, and implementation strategies that may not be applicable to the larger plan area.



Public feedback has greatly shaped and informed the content of the HPP, especially Chapters VI and VII.



Public input was solicited through a variety of media in order to build the HPP Vision. Pictured here: Alaska Native Peoples Focus Group at the Alaska Native Heritage Center.

Public Participation & the HPP Vision

There are seven primary goals that apply to all neighborhoods and compose the vision for preservation in Anchorage's Four Original Neighborhoods (see sidebar). This vision is the heart of the HPP, and was compiled based on extensive input from the community and "best practices" from other cities.

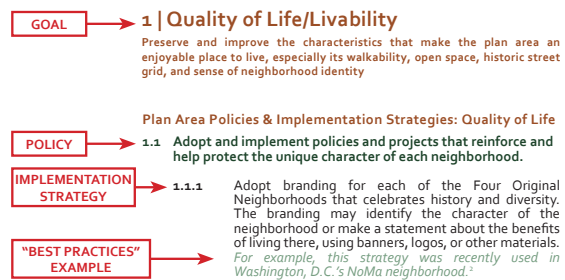
Public participation was critical to the development and coordination of the HPP and will be essential to its implementation. Public comment was solicited, ranging from public workshops and focus groups to online surveys and social media, yielding nearly 1,000 public comments. Most of the comments received through the public outreach process bridge neighborhood boundaries and can be applied to all four neighborhoods within the plan area. Additionally, a Technical Advisory Committee composed of key local stakeholders guided and reviewed the progress of the HPP. This outreach ensured that the content of the HPP was driven by the Four Original Neighborhoods and was created for the neighborhoods. For additional information about the various outreach efforts used to encourage public participation in the plan, please see **Chapter II**.

The HPP was also guided by successful preservation practices developed and tested in other communities. Anchorage can learn from cities with established, neighborhood-focused, historic preservation programs how to leverage funding sources to finance preservation projects, build on their heritage to create opportunities in tourism and business, take advantage of preservation incentives to revitalize decaying neighborhoods, adapt iconic old buildings for new uses, and educate the community about its history. Sidebars and notes throughout the HPP highlight how other cities have tackled the same issues facing Anchorage.

HISTORIC PRESERVATION PLAN VISION

1. **Quality of Life/Livability:** Preserve and improve the characteristics that make the plan area an enjoyable place to live, especially its walkability, open space, historic street grid, and sense of neighborhood identity.
2. **Landmarks to Save:** Preserve character-defining features of the plan area, which includes physical landmarks as well as stories, people, landscapes, and events.
3. **Interpreting History & Culture:** Tell stories and raise public awareness about the plan area's history, including the cultures and traditions of Alaska Native Peoples.
4. **Community & Partnerships:** Engage the community to participate in preservation activities and foster partnerships that will support historic preservation.
5. **Growth & Change:** Manage growth and change to historic neighborhood elements and character through development and implementation of the Municipality-Wide Historic Preservation Plan, the HPP, and Neighborhood and District plans. Adopt relevant policies, regulations, and best practices that will support and reinforce historic character and historic preservation goals, and that will aid in avoiding transportation, infill, redevelopment, or other large infrastructure projects that do not support neighborhood character.
6. **Economic Development:** Provide incentives for historic preservation while fostering a healthy local economy.
7. **Procedures & Regulations:** Implement and administer historic preservation policies and review procedures, and resolve conflicts between preservation and existing regulations.





Navigating the Goals, Policies, and Implementation Strategies

Each of the seven HPP goals, which are organized from qualitative concepts to regulation-based concepts, is described in its own module within this chapter. Each module contains an introduction that explains the intent and purpose of the goal, identifies best practices, and references policies from existing land-use and planning documents that support the goal. Following the goal statement are several policies that support the intent and purpose of the goal. Implementation strategies break down more specifically *how* the policies may be achieved; these strategies are smaller, more manageable pieces that may be undertaken in support of the goals or larger vision of the plan (illustrated at left). Many of the policies stem directly from the public comment made by those who participated in the public workshops.

While each goal expresses a unique idea, the policies and implementation strategies for one goal may be repeated for another. That overlap means that pursuing an implementation strategy for one policy may actually support more than one policy and/or goal. Overlap or redundancy of policies and implementation strategies may allow the goals to be achieved more quickly. Conversely, some policies may contain more strategies and action items than may be feasible to implement. Providing a wide range of options may allow progress to be made in large or small increments. Responsible parties and timelines for all the plan area and neighborhood-specific actions discussed here are found in a matrix that summarizes these goals, policies, and implementation strategies into one condensed document (**Chapter VIII: Implementation Plan**).

Linking Preservation to the Neighborhoods

Although most of the goals and policies apply to the entire plan area, some of the community input was specific to only one neighborhood, and thus needed to be addressed separately. Turn to **Chapter VII** for goals, policies, and implementation strategies that are specific to the neighborhoods.



1 | Quality of Life/Livability

Preserve and improve the characteristics that make the plan area an enjoyable place to live, especially its walkability, open space, historic street grid, and sense of neighborhood identity

“Securing quality of life is at the heart of what preservation is all about.... But quality of life is fragile—those things that make up a given community’s quality of life need to be identified, enhanced, and protected. And that’s where historic preservation comes in. Historic buildings are an important element in most community’s quality of life criteria because it is those buildings that provide a sense of belonging, a sense of ownership, a sense of evolution—that sense of community that sustainable economic growth requires.”

— Donovan D. Rypkema, April 27, 1996⁶²

Residents of Anchorage’s Four Original Neighborhoods—Government Hill, Downtown, South Addition, and Fairview—are keenly interested in preserving and improving the characteristics that make their neighborhoods enjoyable to live in. Nearly a quarter of the public comments received during preparation of the HPP addressed “quality of life” issues.

Among the characteristics valued most highly by the residents of all four neighborhoods are the historic street grid, scale and density, landscaping, pedestrian safety, and a sense of neighborhood identity. Other qualities that make these neighborhoods desirable places to live and work include walkability and connectivity to other parts of the city; views of the Chugach Mountains and the Cook Inlet; abundance of outdoor recreational opportunities; and access to Anchorage’s extensive trail systems and open space. Delaney Park, known locally as the Park Strip, is a beloved multiuse space, especially for residents of the South Addition. The proximity of the plan area to the Tony Knowles Coastal Trail, Chester Creek, and Westchester Lagoon is also important. Many of the policies discussed in this section focus on preserving these valuable qualities.

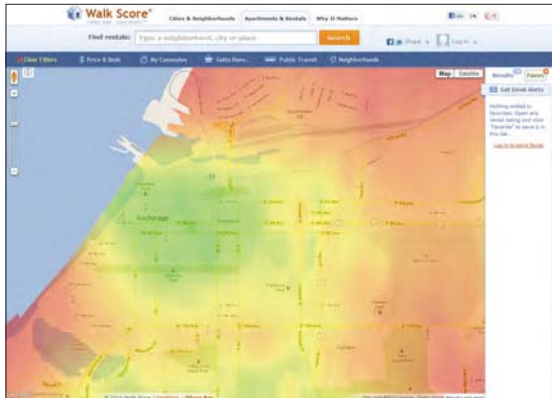
There is also certainly room for improving livability in the Four Original Neighborhoods. Residents noted that neglected maintenance of historic homes; the influx of transients, public inebriates, and panhandlers; transportation corridors that bisect the neighborhoods; and large developments that are out of context with existing scale negatively affect the historic character and quality of life in the plan area.



Walkability, bikeability, and easy access to the Tony Knowles Coastal Trail are among the characteristics valued most highly by residents of the Four Original Neighborhoods.



Public art, such as the salmon on A Street, adds to the quality of life in the plan area.



The Four Original Neighborhoods score high in walkability (shown in green) on WalkScore.com. Their ranking is comparable to neighborhoods in cities like Seattle and San Francisco, although Anchorage as a whole is ranked as “car-dependent.”



Maintaining trails and open space is a high priority.

Alaska’s arctic climate and “frontier spirit” further define the quality of life in Anchorage’s Four Original Neighborhoods. Looking to other world-class northern cities such as Stockholm, Helsinki, Copenhagen, and Oslo—all of which rank highly in international quality-of-life surveys, despite their arctic climate—was helpful in understanding these issues. For example, Helsinki, the capital of Finland, was recently voted one of the best places to live, based on its proximity to nature, its innovative infrastructure and design, and the respect it gives to traditional cultural values. The city is also known for embodying a distinctly Finnish way of doing business and living life: a spirit of survival, an appreciation for the seasons, and a sense of humor combine to create an attitude that has sometimes been termed “Finnwacky.” The Four Original Neighborhoods already share many of the building blocks of Helsinki’s award-winning arctic character, so implementing the historic preservation strategies in this HPP to celebrate the unique Alaskan way of life would only strengthen the plan area’s character.

It is also important to note that the livability of a city is defined by more than just the quality of its bricks and mortar. Studies have shown that active community participation is an essential component of maintaining a positive quality of life. To that end, the policies and implementation strategies throughout the HPP are intended to increase community engagement and collaboration without compromising the independence that Alaskans value.

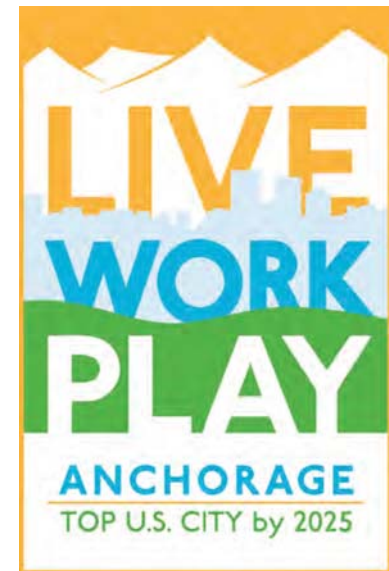
The “Quality of Life” policies presented here set the stage for the other goals of the HPP. Celebrating history and culture (Goal #3), forming partnerships to improve the community (Goal #4), responsibly managing growth (Goal #5), and adopting regulations that will reinforce community values (Goal #7) will all work together to enhance the quality of life in the Four Original Neighborhoods.

WHAT IS LIVABILITY?

Because the concept of livability is place-based and context sensitive, its definition can differ, depending on region and whether the community is in an urban, suburban, exurban, or rural setting. However, the overall understanding of livability can be conveyed by five of the six principles of the Sustainable Communities Partnership listed below. A livable community:

- **Provides more transportation choices that are safe, reliable, and economical.** In a rural area, this can be as simple as increasing walkability, to enable citizens to park their car once in a downtown area and access their daily needs by foot from that location. Providing transportation to critical social services for rural residents who can't drive is another valuable livability option.
- **Enhances economic competitiveness.** Through reliable and timely access to employment centers, educational opportunities, services and other basic needs, livable communities are those which have higher economic resilience and more economic opportunities. They provide expanded business access to markets—largely through increased accessibility and mobility choices.
- **Supports and targets funding toward existing communities.** Instead of developing on new land—which can be a waste of funding and resources—livable communities target development toward such strategies as transit oriented, mixed-use development and land recycling—to increase community revitalization, improve the efficiency of public works investments, and safeguard rural landscapes.
- **Promotes equitable, affordable housing options.** This refers to an availability of location- and energy-efficient housing choices for people of all ages, incomes, races, and ethnicities—like neighborhoods with mixed-use, mixed-income housing where a retired couple can live in the same community as a recent college graduate.
- **Values communities and neighborhoods.** The purpose of livability is to enhance the unique characteristics of all communities by investing in healthy, safe and walkable neighborhoods—rural, urban or suburban. The unique nature of each area will determine what livability looks like for that community.

—Quoted from Department of Transportation, <http://www.dot.gov/livability/faqs.html>.



Live.Work.Play. is an initiative sponsored by the Anchorage Economic Development Corporation to make Anchorage the #1 city in America to live, work, and play.



The NoMa Business Improvement District created a cohesive brand for this Washington, D.C. neighborhood.



Highway signs in portions of British Columbia are bilingual in English and the Squamish language.

Plan Area Policies & Implementation Strategies: Quality of Life

1.1 Adopt and implement policies and projects that reinforce and help protect the unique character of each neighborhood.

- 1.1.1 Adopt branding for each of the Four Original Neighborhoods that celebrates history and diversity. The branding may identify the character of the neighborhood or make a statement about the benefits of living there, using banners, logos, or other materials. *For example, this strategy was recently used in Washington, D.C.'s NoMa neighborhood.*⁶³
- 1.1.2 Coordinate implementation of historic preservation policies to support and extend the Anchorage First Economic Development strategy⁶⁴ and "Live.Work.Play." at the neighborhood level.
- 1.1.3 Utilize the historic function of alleys as a service space.

1.2 Promote and protect access to trails, open space, views, and recreation.

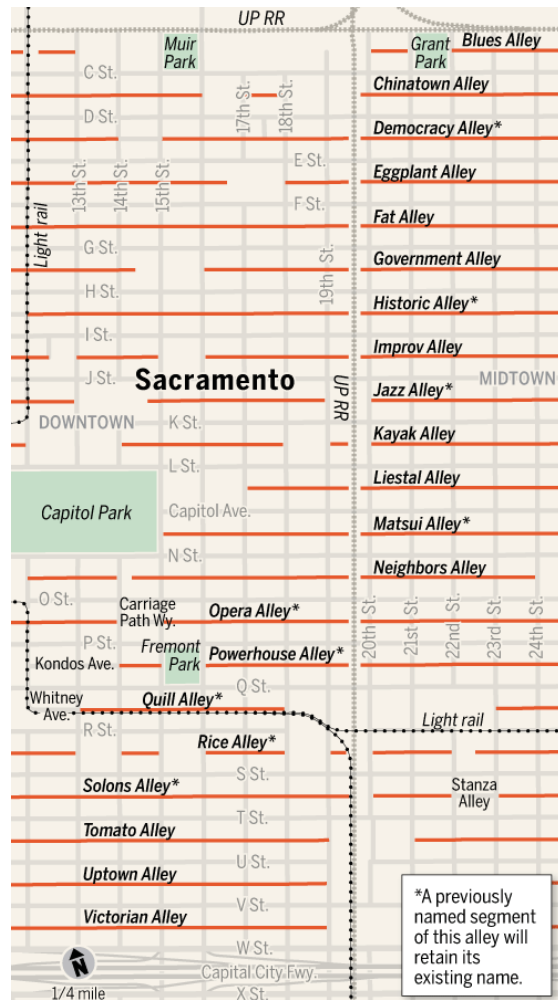
- 1.2.1 Integrate the history of Anchorage's parks into the trail system in order to encourage use, and/or provide historical information on the Parks & Recreation website.
- 1.2.2 Maintain and enhance safety of existing historic trails, and improve connections to Downtown, Coastal Trail, and open space network.
- 1.2.3 Maintain and enhance the Ceremonial Start for the Iditarod Trail.

1.3 Incorporate elements of Anchorage's history and culture into everyday activities and places in order to improve quality of life and build a sense of place.

- 1.3.1 Install street signs in English and Athabascan, especially to represent Athabascan names for villages and geographic features (also applies to Policy 3.2). *Highway signs in portions of British Columbia are bilingual in English and the Squamish language.*
- 1.3.2 Name public buildings and streets after Native leaders per Muni code (also applies to Policy 3.2).
- 1.3.3 Incorporate Native art and/or sculpture into parks, open spaces, and other public areas by creating a network of partners and friends groups that will assist in planning, funding, and support of a public art program (also applies to Policy 3.2).
- 1.3.4 Integrate historic icons or photographs into streetscape furnishings, such as trash cans and benches (also applies to Policy 3.5). *For example, this strategy was used at Jack London Square in Oakland, CA, and in Anacortes, WA.*
- 1.3.5 Commission local artists to paint murals or create other public art depicting history of Four Original Neighborhoods, and consider offering guided tours of the murals. There is already a history timeline near City Hall, and new artwork could tell neighborhood-specific stories (also applies to Policy 3.5). *The Precita Eyes Mural Program in San Francisco is a successful example of this strategy.*



The Port of Anacortes, WA, installed vintage salmon labels on its trash cans to celebrate the town's salmon canning history.



City officials named the alleys in downtown Sacramento to reflect their distinctive character and help brand the central city. The names, shown in bold italic, begin with the same first letter as the parallel street to the north of the alley.

- 1.3.6 Name alleys in the Four Original Neighborhoods using historical and cultural references (also applies to Policy 3.5). Officially naming alleys provides an opportunity to honor civic leaders and enhance the pedestrian experience without the problems caused by renaming major boulevards in mature cities. Naming alleys can also assist emergency response teams, who may have trouble finding locations that have addresses on the surrounding streets, but face the unnamed alley. *For example, many alleys in San Francisco are named for local writers, such as Dashiell Hammett, Mark Twain, and the Beat writers. Similar programs have recently been enacted in Seattle and Sacramento to create an improved sense of place.*
- 1.3.7 Develop partnerships with the Anchorage School District, nonprofit organizations, and Native groups to execute these projects (see Goal #4).
- 1.3.8 Seek funding through Alaska Native/Native Hawaiian Institutions Assisting Communities (AN/NHIAC), which is administered through the U.S. Department of Housing and Urban Development (HUD) and is issued to accredited nonprofit Alaska Native and Native Hawaiian institutions of higher education.⁶⁶

See Policies 3.2 and 3.5 for additional implementation strategies related to incorporating history and culture into everyday life.

2 | Landmarks to Save

Preserve character-defining features of the plan area, which includes physical landmarks as well as stories, people, landscapes, and events

Historic preservation in Anchorage differs from other cities due to several factors, including its more recent establishment and period of development, scarcity of resources and building materials that has caused many buildings to be moved, and the harsh climate that encourages replacement of building materials at a more rapid rate. Anchorage also lacks a local historic register or inventory. Nevertheless, the Anchorage community values its history, particularly as it is exemplified through the built environment of the Four Original Neighborhoods. The community has consistently identified a handful of specific local landmarks in the HPP area that should be preserved—termed “Landmarks to Save”—many of which are located in Downtown and Government Hill (see graphic on next page). Buildings and spaces consistently mentioned as character-defining features of the plan area include the Park Strip, 4th Avenue Theatre, Oscar Anderson House, Alaska Railroad Anchorage Depot and the Freight Shed, Pioneer Schoolhouse, Strutz House, Safehaven, Army Housing Association/Pilots’ Row, and Star the Reindeer. Additional items include quintessential Alaskan building types (such as log cabins, CAA/FAA houses, and Quonset huts), older homes, and Alaska Native Peoples’ tikahtnus and cultural sites. Natural features such as Westchester Lagoon and the Coastal Trail were also mentioned as valuable places, and although they are not eligible for listing in the National Register, they may deserve to be celebrated in another way.

Many of the buildings identified by the community as high priorities for preservation are owned and operated by the Municipality of Anchorage (Oscar Anderson House, Pioneer Schoolhouse, and Old City Hall, among others). As owners of these valuable resources, the Municipality has an opportunity to take a strong role in preservation of the HPP area. Most importantly, the Municipality should act as the model for preservation “best practices” and should set the standard for appropriate stewardship of historic buildings in the plan area. With the Municipality leading the way and responsibly rehabilitating its historic properties, the HPP area has the potential to support heritage tourism in Anchorage (see Goal #6: Economic Development for more information about heritage tourism).

When planning for the preservation of these landmark buildings, the issue of relocation should be carefully considered. In the national preservation community, it is generally recognized that relocation of a historic resource that is in its original location is acceptable only as a last resort.

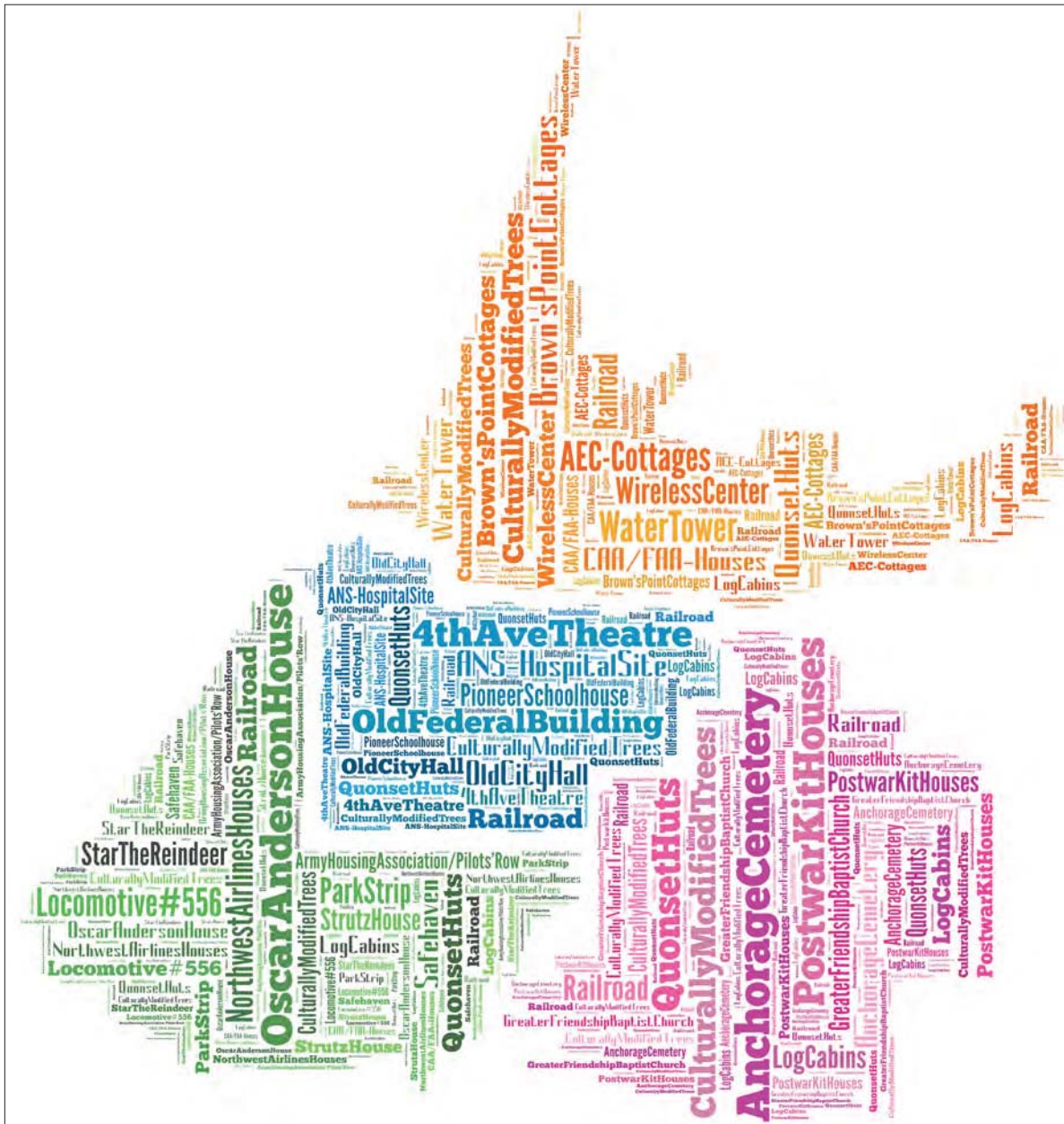


However, Anchorage and the Four Original Neighborhoods have a history of relocating buildings for a variety of purposes. Historically, relocation was a practical means of retaining scarce resources such as lumber and brick. Later, relocation of buildings has been implemented as a means to protect threatened historic resources and preserve architectural heritage. In the 1970s and 1980s, many buildings were moved out of the HPP area and into the Municipality's storage yards to make way for new development, or moved to Wasilla or elsewhere in the Matanuska-Susitna Borough to take advantage of more flexible building codes. But relocation can still have positive benefits, and the Oscar Gill House (1344 W. 10th Avenue) is a success story: the house was moved from the Municipality storage yards back to the South Addition near its original location, and is now listed in the National Register.

In addition to the preservation of physical features, the preservation of stories, people, and events can add layers and depth to a community's identity. This is especially true of Alaska Native Peoples' heritage: the built environment as it stands today holds few physical reminders of the traditional use of the plan area, and engaging the Native community will be essential to ensure that the Four Original Neighborhoods properly reflect this aspect of Anchorage's history. However, the focus of this module is on preservation of character-defining features, so strategies related to storytelling and interpretation are discussed in more detail in Goal #3: Interpreting History & Culture.

The goal of preserving identified local landmarks described in this module is the highest priority in the HPP; all of the other goals ultimately support this one. Therefore, it is vitally important to aggressively preserve and protect these resources by nominating and listing them in both the National Register of Historic Places and a local historic register. A disproportionate number of properties currently listed in the National Register are located Downtown, so one initiative should be to nominate properties in Government Hill, the South Addition, and Fairview that were identified during the neighborhood historic resource surveys as eligible for listing in the National Register. All of these identified historic resources should be first and foremost to receive the benefits of the new programs initiated via this HPP.





Landmarks to Save

The buildings, sites, and stories depicted in this graphic were identified through the HPP Public Outreach Process as the most precious resources in the Four Original Neighborhoods. Places mentioned within **Government Hill (orange)**, **Downtown (blue)**, **South Addition (green)**, and **Fairview (pink)** are shown here within the shape of each neighborhood's boundaries.

This list is not intended to be exhaustive—many others not included here are listed in or eligible for the National Register of Historic Places—yet it reflects the resources valued most highly by the public. For a bulleted list of “Landmarks to Save” in each neighborhood, see **Chapter VII**.



The 4th Avenue Theatre and quintessential Alaskan building types such as log cabins were consistently mentioned as "Landmarks to Save."



Prioritize nomination of National Register-eligible properties outside of Downtown, such as these CAA/FAA Duplexes in the South Addition.

Plan Area Policies & Implementation Strategies: Landmarks to Save

2.1 Retain and preserve the historic and cultural resources identified during the HPP public outreach process and recorded in the Consolidated Historic Resources Inventory.

- 2.1.1 Create a program to seek official designation of eligible individual resources and districts on local, state, and/or national historic registers. To date, 174 individual resources and 11 historic districts have been found eligible for listing in the National Register and were recorded in the Consolidated Inventory. This nomination program should also include a process to acknowledge and interpret the importance of any identified resources that will not be nominated. Consider working with Alaskan universities to assign tasks toward accomplishing this program.
- 2.1.2 Prioritize official nomination of National Register-eligible historic resources outside Downtown (in the Government Hill, South Addition, and Fairview neighborhoods).
- 2.1.3 Encourage adaptive reuse of historic residential, commercial, and industrial resources in the Four Original Neighborhoods to ensure their longevity and vitality.
- 2.1.4 Seek public and private funding for rehabilitation projects at these buildings.
- 2.1.5 Continue to identify and preserve additional historic resources in the Four Original Neighborhoods, including nontraditional resource types such as cultural landscapes and trails.

See Chapter 2, "Federal Historic Preservation Laws," for a discussion of the National Register of Historic Places. See Policy 7.3 for additional discussion about creating and populating a local register.

2.2 Promote these identified historic resources collectively as Anchorage’s most prominent historic resources.

- 2.2.1** Focus first on offering preservation incentives and economic development tools (discussed in Goal #6) to the historic buildings identified during the HPP public outreach process and recorded in the Consolidated Historic Resources Inventory.
- 2.2.2** Create a media campaign to highlight the historic and cultural resources identified during the HPP public outreach process and recorded in the Consolidated Historic Resources Inventory, and promote the benefits of historic preservation.
- 2.2.3** Develop themed tours of Anchorage that include the resources identified during the HPP public outreach process and the Consolidated Historic Resources Inventory project.
- 2.2.4** As part of the Municipality’s heritage tourism strategy—including leadership of the 2015 Centennial Celebration—coordinate promotion of these resources with businesses, tourism, and local nonprofit partners. For example, the existing Downtown Anchorage walking tour information could be incorporated into future Anchorage heritage tours.
- 2.2.5** Prepare a manual aimed at cruise and tour operators that summarizes historic sites and activities.

See Goal #3 for additional implementation strategies related to interpretive programs and education.

See Policy 6.7 for additional implementation strategies related to heritage tourism.





Culturally modified trees in British Columbia.

2.3 Avoid relocation of historic buildings and structures to storage facilities or other neighborhoods.

- 2.3.1** Identify historic buildings—especially those from the Four Original Neighborhoods—currently located in Municipality-owned storage facilities.
- 2.3.2** Evaluate the feasibility of a program for reintroducing historic buildings from storage back into the Four Original Neighborhoods. This could be an effective strategy for activating vacant lots and parking lots.
- 2.3.3** If retention of a historic building on site is not feasible, consider relocation to another suitable site within the plan area (e.g., vacant lots and parking lots). Relocation should be the last option considered, and is preferable only to demolition. If relocation is undertaken, the process should be well-documented.

2.4 Engage the Alaska Native Peoples community to identify cultural sites to preserve and interpret.

- 2.4.1** Work with Alaska Native Peoples community to identify and document Culturally Modified Trees in the plan area.
- 2.4.2** Work with Alaska Native Peoples community to identify and document house pits, caches, and other archeological sites in the plan area.
- 2.4.3** Solicit support and assistance from Cultural Resource Specialists in neighboring boroughs and communities to identify archeological and/or culturally significant sites in the plan area.

- 2.4.4** Pursue Tribal Preservation Project Grants from the National Park Service to preserve Native cultural sites (also applies to Policies 3.2 and 4.6).

See Policy 3.2 for additional implementation strategies related to interpretation of Alaska Native Peoples' history and culture, and Goal #4 for potential funding opportunities.

2.5 Develop preservation manuals for various property types (conditions, maintenance plan, programming, operations, finances, etc.).

- 2.5.1** Collect and distribute preservation briefs and case studies relevant to specific building types (residential, religious, educational, commercial, etc.) to serve as educational tools and to improve maintenance efforts.

See Policy 2.8 for additional implementation strategies related to preservation manuals for Municipality-owned buildings.

2.6 In addition to preservation of physical features, encourage preservation of stories, people, and events through interpretive programs and education.

See Goal #3 for implementation strategies related to interpretive programs and education.





Identify and track what might become the next generation of historic resources, such as Project 80s buildings.



Encourage public uses for historic buildings owned by the Municipality of Anchorage. (Pictured: Crawford Park Cabins)

2.7 Identify and track the next generation of historic resources to preserve, such as “Project 80s” buildings.

- 2.7.1 Create a database to identify and track local buildings that may achieve significance when they turn 50 years of age. This database should be updated every five years.
- 2.7.2 Interview “Project 80s” architects, planners, and developers as part of the documentation of the buildings.
- 2.7.3 Understand the significance of “Project 80s” buildings and other resources from the recent past through the development of a historic context statement.
- 2.7.4 Draft local registration requirements for significant buildings that have not yet achieved 50 years of age.

See Goal #7 for additional implementation strategies related to conducting and maintaining surveys.

2.8 Encourage public uses for historic buildings owned by the Municipality of Anchorage.

- 2.8.1 The Municipality should serve as the model for preservation “best practices” and should set the standard for appropriate stewardship by demonstrating these practices while maintaining Muni-owned historic buildings in the plan area.
- 2.8.2 Comprehensively assess and document historic resources owned by the Municipality.
- 2.8.3 Develop a comprehensive capital improvements program for managing Municipality-owned historic buildings. Such a program would prioritize preservation activities and consider various ownership and property management options, including coordination with the Heritage Land Bank and/or building and landscape easements. The capital improvements program should also identify funding opportunities (grants, general fund, and other sources) that may be available to Municipality-owned historic buildings.

- 2.8.4 Create an annual fund to support maintenance and management of buildings, based on the capital improvements program, or determine if the Municipality should sell the building to an owner who aspires to maintain it. Examples of reuse or repurposing existing historic buildings, including pro formas, may be developed as part of this process.
- 2.8.5 Conduct studies to explore appropriate uses for the most historically significant Municipality-owned buildings (e.g., feasibility studies, historic structures reports, historic building preservation plans, capital improvement plans, and operational/business plans) according to the priorities and strategies established by the comprehensive capital improvements program (see Strategy 2.8.2). Studies for each building should include a budget for operational costs and a funding plan, which should be updated on a biannual basis.
- 2.8.6 Leverage potential income from Municipality-owned buildings (e.g., film location fees, rental fees, admission, etc.) to finance maintenance projects and development of tools/plans.
- 2.8.7 Catch up on deferred maintenance of Municipality-owned historic properties to ensure that their condition is stable and sustainable.
- 2.8.8 Revise tenant leases of Municipality-owned properties to encourage tenant participation in building upkeep and accountability of Public Works' responsibilities to maintain the buildings.

3 | Interpreting History & Culture

Tell stories and raise public awareness about the plan area's history, including cultures and traditions of Alaska Native Peoples



Existing Alaska History Walk exhibit on 7th Avenue.

Anchorage residents recognize and appreciate the unique character of the Four Original Neighborhoods, and share a desire to celebrate the neighborhoods' history and culture. Historic buildings and cohesive neighborhoods are a source of pride for the community, and residents value the contribution of historic resources to the plan area's identity. However, there is a lack of broad public awareness about the plan area's history, partly because so many of Anchorage's residents are transplants or newcomers.

In the plan area, storytelling is of equal importance to the preservation of physical places. Interpretation is therefore essential. During preparation for the Anchorage Original Neighborhoods Historic Preservation Plan, community members presented many ideas for how to interpret and commemorate important people and events. These ideas range from plaques, monuments, and interpretive signage to walking tours, documentaries, websites, and other digital media. Additional interpretation programs and implementation strategies are presented in this chapter. Funding for these interpretive programs is discussed in Goals #4 and #6.



"Ngāa Pouwhenua – the Land, the People, the Dreams" exhibition in Waikato, New Zealand, showcases both the heritage and current practices of Māori peoples.

When it comes to deciding on methods for interpreting history and culture in the Four Original Neighborhoods, there are numerous choices that range in size and complication to implement. Thus, it is important to start by creating an Interpretive Program, wherein choice methods for interpretation are established and prioritized. Programming will likely be shaped to an extent by the arctic climate; however, the weather need not impinge on interpretation strategies, and can in fact produce more creative means for sharing stories about the plan area's history and culture (see sidebar on next page).

Education about Anchorage's history and preservation policies is also critical. There is a need to improve access to information, teach community members and Municipality administration how to manage historic buildings, and dispel myths about historic preservation.

Most important, Alaska Native Peoples' stories—especially positive and/or modern ones—should be incorporated into the narrative, and respect should be shown for Alaska Native cultures and traditions. 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.

Successful interpretive programs increase recognition of Native heritage and ensure that Native heritage values are acknowledged and interpreted for public understanding. These programs typically seek government and foundation or nonprofit support to implement and maintain them. When incorporating Alaska Native Peoples' stories into the historic narrative for the Four Original Neighborhoods, it is important to understand that the perception of "heritage" differs for Europeans and indigenous peoples and that over the last century Native land-based and -built heritage has been undermined, which often necessitates creative approaches to cultural preservation. The best examples from other U.S. cities successfully integrate Native culture, heritage, art, and stories seamlessly into interpretive signage and everyday life. Using Native language and motifs in signage and place names may be an effective way to help accomplish this. In considering ways to better represent Alaska Native Peoples in the plan area, inspiration can be drawn from Hawaii, New Mexico, and the Navajo Nation, and from the Maori people in New Zealand, among others.

Plan Area Policies & Implementation Strategies: Interpreting History & Culture

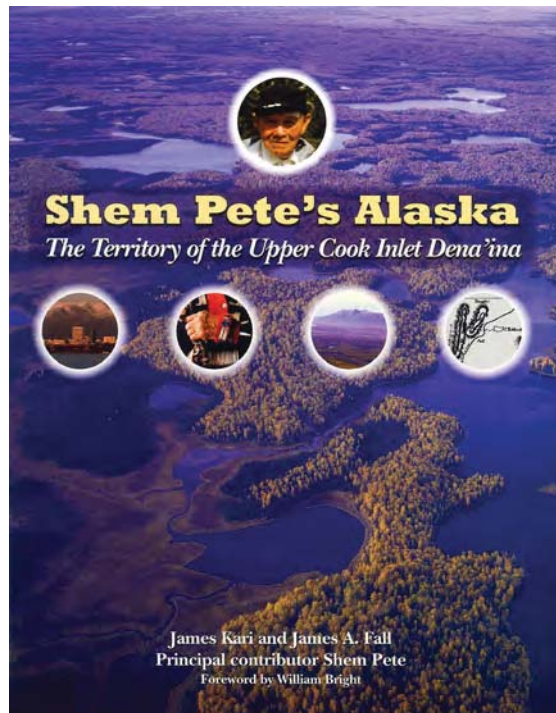
3.1 Develop a comprehensive interpretive plan and/or a series of interpretive plans focusing on the character of each of the Four Original Neighborhoods. Consider interpretative programs and a variety of media that appeal to all ages and demographics.

- 3.1.1 Form an interpretive planning advisory group (or groups) composed of public-private partnerships to oversee creation of interpretive plan or plans.
- 3.1.2 Seek funding for an interpretive plan for Municipality-owned buildings and parks, which would identify and prioritize which stories to tell, select media to be used for each story, and establish a consistent graphic identity for all materials. Such a program should consider plaques, freestanding signage, kiosks, walking tours, brochures, mobile applications, social media, websites, video, audio/podcast, artifacts, exhibits, and artwork. This plan could be funded through grants, business improvement district funds, and/or Municipality (see Goals #4 and #6 for potential funding sources for such a program).

ARCTIC INTERPRETATION TIPS

Anchorage's location presents unique conditions for interpretive planning due to its arctic climate. The following scenarios are suggested to promote history and culture in Anchorage, despite (or because of) the weather:

- Construct signage using weather-resistant materials, or construct removable signage so that it does not get damaged or affect snow removal.
- Celebrate seasonal activities and opportunities.
- Conduct walking tours, even during the winter.
- Use winter months for planning and fabrication of tours and interpretive materials.
- Shift from outdoor activities, such as tours, to indoor ones, such as lectures, depending on the season.



Publicize *Shem Pete's Alaska*, a book about Upper Cook Inlet Dena'ina place names.

- 3.1.3 Seek funding for an interpretive plan for each of the Four Original Neighborhoods. Each plan would include the same components described above.
- 3.1.4 Ensure that the Four Original Neighborhoods are represented in the Centennial Legacy Interpretive Project, and complete the installation of interpretive signage, plaques, or monuments in time for the Anchorage Centennial Celebration in 2015.
- 3.1.5 Work with the Alaska Native Peoples community to identify stories in the plan area to interpret.
- 3.1.6 Look for interpretive opportunities that take advantage of all four seasons.
- 3.1.7 Seek funding to assist private property owners in implementing interpretive programs.

3.2 Incorporate Alaska Native Peoples' stories into existing and future narratives in the Four Original Neighborhoods.

- 3.2.1 Place an interpretive plaque at the site of the former Alaska Native Service (ANS) Hospital.
- 3.2.2 Select one example of Culturally Modified Trees, and place interpretive signage at that location (see Policy 2.4).
- 3.2.3 Create a map of indigenous language place names in the Four Original Neighborhoods. The Bureau of Land Management (BLM) completed a report and map identifying culturally important place names in the Copper River watershed in South-central Alaska.
- 3.2.4 Publicize *Shem Pete's Alaska*, a book about Dena'ina place names.

- 3.2.5 Install street signs in English and Athabascan, especially to represent Athabascan names for villages and geographic features (also applies to Policies 1.3 and 3.13).
- 3.2.6 Name public buildings and streets after Native leaders (also applies to Policy 1.3).
- 3.2.7 Incorporate Native art and/or sculpture into parks, open spaces, and other public areas by creating a network of partners and friends groups that will assist in planning, funding, and support of a public art program (also applies to Policy 1.3).
- 3.2.8 Add more Alaska Native stories about the sun, moon, and stars to Planet Walk (some are featured at the Sun Station and on the Web, but additional stories could be added to other planet signage).
- 3.2.9 Include Native Alaskan Peoples' stories in Oscar Anderson House tour.
- 3.2.10 Establish an Alaska Native Heritage Center (ANHC) annex or kiosk in Downtown to support heritage tourism (see Policy 6.7).
- 3.2.11 Host festivals or ceremonies to celebrate the catch of the first salmon, migration of birds, and other traditional events and rituals.
- 3.2.12 Pursue Tribal Preservation Project Grants from the National Park Service to promote interpretation of Native stories and cultural sites (also applies to Policies 4.6 and 2.4).

3.3 Educate the general public, tourists, and Municipality administration about the history of Anchorage's Four Original Neighborhoods.

- 3.3.1 Work with Anchorage School District (ASD) educators and administrators to adapt the local history module for high school students to include information about the Four Original Neighborhoods.



The Auxiliary Heritage Collection and Craft Shop at the Alaska Native Medical Center celebrates Native history and traditional artwork.



The "Alaska App" already includes a self-guided walking tour of Downtown, and could be expanded to include other neighborhoods.

- 3.3.2 Work with ASD educators and administrators to develop a scavenger hunt or other activity for elementary school students, focused on the Four Original Neighborhoods.
- 3.3.3 Work with university educators and administrators to incorporate historic preservation curricula into Alaskan universities. The University of Alaska, Anchorage (UAA) Anthropology Department already has graduate-level courses on Cultural Resource Management, which could serve as a model for other courses and degree programs.
- 3.3.4 Develop a free guided walking tour program. There are various models of tour programs that have been applied successfully in other cities: (1) offered by a local historical society, (2) organized through the city's public library, (3) sponsored by a business improvement district, (4) offered by for-profit tour companies, or (5) presented by a collective of independent volunteer guides who advertise on a central website. *Examples of each type of walking tour program include: (1) Jackson Hole, Wyoming, Historical Society and Museum's summer walking tour series, (2) San Francisco's "City Guides" program, (3) New York City's Grand Central Partnership, (4) Sandeman's New Europe, and (5) CityFreeTour.com.*
- 3.3.5 Partner with Bicycle Commuters of Anchorage (BCA) or other similar group to offer maps and bike tours of historic resources in the Four Original Neighborhoods (also applies to Policies 3.6 and 3.7). *This strategy is used by the San Francisco Bicycle Coalition, which hosts regular historic bicycle tours.*
- 3.3.6 Add information about the history of the Four Original Neighborhoods to the Anchorage Bike map (also applies to Policies 3.6 and 3.7).
- 3.3.7 Add history of Four Original Neighborhoods to the "Alaska App." Note that the app already includes a self-guided walking tour of Downtown, created by the Alaska Channel and the Anchorage Downtown Partnership, Ltd.⁶⁷ (also applies to Policies 3.6 and 3.7).



- 3.3.8 Compile a bibliography of further reading about each neighborhood, to be made available at the Log Cabin Visitor Information Center, Z.J. Loussac Public Library, local schools, and Municipality offices.
- 3.3.9 Create a multimedia display about the Four Original Neighborhoods in City Hall or Log Cabin Visitor Information Center.
- 3.3.10 Seek funding for a short, engaging film about the Four Original Neighborhoods.
- 3.3.11 Publicize Rae Arno's *Anchorage Place Names*, a book about the history of street, park, and place names.

See Goal #4 for more information about interested partners that promote community pride and identity.

3.4 Provide practical, hands-on training for residents and organizations about available preservation tools, maintenance tips, conservation issues, and nomination programs.

- 3.4.1 Sponsor a series of Historic Homes Workshops, teaching about the rehabilitation process, historic preservation review procedures, funding opportunities, or skills such as window repair. *For example, a successful window workshop was recently held at the Pioneer Schoolhouse. Examples of this strategy outside of Anchorage include This Old House TV series on PBS, the "Heritage Houses Workshop Series" developed by the Historic Hawai'i Foundation, and the "Historic Home Workshops" hosted by the City of Napa, CA.*
- 3.4.2 Host a Preservation Education lecture series, covering topics such as neighborhood history, historic preservation incentives, and historic preservation procedures and regulations.
- 3.4.3 Provide basic historic preservation training for Planning & Zoning Commission, Assembly, and Municipality staff. *For example, the City of Paso Robles, CA, provided training for its city officials and staff.*



"This Old House" has a TV series, magazine, and website dedicated to teaching homeowners about skills such as window repair.



A successful window workshop was recently held at the Pioneer Schoolhouse.



The City of San Antonio, TX, sponsors a 30-minute monthly historic preservation segment called "HPTV."



The Precita Eyes Mural Program offers guided tours of murals and other public art—many of which portray significant historical themes—in San Francisco's Mission District.

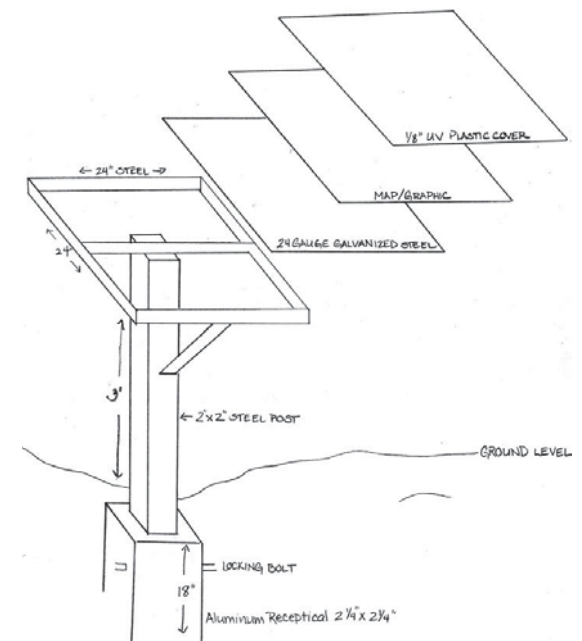
- 3.4.4 Provide basic historic preservation training for lenders, appraisers, and code officials.
- 3.4.5 Produce a series of historic preservation pamphlets, such as "Frequently Asked Questions" or "how-to" guides on historic house maintenance. *For example, this strategy was used successfully in San Clemente, CA.*
- 3.4.6 Produce a series of short segments focusing on preservation issues, to air on public access television channels (Municipal Channel 10). *For example, the City of San Antonio, TX, sponsors a 30-minute monthly historic preservation segment called "HPTV."*
- 3.4.7 Update Anchorage Historic Preservation Commission (AHPC) website to include more preservation-related links and educational tools.

3.5 Promote community pride and identity through storytelling and interpretation.

- 3.5.1 Create a Historic Plaque Program. Each plaque would state basic information about the building, such as its historic name, original owner's name, and/or original construction date. The program could be administered by a local nonprofit organization or the Municipality, with plaques paid for by each property owner. The cost of the plaques would vary, depending on materials and design, but would likely range from \$50 to \$150 each. *For example, hundreds of cities nationwide use this strategy, such as San Antonio, TX (city-funded), and Pacific Grove, CA (sponsored by the Heritage Society).*
- 3.5.2 Publish a quarterly or monthly newspaper column about local history. Many years ago, Robert B. Atwood's regular column in the *Anchorage Daily News* focused on history.
- 3.5.3 Share historic photographs and facts at Community Council meetings, Anchorage School District programs, and other events.

- 3.5.4 Integrate historic icons or photographs into streetscape furnishings, such as trash cans and benches (also applies to Policy 1.3). *For example, this strategy was used at Jack London Square in Oakland, CA, and in Anacortes, WA.*
- 3.5.5 Commission local artists to paint murals or create other public art depicting history of Four Original Neighborhoods, and consider offering guided tours of the murals. There is already a history timeline near City Hall, but new artwork could tell neighborhood-specific stories (also applies to Policy 1.3). *For example, the Precita Eyes Mural Program in San Francisco is a successful example of this strategy.*
- 3.5.6 Host annual Historic House Tour events, rotating among the Four Original Neighborhoods each year. *For example, historic Denver hosts an annual house tour in Denver each year, focused on eight to 10 houses in a different historic neighborhood.*
- 3.5.7 Name alleys in the Four Original Neighborhoods, using historical and cultural references (also applies to Policy 1.3). Officially naming alleys provides an opportunity to honor civic leaders and enhance the pedestrian experience without the problems caused by renaming major boulevards in mature cities. Naming alleys can also assist emergency response teams, who may have trouble finding locations that have addresses on the surrounding streets but face the unnamed alley. *For example, many alleys in San Francisco are named for local writers, such as Dashiell Hammett, Mark Twain, and the Beat writers. Similar programs have recently been enacted in Seattle and Sacramento to create an improved sense of place.*
- 3.5.8 Design interpretive signage that is weather-resistant, or mounted such that it can be removed in winter. *For example, the Donner Summit Historical Society designed customized, removable signs for Donner Summit, near Truckee, CA.*

See Policy 3.8 for implementation strategies regarding oral histories.



The Donner Summit Historical Society designed customized signs that could be removed in winter. Donner Summit, near Truckee, CA.



Using new media such as QR codes can create an interactive storytelling experience, such as on these signs in Rijeka, Croatia.



The Freedom Trail in Boston uses special paving, sidewalk markers, and paint to guide visitors on a walking tour of historic sites.

3.6 Take advantage of opportunities for thematic interpretation of stories across neighborhood boundaries.

- 3.6.1 Develop a mobile application or podcast to host thematic walking and driving tours (e.g., "Aviation History Tour," "Military History Tour," "Railroad History Tour," "1964 Earthquake Tour," "Alaska Native Peoples Tour," etc.). This could also be coordinated with the upcoming Anchorage Centennial Legacy Interpretive Project to include a "100 Years, 100 Homes" tour.
- 3.6.2 Design iconic graphics (e.g., propellers, trains, etc.) to be installed at associated sites to alert people to significant themes.
- 3.6.3 Incorporate stories about each neighborhood into the existing trail system's paving or infrastructure to combine history and the outdoors, especially during the summer months. This could be especially effective along the historic Iditarod Trail, which winds through the Four Original Neighborhoods. *The Freedom Trail in Boston is a prominent example of this strategy.*

3.7 Continue to enhance and promote existing programs that celebrate history and culture (e.g., Oscar Anderson House, Anchorage Museum at Rasmuson Center, Anchorage Memorial Park Cemetery, Alaska Native Heritage Center, etc.).

- 3.7.1 Create a media campaign to draw attention to the historic and cultural resources identified during the HPP public outreach process and recorded in the Consolidated Historic Resources Inventory, and to promote the benefits of historic preservation.
- 3.7.2 Continue to host "Historic Preservation Day" in Anchorage (April 11, 2012, was the inaugural celebration).

- 3.7.3 Celebrate Historic Preservation Month (nationally celebrated in May) in the Four Original Neighborhoods.
- 3.7.4 Celebrate Alaska Native-American Indian Heritage Month (nationally celebrated in November) in the Four Original Neighborhoods (also applies to Policy 3.2).
- 3.7.5 Tie in more historic stories to popular events such as Fur Rendezvous, the Iditarod, and the "Slam'n Salm'n Derby" (also applies to Policy 4.2).
- 3.7.6 Organize an annual historic tour of the cemetery.
- 3.7.7 Increase Anchorage Historic Preservation Commission presence on social media websites.
- 3.7.8 Publicize the Anchorage Museum's Homestead Exhibit online, as most of the featured homesteads were in the Four Original Neighborhoods.

3.8 Collect stories from first-generation Anchorage pioneers and Tribal Elders, and make this task an urgent priority.

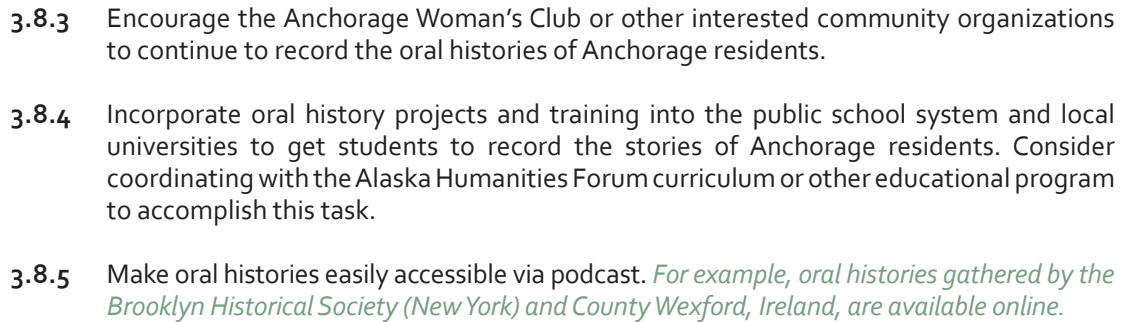
- 3.8.1 Partner with local, state, and national organizations to develop and fund oral history programs. *University of Alaska at Fairbanks' Project Jukebox is an existing oral history program, while StoryCorps and NPR partnered in the past for a project called "StoryCorps Alaska."*
- 3.8.2 Work with Alaska Native Hospital, Southcentral Foundation, University of Alaska at Fairbanks' Project Jukebox, and other organizations to gather oral histories from Tribal Elders.



The inaugural celebration of "Historic Preservation Day" was held in Anchorage on April 11, 2012.



Tie in more historic preservation activities to popular events such as Fur Rendezvous and the Iditarod.



3.8.5 Make oral histories easily accessible via podcast. *For example, oral histories gathered by the Brooklyn Historical Society (New York) and County Wexford, Ireland, are available online.*

4 | Community & Partnerships

Engage the community to participate in preservation activities and foster partnerships that will support historic preservation

Historic preservation is far from a recent undertaking in Anchorage. Whether it takes the form of one homeowner restoring her own home, or a nonprofit organization dedicated to preserving a historic site, many in the Anchorage community are currently engaged in historic preservation activities that have improved or enhanced the Four Original Neighborhoods.

Heritage groups and museums are responsible for innovative and ambitious preservation-related projects. The Alaska Railroad was complimented for its stewardship of the historic industrial district at Ship Creek. Efforts to promote and protect the heritage of Alaska Native Peoples, such as the Alaska Native Heritage Center and Anchorage Museum, were also recognized as important contributions to the community. Other preservation-minded organizations that operate locally include the Alaska Association for Historic Preservation, Cook Inlet Historical Society, and the Anchorage Woman's Club (discussed in detail in **Chapter III**). Identifying good partners for preservation in the future—especially companies and groups that are not traditionally known for historic preservation but that have overlapping interests—will be essential to accomplish the goals and policies in other chapters of the HPP (*see sidebar on next page*).

Fostering partnerships to support historic preservation is especially important in order to secure funding and other resources. Many of the existing programs in Anchorage have used government or corporate grants to fund their efforts, and additional funding opportunities may also be available. The Certified Local Government Program, Tribal Preservation Program, Lowe's Charitable and Educational Foundation, National Endowment for the Humanities, and American Express are just a few examples of programs and organizations that offer preservation-related grant opportunities. Goal #6 (Economic Development) further discusses funding options.

In addition to building a network of public and private partners, the efforts of the community and its preservation partners should be recognized and rewarded. The Alaska Association for Historic Preservation already hosts Annual Historic Preservation Awards, and projects throughout Alaska have won awards from the National Trust for Historic Preservation. An awards program focused on the Four Original Neighborhoods could also be developed.



The Alaska Railroad was complimented for its stewardship of the historic industrial district at Ship Creek.

Even with partners and funding, preservation in the Four Original Neighborhoods will not succeed if the community is not sufficiently engaged and invested. Raising awareness about the history of the plan area, as well as providing opportunities for the public to participate in preservation activities, will be key in accomplishing the goals of the HPP. In the Four Original Neighborhoods, the Community Councils already provide an opportunity for the public to be involved in neighborhood planning, and this existing structure could be leveraged and refined to serve as both a source of information and a forum for discussion about preservation projects and activities.

IT TAKES A VILLAGE: PARTNERS FOR PRESERVATION

Preservation is a community-wide endeavor. The Four Original Neighborhoods should look to form public-private partnerships to support and fund preservation activities in the plan area. Government agencies, nonprofit organizations, corporations, and community groups can all work together to make their resources available to the community. Such partners may include:

- Federal agencies
- State agencies
- Municipal programs and departments
- Preservation nonprofit organizations (national, state, local)
- Alaska Native Peoples organizations (tribes, corporations, foundations)
- Neighborhood/community groups (including Community Councils)
- Business organizations/networks
- Corporations and local businesses, even those not traditionally known for historic preservation
- Educational institutions (school districts, universities)
- Museums

See **Appendix L: Partners for Preservation** for a list of organizations and groups—which is by no means exhaustive or exclusive—mentioned during the HPP Public Outreach process that might be good partners for preservation.



Plan Area Policies & Implementation Strategies: Community & Partnerships

4.1 Identify partners at the federal, state, and local levels to support historic preservation and cultural resource awareness.

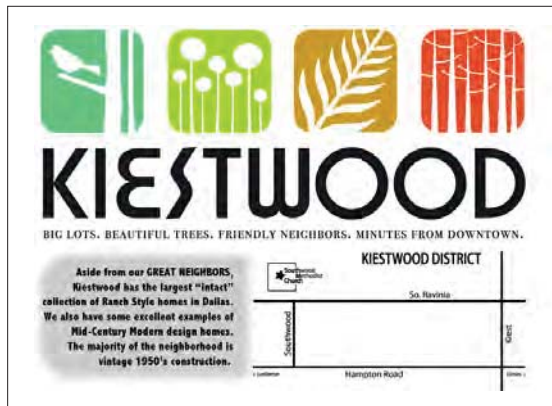
- 4.1.1 Create and maintain a directory of potential preservation partner organizations, including contact information or website.
- 4.1.2 Follow the lead of Alaska Association for Historic Preservation and establish partnerships between other organizations and the National Trust for Historic Preservation through the "Partners in the Field" program.
- 4.1.3 Assign HPP implementation tasks to preservation-minded organizations.
- 4.1.4 Collaborate with Alaska Native Peoples organizations (tribes, corporations, and foundations) on preservation activities in the Four Original Neighborhoods.
- 4.1.5 Create and manage a list of Alaska Native Peoples groups to collaborate on preservation and interpretive efforts. This list would be maintained by the Municipality and guided by the Anchorage Historic Preservation Commission.

4.2 Reach out to organizations and companies with indirect or nontraditional connections to preservation.

- 4.2.1 Combine cultural and historic preservation awareness with other Anchorage events and organizations⁶⁸ (also applies to Policy 3.7).
- 4.2.2 Form networking opportunities with real estate professionals, developers, architects, and historic preservation groups. *For example, "Real Estate & Construction Networking" is a San Francisco Bay Area organization that offers networking opportunities to the local development community.*



The Alaska Association for Historic Preservation is a leading preservation partner in Anchorage.



Kiestwood Historical Homeowners Association was formed to preserve a large collection of Ranch Style homes in Dallas, TX. Membership is voluntary at \$15 per year, and is overseen by an all-volunteer board.

4.2.3 Create local retail programs to benefit the rehabilitation of a particular historic building type or geographic location (neighborhood). *For example, SaveMart, a Sacramento, CA, supermarket chain, sponsored a campaign to raise funds to keep public pools open in that city.*

4.3 Encourage collaboration on preservation projects and programs among a variety of local groups.

4.3.1 Form a Historic Homeowners' Association.

4.3.2 Develop preservation partnerships between federal and state historic preservation agencies and staff, Alaska Native Peoples representatives, and the Municipality to ensure a common message among the agencies, improve communication, and leverage community-wide cultural and historic preservation efforts.

4.3.3 Provide information about appropriate public participation and procedures to ensure that residents are aware of their opportunities to participate in the planning process, and are able to provide their comments in a manner that is helpful to decision-makers.

4.3.4 Create an educational program for community-based organizations that includes materials regarding the benefits of historic preservation.

4.4 Recognize and reward groups and individuals whose activities promote preservation and exemplify proper stewardship of historic resources.

4.4.1 Create an awards program (or expand on the Alaska Association for Historic Preservation's Annual Historic Preservation Awards) to recognize good stewards of historic resources in the Four Original Neighborhoods. This could be combined with the Historic Plaque Program (Policy 3.5).

- 4.4.2 Host an annual gala or awards ceremony to celebrate historic preservation and reward those who have been integral to the movement in Anchorage.
- 4.4.3 Offer discounts for advertising, premier listing for events, and so on, to recognize the role that groups have in supporting historic preservation.

4.5 Utilize networks and contacts from partner organizations to promote and educate.

- 4.5.1 Update Anchorage Historic Preservation Commission (AHPC) website to include more preservation-related links and educational tools.
- 4.5.2 Use Anchorage Downtown Partnership, Ltd., Building Owners & Managers Association (BOMA), Community Councils, and other community groups to educate property and business owners about available preservation programs and incentives.
- 4.5.3 Build a database of historic preservation practitioners.
- 4.5.4 Ensure that tourist-based organizations have access to information and publicize Anchorage heritage in their programs.

4.6 Identify and implement potential funding sources and grant opportunities for preservation.

- 4.6.1 Create and maintain a directory of potential preservation-related grants and funding sources, including any application requirements or restrictions.
- 4.6.2 Pursue preservation grants offered through the Lowe's Charitable and Educational Foundation, Scenic Byways, Certified Local Government, National Endowment for the Humanities, American Express Historic Preservation Partners program, and other foundations and organizations for preservation projects in Anchorage's Four Original Neighborhoods.



Grants are given through the "Partners in Preservation" program, sponsored by American Express and the National Trust for Historic Preservation. Each year a different region hosts the program (pictured: Seattle, 2010).



Historic buildings can be used as community meeting places, such as the A Street Event Hall in Downtown.

- 4.6.3 Fundraise through sponsorships, silent auctions, and donations at an annual historic preservation gala (see Policy 4.4.2).
- 4.6.4 Leverage Anchorage's Preserve America status to obtain federal funding for historic preservation projects in the plan area (note that Preserve America grants are not being offered in FY2012).

See Goal #6 for additional implementation strategies related to funding and economic development.

4.7 Use each neighborhood's community center to support preservation activities.

- 4.7.1 Install interpretive displays in each neighborhood's existing community center that highlights local history.
- 4.7.2 When building new community centers, consider incorporating neighborhood characteristics or traditional vernacular forms to celebrate history and ensure context-sensitive design. For example, Quonset huts or log cabins could be used as inspiration for the design of a new community center in one of the Four Original Neighborhoods.

4.8 Refine roles and responsibilities of Community Councils to create a forum for discussion of preservation.

- 4.8.1 Make information about preservation projects and activities available to the public through Community Councils and other community organizations.
- 4.8.2 Offer basic historic preservation training for each Community Council member.
- 4.8.3 Improve and maintain communication between the Community Councils and the Anchorage Historic Preservation Commission (AHPC).

5 | Growth & Change

Manage growth and change to historic neighborhood elements and character through development and implementation of the Municipality-Wide Historic Preservation Plan, the HPP, and Neighborhood and District plans. Adopt relevant policies, regulations, and best practices that will support and reinforce historic character and historic preservation goals, and that will aid in avoiding transportation, infill, redevelopment, or other large infrastructure projects that do not support neighborhood character.

One of the primary purposes of the Anchorage Original Neighborhoods Historic Preservation Plan is to provide solutions that will help balance future growth and change in the Four Original Neighborhoods with historic preservation goals. But this document is not the first to conceive of a vision for these neighborhoods: the Anchorage Original Neighborhoods Historic Preservation Plan supports and builds on existing growth and change management plans for the Municipality of Anchorage and its neighborhoods. The Anchorage 2020 Anchorage Bowl Comprehensive Plan identified a preferred growth strategy for Anchorage. This preferred strategy, the Urban Transition Scenario, promotes increased density Downtown; transitional, mixed-use development in the older neighborhoods; and preservation of the suburban and rural character of South Anchorage (see sidebar). Other plans and ordinances that guide growth and change in the Original Neighborhoods include: Title 21 of the Anchorage Municipal Code, and neighborhood-specific plans like the Downtown Comprehensive Plan and draft Government Hill Neighborhood Plan (GHNP) and Fairview Neighborhood Plan.

The policies and implementation strategies in this chapter demonstrate how historic preservation can further strategic goals for development in the Four Original Neighborhoods. Based on preservation best practices, the policies promote development that is respectful of historic and cultural properties and neighborhood character. As the Washington State Historic Preservation Guidebook explains, preservation planning brings predictability to growth and change:

When a change in land use is proposed for a site where cultural resources may be present, a historic preservation plan brings predictability and consistency to the development process. Goals, policies, and action statements regarding cultural resources serve notice to everyone as to the local priorities and public intentions towards these resources. A plan that identifies and evaluates properties or districts as historically significant provides specific direction for appropriate development. For local elected officials, planners, developers, property owners, and other interested citizens, there is immense value in having this predictability built into the development process. As a result, possible delays, surprises, and controversies can be identified early and avoided.⁷⁰

But policies are not enough. As discussed under “Community and Partnerships,” it is important to identify who leads the growth management policies described in this chapter.

ANCHORAGE 2020 AND THE URBAN TRANSITION SCENARIO

The **Urban Transition Scenario** was selected as the preferred growth scenario for Anchorage in the Anchorage 2020 Anchorage Bowl Comprehensive Plan. In this scenario:

Downtown, Midtown, and older in-town neighborhoods develop a more intensive urban character. Initiatives to foster more intense mixed-use development and neighborhood renewal in the northern half of the Bowl are introduced. Suburban/rural neighborhood character in South Anchorage is retained.⁶⁹

The Anchorage Original Neighborhoods Historic Preservation Plan supports this vision through the development of historic preservation policies for neighborhoods and the Municipality.





New development and contemporary architecture can still be integrated into historic neighborhoods.



The Alaska Railroad Freight Shed is LEED-certified and listed in the National Register of Historic Places.

Local groups are encouraged to be proactive in the management of development and change in their neighborhoods. The ability of the neighborhood to effectively participate, review, and comment on proposed projects is critical to responsible development. Establishing a formal neighborhood-level review process that includes a plan for public participation ensures that residents have the ability to be heard (*see sidebar*)⁷¹. Additional guidance and training programs could help residents and decision-makers to effectively review and comment on growth and change, especially through the Section 106 consultation process. A straightforward, simple review process could also facilitate better communication and cooperation among residents known for their “frontier spirit” or independence. The policies and implementation strategies in this chapter strongly correlate to those proposed in Goal #7: Procedures & Regulations.

“Responsible” development is difficult to define and may vary; therefore, the “responsible” development referenced in this module stems directly from public comments received for the plan area. Residents would like to see the existing character of their neighborhoods reinforced by encouraging reuse of historic buildings, as well as thoughtful design of infrastructure (utilities, alleys, street amenities, and streetscape improvements). Concerns about demolition of and inappropriate alterations to historic buildings, about transportation projects that threaten historic resources, and about urban sprawl were also expressed during the public outreach process for the HPP. Although each neighborhood has a slightly different vision for growth and change, the “Growth and Change” policies in this chapter address the types, sizes, locations, and densities of development applicable across all Four Original Neighborhoods. Neighborhood-specific recommendations—especially relative to commercial development—are discussed in **Chapter VII**.

Whether a proposed project involves open space, infrastructure, or buildings, the “Growth and Change” policies presented here demonstrate how historic preservation can influence the outcome. Open space is legally defined as undeveloped land that is protected from development by legislation; however, the term may also be more loosely used to describe parks or “green space” and the landscape of an urban environment, which may include underutilized or vacant lots. Infrastructure is generally defined as a large-scale public system, service, or facility, including power and water systems, public transportation, telecommunications, and roads. Growth strategies address projects large and small, from defining the public review process to establishing limits and redesign of surface parking lots.

Plan Area Policies & Implementation Strategies: Growth & Change

5.1 Foster the preservation and promotion of the unique characteristics of each of the Four Original Neighborhoods by developing policies and ordinances that support each neighborhood's goals.

- 5.1.1 Facilitate projects that will assist in retaining or enhancing historic neighborhood character and uses that will enhance and preserve quality of life, safety, connections to trails and open space, walkability, and bikeability.
- 5.1.2 Avoid or mitigate projects that threaten the unique characteristics of Municipally Adopted Plans (see Policy 5.5).

5.2 Address "Growth & Change" issues at a neighborhood-specific level by engaging the local community.

- 5.2.1 Provide information about appropriate public participation and procedures to ensure that residents are aware of their opportunities to participate in the planning process, and are able to provide their comments in a manner that is helpful to decision-makers. (See Policy 4.3) *For example, many cities and agencies have prepared tips to help the public maximize their input, such as National Oceanic and Atmospheric Association (NOAA)'s "Tips for Submitting Effective Public Comments."*⁷³
- 5.2.2 Use the established Community Council review process for infrastructure and development projects. This existing process could evolve to allow historic resources to be properly protected through a checklist of project considerations (need for the proposed project, design, etc.) for the community to study. *For example, in 2008, the Municipality of Anchorage prepared a Strategy for Developing Context Sensitive Transportation Projects, which outlines a project development process that promotes cooperation of stakeholders and decision-makers. This approach could easily be expanded to the Four Original Neighborhoods.*

PLANNING FOR TRANSPORTATION: CONTEXT SENSITIVE SOLUTIONS

Transportation and infrastructure projects can be threatening to a community's quality of life and its historic resources, if the project is not planned properly. In recent years, highway designers and administrators have learned that they must be more careful about how transportation affects communities. One solution is "Context Sensitive Solutions," an approach that advocates for cooperation between stakeholders and decision-makers through all stages of the transportation planning and design process. According to the Federal Highway Administration (FHWA):

"Context Sensitive Solutions is a collaborative, interdisciplinary approach to project development, involving all stakeholders at the earliest phase, to ensure that transportation projects are in harmony with communities and preserve environmental, scenic, aesthetic, and historic resources while maintaining safety and mobility. It involves taking into consideration the land use and environment adjacent to the roadway when planning and designing a project so as to make the improvement blend in with the surrounding community."

The Municipality of Anchorage built on this FHWA guidance to prepare its own "Strategy for Developing Context Sensitive Transportation Projects," which was adopted by the Assembly in 2008.



INFLUENCING PROJECT OUTCOMES USING SECTION 106

Federal agencies must actively consult with certain organizations and individuals during review. This interactive consultation is at the heart of the Section 106 review. To influence project outcomes, you may work through the consulting parties, particularly those who represent your interests.

WHO ARE CONSULTING PARTIES?

The following parties are entitled to participate as consulting parties during Section 106 review:

- Advisory Council on Historic Preservation;
- State Historic Preservation Officers;
- Federally recognized Indian tribes/THPOs;
- Native Hawaiian organizations;
- Local governments; and
- Applicants for federal assistance, permits, licenses, and other approvals.

Other individuals and organizations with a demonstrated interest in the project may participate in Section 106 review as consulting parties "due to the nature of their legal or economic relation to the undertaking or affected properties, or their concern with the undertaking's effects on historic properties." Their participation is subject to approval by the responsible federal agency.

—Quoted from *Advisory Council for Historic Preservation*, www.achp.gov.

- 5.2.3 Utilize existing processes to encourage large-scale projects to prepare a Neighborhood Outreach/Participation Program to handle "Growth & Change" issues when they arise. It will be important to seek additional input from decision-makers and to define the thresholds for this process when this item is implemented (a size threshold to define "large-scale projects" could be based on acreage, construction cost, or other metric) *An example of this strategy is a guidebook prepared by the Georgia Department of Community Affairs.*⁷⁴
- 5.2.4 Work with SHPO to educate each neighborhood about the federally mandated Section 106 process (see sidebar). The Section 106 process can be a powerful tool for shaping the outcome of federally funded projects, if used properly. (This also applies to Strategy 6.5.3.)

5.3 Make the improvement of Anchorage's historic core—an urban downtown surrounded by historic residential neighborhoods—the city's top priority.

- 5.3.1 Execute the "Urban Transition" vision of *Anchorage 2020: Anchorage Bowl Comprehensive Plan*. This vision allows Downtown, Midtown, and older in-town neighborhoods to develop a more-intensive urban character, which will also result in the preservation of each neighborhood's historic character.
- 5.3.2 Coordinate with the State of Alaska's and Municipality's economic development visions.⁷⁵ For example, active preservation of historic resources in Anchorage's historic core will assist with the implementation of the vision for Anchorage as a vibrant community in 2025, as outlined by the Live.Work.Play. initiative.
- 5.3.3 Implement the strategies for downtown revitalization outlined in the *Downtown Comprehensive Plan* (2007).
- 5.3.4 Create weekly or monthly events that draw Alaskans to the Four Original Neighborhoods: movies in the park in the summer sponsored by local businesses, restaurant week in the winter, beer festivals, and the like.



5.4 Design and implement infrastructure projects (public utilities, transportation, etc.) that support and enhance neighborhood character.

- 5.4.1 Identify examples of “successful” infrastructure projects in Anchorage and elsewhere and use these to define characteristics desirable for future projects.
- 5.4.2 Through the existing “Context Sensitive Solutions” process used by the Municipality, Alaska Department of Transportation (ADOT) and FHWA, design infrastructure projects that maintain the historic street grid of the Four Original Neighborhoods to the greatest extent possible.
- 5.4.3 Retain historic functions of alleys.

5.5 Mitigate to the greatest extent possible any transportation and infrastructure, redevelopment, and infill projects, whether large or small, that does not enhance and support the existing neighborhood character, or does not follow proposed and adopted preservation plans for that neighborhood. This includes projects such as the Knik Arm Crossing, Seward Highway to Glenn Highway Connection, Ingra/Gambell connector, and A/C couplet.

- 5.5.1 If impacts to neighborhood character are identified, implement some of the strategies in the HPP to mitigate the negative effects.

See Policy 5.2 for implementation strategies that promote community engagement and responsible development.

See Goal #7 for a discussion of appropriate procedures and regulations that can help mitigate projects.



Retain historic functions of alleys.

6 | Economic Development

Provide incentives for historic preservation while fostering a healthy local economy



Historic preservation and economic development are not mutually exclusive goals. This chapter discusses how preservation can support healthy economic growth, not simply freeze buildings as they stand today.

Historic preservation and economic development are not mutually exclusive policy goals, and the Anchorage Original Neighborhoods Historic Preservation Plan considers how these goals can work together. There are many opportunities to provide incentives for historic preservation while fostering a healthy economy.

In fact, historic preservation is itself an economic development strategy, because various preservation-related financial and programmatic incentives are available to encourage smart economic growth. For example, heritage tourism is an economic development tool that is rooted in the interpretation of local history and culture (see Goal #3 for more information about interpretive programs). The National Trust for Historic Preservation defines the term “heritage tourism” as “traveling to experience the places and activities that authentically represent the stories and people of the past and present. It includes historic, cultural, and natural resources.” Partners in Tourism: Culture and Commerce, a nationwide coalition of national and federal agencies that promotes heritage tourism, explains:

Tourism is a powerful economic development tool. Tourism creates jobs, provides new business opportunities and strengthens local economies. When cultural heritage tourism development is done right, it also helps to protect our nation’s natural and cultural treasures and improve the quality of life for residents and visitors alike.

Linking tourism with heritage and culture can do more for local economies than promoting them separately. That’s the core idea in cultural heritage tourism: save your heritage and your culture, share it with visitors, and reap the economic benefits of tourism. [...] Perhaps the biggest benefit of cultural heritage tourism is that opportunities increase for diversified economies, ways to prosper economically while holding on to the characteristics that make communities special.⁷⁶

Yet heritage tourism cannot happen without a commitment to preservation: the Municipality and the Anchorage community must ensure that the desire to develop and modernize in order to accommodate increased tourism does not destroy the very qualities that attract visitors in the first place. Thus, just as it is important to protect the natural environment that draws so many visitors to Alaska, it is essential to protect the heritage of the Four Original Neighborhoods to allow heritage tourism to benefit the city.

In addition to heritage tourism and other such programs, many historic preservation-related financial incentives are currently available to fund rehabilitation projects and encourage economic development. A common misconception is that preservation is too costly and prevents economic development, but all of these financial incentives instead suggest that preservation and economic development are inextricably linked. Successful historic preservation programs in other states have taken advantage of federal and state grants, such as Historic Preservation Restoration Grants, Downtown Revitalization Grants, and Certified Local Government (CLG) Grants. Other federal and state incentives are currently available in Anchorage, but are underutilized, including Federal Rehabilitation Tax Credits, Alaska State Historical District Revolving Loan Fund, New Markets Tax Credits, low-income housing tax credits, and energy credits.

At the local level, Anchorage has the same problem: the implementation strategies in Anchorage 2020—many of which are powerful preservation tools—must be established via local enabling legislation in order to be used. New local incentives may also be created to rehabilitate historic buildings, signage, or storefronts, and the Municipality may choose to partner with local lending institutions to create such programs. The Anchorage HPP encourages getting the word out to the general community about the various financial incentives that are already available, as well as creating a robust package of locally offered incentives.

Indeed, the Anchorage community wishes to preserve existing affordable housing and small businesses within the Four Original Neighborhoods and to encourage new small businesses and affordable housing via smart growth. Community members in the South Addition have expressed a desire to retain existing scattered corner businesses and provide more corner businesses throughout the neighborhood, while Fairview residents want a restored commercial corridor and Government Hill wants a preserved and reinvigorated commercial hub. Again, combining existing federal affordable housing and small business assistance programs with new local policies for the plan area will certainly help to accomplish these goals.

THE ECONOMICS OF PRESERVATION

“The good news is historic preservation is good for the economy. In the last fifteen years dozens of studies have been conducted throughout the United States, by different analysts, using different methodologies. But the results of those studies are remarkably consistent — historic preservation is good for the local economy. From this large and growing body of research, the positive impact of historic preservation on the economy has been documented in six broad areas: 1) jobs, 2) property values, 3) heritage tourism, 4) environmental impact, 5) social impact, and 6) downtown revitalization.”

—PlaceEconomics, in *Measuring the Economics of Preservation: Recent Findings* (2011). Available online at http://www.placeeconomics.com/wp-content/uploads/2012/02/economic-impacts-of-hp_summary.pdf.



Incentives for Historic Properties in Seattle



Joshua Green Building Eastern Hotel Calman School NW African American Museum

Special Tax Valuation for Historic Properties

The Washington State Legislature passed a law in 1985 allowing "special valuation" for certain historic properties. Prior to that law, owners rehabilitating historic buildings were subject to increased property taxes once the improvements were made. "Special valuation" revises the assessed value of a historic property, subtracting, for up to 10 years, those rehabilitation costs that are approved by the local review board.

For the purposes of the Special Valuation of Property Act, the Seattle Landmarks Preservation Board acts as the Local Review Board (RCW 9A.24). The primary benefit of the law is that, during the 10-year special valuation period, property taxes will not reflect substantial improvements made to the historic property.

Eligible properties, as defined by the Seattle City Council, are designated as landmarks subject to controls imposed by a designating ordinance or are contributing buildings located within National Register or local historic districts. The property must have undergone an approved rehabilitation within the two years prior to the date of application and rehabilitation cost must equal or exceed 25% of the assessed value of the improvements, exclusive of land value, prior to rehabilitation. Expenditures are based on Qualified Rehabilitation Expenditures. "Qualified rehabilitation expenditures" are expenses chargeable to the project, including improvements made to the building within its original perimeter, architectural and engineering fees, permit and development fees, loan interest, state sales tax, and other expenses incurred during the rehabilitation period. Not included are costs associated with acquiring the property or enlarging the building.

Interested property owners must file an application by October 1 with the King County Department of Assessment after the rehabilitation work has been completed. The Assessor will transmit the application to the Landmarks Preservation Board for review. The Board will review and approve the application, confirming the cost of the rehabilitation and that rehabilitation complies with previous Board approval. Once approved, the property owner will sign an agreement with the Board for a 10-year period, during which time the property must be maintained in good condition. The owner must obtain approval from the Board prior to making improvements. If the property is sold, the new owner must sign the same agreement if the special valuation is to remain in effect.

IN THIS SERIES:
 Seattle Historic Districts • Seattle Landmark Designation • Incentives for Historic Properties

For more information: www.seattle.gov/neighborhoods/preservation

The City of Seattle has created and publicized a comprehensive package of policy and financial incentives for historic preservation projects.

A wide range of preservation-related economic development policies is presented below, but not all must be adopted. It is the task of the Municipality, in partnership with community members, to determine which initiatives will best accomplish the goals of both historic preservation and economic development in the Four Original Neighborhoods.

Plan Area Policies & Implementation Strategies: Economic Development

6.1 Create and promote a comprehensive package of policy and financial incentives for historic preservation projects.

- 6.1.1** Provide the public with a Municipality staff contact and/or assigned AHPC member for expertise and guidance about how to use complex tools and incentives. This person or persons could hold "office hours" at the planning counter to assist the public. *For example, preservation planners in San Francisco hold office hours daily at the Planning Information Counter.*
- 6.1.2** Compile information about all available policy and financial incentives at a central, publicly accessible location. Provide links to these incentives on the AHPC website.
- 6.1.3** Create an "incentives checklist" to make it easy for property owners to take advantage of a combination of available options. *For example, the Maine Development Foundation's Downtown Center (state coordinator for the National Trust's Main Street Program) offers a Historic Preservation Checklist.⁷⁷*
- 6.1.4** Partner with the existing Anchorage Economic Development Corporation to promote sound development projects that preserve and grow historic neighborhoods.

See Implementation Strategies for Goal #7 for a discussion of policy and procedural incentives that could be included in the package.

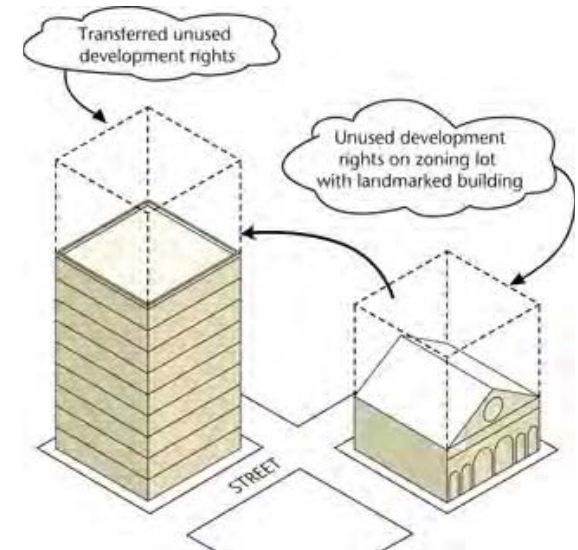
6.2 Implement historic preservation incentive programs and strategies presented in *Anchorage 2020: Anchorage Bowl Comprehensive Plan*.

- 6.2.1 Implement a Conservation Easement Program. In *Anchorage 2020*, easements are mostly discussed relative to open space, but easily apply to historic properties, too. Façade Easements could be held by the Municipality or AAHP. In addition to Façade Easements, Covenants or Deed Restrictions are another type of legal agreement that can protect historic resources.
- 6.2.2 Implement a Transfer of Development Rights (TDR) program. Development rights to be transferred could include height and/or floor-area-ratio. In order for this program to be effective, enabling legislation would need to be adopted. The ordinance should designate sending and receiving areas, and should also include a demolition disincentive.
- 6.2.3 Create a Tax Increment Financing (TIF) program. TIF can be leveraged as a preservation tool when TIF funds go toward rehabilitation projects.

See Policy 7.4 for a discussion of Overlay Zones, another strategy presented in *Anchorage 2020*.

6.3 Combine new preservation tools and incentives with existing programs (e.g., New Markets Tax Credits, low-income housing tax credits, energy credits, etc.).

- 6.3.1 Utilize the existing Alaska State Historical District Revolving Loan Fund, especially on 4th Avenue.
- 6.3.2 Work with the State Office of Historic Preservation and property owners to identify buildings and districts that could take advantage of the 10% and 20% Federal Rehabilitation Tax Credits. Income-producing properties listed in or eligible for NRHP can receive the 20% credit if the project meets the *Secretary of the Interior's Standards for Rehabilitation*. Nonresidential properties constructed before 1936 and *not* listed in or eligible for NRHP can receive the 10% credit.



Transfer of Development Rights (TDR) allows for the transfer of unused development rights to another parcel in order to protect historic or natural resources.

- 6.3.3 Educate developers about the New Markets Tax Credit (NMTC) program as a way to encourage them to apply. This federally funded program is administered by the U.S. Department of the Treasury.
- 6.3.4 Educate developers about the Low-Income Housing Tax Credits (LIHTC) program as a way to encourage them to apply. This federally funded program is administered at the state level by the Alaska Housing Finance Corporation (also applies to Policy 6.6).
- 6.3.5 Encourage public-private partnerships with existing organizations and agencies to manage historic properties in the plan area. *The joint administration of Historic Jamestowne, VA, by Preservation Virginia and the National Park Service is a successful example of this strategy.*
- 6.3.6 Work with the Alaska Film Office to purchase Alaska Film Industry Tax Credits to offset rehabilitation costs and attract film and TV projects to historic buildings in the Four Original Neighborhoods.⁷⁸
- 6.3.7 Collaborate with the Heritage Land Bank or consider using the existing Anchorage Historic Preservation Fund for the Municipality to buy and lease historic buildings in the Four Original Neighborhoods.
- 6.3.8 Take advantage of as well as promote the existing "Deteriorated Property Ordinance" (Anchorage Municipal Code §12.35) to rehabilitate historic buildings in the Four Original Neighborhoods. In 2009, this ordinance was amended by the Assembly (AO No. 2009-74) to provide for waiver of certain municipal fees in exchange for fixing the property. The updated ordinance also allows applicants to defer payment of taxes on the deteriorated property for up to five years as an economic development incentive.



6.4 Establish local and statewide economic development tools to promote historic preservation.

- 6.4.1** Offer tax abatement or exemption for preservation projects (i.e., freeze the prereshabilitation value of a property) to encourage development. *Examples of such programs include: (1) California Mills Act, a 10-year contract, with property valued at prereshabilitation appraisal in exchange for continued preservation of property; (2) Washington State Special Valuation Law, a 10-year special valuation period where property taxes will not reflect substantial improvements made to the historic property; (3) Honolulu Historic Residential Real Property Tax Exemption, where owners pay only the minimum real property tax; and (4) City of San Antonio (TX) Local Tax Exemption, which provides two options: property taxes frozen at prereshabilitation value for 10 years, or no property taxes owed for first five years after rehabilitation, and taxes assessed at 50% of postrehabilitation value for second five years.*
- 6.4.2** Establish a Historic Preservation Restoration Grant Program to fund rehabilitation projects (especially façade improvements). This program could be funded through the existing Anchorage Historic Preservation Fund or other Municipality budget allocation. In some other states, similar programs require a 50% cash match from the grantee. *For example, the Arkansas SHPO offers grants of up to \$10,000 to fund small projects that restore integrity (e.g., remove nonhistoric siding) and make a property eligible for NRHP, or \$10,000 or more for NRHP-listed properties owned by nonprofit organizations.*
- 6.4.3** Offer Storefront Micro Loans (less than \$5,000, fixed rate loan) to install signage and improve historic storefronts. The Municipality should consult with local lenders to create such a program (also applies to Policy 6.6). *As an example, Salt Lake City has used this strategy successfully.*



Tax abatement or exemption for preservation projects could help homeowners maintain their historic properties.



Storefront Micro Loans could be offered to install signage and improve historic storefronts.

- 6.4.4 Offer Low-Interest Loans and/or Loan Guarantees to finance qualified rehabilitation projects. The Municipality should consult with local lenders to create such a program (also applies to Policy 6.6).
- 6.4.5 Build an endowment or trust held by a nonprofit organization (such as AAHP) that could offer loans or other aid to property owners pursuing preservation projects.
- 6.4.6 Work with the Alaska Film Office to promote historic buildings in the Four Original Neighborhoods for film locations. Revenue generated from filming fees would be directed back into the historic building inventory for preservation/maintenance activities. *For example, the Government Services Administration (GSA) uses film revenues as a building management tool.⁷⁹*

6.5 Leverage state and federal funds to support local interests in historic and cultural preservation programs and projects.

- 6.5.1 Consult the Advisory Council on Historic Preservation (ACHP) to identify federal financial assistance programs available for preservation projects.
- 6.5.2 Apply for applicable federal program grants to fund preservation projects in the Four Original Neighborhoods. (Visit www.grants.gov and www.recovery.gov for options.)
- 6.5.3 Channel federal funds (FHWA, HUD, etc.) through the Section 106 process, with public participation, to ensure appropriate treatment of historic properties in the event of infrastructure improvements.



6.6 Preserve and encourage housing affordability and small businesses by repurposing historic buildings into mixed-use or higher density housing and commercial neighborhood opportunities.

- 6.6.1 Provide technical preservation assistance to small business owners, including informational brochures targeted at business owners or “office hours” at preservation organizations or the Municipality to learn about incentives.
- 6.6.2 Collaborate with the Department of Health and Human Services to add provisions for rehabilitation and preservation to the Municipality’s existing affordable housing programs.

See Implementation Strategies for Policy 6.4.

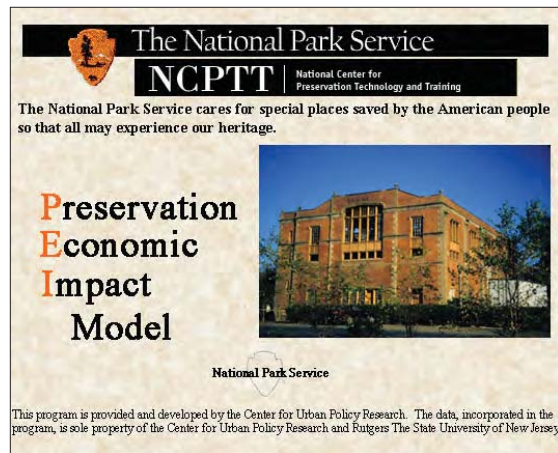
6.7 Encourage heritage tourism as an economic development strategy.

- 6.7.1 Develop, maintain, and implement a public outreach program for heritage tourism with community partners, tourism-based organizations, and the Anchorage Historic Preservation Commission.
- 6.7.2 Provide tourism-based organizations with access to information in order to allow them to publicize Anchorage heritage in their programs.
- 6.7.3 Develop programs in the plan area that focus on Alaska Native Peoples’ history and culture, as surveys have shown that Anchorage tourists are interested in such programs.
- 6.7.4 Promote Anchorage’s status as a “Preserve America” community through signage and other materials. (Note that Preserve America Grants are not being offered in FY2012.)

*See Goal #3 for additional implementation strategies related to interpretive programs and education.
See Policies 2.2 and 4.5 for additional implementation strategies related to promotion of historic places.*



Encourage heritage tourism as an economic development strategy by ensuring tourist-based organizations have access to information about the history of the Four Original Neighborhoods.



The National Trust Community Investment Corporation and the National Park Service use the Preservation Economic Impact Model, created by the Center for Urban Policy and Research at Rutgers University, to forecast the total economic effects of the rehabilitation of commercial historic buildings. The model can be downloaded from the National Trust's website: <http://ntcicfunds.com/services/preservation-economic-impact-model-2-o/>.

6.8 Develop metrics that quantify the effects of preservation on the local economy.

- 6.8.1 Identify the highest and best use for underutilized historic buildings.
- 6.8.2 Conduct a cost-benefit analysis of Municipality-owned historic buildings, especially vacant ones (also applies to Goal #2).
- 6.8.3 Provide a detailed analysis of the total economic effects of preservation and/or rehabilitation of historic buildings that will provide developers, property owners, and the Municipality with quantitative information.
- 6.8.4 Undertake an economic impacts and benefits study focused on quantifying the effects of historic preservation activities in the plan area. *For example, leading preservation economist Donovan Rypkema prepared a paper for the ACHP, entitled "Measuring Economic Impacts of Historic Preservation" (2011), which analyzes the benefits of historic preservation.*
- 6.8.5 Establish a benchmarking program to collect relevant statistics and monitor the progress of preservation program. *For example, the City of San Antonio, TX, discusses the details of creating a benchmarking program in its San Antonio Strategic Historic Preservation Plan (2009).*
- 6.8.6 Compile case studies of other cities' successful preservation metrics, to be made available to the public, developers, and other preservation partners. Refine and develop meaningful information connecting successes in other cities to elements available in Anchorage.



7 | Procedures & Regulations

Implement and administer historic preservation policies and review procedures, and resolve conflicts between preservation and existing regulations

Anchorage's Four Original Neighborhoods must address the practical aspects of implementing and enforcing historic preservation policies. It is essential to identify and resolve conflicts among historic preservation and building codes, zoning codes, municipal ordinances, and state laws.

Anchorage residents and staff of local, state, and federal agencies are looking for policy tools that will make historic preservation goals easier to achieve. Such tools may include creating design guidelines to standardize improvements and developing historic preservation-related overlay zones. Other procedural tools may consist of securing funding and administrative support from the Municipality, establishing an official local historical register and criteria for evaluating the significance of individual resources and historic districts, and including Alaska Native Peoples more regularly in the planning process.

Developing procedures and regulations will require coordinating the HPP with other planning efforts, which may include revisiting and reactivating previous preservation plans and historic preservation-related ordinances from the 1980s. Such coordination may also involve developing a cohesive Historic Preservation module in Title 21 of the Anchorage Municipal Code, which is presently being amended. A module in Title 21 can be a powerful tool in supporting and regulating historic preservation goals and policies.

The Anchorage Historic Preservation Commission (AHPC) is responsible for administering the Municipality's current historic preservation program and has been doing commendable work. As the Municipality moves its historic preservation agenda forward, it must clarify the roles of the AHPC and the Community Councils in the implementation of procedures and regulations, including their roles in carrying out this Historic Preservation Plan for Anchorage's Four Original Neighborhoods. As part of defining these roles, all parties must understand the boundaries of and regulatory differences between historic districts, individual historic resources, and the general neighborhood.

Who can I call for more information?
Contact your neighborhood's HPOZ planner for more information.


Department of City Planning
200 N. Spring Street, Room 620
Los Angeles, CA 90012
Phone (213) 978-1200 Fax (213) 978-0017
www.preservation.lacity.org/hpoz

Additional Contacts:
Mills Act
The Mills Act (also known as Historical Property Contracts) can provide a property tax reduction to help owners of qualified historic buildings offset costs of restoring, repairing, or maintaining their properties.
Department of City Planning, Office of Historic Resources
<http://www.preservation.lacity.org>
(213) 978-1200


California State Office of Historic Preservation
The State Office of Historic Preservation helps administer the Federal Rehabilitation Tax Credits.
<http://www.ohp.parks.ca.gov>
(916) 653-6624

California Historical Building Code (CHBC)
The California Historical Building Code allows owners of a qualified historic property to use alternate construction materials or standards than would be required under the California Building Code.
<http://www.dsa.dgs.ca.gov/SHBSB>

HPOZLiving



A Guide to Los Angeles' Historic Preservation Overlay Zones



Los Angeles' HPOZs are leading the way in preservation overlay zoning policy. An HPOZ board composed of five members, at least three of whom must be renters or owners of property within the zone, advises the LA City Planning Department on actions within the zone.



National Park Service preservation briefs and similar publications should be widely available for Municipality staff, AHPC members, and the general public.

Because the historic built environment of the Four Original Neighborhoods is special to Anchorage residents, these areas may require more regulation and coordination of procedures, compared to elsewhere in the Municipality, to ensure that those treasured qualities are maintained. However, the municipal staff and members of the community will need to think carefully about how to balance this need for regulation with the independent “frontier spirit” that many Alaskans possess by deciding which policies should be voluntary and which should be mandatory in each neighborhood.

The seven goals outlined in this HPP are more or less organized from “soft” qualitative concepts to “solid” regulation-based concepts, and so this “Procedures & Regulations” chapter addresses the most authoritative policies. However, it is important to keep in mind that policies relating to previous goals may also require the establishment of processes, procedures, and regulations.

Plan Area Policies & Implementation Strategies: Procedures & Regulations

7.1 Establish a mechanism for implementing this Historic Preservation Plan for Anchorage's Four Original Neighborhoods.

- 7.1.1 Form an HPP Implementation Subcommittee led by the Anchorage Historic Preservation Commission. The subcommittee could be supplemented with strategic advisors representing the various parties committed to the implementation strategies.
- 7.1.2 Report periodically on the progress of the HPP implementation strategies

See Goal #4 for a discussion of potential historic preservation partners.

7.2 Establish procedures for reviewing and permitting actions involving historic properties.

- 7.2.1 Provide planning staff and building officials with training opportunities about historic preservation practices as the preservation program moves forward in implementation. (See Policy 3.4 for suggestions about training opportunities.)

- 7.2.2** Add a “historic preservation review” checkbox to planning and building permit applications. This checkbox would prompt users to see if historic resources listed in the Consolidated Historic Resources Inventory Database are present at the subject property and, if so, would allow historic preservation to be included in the review process once applicable authorities are established. Information currently required in building permit applications is outlined in AMC 23.10.104.6.
- 7.2.3** Amend Anchorage Municipal Code as necessary to allow design review of proposed projects involving historic resources in the Four Original Neighborhoods, using the *Secretary of the Interior’s Standards* and/or design guidelines. When structuring this design review process, consider the following:
- Who conducts this review (e.g., AHPC, Community Councils, Municipality staff, or other body)?
 - What types of resources are subject to review (e.g., National Register-listed, local landmarks, or all properties greater than 50 years of age)?
 - What actions trigger this review (e.g., demolition, relocation, or all exterior changes)?
 - How is this review administered (e.g., voluntary, mandatory, or in combination with financial incentives)?
- 7.2.4** Clearly define roles of the Historic Preservation Commission, Community Councils, and other entities in historic properties review process.
- 7.2.5** Ensure that Alaska Native Peoples have an opportunity for involvement, if desired (see Policy 7.8).

See Policy 2.3 for implementation strategies regarding procedures and regulations for stored or moved buildings.



Adding a historic preservation review checkbox or “demolition delay review” procedures would allow time for consideration of a building’s historic status prior to its demolition.



A tiered local register could allow for the recognition of both traditional historic sites such as log cabins, and beloved local resources, such as Star the Reindeer.

7.3 Create, populate, and maintain an official local register or inventory of historic resources.

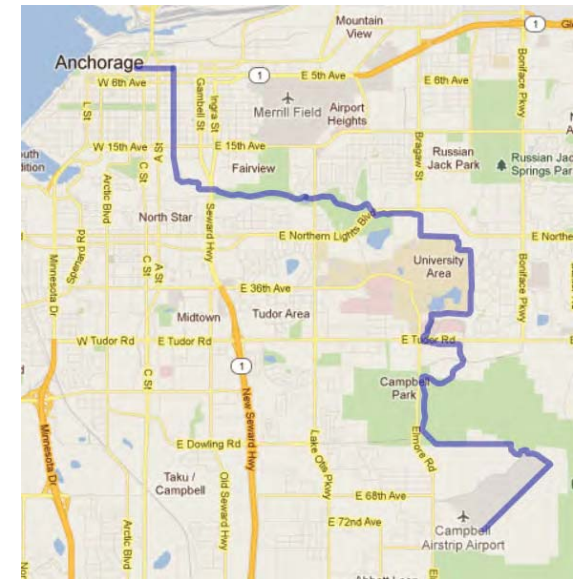
- 7.3.1 Work with the Anchorage Historic Preservation Commission (AHPC) and the State Historic Preservation Office (SHPO) to develop a set of locally approved criteria for nomination of historic places. It will be important for the local criteria to allow for designation of not only buildings, but also landscapes, trails, places, and nontraditional resource types that are significant to the community. The "Municipality-Wide Historic Preservation Plan" currently being developed by the AHPC will provide the draft criteria for consideration.
- 7.3.2 Consider a tiered local register, which would allow for a hierarchy of both significance and protections. Such a register could include Anchorage Landmarks (listed in the National Register and receiving maximum protection), Anchorage Resources (significant at the local or neighborhood level, and eligible for special consideration in the planning process), and Anchorage Districts (groups of historic resources, with controls on infill construction). AO 2006-175, the ordinance governing the Anchorage Historic Preservation Commission, already discusses a tiered approach to a local register, allowing the AHPC to "review applications for designation of Historic Properties, Historic Resources, or Historic Districts."
- 7.3.3 Create a program to populate the local register. Consider working with Alaskan universities to assign tasks toward accomplishing this program (see Policy 2.1).
- 7.3.4 Officially designate resources identified in past surveys and the Consolidated Inventory in the local register. As part of this task, previous survey findings should be reviewed, using the new local register criteria and being reclassified if needed.
- 7.3.5 Update *Patterns of the Past* (Carberry and Lane, 1986) to remove properties that have been demolished, and add properties associated with additional historic themes.

7.3.6 Conduct a Parks Survey to identify historic buildings, landscapes, and trails in municipal parks. For example, trails such as the Tony Knowles Coastal Trail and the ceremonial start of the Iditarod Trail could be evaluated for their significance, and their stories could be interpreted.

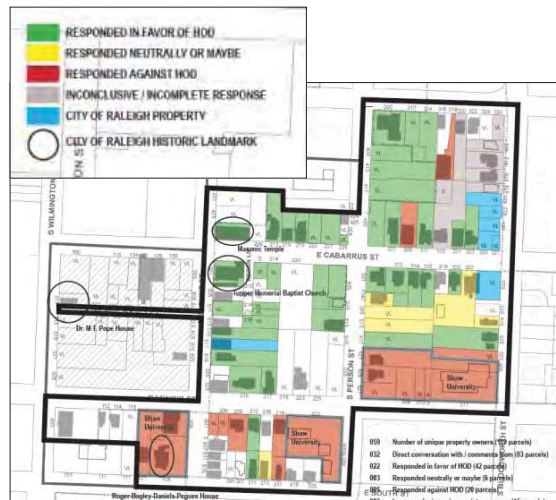
7.3.7 Update historic resource surveys every five years to capture properties that are newly age-eligible.

7.4 Consider creation of one or more Historic Preservation Overlay zoning classifications, as discussed in *Anchorage 2020: Anchorage Bowl Comprehensive Plan*.

- 7.4.1** Work with the Planning and Zoning Commission, Anchorage Historic Preservation Commission, and Community Councils to create Historic Preservation Zoning classifications, if feasible. When structuring these zones, consider the following options:
- Consider establishing broad Original Neighborhood Overlay Zones, one for each neighborhood or sub-area.
 - Consider creating a site-specific historic zoning classification to promote adaptive reuse.
 - Consider creating Historic Preservation Overlay Zones (HPOZs) that can be applied to protect historic districts and manage infill construction within the Four Original Neighborhoods.



Trails such as the ceremonial start of the Iditarod Trail could be evaluated for their significance, and their stories could be interpreted.



When considering a Historic Overlay District in Southeast Raleigh, North Carolina, to protect the city's oldest African-American neighborhood, decision-makers took owners' opinions into account.

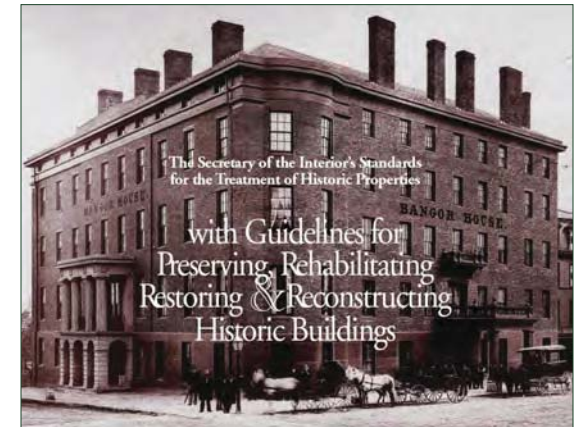
- 7.4.2** Actively consult with property owners prior to the creation of a historic district or zone. Property owners should not feel threatened by Historic Preservation Overlay zones or districts, and there are many ways that the zoning ordinance could be articulated to achieve preservation goals while also protecting owners' interests. It is important to remember that an overlay zone does not merely place restrictions on properties, but also can offer positive benefits and financial incentives to property owners. *Although concern about negative economic effects is often raised when considering potential historic districts or overlay zones, many studies have shown a direct positive correlation between the creation of historic districts and a long-term increase in property values. One of the nation's leading authorities on this matter is real estate and economic development consultant Donovan Rypkema of PlaceEconomics. While presenting a recent study about property values and historic districts in Philadelphia, "Rypkema showed statistics that homes in Philadelphia's local historic districts, once those districts took effect, enjoyed an immediate 2 percent increase in values relative to the city average. Afterward, the historic district homes appreciate at an annual rate that is 1 percent higher than the city average."*¹⁸¹ A number of similar studies have been conducted in communities across the country, and data from these reports might be applicable in Anchorage.

7.5 Provide building code and zoning ordinance relief for owners of historic properties, especially small commercial lots.

- 7.5.1** Evaluate the feasibility of offering a "Historic Preservation Permit" to grant exceptions to land-use regulations/development standards when necessary in order to permit the preservation or restoration of a historic building. Such exceptions may include, but are not limited to, parking, setbacks, height, and lot coverage requirements.

- 7.5.2 Evaluate the feasibility of offering density bonuses for projects that meet the *Secretary of the Interior's Standards* and/or neighborhood-specific design guidelines. This would encourage retention of historic buildings while allowing for the increased density planned for the Four Original Neighborhoods. Density bonuses are already offered in certain zoning districts in exchange for providing affordable housing units, as currently outlined in Title 21. *Similar historic preservation density bonus programs have been successfully implemented in Missoula, MT (20% bonus in exchange for adaptive reuse) and Austin, TX, among others.*
- 7.5.3 Utilize the provision for historic buildings included in the already-adopted International Existing Buildings Code (IEBC). This would provide alternatives to building code requirements that conflict with preservation goals in order to facilitate adaptive reuse and upgrade of qualified historic buildings in the Four Original Neighborhoods. *The Portland (OR) Fire and Life Safety Guide for Existing Buildings (FLEx Guide) and the California State Historic Building Code (SHBC) are examples of how this strategy has been executed at the local and state level, respectively.*
- 7.5.4 Evaluate the feasibility of offering expedited review and permitting processes for projects that meet the *Secretary of the Interior's Standards* and/or neighborhood-specific design guidelines.

See Policy 6.2 for a discussion of Transfer of Development Rights and the Deteriorated Property Ordinance, and other code relief strategies.



The *Secretary of the Interior's Standards* are the national benchmark for judging the appropriateness of a rehabilitation project.

7.6 Create neighborhood-specific design guidelines to influence future development and infrastructure projects and ensure the continued preservation of neighborhood character and historic resources.

- 7.6.1** Create a series of design guidelines that focus on historic character, architectural context, and issues most important in each neighborhood. These guidelines would be developed when a historic district is designated or a historic overlay zone is created, and would require additional input from property owners and decision-makers at such time. When structuring these design guidelines, consider the following:
- Each neighborhood's guidelines may include items such as scale, massing, rhythm, setbacks, ground area coverage or floor area ratio, architectural character, and materials.
 - Create a method for administering the design guidelines. For example, compliance with the guidelines could be voluntary, or could be mandatory for certain types of projects.
 - Publish these guidelines as information for the public, developers, property owners, and agencies to use.

- 7.6.2** Create design guidelines to standardize street amenities (e.g., lights, sidewalks, etc.).

See Goals #1 and #5 for additional discussion of design guidelines.



7.7 Develop and communicate design guidelines/parameters for all agencies—federal and state agencies, Municipality departments, development community, and nonprofit organizations—working within the plan area.

- 7.7.1** Establish an interagency protocol for working with historic properties in the Four Original Neighborhoods, including clear definition of each agency's roles and responsibilities.
- 7.7.2** Use the Municipality Preservation Planner to communicate regularly with other agencies.

See Goals #1 and #5 for additional discussion of design guidelines.

7.8 Work with Alaska Native Peoples to establish regular communication and input into the preservation planning process.

- 7.8.1** Establish protocols for cultural resource consultation with Alaska Native Peoples groups, including standard archeological discovery procedures and mitigation measures.
- 7.8.2** Populate a mailing list to notify key Alaska Native Peoples stakeholders about proposed projects.
- 7.8.3** Ensure that AHPC's "Native Culture Advisor" chair is filled (as currently recommended per AMC Chapter 04.06.030).



7.9 Update Anchorage Municipal Code as needed to include more historic preservation-related and neighborhood-specific provisions.

- 7.9.1** Collect existing historic preservation-related sections scattered throughout the Anchorage Municipal Code and compile them into a cohesive Historic Preservation module within Title 21.
- 7.9.2** Assess the means to include historic preservation design and siting requirements for inclusion in the Land Use Code and recommend techniques that are appropriate based on the conditions of the community and the recommendations of adopted historic preservation studies. Potential strategies to consider may include a historic preservation module within Title 21 and/or a book of model Historic Preservation Ordinances.
- 7.9.3** Develop and/or update neighborhood and district plans to include appropriate historic preservation efforts where applicable and, if in the process of development, ensure that such efforts are included.



7.10 Budget for historic preservation activities and maintenance of Municipality-owned buildings in the Four Original Neighborhoods.

- 7.10.1** Fund and grow the Historic Preservation Program at the Municipality of Anchorage by continually seeking grants, donations, and working with preservation partners for funding. An allocation of the General Fund could be considered in years when financial circumstances permit.
- 7.10.2** Complete an annual Capital Improvements Plan that includes every Municipality-owned historic building. Identify annual upgrades and maintenance for each building to be funded by the Municipality. (See Policy 2.8.)
- 7.10.3** Hold at least one annual fund-raising effort to assist the Municipality, Anchorage Historic Preservation Commission, and its many partners to provide operational support of Municipality-owned historic buildings. Use this funding to support grants, endowments, and donations to operate Municipality-owned historic buildings.
- 7.10.4** Fund the Historic Preservation Program through a coordinated effort to apply for Legislative Grants each budget cycle.

See Goals #4 and #6 for additional funding sources, grant opportunities, and preservation partners.



OVERLAY ZONING

The regulatory tool of overlay zoning creates a special zoning district, placed over an existing base zone or zones, which identifies special provisions in addition to those in the underlying base zone.

The overlay district can share common boundaries with the base zone or cut across base zone boundaries. Regulations or incentives are attached to the overlay district to protect a specific resource or guide development within a special area.

Consider the following options for structuring a historic preservation overlay zone in Anchorage's Four Original Neighborhoods:

1. Broad Original Neighborhood Overlay Zones:

The purpose of these large zones would be to grant properties protections and exemptions that are tailored to each neighborhood's character and goals. For example, each Original Neighborhood Overlay Zone could enable otherwise-prohibited compatible commercial uses within historic residential zones, or could allow property owners within the zone to qualify for tax credits, low-interest loans, or other incentives.

2. **Site-specific historic zoning classification:** This zoning classification could be applied to each individual property listed in the Consolidated Historic Resources Inventory Database (or local register, after it is created), and would allow increased flexibility in permitted uses in exchange for official designation. According to AO 2006-175, the ordinance establishing the Anchorage Historic Preservation Commission, it is already within the AHPC's powers and duties to modify the zoning classification of historic properties as Historic Inventory (HI) or Historic Registries (HR), depending on their status.

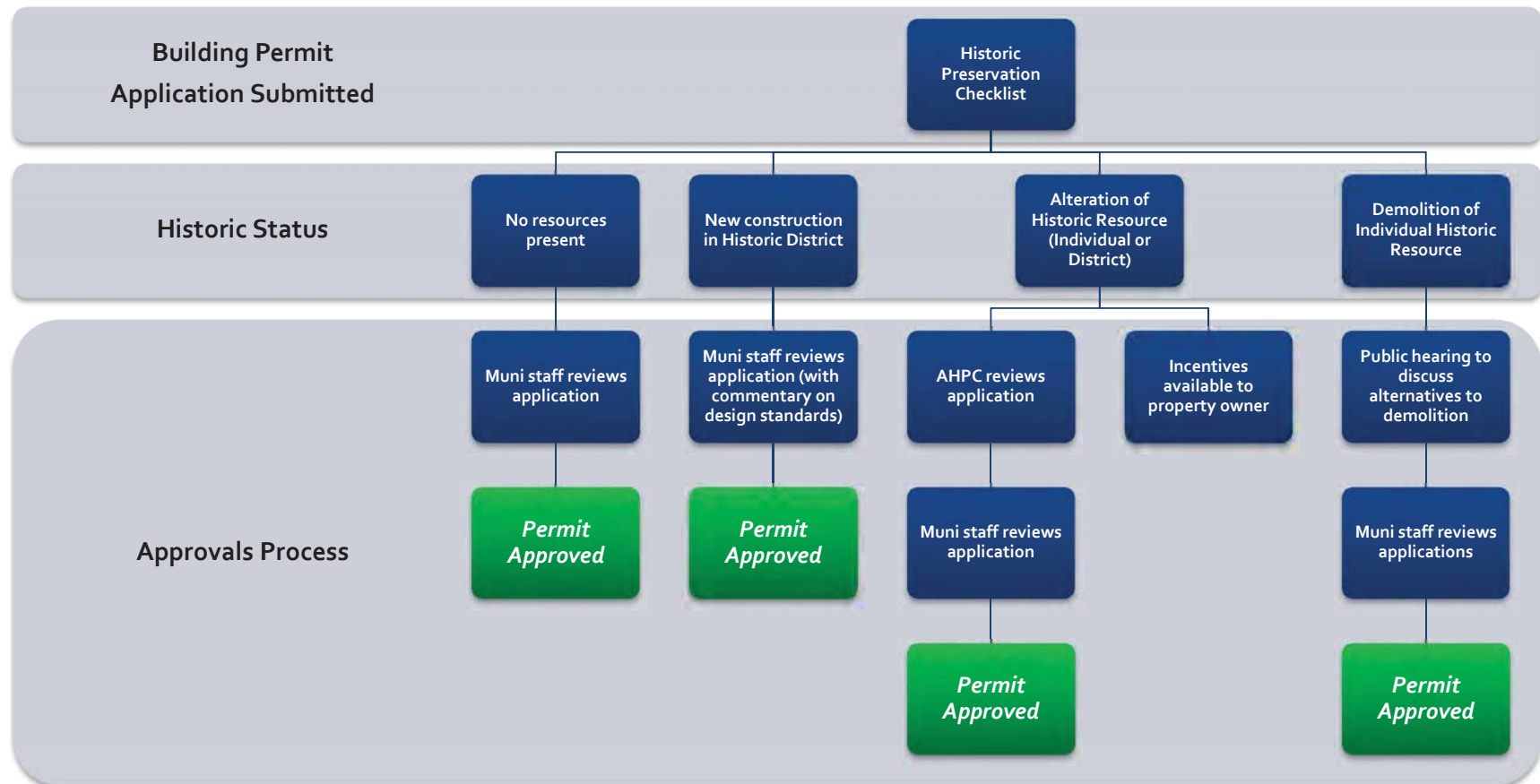
Site-specific examples: The S-H Historic Overlay in Eugene, OR, is an excellent example of this strategy: "The S-H Historic overlay designation allows greater flexibility with allowable uses and development standards for the property, with a goal of finding a use that is compatible with the historic character of the property that will help ensure its continued productive use. An example of this is a professional office in a historic house in a residential district where such an office would not normally be permitted. Before a property can receive the S-H Historic zoning designation it must first be designated as a City Landmark or be listed in the National Register of Historic Places."⁸⁰

3. **Historic District HPOZs:** This zoning classification is targeted to protect historic districts and manage infill construction. These protective overlays could provide for review of proposed exterior alterations and additions to historic properties within designated districts, and could make certain financial incentives available within the zones.

HPOZ examples: The best example of this strategy is Los Angeles' HPOZs, which are leading the way in preservation overlay zoning policy. There are currently 29 such zones, each of which has its own HPOZ Review Board to conduct design review within the district and report to the City Planning Department.



SAMPLE DESIGN REVIEW PROCESS



The details of the historic preservation design review process in the Four Original Neighborhoods will be developed once a historic district is designated or a historic overlay zone is created, and will require additional input from property owners and decision-makers at such time. This chart outlines one possible structure for design review process using the procedures and principles recommended in the HPP.