

NEIGHBORHOOD CHARACTER, GOALS & POLICIES



Although the primary purpose of the Historic Preservation Plan for Anchorage's Four Original Neighborhoods is to create a unified vision for the entire plan area, each neighborhood possesses characteristics that set it apart from the others. **Chapter VI: Preservation Vision, Goals & Policies** presents policies that bridge neighborhood boundaries, while this chapter focuses on the character, issues, and opportunities unique to each neighborhood.



Public Workshop Series | February 21-23, 2012

You are invited to contribute to the Historic Preservation Plan for Anchorage's Four Original Neighborhoods: Downtown Anchorage, Government Hill, Fairview, and the South Addition. We need your input to make this plan extraordinary! At the workshops, you will:

- Review proposed goals and opportunities developed from your comments in October 2011
- Help shape the vision for the plan, and the future of Anchorage's Four Original Neighborhoods

 <p>Downtown (residents & businesses): Tuesday, February 21 4:30-6:00 pm Anchorage City Hall, Rm 155 632 West 6th Avenue</p>	 <p>South Addition: Tuesday, February 21 6:30-8:00 pm Denali Montessori School Multipurpose Room 952 Cordova Street</p>	 <p>Government Hill: Wednesday, February 22 6:30-8:00 pm Government Hill Elementary Multipurpose Room 525 Bluff Drive</p>	 <p>Fairview: Thursday, February 23 6:30-8:00 pm Fairview Community Recreation Center 1121 East 10th Avenue</p>
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Each neighborhood had a voice during the HPP public outreach process.

Through the public outreach process, each of the original neighborhoods was able to clearly define its own priorities. The top neighborhood-specific goals that emerged include the following:

- **Government Hill:** maintain a cohesive community and manage the effects of new development.
- **Downtown:** preserve the city's most prominent historic buildings and reinforce a commercial and cultural district that is a year-round destination for locals and tourists.
- **South Addition:** preserve walkability, bikeability, and access to open space; reduce demolitions; maintain the historic character of the Delaney Park Strip (Park Strip); and avoid transportation projects that detract from historic residential character.
- **Fairview:** preserve its diverse character, restore small-business corridors, overcome past land-use and transportation decisions, and improve walkability and easy access to Downtown.

This chapter includes a module that addresses each neighborhood separately; each module includes a brief neighborhood history, an area character summary, a list of character-defining features, a summary of concerns and challenges, and a list of neighborhood-specific policies that expand on the vision for the entire plan area. The neighborhoods are organized in chronological order of settlement. **Please note that for each neighborhood, the policies for the entire plan area (Chapter VI) apply, in addition to the neighborhood-specific policies presented here.**



Ship Creek

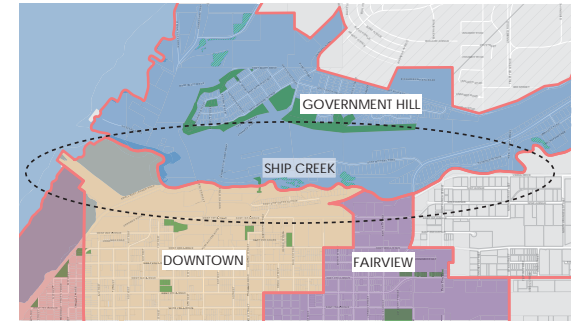
Ship Creek is not technically one of the Four Original Neighborhoods—it lacks its own Community Council—but it does have its own adopted master plan from 1991. Ship Creek overlaps three of the Four Original Neighborhoods (Downtown, Government Hill, and Fairview) and is primarily industrial in character; it therefore has its own distinct set of challenges and is covered here separately. Ship Creek received several comments during the public outreach process, and the HPP acknowledges its importance to the heritage of Anchorage. Ship Creek was the first part of Anchorage to be settled—it was home to Dena'ina fish camps and the headquarters of the Alaska Railroad—and thus it is discussed here first.

History

Ship Creek flows from the Chugach Mountains into Cook Inlet. Prior to the arrival of Americans in Anchorage in 1914-1915, the Dena'ina Athabascan people used Ship Creek as a seasonal fishing camp. The Dena'ina place name for Ship Creek was "Dgheyaytnu," or "Needlefish Creek." In 1911, two American families lived on "squatters rights" at the mouth of Ship Creek. Jack and Nellie Brown arrived in 1912; Jack was a Chugach Forest Service employee. Two more families were living in log cabins on the flats of the creek by early 1914. The area was already known as Ship Creek at the time.

But changes were abreast for Ship Creek when the Alaska Railroad Act was passed by Congress and signed into law by President Woodrow Wilson in 1914. The Alaska Engineering Commission (AEC) decided to build its field headquarters where Ship Creek flows into Cook Inlet. Rumors about the impending construction of a railroad brought people into the area, and they set up a tent city along Ship Creek. By the spring of 1915, over a thousand tents were pitched on the north side of the creek. Ships would moor out in the inlet, and smaller boats and barges would bring materials to shore. Thus, the area became known as "Ship Creek Landing."

During platting of the Anchorage townsite, reserves were set aside for special uses, including a Terminal Reserve in Ship Creek Valley for a rail yard and dock space. After the townsite parcels were auctioned in July 1915, the tent city folded and people moved to the bluffs above Ship Creek.



Ship Creek overlaps three of the Four Original Neighborhoods.



By 1915, Ship Creek was filled with over a thousand tents as the Alaska Engineering Commission began construction of the railroad.



Shops and services were provided to the early residents of Ship Creek's tent city.

By August 1915, the U.S. Post Office had established the name "Anchorage," and the name "Ship Creek Landing" was no longer used. By the fall of 1916, buildings in the Terminal Reserve included a depot, commissary, warehouses, shops, offices, and a power plant. Dock Number One was built in 1917, and brought an end to the practice of unloading goods onto barges or lighters to be brought in to shore. Ocean Dock was built circa 1918 and was closed by the Railroad in the mid-1920s.

Ship Creek itself was realigned and the marshy areas and shoreline were filled in 1920. However, the creek still enters the inlet in the same location. The railroad was completed in 1923, and numerous buildings were constructed to house the various functions of the railroad, as well as the city's other industrial and warehousing needs. In 1927, City Dock (later known as ARR Dock) was built, and adjacent cannery docks were built in 1928.

After World War II, the Alaska Railroad experienced revitalization. Older wood frame buildings were replaced with steel frame buildings, many of which were built from war surplus materials. Some buildings were moved to the site, including the Alaska Railroad Engine Repair Shop, which was moved from Denver in 1948. In 1985, the State of Alaska purchased the Alaska Railroad from the federal government.⁸² In 1992, Alaska Railroad Corporation employees moved into a new 38,700 sq.-ft. headquarters building next to Ship Creek. Most recently, the Alaska Railroad has been working to complete upgrades to its facilities and infrastructure, and to prepare design guidelines to shape future development. The renovation of the historic freight shed, Alaska's first historic building certified under the U.S. Green Building Council's Leadership Energy and Environmental Design (LEED) program, is a key project for the revitalization of Ship Creek; completed in 2011, this project is intended to catalyze the vision of Ship Creek as a community commerce center and intermodal transit hub.⁸³

For additional details about the history of Ship Creek and a discussion of significant resources, please read the Ship Creek Architectural Survey Report, prepared by Anchorage Historic Properties, Inc. (AHPI) in 1989.

Character Summary

Ship Creek lies partially in the Government Hill Community Council area (north of the creek), partially in the Downtown Anchorage Community Council area (south of the creek), and partially in the Fairview Community Council area (a small section between Ingra Street and Post Road). Nevertheless, it is separated topographically from the other areas and maintains its own character, which differentiates it from the other neighborhoods.

Ship Creek is a narrow, east-west oriented river valley between bluffs. Government Hill is located to the north, the Mountain View neighborhood to the east, Downtown Anchorage to the south, and the Knik Arm of the Cook Inlet to the west. From Government Hill, East Loop Road turns into a north-south bridge over the Ship Creek area, and leads to A and C streets in Downtown. Whitney Road parallels Ship Creek on the north side of the creek, while Ship Creek Avenue parallels on the south. A roughly orthogonal grid of streets exists toward the east end of the Ship Creek area, east of Post Road.

The area is industrial in character, and includes warehouses, machine shops, and other heavy industrial uses, many of which are related to the Alaska Railroad. It also includes a train depot, a hotel, and a few other commercial spaces. Building types are generally utilitarian with flat or gable roofs, but also include Quonset huts. Building structures and materials vary, but include wood frame with shiplap cladding, concrete block, reinforced concrete, and steel frames with metal siding.



Ship Creek



Historic train at the Alaska Railroad Passenger Depot

Character-Defining Features

Boundaries & Gateways

- Located between Downtown (to the south) and Government Hill (to the north)
- Four gateways: North C Street/Ocean Dock Road, North Cordova Street, Ingra Street, and Post Road

Streetscape

- Industrial area
- Ship Creek runs through the center in a meandering fashion
- Railroad tracks run generally east-west; rail yard located north of the creek, while a few tracks run south of the creek to warehouses
- Large lots with paved surface parking and storage areas
- Few street trees
- Multiuse paths, including Ship Creek Trail

Lighting & Utilities

- Vehicular-scale modern streetlights
- Above-ground utility poles

Buildings

- Large-scale industrial
- Nonindustrial uses, including a hotel, train depot, and commercial functions
- One- to three-story buildings
- Wood frame, concrete block, reinforced concrete, and/or steel frame construction
- Wood lap siding, concrete block, stucco, corrugated metal, and/or brick veneer cladding
- Utilitarian style, Quonset huts, Art Moderne style, Contemporary style
- Flat and gable roofs

"Landmarks to Save"

The following buildings, sites, and stories (listed in alphabetical order) were identified through the HPP Public Outreach Process and previous surveys as the most precious resources in Ship Creek. This list is not intended to be exhaustive, yet it reflects the resources valued most highly by the public.

National Register

1. Anchorage Depot (Alaska Railroad Depot)

Identified during HPP Public Outreach & Previous Surveys

2. Freight Shed
3. AEC Power Plant* (Anchorage Railroad Yard)
4. AEC Cold Storage Facility (Warehouse Avenue, no longer railroad-owned)
5. Warehouse Three*
6. Engine Repair Shop*

**Building was identified in previous survey, but is functionally obsolete and/or unable to meet ARRC's operational needs, and therefore may not be feasible to preserve.*



Challenges and Vision

Ship Creek is a unique subset of the Four Original Neighborhoods—portions of it lie in Downtown, Government Hill, and Fairview—with its own character and history. Ship Creek is rich with Alaska Native Peoples and Alaska Railroad history, and provides opportunities as an intermodal transit center, industrial, and recreational area. The biggest challenge for Ship Creek will be to improve its connection to the rest of Anchorage’s historic core, and to implement a clear vision for its highest and best use.

Ship Creek-Specific Recommendations

The following recommended implementation strategies are specific to Ship Creek. However, please note that due to its complicated and overlapping boundaries with the other neighborhoods, Ship Creek was not discussed as thoroughly in the public outreach process as the neighborhoods, and thus has fewer neighborhood-specific recommendations. Because it did not receive equal attention from key stakeholders, these strategies are offered to supplement the *Ship Creek Waterfront Land Use Plan* (1991).

- **Interpret Alaska Native Peoples and Alaska Railroad history at Ship Creek.**
 - Add to existing signage to tell the stories of Alaska Natives who worked to construct the railroad
 - Add interpretive signs to Alaska railroad buildings.
 - Install street signs in English and Athabascan, especially to represent Athabascan names for villages and geographic features (also applies to Policies 1.3 and 3.2).

Any interpretive project at Ship Creek would include ARRC involvement to ensure that there are no duplicate efforts, and no impacts to operations or safety.



The Ship Creek ITC project is designed to complement existing and projected developments in the Ship Creek area. (ECI/Hyer architectural design model view from the south, 2010).

- **Establish a cohesive strategy for the physical and economic development of Ship Creek that is coordinated with the vision for greater Downtown and Government Hill, including identifying elements important to cultural and historic preservation and interpretation.**
 - Ensure that there are strong physical connections (trails, pathways, sidewalks) between the Government Hill, Ship Creek, and Downtown neighborhoods.
 - Incorporate the story of Ship Creek into interpretive plans that explain how Anchorage developed.
 - Continue to implement the Ship Creek Master Plan and Intermodal Transit Center projects, but be sure to coordinate with Downtown, Government Hill, and Fairview neighborhood plans.
 - Resolve any jurisdictional conflicts between the State of Alaska and the Municipality prior to implementing changes at Ship Creek. Consider forming a task force dedicated to solving this issue.

Government Hill

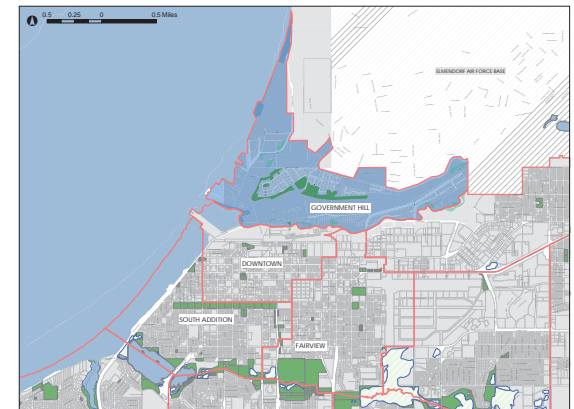
Boundaries

Government Hill is located north of Downtown, and was the first of the Four Original Neighborhoods to be settled. The area is roughly L-shaped, and is bordered on the west by the Cook Inlet, on the north and east by Joint Base Elmendorf-Richardson (JBER), and on the south by Ship Creek. Government Hill is accessed by East Loop Road, an elevated roadway that crosses Ship Creek and the Alaska Railroad yards near the center of the neighborhood. Four distinct sub-areas compose Government Hill: the Port of Anchorage at the western edge, the Ship Creek area at the southern edge, and the residential areas of West Government Hill and East Government Hill on top of the bluff.

History

Government Hill is Anchorage's oldest permanent neighborhood (although the entire Anchorage area has long been seasonally inhabited by the Dena'ina people). From 1915 to the end of World War II, the Alaska Engineering Commission (AEC) and the Alaska Railroad constructed housing on Government Hill for railroad managers, engineers, and skilled workers. The AEC built 13 cottages in 1915 on the bluff overlooking Knik Arm at the western end of Government Hill, along what are now West Harvard Avenue and Delaney Street. The AEC did not lay out a street grid, but positioned the houses to look out over Ship Creek, with easy access to the Terminal Yards and Alaska Railroad offices. The AEC also built a Wireless Center on Manor Avenue to provide better transmission and reception capacity than did an earlier temporary station in the rail yards.

Between 1915 and 1940, the AEC cottages, Wireless Center, and a water tower were the only permanent buildings and structures on Government Hill. During the 1930s, a fox fur farm, the Alaska Labrador Fur Farm, operated on land leased from the Alaska Railroad in the vicinity of what is now Al Miller Memorial Park. Its buildings and pens were of temporary construction. The AEC cottages were sold into private ownership to railroad employees in 1928, but the land remained in the Railroad Reserve until 1935. Once in the hands of individual owners, the original AEC cottages were modified with additions, porch enclosures, larger windows, and garages.



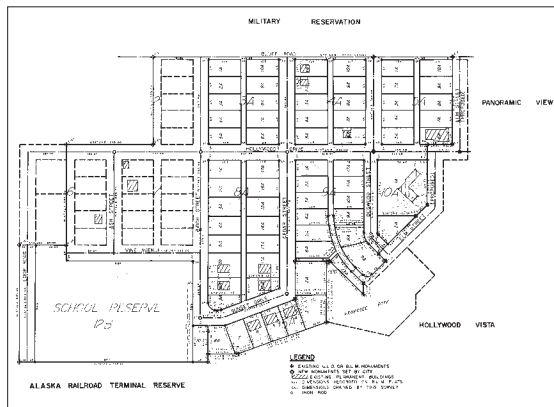
Map highlighting Government Hill.



Alaska Engineering Commission (AEC) Cottages on Government Hill, 1916.



Aerial photograph of Government Hill, showing residential areas, Ship Creek, and Elmendorf Air Force Base (circa 1950).



East Government Hill underwent urban renewal from 1958 to 1963, including replatting and leveling the blocks. Plat C-197 shows the proposed subdivision (1959).

In 1941, the Army Corps of Engineers built two identical cottages at Brown's Point on the edge of the bluff in western Government Hill. These residences housed construction officers for the development of Fort Richardson and Elmendorf Air Field (later Elmendorf Air Force Base and now Joint Base Elmendorf-Richardson). The Brown's Point Cottages were donated to the Municipality of Anchorage in 1997, and were rehabilitated and listed in the National Register in 2004. During World War II, the Alaska Railroad built 10 identical duplex houses along West Manor Avenue and Delaney Street to house wartime employees. They were sold to private individuals in the mid-1950s, with preference given for longevity of residence and military service. An identical set of duplexes was built in the South Addition to house Civil Aeronautics Administration employees at the end of World War II.

To support the growth of Government Hill after World War II, the Alaska Railroad laid out a block and lot system across the whole neighborhood. The Alaska Railroad set up prefabricated Quonset huts and Loxtave houses (of interlocking wood construction), which were intended to be removed and replaced by a permanent home within five years. In a few cases, the lessees did not construct another building, and the "temporary" buildings remain as the primary residence on the lot. In addition to the single family residences, several duplexes of a standard plan were constructed along the central core streets, such as Manor and Harvard avenues on the western side of the postwar housing area. A postwar construction boom and Railroad Rehabilitation program (1948-1952) resulted in a housing shortage, and the Alaska Railroad built two additional duplexes on Brown Street in 1948. A new steel water tower was also built in the winter of 1947-1948 to replace an older wood water tower, and it still stands today as a neighborhood icon.

In eastern Government Hill, three separate but similar wood frame apartment complexes were built in the early 1950s to accommodate the influx of federal workers engaged on the railroad, military bases, and federal civil works projects. Richardson Vista (now called North Pointe Apartments) and Panoramic View still stand, but the Hollywood Vista Apartments were demolished in 1996. Near the apartment complexes, eastern Government Hill underwent urban renewal from 1958 to 1963, including replatting and leveling the blocks and paving streets and sidewalks. Quonset huts were removed from this part of the neighborhood, and nearly identical ranch houses with attached garages were constructed in their places. Western Government Hill streets were paved in the 1960s, curbs and gutters were added, but no sidewalks were built.

After World War II, shopping and entertainment activities were established in a centrally located business district at the intersection of East Loop Road, East Bluff Drive, and Arctic Warrior Drive. The Hollywood Shopping Center was built in 1951 and was Anchorage's first "strip mall." Recreation facilities were also established in the 1950s and 1960s, including a bowling alley, teen dance club, Anchorage Square and Round Dance Club, and Anchorage Curling Club. Government Hill Elementary School was built in 1956, but the school and two residences were destroyed during the great earthquake on March 27, 1964, due to a landslide along the bluff immediately east of Loop Road. The school site was developed into a park in 1985, and Government Hill Elementary School was rebuilt in 1965 on military lands north of the original school. Since the 1960s, the character of the neighborhood has remained largely unchanged.⁸⁴

The Port of Anchorage is located west of Government Hill, at the bottom of the bluff. Development was originally funded by the issuance of general obligation bonds in the 1950s. Construction began in 1959, and the 700-foot Terminal #1 was completed in 1961 when the port officially opened. In its first year, 38,000 tons of marine cargo moved across its single berth. The Port of Anchorage was the only port in South Central Alaska to survive the 1964 earthquake, and became the main shipping hub for consumer and essential goods entering south-central Alaska. In 1964, Sea-Land began negotiating for port facilities. Terminal #2 was constructed in the late 1960s, along with the Petroleum, Oil, and Lubricants (POL) Terminal. Totem Ocean Trailer Express (TOTE) negotiated for port facilities in 1975, culminating in the completion of Terminal #3, which was finished in 1978. The Port of Anchorage now contains five berths, and provides an estimated 90% of the merchandise cargo to 80% of Alaska's populated areas.⁸⁵

TELLING STORIES ABOUT GOVERNMENT HILL

The results of the Government Hill Historic Resource Survey (2006) can be used to raise public awareness about the neighborhood's history. The following topics and stories are recommended to be told in the Government Hill neighborhood, especially at each of the four potential historic districts. Potential methods of interpretation are discussed throughout the HPP. Note that this list of suggested topics is by no means exhaustive.

- 1964 Good Friday Earthquake
- Alaska Native Peoples History
- Alaska Railroad History, including the Alaska Engineering Commission (AEC)
- Anchorage's First Neighborhood
- Quonset huts, including invention, design, and use
- Role of the military
- Urban Renewal
- World War II in Alaska





Green space buffers the hill from nearby industrial activity.



The oldest buildings on Government Hill are located at the western end of the neighborhood.

Character Summary

The Government Hill Community Council Area extends to the Port of Anchorage. The description and character-defining features focus on the Government Hill neighborhood, however. The following character summary is excerpted from the *Knik Arm Crossing Project Recommendations for a Historic District(s): Government Hill, Anchorage, Alaska; Volume I: Literature Review and Recommendations* (July 25, 2006):

Government Hill is a geographically bounded area within the Municipality of Anchorage, located atop a steep bluff on a point of land above the Ship Creek flats where the railroad, port, and industrial facilities were built during the early part of the twentieth century. Somewhat irregular in shape, Government Hill is generally an east-west rectangular area that extends approximately one mile from east to west and 0.3 miles from north to south. [...] Government Hill is surrounded by [...] high bluffs to the [east and] south and by the Elmendorf Air Force Base (EAFB) perimeter to the north and east. There are two access routes to Government Hill: a road to the south (East Loop Road) and the base gate (Arctic Warrior Drive). East Loop Road crosses over the railroad yard, the industrial area, and Ship Creek on a viaduct before climbing the opposite bluff into downtown Anchorage. Green space nearly surrounds Government Hill along the steep edges on the south, west, and part of the north side and infiltrates the domesticated space in the form of small parks and remnant, undivided lands within the residential areas. This green space buffers the hill from industrial activity to the south and west, partially muffling the noises of the railroad and port below.

The oldest buildings on Government Hill are located west of Brown Street in the far western portion of Government Hill, an area with narrower streets conforming to the curves of the bluff edge on the north and west sides. The far western portion of Government Hill dates to the earliest period of Anchorage's Euro-American history (1915-1923) that centered on the federal government's efforts to build a railroad to connect the deep water port at Seward to the interior of Alaska.

As one travels east of Brown Street, the roads become wider and the houses less uniform until one reaches the Urban Renewal era and multifamily housing in eastern Government Hill. The lots are largest in the far western portion of Government Hill, and the lots in east-central Government Hill are larger than the west-central area of Government Hill. [...] [M]any of the blocks have platted and heavily utilized alleys where utilities are routed, most outbuildings are located, and cars, recreational vehicles (RVs), and trash cans are stored. Loop Road ascends the southern boundary and cuts through the center of Government Hill, ending in a mostly commercial area before reaching the EAFB base gate. Multifamily units dominate the farthest east portion of Government Hill and include the Richardson Vista (now North Pointe) and Panoramic View apartment complexes. A third apartment complex, Hollywood Vista, was also located in this area of Government Hill but was demolished in 1996.⁸⁶ [The area once occupied by Hollywood Vista is now being rebuilt.]

For additional details about the history of Government Hill and a discussion of significant resources, please read the *Knik Arm Crossing Project Recommendations for a Historic District(s): Government Hill, Anchorage, Alaska; Volume I and Volume II*, prepared by Stephen R. Braund & Associates in 2006.



Quonset hut, Cook Street.



Alaska Railroad Duplexes, Manor Street.

Character-Defining Features

Boundaries & Gateways

- Anchorage's oldest neighborhood
- Located north of Downtown
- Surrounded on all sides by controlled access areas: Joint Base Elmendorf-Richardson (JBER), Alaska Railroad Corporation, and the Port of Anchorage
- One gateway (E. Loop Road) connects the neighborhood to Downtown, and one gateway connects to JBER
- "Welcome to Government Hill" sign at neighborhood entrance
- Four sub-areas with cohesive character: West Government Hill, East Government Hill, Ship Creek, and the Port of Anchorage

Streetscape

- Residential area on bluff, with port industrial uses in flats
- Streets 60' wide, with 20' alleys bisecting blocks

- Streets named for Alaska Railroad workers and leaders
- Small lots (50' x 140' typical in West Government Hill, 65' x 125' typical in East Government Hill)
- Buildings typically set on small lots with front lawn and side setbacks
- Average 25' to 30' setbacks from lot line
- No sidewalks in West Government Hill
- Sidewalks separated from street by planting zone in East Government Hill
- Garages and off-street parking accessed through rear alleys
- No fences or low (less than 4') fences set back from the lot line
- Mature trees in yards
- Small parks throughout the neighborhood
- Views of inlet and mountains

Lighting & Utilities

- Vehicular scale modern streetlights
- Above-ground utility poles located along residential streets and rear alleys

Buildings

- Small-scale residential (single-family and duplexes)
- One- and two-story buildings
- Wood frame construction
- Wood siding or replacement siding designed to mimic wood
- Hipped and gable roofs
- Vernacular Folk Cottages, various Revival styles, and ranch houses most prominent
- Large mid-century apartment complexes with standard floor plans
- Community Buildings: Government Hill Elementary School, Anchorage Curling Club, and several churches





Government Hill Neighborhood Character

Government Hill is located north of Downtown, and was the first of the Four Original Neighborhoods to be settled. The area is roughly L-shaped, and is bordered on the west by the Cook Inlet, on the north and east by Joint Base Elmendorf-Richardson (JBER), and on the south by Ship Creek. Government Hill is accessed by East Loop Road, an elevated roadway that crosses Ship Creek and the Alaska Railroad yards near the center of the neighborhood. Four distinct sub-areas compose Government Hill: the Port of Anchorage at the western edge, the Ship Creek area at the southern edge, and the residential areas of West Government Hill and East Government Hill on top of the bluff.

Neighborhood Character Legend

- Community Council Boundary
- Principal Boulevard
- Primary Pedestrian Connection
- - - Secondary Pedestrian Connection
- Multi-Use Trails
- - - Bike Routes
- ▨ Wetlands
- Municipal Parks
- Gateway
- ✱ Activity Node
- Churches & Community Centers

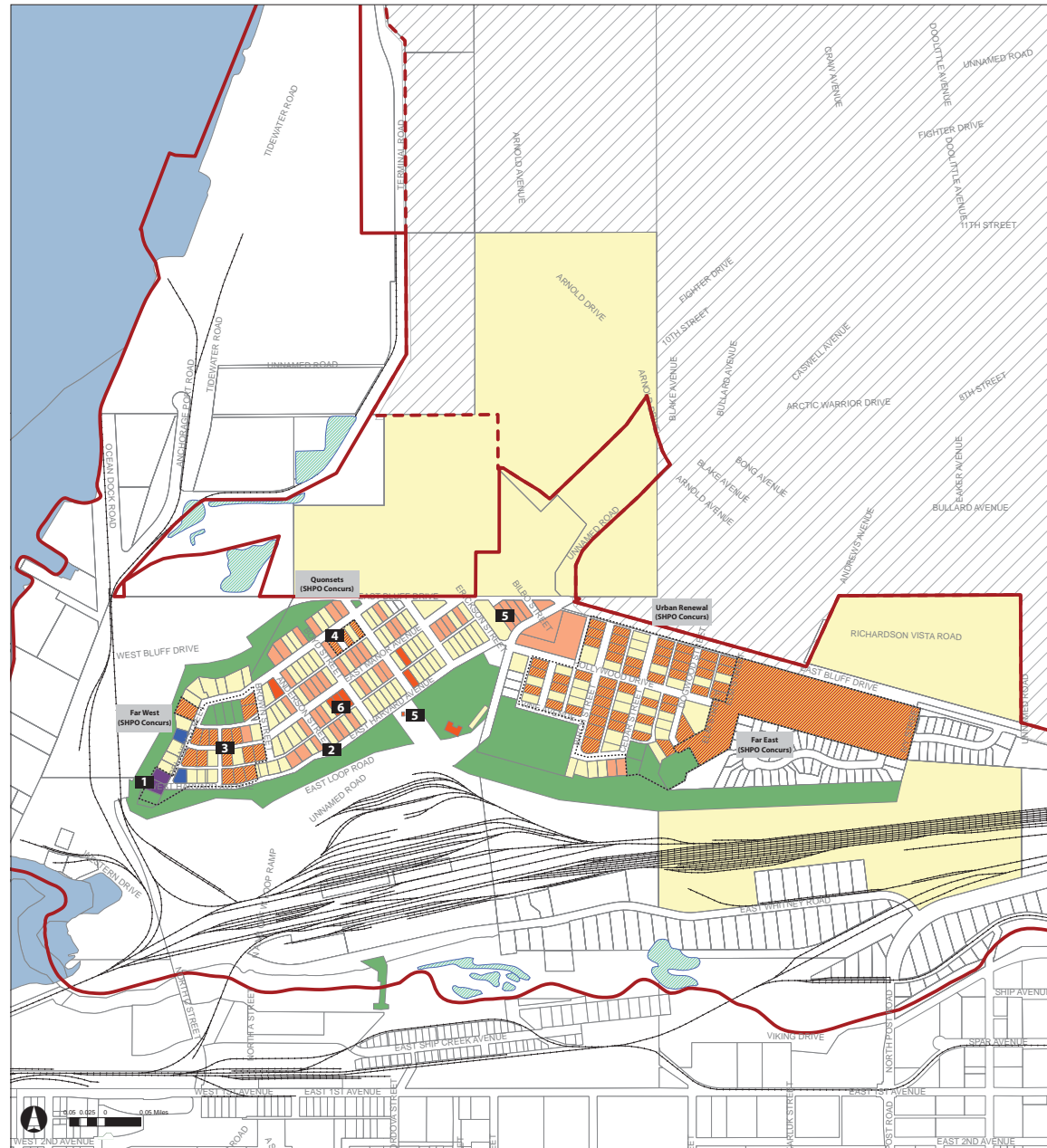
Opportunities for Preservation in Government Hill

Previously identified historic resources and other historic places valued highly by the public represent the top opportunities for preservation on Government Hill. The properties shown on this map could be prioritized for preservation projects and policies recommended in the HPP.

OPPORTUNITIES FOR PRESERVATION LEGEND

- Previously Listed in National Register (NRHP)
- Previously Listed in "Patterns of the Past"
- GOVERNMENT HILL SURVEY RESULTS**
- Individually NRHP Eligible (SHPO Concurs)
- NRHP District Contributor (SHPO Concurs)
- Found by SRB&A to be a NRHP District Contributor (SHPO did not concur)
- Not Eligible
- Not Surveyed
- Potential Historic District
- Mentioned during HPP Public Outreach (not otherwise identified in past surveys)
- "Landmarks to Save" (see numbered list in previous section)
- Current Community Council Boundary
- Proposed Community Council Boundary
- Wetlands
- Municipal Parks
- Military (JBER)

NOTE: This map is organized to show a hierarchy of historic status and each historic property is depicted with the highest level of historical rating currently assigned. For example, a property shown as National Register-listed may have also been discussed in "Patterns of the Past," or identified in the South Addition Survey. This information can be found in the Consolidated Historic Resource Inventory Database, although it is not shown here.



“Landmarks to Save”

The following buildings, sites, and stories (listed in alphabetical order and marked on the map on the opposite page) were identified through the HPP Public Outreach Process as the most precious resources in Government Hill. This list is not intended to be exhaustive, yet it reflects the resources valued most highly by the public.

National Register

1. Brown’s Point Cottages

Identified during HPP Public Outreach & Previous Surveys

2. AEC Cottages
3. Alaska Railroad Duplexes
4. Quonset huts
5. Water Tower
6. Wireless Center (National Register nomination completed)

Challenges and Vision

Government Hill is unique as a geographically isolated area containing remnants of community planning, social history, and architecture from the beginning of Anchorage as a railroad town in 1915 until the present. The residents of Government Hill, which is accessible only by bridge and overlooks Downtown, desire to preserve their cohesive, tight-knit community, as well as the neighborhood’s character-defining features: historic cottages, Quonset huts, the Wireless Center, small streets and alleys, trails, and viewsheds.

The biggest challenge for Government Hill will be to complete an implementable neighborhood plan and recommendations that can mitigate the impacts of the proposed Knik Arm Crossing project or other major development projects to the greatest extent possible. Revitalizing Government Hill’s “neighborhood center” through the creation of a commercial hub is also a top priority. To this end, the HPP contains project recommendations that preserve historic buildings and locations significant to the settlement of the Anchorage area, while helping to maintain the community character of the Government Hill neighborhood.



Brown’s Point Cottages (listed in the National Register).



The Government Hill Water Tower is a neighborhood icon in all seasons.



Biographical information added to street signs in the Presidio of San Francisco integrates history into everyday life.

Government Hill-Specific Policies & Implementation Strategies

The following policies and implementation strategies are specific to Government Hill, and are applied *in addition to* the Plan Area Policies described in **Chapter VI**.

#1 Quality of Life/Livability

1.4 GH Maintain and enhance safety of existing historic trails, and improve connections to Downtown, Coastal Trail, and open space network.

- 1.4.1 GH** Provide interpretive material regarding historic trails. Through the “Government Hill Oral Histories” project, long-time residents recalled a time when people walked everywhere in Anchorage. Historic pedestrian usage on Government Hill dates from 1915 when the area was first settled by the Alaska Engineering Commission, and trails continue to be an important part of life on Government Hill today.

#2 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.

See page 177 for a proposed list of resources developed through the HPP public outreach process.

#3 Interpreting History & Culture

3.9 GH Interpret history of Government Hill

- 3.9.1 GH Add biographical information to street signs in Government Hill, which are named after Alaska Railroad workers. *The Presidio of San Francisco has applied this strategy.*
- 3.9.2 GH Incorporate interpretive signs for all the historic mini districts on Government Hill.
- 3.9.3 GH Publicize results of "Government Hill Oral Histories Project."

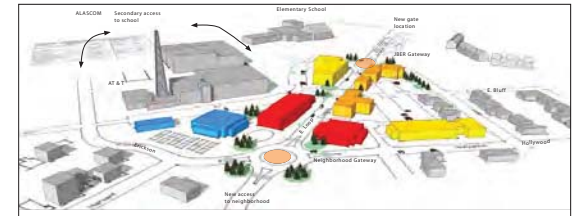
#5 Growth & Change

5.6 GH Introduce limited commercial or mixed-use development that supports neighborhood functions, reduces isolation of Government Hill, and revitalizes Government Hill's "neighborhood center."

See the Government Hill Neighborhood Plan (2012) for actions and implementation strategies to renovate and revitalize Government Hill's "neighborhood center" in a manner that will be consistent with the historical uses and character desired by local residents.

5.7 GH Implement the Government Hill Neighborhood Plan, as parallel effort to HPP, to manage future growth in the Government Hill area.

The Government Hill Neighborhood Plan (2012) provides details for how to accomplish this policy.



The Government Hill Neighborhood Plan details various development scenarios for a new "neighborhood center." The GHNP is scheduled for completion in December 2012.

#6 Economic Development

6.9 GH Renovate and revitalize Government Hill's "neighborhood center" by encouraging mixed use development that includes low-impact commercial and residential uses, supported by policies, goals, and implementation strategies developed in the *Government Hill Neighborhood Plan*.

See the Government Hill Neighborhood Plan (2012) for actions and implementation strategies to renovate and revitalize Government Hill's "neighborhood center" in a manner that will be consistent with the historical uses and character desired by local residents.

#7 Procedures & Regulations

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

7.3.8 GH As part of the creation of a local register, continue to survey and document historic resources on Government Hill. As recommended in the *Consolidated Inventory Survey Report*, this would include research and documentation of properties identified by members of the public during the HPP public outreach process.

See Policy 2.1 for recommendations about nominating eligible Government Hill properties to the National Register of Historic Places, as recommended in the Consolidated Inventory Survey Report.

7.11 GH Create zoning and land-use policies to encourage appropriate redevelopment and revitalization of small commercial lots in Government Hill's "neighborhood center."

7.11.1 GH Implement zoning and land-use policies from Government Hill Neighborhood Plan.

See Policy 5.6 for a discussion of Government Hill-specific design guidelines. See Policy 7.5 for code relief strategies that could be used to facilitate redevelopment of small commercial lots in Government Hill.



Downtown

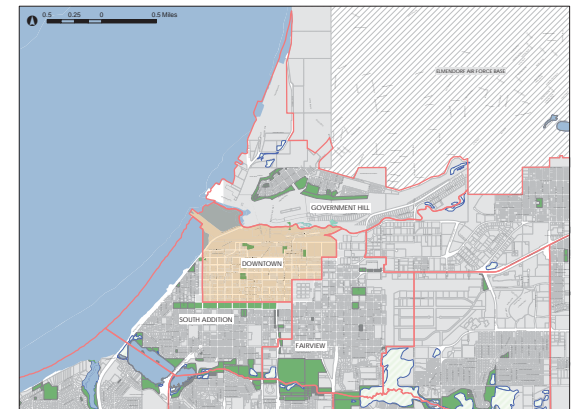
Boundaries

Downtown Anchorage is the heart of Anchorage, and contains many of the city's most prominent historic resources. It is surrounded by Ship Creek to the north, the Fairview neighborhood to the east and southeast, the Delaney Park Strip and the South Addition neighborhood to the south, and L Street to the west. Primary thoroughfares include 3rd and 5th avenues (westbound), 4th and 6th avenues (eastbound), L and C streets (southbound), and I and A streets (northbound). These wide one-way streets are designed to funnel fast-moving vehicular traffic through the neighborhood, while some of Downtown's smaller streets allow two-way traffic. The neighborhood features an orthogonal street grid laid out in 1915, though Christensen Drive, West 1st Avenue, and West 2nd Avenue curve along the slope to Ship Creek at the north edge of the neighborhood. Aside from this north area, Downtown is generally flat.

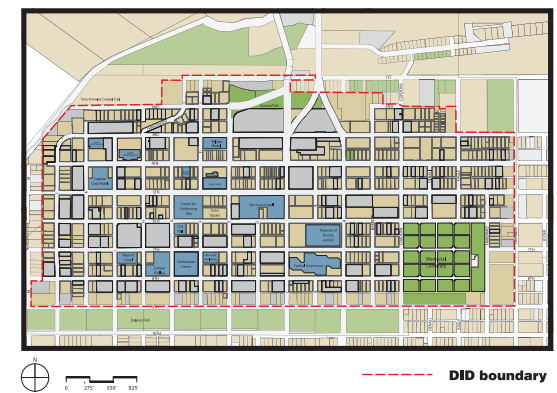
Anchorage also has a Downtown Improvement District (DID), which covers 119 square blocks, roughly bounded on the north and south by 1st and 9th avenues, and on the east and west by L and Gambell streets. The DID was formed in 1997 and is overseen by the Anchorage Downtown Partnership, Ltd.

History

Development of the built environment in Downtown Anchorage began with the platting of the original Anchorage townsite in May 1915. Located south of the railroad construction port of the Alaska Engineering Commission (AEC), the townsite was set aside during a cadastral survey of the region by the General Land Office in 1914. Commissioner Frederick Mears arrived on April 26, 1915, to prepare the townsite for development. He worked on the assignment with Andrew Christensen, chief of the Alaska field division of the General Land Office, who arrived in Anchorage a month later. Christensen was responsible for the townsite layout and sale of lots. Initially, 240 acres were cleared, and 121 blocks, each 300 feet square, were laid out. Each block contained 12 lots, each measuring 50 feet by 140 feet. The grid plan included a federal reserve, municipal reserve, school reserve, two park reserves, wharf reserves, Indian Possessions reserves, and a cemetery reserve. The lots were sold at auction on July 10, 1915.



Map highlighting Downtown.



The Downtown Improvement District (DID) was formed in 1997 and covers 119 square blocks.



Judge Leopold David Residence on 2nd Avenue, 1918.



4th Avenue and E Street, 1949.

Much of the earliest housing in Downtown was of makeshift construction due to a lack of finished lumber. Canvas tents and one-room log cabins were prevalent during the first year. Lumber arrived in the summer of 1916. Frame houses were typically designed in the “Anchorage shotgun” style or the Craftsman style and featured shiplap or clapboard siding. A water line and telephone service were installed in the fall of 1915; electricity was supplied by the AEC’s power plant beginning in 1916; and a sewer system was started in 1917.

During the townsite auction, lots along 4th Avenue were bought for considerably more money than elsewhere, leading to its establishment as Anchorage’s main commercial corridor. Prior to the auction, interested businessmen had stockpiled construction supplies and were ready to build immediately on 4th Avenue. Within six weeks of the townsite auction, 145 commercial buildings were constructed, 92 of which were on 4th Avenue. Eleven buildings were two stories high, nine of which were located on 4th Avenue. A few businesses, such as Kimball’s Store, were constructed on 5th Avenue.

The character of 4th Avenue and Downtown did not change much until the late 1930s, when more modern buildings were erected in response to the city’s prewar population growth spurt. In addition to larger Moderne-style concrete commercial buildings, major new buildings of the era included the City Hall (1936) and the Federal Building (1939). Beginning in 1939, streetlights, traffic lights, and chlorinated water were installed, and 4th Avenue was paved.⁸⁹

The Good Friday Earthquake in 1964 caused great destruction in Downtown Anchorage. The ground broke along 4th Avenue in an irregular line in front of a row of buildings, an event that came to be known as the 4th Avenue Slide. The slides and quake vibration destroyed or severely damaged about 30 blocks of residences and commercial buildings in Downtown. A six-story apartment building under construction collapsed, and the five-story J.C. Penney department store on 5th Avenue dropped a curtain wall of precast concrete panels into the street.⁹⁰

The extensive earthquake damage prompted redevelopment of the commercial core, with the construction of the Captain Cook Hotel in 1965 leading the charge. Older buildings were replaced with new, larger buildings and surface parking lots.

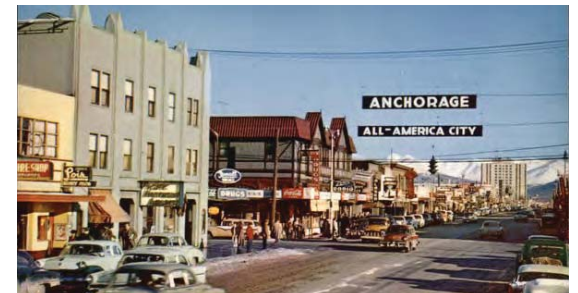
Redevelopment continued through the 1970s and 1980s as a result of oil prosperity and the Project 80s improvement program. Oil companies led the way in the construction of glass and steel skyscraper office buildings. Project 80s produced the Egan Civic Convention Center, the Alaska Center for the Performing Arts, Evangeline Atwood Theater, an extension to the Anchorage Museum of History and Art, a 1,200-space downtown parking garage, and the Downtown Transit Center.⁹¹

The 1990s and 2000s saw additional slow but steady growth in Downtown, including construction of additional large shopping facilities, parking garages, and office towers. However, many office towers and “big box” stores have also moved to Midtown as Anchorage expanded outward. The Dena’ina Civic and Convention Center is one of the largest recent construction projects in Downtown Anchorage: its 200,000 square feet of exhibit and event space attracts thousands of visitors annually.

For additional details about the history of Downtown and a discussion of significant resources, please read *Patterns of the Past*, prepared by Michael Carberry and Donna Lane in 1986.

Character Summary

Downtown is a compact, walkable multiuse district that serves as the heart of the region. Downtown’s diverse building stock includes historic homes—several of Anchorage’s oldest—as well as striking Mid-Century Modern commercial buildings, modern office towers, and industrial warehouses. Commercial and civic buildings dominate 3rd through 9th avenues, interspersed with parking garages and numerous paved surface parking lots. These range from one- or two-story Mid-Century Modern, International, and vernacular buildings to the 22-story Conoco-Philips Building and the 20-story Robert B. Atwood Building (both constructed in 1983). Small residential buildings (many adaptively reused with commercial functions) and a few apartment buildings are scattered throughout. These residences are generally one- or two-stories in height, made of wood or log frame construction, and designed in traditional architectural styles. A concentration of historic residences is located along West 2nd Avenue and F Street. Parks and public open spaces include Buttress Park, Resolution Park, and Town Square.



“Anchorage All-America City,” circa 1960.



Historic commercial buildings at E Street and 4th Avenue

Character-Defining Features

Boundaries & Gateways

- Anchorage's Central Business District (CBD), civic center, and historic core
- Comprises a majority of Anchorage's Original Townsite Plat (1915)
- Five gateways: West 3rd Avenue and C Street, West 3rd Avenue and A Street, West 9th Avenue and I Street, West 9th Avenue and C Street, East 9th Avenue and A Street
- Seven sub-areas with cohesive character: the Original Townsite, Central Business District (CBD), Park Strip North, Barrow Street, East Avenues, Pioneer Slope, and Ship Creek
- Anchorage Downtown Improvement District (DID) covers 119 square blocks from 9th to 1st avenues and from Gambell to L streets (formed in 1997)

Streetscape

- Commercial district (retail, offices, and hotels) surrounded by residential enclaves

- Historic streets were 60' wide with 20' alleys
- Street grid and lot size has been altered by full-block buildings in CBD
- Wide sidewalks in CBD
- Mature trees in residential areas, flower baskets in commercial areas
- Interpretive signage and public art (sculptures and murals) about history and culture
- Combination of metered street parking, large surface parking lots, and structured parking
- Heated sidewalks in portions of CBD

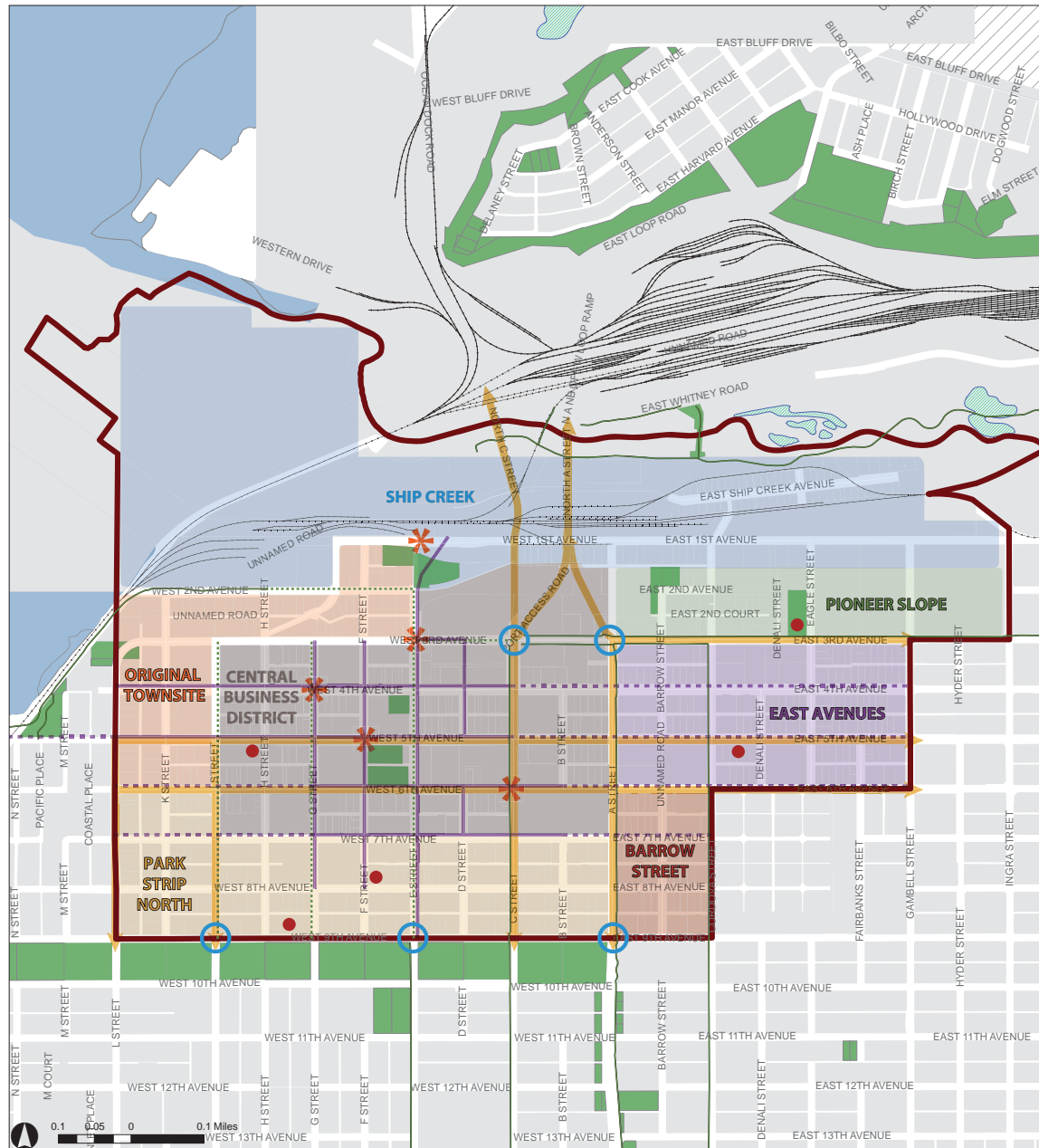
Lighting & Utilities

- Vehicular-scale lighting along principal boulevards
- Pedestrian-scale lighting, especially in CBD
- Above-ground and underground utilities

Buildings

- Many iconic historic buildings (13 listed in National Register)
- Diverse mix of buildings: historic homes, mid-century commercial buildings, modern office towers, and industrial warehouses
- Residences: one and two stories, wood or log frame construction, traditional architectural styles
- Commercial: historically one and two stories; Mid-Century Modern, International, or vernacular architectural styles; modern commercial buildings up to 22 stories
- Industrial: large buildings associated with Alaska Railroad
- Community buildings: schools, religious buildings, recreation centers, government buildings
















Downtown Neighborhood Character

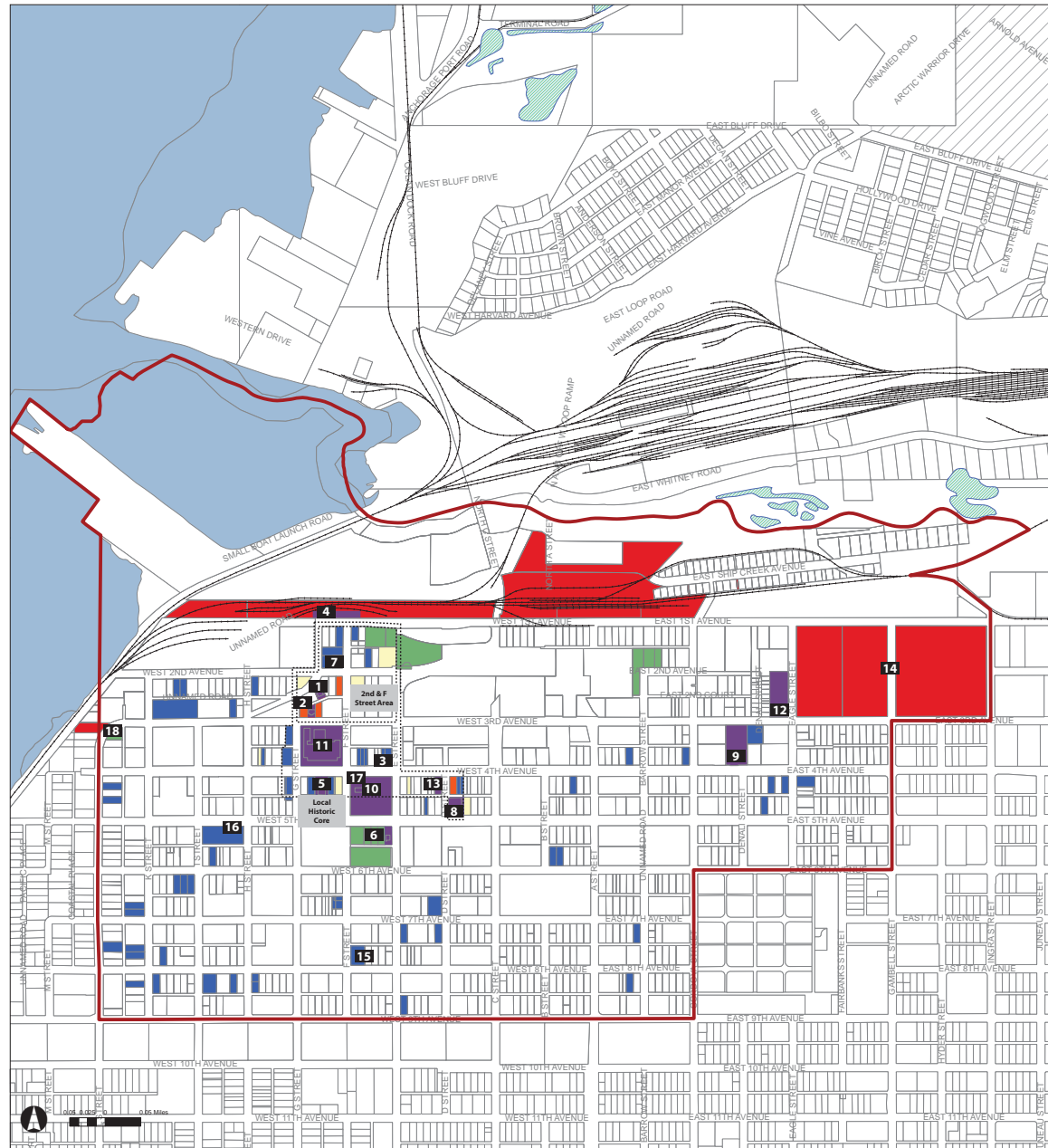
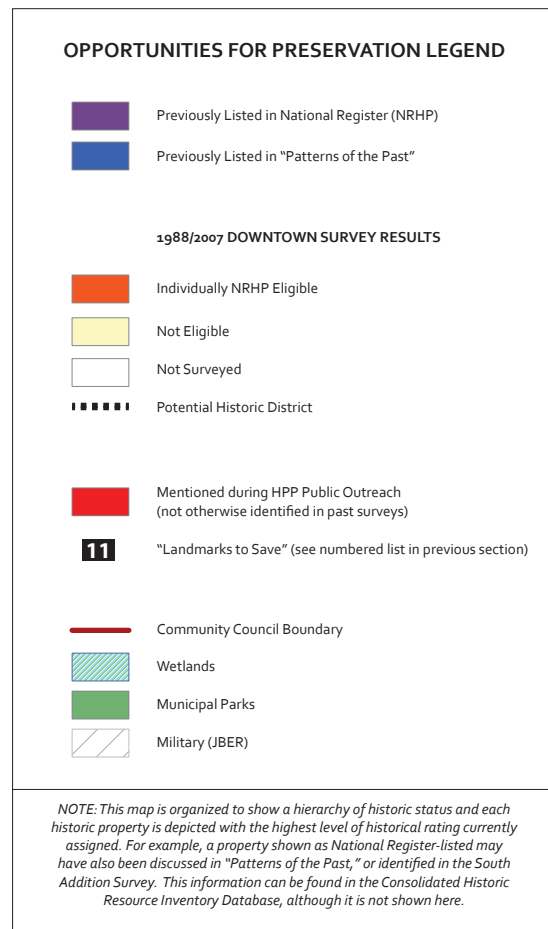
Downtown is Anchorage's Central Business District, civic center, and historic core. The neighborhood features an orthogonal street grid laid out in 1915, and is divided into seven sub-areas with cohesive character. Primary thoroughfares include 3rd and 5th avenues (westbound), 4th and 6th avenues (eastbound), L and C streets (southbound), and I and A streets (northbound). These wide one-way streets are designed to funnel fast-moving vehicular traffic through the neighborhood, while some of Downtown's smaller streets allow two-way traffic.

Neighborhood Character Legend

-  Community Council Boundary
-  Principal Boulevard
-  Primary Pedestrian Connection
-  Secondary Pedestrian Connection
-  Multi-Use Trails
-  Bike Routes
-  Wetlands
-  Municipal Parks
-  Gateway
-  Activity Node
-  Churches & Community Centers

Opportunities for Preservation in Downtown

Previously identified historic resources and other historic places valued highly by the public represent the top opportunities for preservation in Downtown. The properties shown on this map could be prioritized for preservation projects and policies recommended in the HPP.



“Landmarks to Save”

The following buildings, sites, and stories (listed in alphabetical order and marked on the map on the opposite page) were identified through the HPP Public Outreach Process as the most precious resources in Downtown. This list is not intended to be exhaustive, yet it reflects the resources valued most highly by the public.

National Register

1. AEC Cottage #23
2. AEC Cottage #25
3. Anchorage Hotel Annex
4. Anchorage Railroad Depot
5. Fourth Avenue Theatre
6. Kimball Building
7. Leopold David House
8. Loussac-Sogn Building
9. McKinley Tower Apartments
10. Old City Hall
11. Old Federal Building
12. Pioneer School House
13. Wendler Building

Identified during HPP Public Outreach / Surveys

14. Alaska Native Service (ANS) Hospital Site
15. All Saints Episcopal Church, West 7th Avenue and E Street
16. Holy Family Cathedral
17. Log Cabin Visitor Information Center
18. Resolution Park/Captain Cook Monument



AEC Cottages on 3rd Avenue (listed in the National Register).



Anchorage Hotel Annex (listed in the National Register).



Alaska Railroad Passenger Depot.



Historic signage at the Wendler Building (left) & Fourth Avenue Theatre (right).



Historic residences on K Street.

Challenges and Vision

Downtown Anchorage contains many of the city's most prominent historic buildings. Residents and business owners appreciate the neighborhood's mixed-use character as well as its proximity to the Cook Inlet. Concerns in Downtown include balancing seasonal uses of the area by tourists and visitors in the summer with the desire to have a year-round vital urban core. Other concerns include increasing density in the central business district and ensuring adequate parking.

The challenges for Downtown include fostering an urban district that is a hub for commercial and civic activities; encouraging relevant contextual design; balancing the seasonality of tourism with the neighborhood's desire to be a vibrant year-round neighborhood; and leveraging economic development tools to fund preservation activities.

Downtown-Specific Policies & Implementation Strategies

The following policies and implementation strategies are specific to Downtown, and are applied *in addition to* the Plan Area Policies described in **Chapter VI**. Please note that many of these policies overlap with the *Downtown Comprehensive Plan* (2007), which already applies to this neighborhood.

#1: Quality of Life/Livability

1.5 DT Initiate programs and uses that make Downtown into a day-and-night, year-round urban destination—a "downtown for all."

- 1.5.1 DT** Ensure that basic amenities that currently exist in portions of Downtown are standardized throughout the neighborhood. This could include standardized street lighting, benches, trash cans, and informational signage. These streetscape improvements provide an opportunity to reinforce the historic character of Downtown, integrate Anchorage's history and culture into the urban fabric, and create a sense of place. *(Also applies to Policy 5.9.)*

#2 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.

See page 187 for a proposed list of resources developed through the HPP public outreach process.

#3: Interpreting History & Culture

- 3.10 DT Update existing walking tours to include a broader range of topics/groups, new graphics, information about historic preservation, and “fun facts.”

- 3.10.1 DT Develop a plan to replace and improve the Project 80s historic walking tour kiosks around Downtown to include Alaska Native Peoples’ history and wayfinding (*also applies to Policy 3.2*).

#5: Growth & Change

- 5.8 DT To the greatest extent possible, preserve the city’s historic buildings and reinforce a commercial district that is a destination for locals and tourists by implementing the *Downtown Comprehensive Plan (2007)*.

- 5.8.1 DT Support strategies from the *Downtown Comprehensive Plan (2007)* in order to preserve historic buildings and reinforce a commercial district that is a “downtown for all.” See **Appendix K** for a complete list of relevant historic preservation policies from the *Downtown Comprehensive Plan*.

See Policy 1.5 for additional implementation strategies related to creating a “downtown for all.”



Implement streetscape improvements consistently throughout the Central Business District (CBD).



Existing Project 80s kiosks could be updated to include a broader range of topics and groups.

5.9 DT Foster a visually cohesive, historic central business district.

5.9.1 DT Identify opportunities to repurpose or redevelop historic buildings in Downtown.

5.9.2 DT Create neighborhood-specific design guidelines for infill construction that promotes contextual design and respects the character of historic resources. 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.

5.9.3 DT Promote new and existing preservation incentives (described in Goal #6) aggressively within the Central Business District (CBD). (*Same as Strategy 6.10.3.*)

See Policy 1.6 for additional implementation strategies related to improving visual cohesion of Downtown.

#6: Economic Development

6.10 DT Make the economic development of Downtown a top priority, using the strategies outlined in the *Downtown Comprehensive Plan* (2007), while preserving and promoting historic preservation.

6.10.1 DT Promote existing tax exemptions to encourage large employers to locate and invest in Downtown. New income-producing properties in Downtown may qualify as "Economic Development Properties," and may qualify for partial or total exemption from real and personal property taxation for up to five years (AMC 12.35.040). *Similarly, San Francisco recently adopted a Payroll Tax Reduction in the Mid-Market Street neighborhood, which successfully attracted large tech companies like Twitter to stay in the city (rather than move to Silicon Valley) and spurred many much-needed rehabilitation projects.*



- 6.10.2 DT** Apply to become a designated Main Street Program, and/or work with the State Historic Preservation Office to apply the Main Street Approach® to revitalize Downtown.
- 6.10.3 DT** Promote new and existing preservation incentives (described in Goal #6) aggressively within the Central Business District (CBD). (*Same as Strategy 5.9.3.*)
- 6.10.4 DT** Follow recommendations for preservation of identified significant buildings in Downtown Historic Survey (1988/2007).

#7: Procedures & Regulations

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

- 7.3.9 DT** As part of the creation of a local register, continue to survey and document historic resources in Downtown. As recommended in the *Consolidated Inventory Survey Report*, this would include an expansion of the 1988/2007 Historic Surveys. Survey work should focus on covering more of the neighborhood, especially the residential areas south and east of the main commercial core, as well as on Mid-Century Modern resources throughout Downtown. The “2nd Avenue and F Street Area” should also be further examined for its potential as a National Register historic district.

See Policy 2.1 for recommendations about nominating eligible Downtown properties to the National Register of Historic Places, as recommended in the Consolidated Inventory Survey Report.

See Policies 5.3, 5.8, and 7.9 for discussions about implementing policy changes from the Downtown Comprehensive Plan.

See Policies 1.6 and 5.9 for a discussion of Downtown-specific design guidelines.

See Policy 7.4 for a discussion of overlay zones, a strategy that is highly recommended for Downtown.



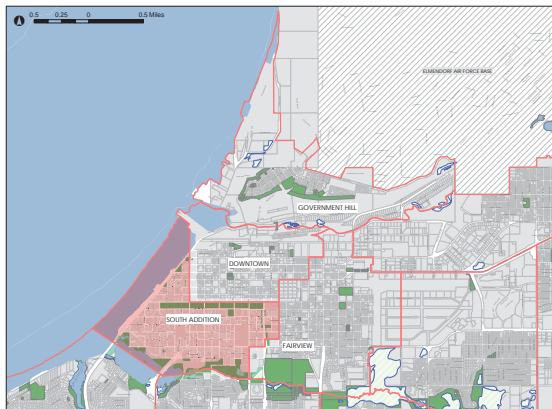
South Addition

Boundaries

The South Addition neighborhood (based on Community Council boundaries) is roughly L-shaped, with Cook Inlet forming its western boundary and the southern edge bordered by Westchester Lagoon and Chester Creek Trail. Its eastern boundary runs from the corner of C Street and Chester Creek Trail north along C Street, jogs east on 15th Avenue, and then jogs north on Cordova Avenue to 9th Avenue. The northern boundary runs along 9th Avenue from Cordova Street to L Street, thence turning to continue north on L Street to Cook Inlet. The neighborhood features a generally orthogonal grid of streets with narrow back alleys that run down the length of each block. Curving streets and cul-de-sacs are found west of P Street, south and west of the Park Strip, and throughout the “Elderberry Triangle” area north of the Park Strip. Primary thoroughfares include L and C streets (southbound); I and A streets (northbound); and 10th, 11th, and 15th streets (east- and westbound). With the exception of the A/C Couplet and the I/L Couplet, most streets in the South Addition allow two-way traffic. *[NOTE: The terms “South Addition” or “South Addition neighborhood” are used throughout this section to mean the South Addition Community Council area; where the historic South Addition plat is specifically discussed, it is clearly identified as such.]*

History

The northwest corner of the South Addition Community Council area—sometimes known as the “Elderberry Triangle” or “Bootlegger’s Cove”—was part of the original townsite, which was platted in May 1915. However, the majority of the neighborhood was laid out as the South and Third Additions. The South Addition plat was the first expansion of the original townsite. It was platted in August 1915 and comprised 49 blocks bounded by 9th Avenue, C Street, Chester Creek, and Cook Inlet. Blocks were divided into parcels that grew progressively larger in size the further south they were located. The AEC created 5-acre and 8.3-acre parcels in the South Addition plat because it wanted to encourage agricultural development around Anchorage. The Third Addition was platted in August 1916, and continued the large lot sizes of the South Addition eastward. To protect agricultural development, a Presidential Executive Order was issued in 1917 prohibiting the subdivision of tracts containing two or more acres into smaller lots.⁹²



Map highlighting the South Addition.



Aerial view of farms in the South Addition, circa 1925. 9th Avenue is on the left edge of the photograph.

When Anchorage incorporated in 1920, the original city limits extended south to 11th Avenue and east to East G Street (now Gambell Street). However, a majority of the South Addition neighborhood remained unincorporated until after World War II. Isolated from downtown by the Park Strip (then a fire break and later an airstrip, and eventually a golf course), the large parcels of the South Addition and Third Addition plats were used in the early days for homesteads, dairies, and fur farms. Modest dwellings, including wood frame Craftsman-style houses and log cabins, were scattered throughout the neighborhood. The area retained its rural agricultural appearance until the late 1930s.

World War II was a period of major physical growth in the South Addition neighborhood. Military build-up stimulated the economy and brought thousands to Anchorage, but the resulting population boom also caused a severe housing shortage. Despite the 1917 Executive Order prohibiting further subdivision of tracts two acres or larger, Anchorage's first subdivisions were drawn in the South Addition neighborhood for A.A. Shonbeck's land in 1938 and John W. Hansen's land in 1939 (the Executive Order was eventually revoked).⁹³ As these residential subdivisions were created, the large agricultural blocks south of the Delaney Park Strip were no longer appropriate, so new streets were cut east-west through the blocks to mimic the grid size of the original townsite. Development in the South Addition neighborhood was concentrated primarily in the blocks closest to the Park Strip. Newly constructed houses scattered throughout the neighborhood featured near-identical forms and styles, likely reflecting pattern-book plans that were quickly and easily erected.

During the war, several federal agencies and business corporations moved their headquarters to Anchorage. These agencies also did their part to address the inadequate supply of housing by building units for their employees, many of which were located in the South Addition neighborhood. The Civil Aeronautics Administration (CAA) developed a two-block housing project called Safehaven and two groups of two-story Colonial Revival style duplexes. The U.S. Army built a group of 12 military barracks at the west end of the Park Strip circa 1942, which were demolished in the early 1950s. The Army Housing Association, a cooperative created by servicemen and their families, built 32 Minimal Traditional style homes on Block 13 of the Third Addition in the summer of 1940; this portion of 11th Avenue also earned the nickname "Pilots' Row" because Bob Reeves (Pilot/Owner of Reeves Aviation), Ray Petersen (Pilot/Owner of Wien Air), Oscar Underhill (Pioneer Pilot), and Don Bedford (Pioneer Pilot) lived on 11th and Barrow streets in the 1940s and 1950s.



Bungalow at 916 P Street, constructed in 1918 and purchased by the Strutz family in 1924.



The Army Housing Association, a cooperative created by servicemen and their families, built 32 Minimal Traditional style homes on Block 13 of the Third Addition in the summer of 1940.



Northwest Airlines housing units at C Street and 10th Avenue... Only Northwest personnel reside in this group of houses—there are about 20 other similar units within 8 blocks” (20 February 1948).



Detailed view of CAA duplexes at 13th Avenue and I Street from roof of 1200 L Street, 1951.

For additional details about the history of the South Addition, please read the *South Addition Historic Context Statement*, prepared by Page & Turnbull (finalized in June 2012). A discussion of significant resources is included in the *South Addition Intensive-Level Survey Report*.

Lastly, Northwest Airlines built clusters of identical small ranch-style houses for their employees in the South Addition neighborhood. These clusters were located around the intersection of West 10th Avenue and C Street, and around West 11th Avenue and L Street; several of these houses still exist in their original historic form on 11th Avenue between A and C streets, as well as near L Street.

To properly plan for postwar growth, the city annexed the South Addition plat on September 18, 1945. After World War II, infill construction continued in the South Addition neighborhood in order to support an influx of returning servicemen. Large tracts were platted for the southwest corner of the South Addition, while replats of single properties or pairs of properties were scattered throughout the neighborhood. Some of the new subdivisions illustrated new postwar urban planning concepts, such as cul-de-sacs and curvilinear or diagonal streets that did not align with the main street grid. They featured single-family houses in modern architectural styles, such as ranch houses and Contemporary and Shed styles. Multifloor apartment buildings were developed during this period in the International style, while civic institutional properties such as schools and churches provided community amenities for the continually growing population.

The Good Friday Earthquake on March 27, 1964, had a profound effect on the physical environment in the South Addition neighborhood, because portions of the neighborhood were especially hard-hit. Elderberry Triangle, Bootlegger’s Cove, and the neighborhood’s apartment buildings incurred the most damage. The soft sand and gravel below the bluffs at the west end of the neighborhood gave way during the earthquake, and pressure ridges formed along the fault. Known as the “L Street Slide,” the geologic movement in this area caused some of the most severe damage in Anchorage. Some damaged buildings were salvaged, but many simply had to be demolished. Consequently, much of the housing stock extant today in the L Street Slide area was constructed after the earthquake.

During the 1970s and 1980s, the oil industry boom stimulated the housing market and likely contributed to the build-out of the South Addition Community Council area’s remaining vacant lots.¹³ Today, the South Addition is a largely residential neighborhood, with many parks and community buildings that support its residents.

Character Summary

The South Addition neighborhood is largely residential, though a few commercial buildings are located near L Street and the Park Strip. Residences are generally designed in the vernacular folk cottage style, Log Cabin style, various Revival styles, the Minimal Traditional style, and ranch styles. A few Contemporary-style houses are located at the west end of the neighborhood. The South Addition also includes a few tall apartment buildings, churches, and two elementary schools. Parks and public outdoor spaces include Elderberry Park, Nulbay Park, the Delaney Park Strip, Frontierland Park, Earl and Muriel King Park, Kedava Park, and Westchester Lagoon.



Delaney Park Strip.

TELLING STORIES ABOUT THE SOUTH ADDITION

The results of the South Addition Historic Resource Survey (2012) can be used to raise public awareness about the neighborhood's history. The following topics and stories are recommended to be told in the South Addition neighborhood. Potential methods of interpretation are discussed throughout the HPP. Note that this list of suggested topics is by no means exhaustive.

- 1964 Good Friday Earthquake
- Alaska Native Peoples History
- Army Housing Association at Block 13
- Aviation History, including influential pilots
- CAA/FAA Duplexes
- Cold War History
- Delaney Park Strip, including its history as
- Homesteads & Pioneers, including early agricultural history of the South Addition
- Northwest Airlines Houses
- Role of the military
- Safehaven
- Westchester Lagoon
- World War II in Alaska

Character-Defining Features

Boundaries & Gateways

- Located south of Downtown and the Delaney Park Strip (Park Strip), which plays a key role in the neighborhood
- Composed of three historic plats: Original Townsite Plat, South Addition Plat, Third Addition Plat
- Five gateways: East 15th Avenue and A Street, West 16th Avenue and I Street, West 5th Avenue and L Street, West 9th Avenue and L Street, West 9th Avenue and C Street
- Five sub-areas with cohesive character: South Addition Plat, Third Addition Plat, Bootlegger's Cove, Inlet View, and Chester Creek

Streetscape

- Residential area
- Streets 60' wide, with 20' alleys bisecting blocks
- Small lots (50' x 140' typical)
- Buildings typically set on small lots with front lawn and side setbacks

- Average 15' to 25' setback from sidewalk
- Sidewalks separated from street by planting zone is predominant (historic condition)
- Sidewalks without planting zone are found along principal boulevards, near large buildings, and near new infill construction
- No sidewalks in subdivisions near Westchester Lagoon and Chester Creek
- Garages and off-street parking accessed through rear alleys are most common
- No fences or low (less than 4') fences at lot line; typically wood picket, chain-link, or other materials that maintain visibility
- Mature street trees
- Access to Park Strip, Westchester Lagoon, and Coastal Trail
- Multiuse paths for walking, biking, and skiing

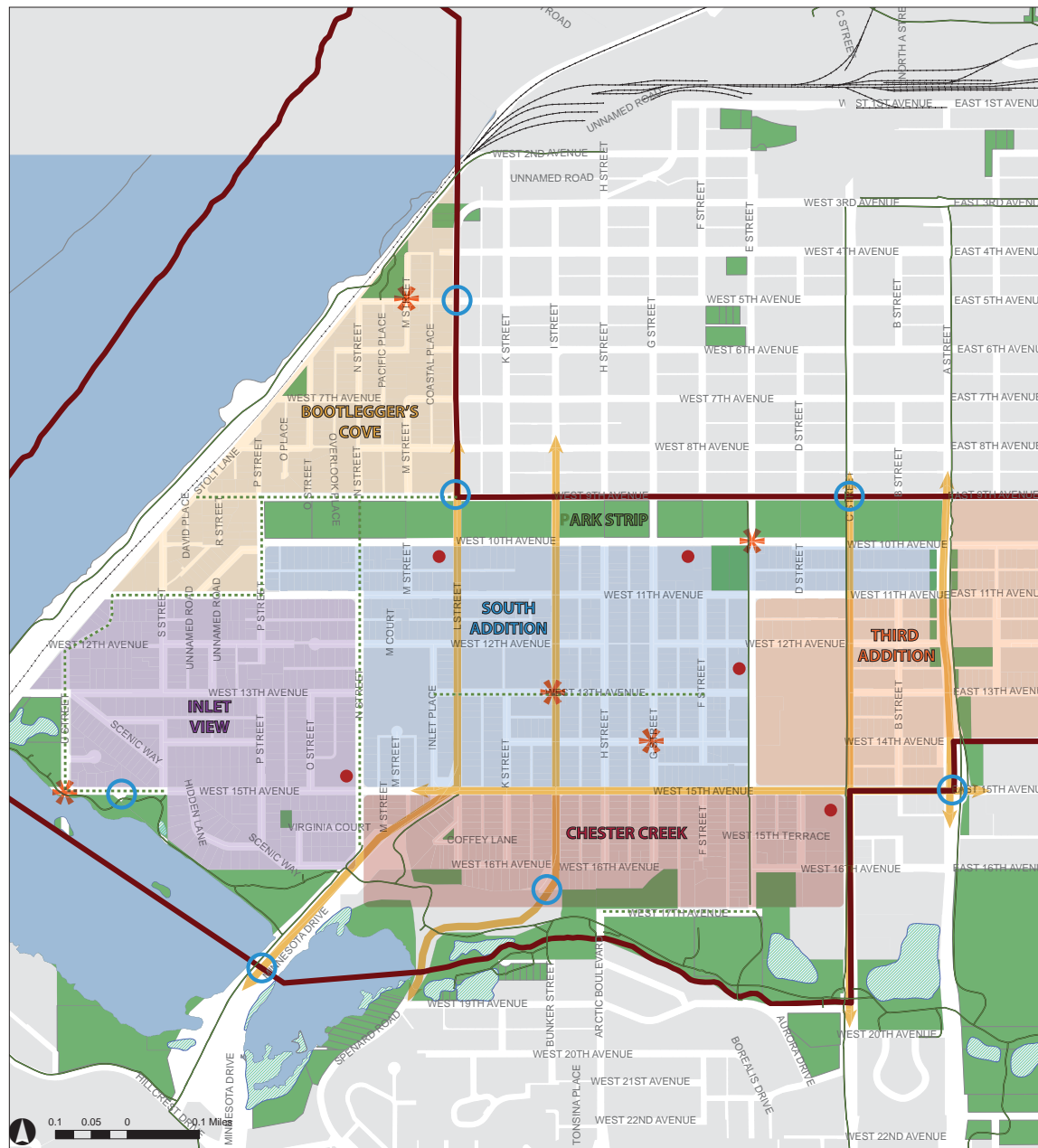
Lighting & Utilities

- Vehicular-scale modern streetlights only along principal boulevards
- Above-ground utility poles located at rear alleys and principal boulevards

Buildings

- Small-scale residential, predominantly single-family
- One- and two-story buildings
- Wood frame construction
- Wood siding, or replacement siding designed to mimic wood
- Variety of architectural styles: Log Houses, Vernacular Folk Cottages, various Revival styles, ranch
- Community buildings: schools and religious buildings





South Addition Neighborhood Character

The South Addition is a residential neighborhood located south of Downtown and the Delaney Park Strip (Park Strip), which plays a key role in the neighborhood. The neighborhood is divided into five sub-areas with cohesive character. Primary thoroughfares include L and C streets (southbound); I and A streets (northbound); and 10th, 11th, and 15th streets (east- and westbound). With the exception of the A/C Couplet and the I/L Couplet, most streets in the South Addition allow two-way traffic.

Neighborhood Character Legend

- Community Council Boundary
- Principal Boulevard
- Primary Pedestrian Connection
- - - Secondary Pedestrian Connection
- Multi-Use Trails
- - - Bike Routes
- ▨ Wetlands
- Municipal Parks
- Gateway
- ✱ Activity Node
- Churches & Community Centers

Opportunities for Preservation in the South Addition

Previously identified historic resources and other historic places valued highly by the public represent the top opportunities for preservation in the South Addition neighborhood. The properties shown on this map could be prioritized for preservation projects and policies recommended in the HPP.

OPPORTUNITIES FOR PRESERVATION LEGEND

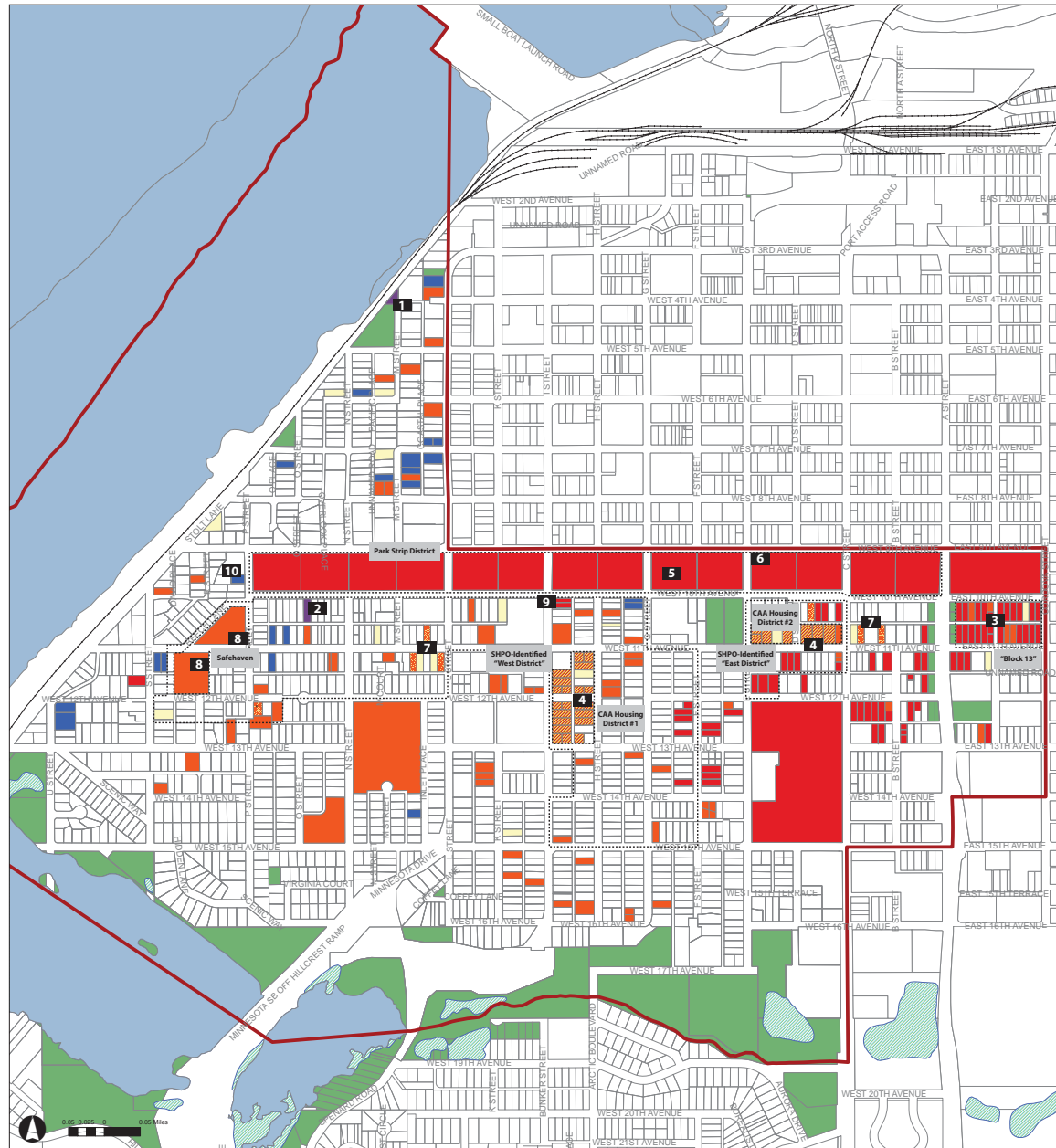
- Previously Listed in National Register (NRHP)
- Previously Listed in "Patterns of the Past"

- SOUTH ADDITION INTENSIVE-LEVEL SURVEY RESULTS: ELIGIBLE PROPERTIES**
- Individually NRHP Eligible (66)
- NRHP District Contributor: CAA Housing (28)
- NRHP District Contributor: Northwest Airlines Housing (7)
- Not Eligible (17)
- Potential Historic District

- Mentioned during HPP Public Outreach (not otherwise identified in past surveys)
- "Landmarks to Save" (see numbered list in previous section)

- Community Council Boundary
- Wetlands
- Municipal Parks
- Military (JBER)

NOTE: This map is organized to show a hierarchy of historic status and each historic property is depicted with the highest level of historical rating currently assigned. For example, a property shown as National Register-listed may have also been discussed in "Patterns of the Past," or identified in the South Addition Survey. This information can be found in the Consolidated Historic Resource Inventory Database, although it is not shown here.



“Landmarks to Save”

The following buildings, sites, and stories (listed in alphabetical order and marked on the map on the following page) were identified through the HPP Public Outreach Process as the most precious resources in the South Addition. This list is not intended to be exhaustive, yet it reflects the resources valued most highly by the public.

National Register

1. Oscar Anderson House
2. Oscar Gill House

Identified during HPP Public Outreach & Previous Surveys

3. Army Housing Association/Pilots' Row
4. CAA/FAA Duplexes
5. Park Strip
6. Locomotive #556
7. Northwest Airlines Housing
8. Safehaven
9. Star the Reindeer
10. Strutz House



Oscar Gill House (listed in the National Register).



CAA/FAA Duplexes, West 12th Avenue.



The layout of the Army Housing Association/Pilots' Row District was designed to foster community and neighborhood interaction.



Strutz House, P Street.



Typical streetscape, H Street.



Typical winter streetscape, West 13th Avenue.

Challenges and Vision

The South Addition is a walkable, close-knit community with unparalleled access to the outdoors: the Park Strip, Westchester Lagoon, and Coastal Trail are all located within the neighborhood's boundaries. Residents enjoy the South Addition's central location, mature trees, and mixed-use development. Residents of the South Addition aim to preserve the neighborhood character of the city's first subdivision; retain the sidewalks and smaller streets that provide good opportunities to walk, ski, and bike; keep neighborhood parks, schools, and small businesses; maintain the connection to downtown; and preserve the Park Strip, which is central to the neighborhood's identity. The South Addition community also expressed a desire to retain existing corner businesses and provide more corner businesses and neighborhood-serving mixed-use development throughout the area.

Concerns in the South Addition include placement of infrastructure and utilities, infill construction, and demolition of historic homes. Avoiding the potential increases in traffic and the physical division of the historic neighborhood caused by widening roadways—especially along the A-C and L-I couplets—are also high priorities for the South Addition. Residents clearly voiced a firm opposition to projects such as the Knik Arm Crossing or other large road expansion projects that would funnel traffic through the neighborhood, thus dividing the residential areas. The biggest challenge for the South Addition will be retaining existing, cohesive character as development pressures increase and as transportation and infrastructure changes are proposed.

South Addition-Specific Policies & Implementation Strategies

The following policies and implementation strategies are specific to the South Addition, and are applied *in addition to* the Plan Area Policies described in **Chapter VI**.

#1 Quality of Life/Livability

1.6 SA Maintain the unique character of the neighborhood (historic function of alleys, historic streetscape appearance, low-traffic streets, safe sidewalks, parks/open space, and appropriately scaled mixed-use development).

1.6.1 SA Prepare, fund, and approve a neighborhood plan for the South Addition to ensure that these issues are properly addressed. Such a document would include detailed land-use, transportation, and urban design strategies for the neighborhood. Many of the concerns about transportation projects and zoning raised by members of the public are beyond the scope of this HPP, but would certainly be important to include in a neighborhood plan.

#2 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.

See page 199 for a proposed list of resources developed through the HPP public outreach process.



Delaney Park Strip (pictured here circa 1930s) has served as a fire break, golf course, and airport.



New development and contemporary architecture can still be compatible with the historic scale and pattern of the South Addition.

#3 Interpreting History & Culture

3.11 SA Interpret aviation history at the Delaney Park Strip and explain its relationship to the rest of the neighborhood.

3.11.1 SA Create an interpretive plan for the Delaney Park Strip, which may include installation of interpretive signage, plaques, or monuments that celebrate the Park Strip's rich history as a fire break, golf course, and airport. Installation of signage should be coordinated with the *Delaney Park Master Plan* (2007), which regulates the placement and design of monuments and signs.

3.12 SA Interpret other historic aspects of the neighborhood (e.g., CAA/FAA houses, early military housing, Safehaven, Army Housing Association/Pilots' Row, Northwest Airlines housing, Westchester Lagoon, long-standing small businesses, etc.).

3.12.1 SA Use the *South Addition Historic Context Statement* (2012) to help identify interpretation and storytelling opportunities in the South Addition.

#5 Growth & Change

Development and transportation issues are especially important to South Addition residents, so please be sure to read the entirety of Goal #5: "Growth & Change" in **Chapter VI** in addition to the special South Addition policies below.

5.10 SA Preserve and enhance walkability, bikeability, and access to open space.

5.10.1 SA Develop an open space master plan for the South Addition, and fill any gaps in connectivity. This strategy is essential to preserve walkability of the South Addition, which is an important intangible quality that contributes to the historic and much desired character of the neighborhood. (See Goal #1)

5.11 SA New construction should reinforce existing scale and character (historic function of alleys, historic streetscape appearance, low-traffic streets, safe sidewalks and pedestrian/bike crossings, parks/open space, and appropriately scaled mixed-use development).

5.11.1 SA Create neighborhood-specific design guidelines that focus on ground area coverage and setbacks. 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.

5.11.2 SA Discourage demolition of buildings that provide cohesive neighborhood character.

5.12 SA Prevent division of the neighborhood and loss of the historic street grid by limiting new or widened roads and thoroughfares. Identify and educate groups that can represent neighborhood interests in the face of development pressures.

Residents of the South Addition were adamantly opposed to projects such as the Knik Arm Crossing that will subdivide the neighborhood. See Policy 5.2 for the tools that the community can use to respond appropriately to development proposals.

#6 Economic Development

6.11 SA Promote policies that maintain the neighborhood character of small businesses.

6.11.1 SA Conduct a market analysis to identify which small businesses are needed and can be supported in the South Addition.

6.11.2 SA Identify appropriate locations for small businesses (existing buildings or vacant lots), and adjust zoning accordingly (see Goal #7).

6.11.3 SA Actively recruit operators and offer incentives for South Addition-focused businesses.



Small businesses are an essential component of the South Addition's neighborhood character.

#7 Procedures & Regulations

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

7.3.10 SA As part of the creation of a local register, continue to survey and document historic resources in the South Addition neighborhood. As recommended in the *Consolidated Inventory Survey Report*, this would include research and documentation of the Park Strip; the Army Housing Association (also known as Pilots' Row or Block 13); and properties identified by members of the public during the HPP public outreach process. Surveying potential historic districts identified by SHPO, as well as documentation of all properties near the A/C Couplet, are also high priorities for the South Addition.

See Policy 2.1 for recommendations about nominating eligible South Addition properties to the National Register of Historic Places, as recommended in the Consolidated Inventory Survey Report.

7.12 SA Create zoning and land-use policies that maintain the unique character and scale of existing streetscape in the South Addition.

7.12.1 SA Introduce zoning and design guidelines that focus on ground-area coverage and front yard setbacks. 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.

See Policy 5.11 for a discussion of South Addition-specific design guidelines.



Fairview

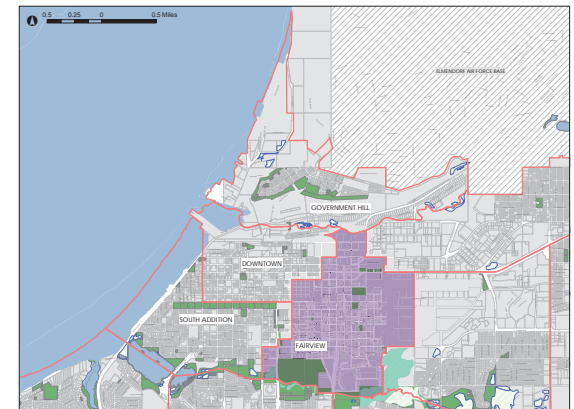
Boundaries

Fairview is located east and southeast of Downtown Anchorage. It is bordered by Merrill Field and Sitka Street Park to the east, Rogers Park neighborhood to the southeast, North Star neighborhood to the southwest, and the South Addition neighborhood to the west. The Community Council boundaries are irregular, but the extremes align north of East 1st Avenue, Sitka Street (through Merrill Field) to the east, Chester Creek to the south, and C and Cordova streets to the west. Primary thoroughfares include Gambell Street (southbound) and Ingra Street (northbound), which connect to the Glenn Highway to the north and New Seward Highway to the south, as well as East 15th Street (east-westbound). The neighborhood features an orthogonal street grid, though some street intersections on the east side of the neighborhood have been partially blocked in an effort to calm through-traffic. The area is generally flat, though a bluff at East 15th Terrace drops down to East 16th Avenue west of Gambell Street, and another bluff is located at approximately East 16th Avenue east of Ingra Street. Few vacant lots remain in the area.

History

The Fairview neighborhood is located east and southeast of the original Anchorage townsite, which was platted in May 1915. The Anchorage Memorial Park Cemetery, located between 6th Avenue, Cordova Street, 9th Avenue, and Fairbanks Street in what is now Fairview, was reserved at this time by President Woodrow Wilson. The East Addition was platted in September 1915, and included the area north of East 9th Avenue between Cordova and Orca streets in the Fairview neighborhood. The Third Addition was platted in August 1916, and included the area south of East 9th Avenue. Development of the Third and East Additions occurred slowly, and the area remained rural until World War II. Because it lay outside the city limits, Fairview even developed a “red light district” in its early years, with brothels and other businesses that were not allowed in the city.

Aviation was an important part of Fairview development. The Delaney Park Strip, which enters Fairview from the west, was Anchorage’s first airfield, beginning in 1923. As demand increased, however, the city developed Anchorage Municipal Airport, subsequently renamed Merrill Field after Russell Merrill, one of many Alaska aviation pioneers. Merrill died in September 1929 while on a flight.



Map highlighting Fairview.



Anchorage Memorial Cemetery, 1937.



Aerial view of Merrill Field and Anchorage, 1940.



The first Carrs grocery store opened on Gambell Street in 1950. In 1963, it was the site of an important NAACP protest, making Carrs the first retail store in Anchorage to hire a black employee.

Merrill Field, which creates the eastern boundary for the Fairview neighborhood, began operations in 1930. Since the international airport was constructed in 1951, Merrill Field has continued functioning for private and bush operations.

In 1940, in anticipation of World War II, construction began on what would become Elmendorf Air Force Base and Fort Richardson. The influx of workers created a housing shortage, and outlying neighborhoods such as Fairview began to develop, with small cottages and log cabins. The growth of Fairview was encouraged by the construction of the Glenn Highway in October 1942, which connected Anchorage to the Richardson Highway and the Alaska (Alcan) Highway. The Glenn Highway fostered commercial and industrial development along the neighborhood's north boundary and served to funnel traffic onto Gambell Street. Gambell Street would also become the northern terminus of the Seward Highway (completed in 1951), and thus served as Fairview's Main Street during the postwar era.

Anchorage's housing shortage continued after World War II, leading to further development of Fairview. It was a desirable location due to its proximity to Merrill Field, the Glenn Highway, the military bases, Downtown Anchorage, and the north-south traffic route and commercial core of Gambell Street. An Oregon-based company began importing prefabricated houses in 1947, many of which were erected in Fairview. Fairview residents also started local businesses: for example, the first Carrs grocery store was opened in a Quonset hut on Gambell Street in 1950, and the Lucky Wishbone restaurant opened at 5th Avenue and Karluk Street in 1955.

The war and postwar influxes brought people of varied ethnicities to Anchorage. Many African-Americans built residences in Fairview, especially in Eastchester Flats, because it was one of the few areas in the city where African-Americans were allowed to own property. Citizens like John Parks, an African-American contractor, and Joe Jackson, Anchorage's first African-American real estate agent, were instrumental in constructing houses and apartments in Fairview for African-Americans. Building in Fairview was especially important because in 1951, a house in Rogers Park, just south of Fairview, was burned to the ground just after its construction to prevent an African American from moving into an all-white neighborhood; this spurred the founding of the Anchorage branch of the National Association for the Advancement of Colored People (NAACP).

The African-American community also built churches and started businesses in Fairview, contributing greatly to the neighborhood's history. The Greater Friendship Baptist Church at East 13th Avenue and Ingra Street was founded in 1951 as the first Southern Baptist church in Alaska, and was later joined by Shiloh Missionary Baptist Church (founded in Downtown in 1952 and moved to Fairview in 1974). Six black-owned nightclubs were active during the 1950s and 1960s, and were known as places for blacks and whites to socialize before integration.⁹⁵ African-Americans were joined in later years by Alaska Native and Hispanic residents, and Fairview remains known for its diversity today.

By 1950, Fairview remained outside the city's limits. Anchorage's population stood at 11,254 within the city limits and 30,600 in the overall area, indicative of the homesteading and settlement that had occurred outside the limits. The city's first annexation occurred in 1945, encompassing 300 acres south of Downtown. Other neighborhoods followed—Eastchester, University, Mountain View, Russian Jack, Rogers Park, and Spenard—leaving Fairview isolated in the middle. Like those in other neighborhoods, many Fairview residents stoutly resisted annexation by the city, since basic services were already met through the Fairview Public Utility District. Many saw themselves as independent pioneers who neither wanted nor needed bureaucratic oversight or taxation from the city. Discussion extended through the 1950s, but annexation passed in 1958, approved by 60% of the neighborhood's voters.

Fairview did not suffer extensive damage from the Good Friday Earthquake on March 27, 1964. However, in 1965, the City Planning Commission called Fairview's housing "among the poorest in the city" and attempted to implement change by rezoning Gambell and Ingra streets to commercial uses, eliminating single-family residences along those thoroughfares, and encouraging high-density housing. Gambell and Ingra streets were also expanded into four-lane, one-way streets, forming high-volume obstructions to pedestrians and effectively dividing the neighborhood. Fairview was also the site of several urban renewal projects after the earthquake, with federal, state, and Municipal agencies taking advantage of the rebuilding effort to remove "blighted" areas. For example, the Eastchester Urban Renewal project (south of 16th Avenue) was part of the Project Alaska R-16 Urban Renewal Plan, which was adopted by the Anchorage City Council in 1964. This especially affected the African-American residents of Eastchester Flats, who were promised the right of first refusal to return to the area after the project was completed, though most did not return.



Fairview, 1954. The Fairview Public Utility District provided basic services until Fairview was annexed by the city in 1958.



Aerial view of Gambell-Ingra Couplet, 1966.

TELLING STORIES ABOUT FAIRVIEW

The results of the Fairview Neighborhood Historical Building Survey (2007) can be used to raise public awareness about the neighborhood's history. The following topics and stories are recommended to be told in Fairview. Potential methods of interpretation are discussed throughout the HPP. Note that this list of suggested topics is by no means exhaustive.

- African-American heritage
- Anchorage Memorial Cemetery
- Aviation and the founding of Merrill Field
- Carrs Grocery Store
- Ethnic and cultural diversity
- Expanding city limits: utilities, annexation, post-war construction boom
- Gambell Street & the growth of "car culture"
- Homesteads & Pioneers
- Red light district
- Urban renewal in the 1960s and 1970s

But the 1960s also included important civil rights advancements for the African-American community: in 1963, the NAACP picketed the Carrs supermarket at East 13th Avenue and Gambell Street for not including African-American workers on their staff. The picket resulted in the successful integration of the company when Richard Watts, Jr., was hired as a bagger, making Carrs the first retail store in Anchorage to hire a black employee; Watts is now a senior manager for the company.⁹⁶

By 1975, Anchorage's population was approximately 180,000, of whom 5,000 lived in Fairview. Older homes dating from the 1940s and 1950s were torn down and replaced with apartments. Fairview continued to be a depressed neighborhood, however, with issues that included land-use conflicts between older single-family residences and multifamily and commercial buildings, inadequate parkland and recreation facilities, and general deterioration of buildings and social atmosphere. Fairview had a high turnover of residents; the 1970 Census showed that 57% of residents had lived there for a year, while only 25% had lived there more than three years. Almost 75% of residents were renters. These conditions persisted through the 1980s.

During the 1980s, the Fairview Recreation Center and the Fairview Lions Park were constructed. However, the construction of the park had major social consequences for the African-American community: as with Eastchester Flats in the 1960s, the demolition of the Linden Arms and S&S Apartments again resulted in the displacement of African-American residents.⁹⁷ During the 1990s, voters approved bond measures for a variety of neighborhood improvements, including "traffic calming" measures and beautification of public spaces. Since the 1990s, Fairview residents have continued to seek neighborhood improvement, and the area retains its thriving socioeconomic diversity.⁹⁸

For additional details about the history of Fairview and a discussion of significant resources, please read the Fairview Neighborhood Historical Building Survey, prepared by BGES in 2007.



Character Summary

The wide Gambell-Ingra Corridor bisects Fairview. The area west of Gambell and Ingra streets consists of a mixture of single-family residences interspersed with medium-density condominiums. East Fairview includes single-family residences, four-plexes, and multifamily apartment complexes. Single-family residences consist primarily of World War II-era cottages and log cabins and postwar kit houses. The streets south of the bluffs contain ranch-style single-family residences constructed in the 1960s, four-plexes, and townhouses.

The traditional business center of Fairview is along Gambell Street between East 5th and East 16th avenues. The northern area is dominated by surface parking lots and auto-related businesses. The area west of A Street to C Street and from East 15th Avenue south to Chester Creek contains three- and four-story office buildings. Sullivan Arena is located near the corner of East 16th Avenue and Gambell Street. The northeast corner of East Fairview contains an industrial area adjacent to Merrill Field. Fairview also contains a number of institutional properties, including churches, schools, and the City Jail.⁹⁹



Typical streetscape, East Fairview.

Character-Defining Features

Boundaries & Gateways

- Located east of Downtown, west of Merrill Field
- Bounded on south edge by Chester Creek and Woodside Park
- Composed of two historic Anchorage plats (Third Addition and East Addition)
- Principal boulevards divide the neighborhood: Gambell Street, Ingra Street, and 15th Avenue
- Six gateways, with "Fairview" sign at East 15th Avenue and Orca Street
- Six sub-areas with cohesive character: Industrial (north), West Fairview, Gambell/Ingra Corridor, East Fairview, Merrill Field, and South Fairview

Streetscape

- Residential area with commercial uses along Gambell/Ingra Corridor and industrial uses at north end
- Streets 60' wide, with 20' alleys

- Small residential lots (50' x 140' typical)
- Residences typically set on small lots with front lawn and side setbacks
- Average 15' to 25' setback from sidewalk
- Variety of sidewalks (with planting zone, without planting zone, no sidewalks) scattered throughout
- Garages and off-street parking accessed through rear alleys are most common
- Traffic calming devices and landscaping in East Fairview
- Large industrial and commercial lots (150' to 300' street frontage typical) surrounded by surface parking

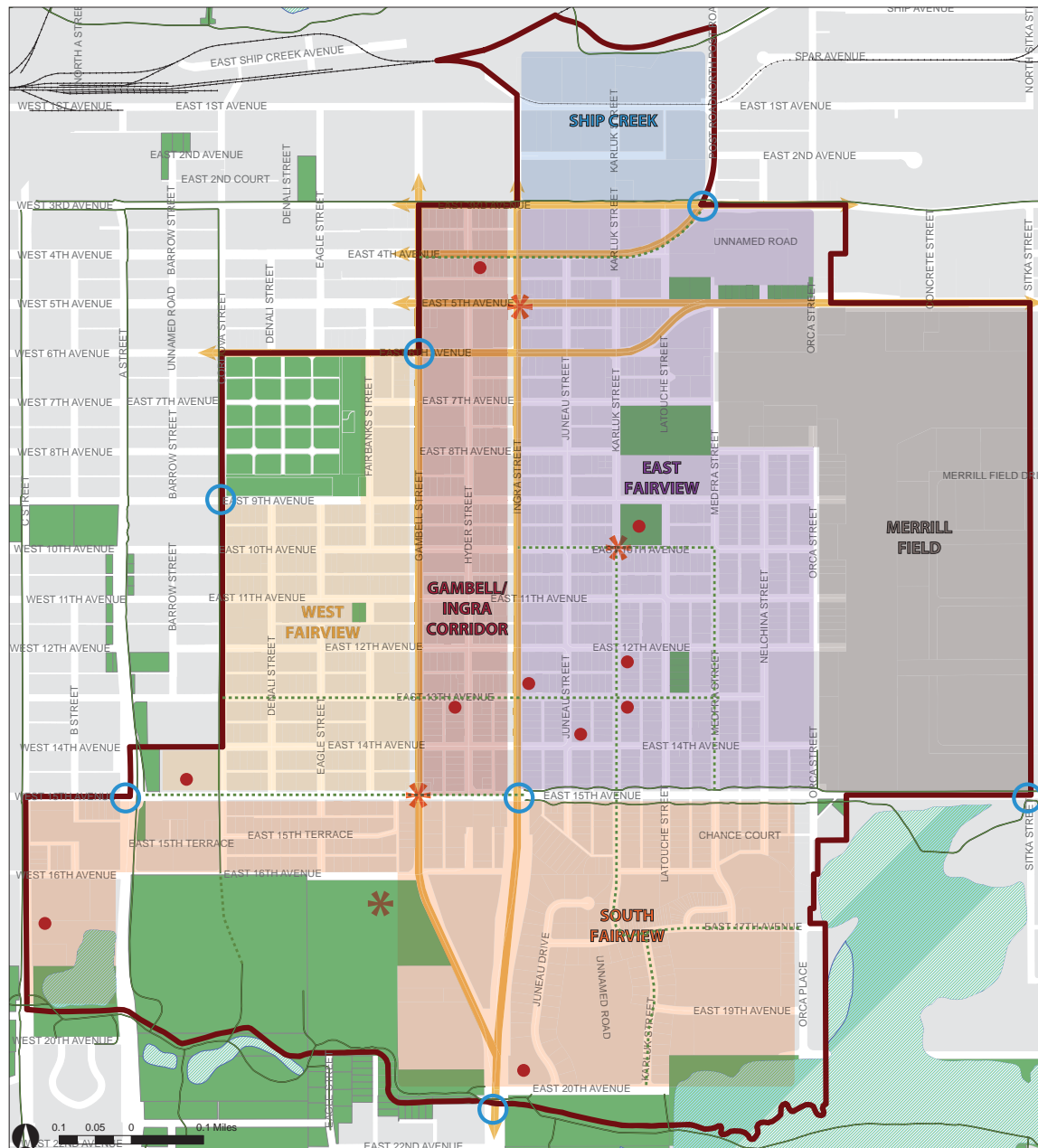
Lighting & Utilities

- Vehicular-scale modern streetlights only along principal boulevards
- Pedestrian-scale lighting on East 13th Avenue and East 15th Avenue
- Above-ground utility poles

Buildings

- Small- to medium-scale residential: single-family homes and medium-density apartments/condominiums
- One- and two-story buildings (on average)
- Wood frame construction
- Wood siding or replacement siding designed to mimic wood; some stucco
- Hipped, gabled, and flat roofs
- Variety of architectural styles: Log Houses, Vernacular Cottages, ranch
- Community buildings: schools, religious buildings, recreation centers





Fairview Neighborhood Character

Fairview is located east and southeast of Downtown Anchorage. It is bordered by Merrill Field and Sitka Street Park to the east, Rogers Park neighborhood to the southeast, North Star neighborhood to the southwest, and the South Addition neighborhood to the west. Fairview is divided into six sub-areas with distinctive character, and is bisected by the wide Gambell-Ingra Corridor.














Neighborhood Character Legend

- Community Council Boundary
- Principal Boulevard
- Primary Pedestrian Connection
- - - Secondary Pedestrian Connection
- Multi-Use Trails
- - - Bike Routes
- ▨ Wetlands
- Municipal Parks
- Gateway
- ✱ Activity Node
- Churches & Community Centers

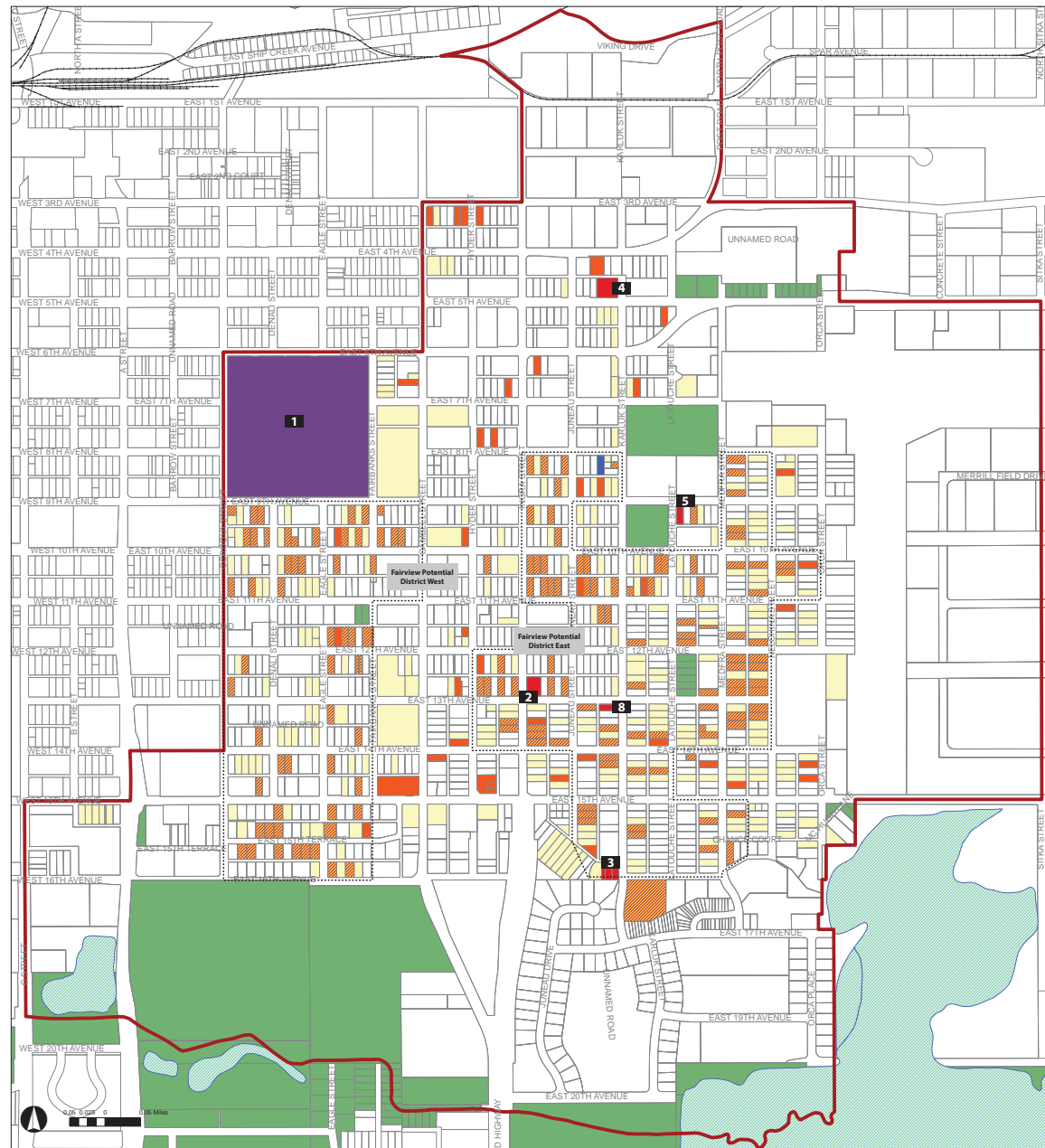
Opportunities for Preservation in Fairview

Previously identified historic resources and other historic places valued highly by the public represent the top opportunities for preservation in Fairview. The properties shown on this map could be prioritized for preservation projects and policies recommended in the HPP.

OPPORTUNITIES FOR PRESERVATION LEGEND

-  Previously Listed in National Register (NRHP)
-  Previously Listed in "Patterns of the Past"
- 2007 FAIRVIEW SURVEY RESULTS**
-  Individually NRHP Eligible (46)
-  NRHP District Contributor (191)
-  Not Eligible (282)
-  Not Surveyed
-  Potential Historic District
-  Mentioned during HPP Public Outreach (not otherwise identified in past surveys)
-  "Landmarks to Save" (see numbered list in previous section)
-  Community Council Boundary
-  Wetlands
-  Municipal Parks
-  Military (JBER)

NOTE: This map is organized to show a hierarchy of historic status and each historic property is depicted with the highest level of historical rating currently assigned. For example, a property shown as National Register-listed may have also been discussed in "Patterns of the Past," or identified in the South Addition Survey. This information can be found in the Consolidated Historic Resource Inventory Database, although it is not shown here.



“Landmarks to Save”

The following buildings, sites, and stories (listed in alphabetical order and marked on the map on the opposite page) were identified through the HPP Public Outreach Process as the most precious resources in Fairview. This list is not intended to be exhaustive, yet it reflects the resources valued most highly by the public.

National Register

1. Anchorage Cemetery

Identified during HPP Public Outreach & Previous Surveys

2. Greater Friendship Baptist Church
3. Log Cabins (scattered throughout)
4. Lucky Wishbone
5. Most Worshipful Prince Hall Grand Lodge of Masons
6. Postwar kit houses (scattered throughout)
7. Quonset huts (scattered throughout)
8. Syren House, 1302 Karluk Street



Anchorage Memorial Park Cemetery (listed in the National Register).



Lucky Wishbone Restaurant, East 5th Avenue.



Log Cabin, Ingra Street.



Greater Friendship Baptist Church, Ingra Street.



Neighborhood signage and other improvements on East 15th Avenue have improved walkability and sense of place in Fairview.

Challenges and Vision

Fairview residents value the neighborhood's diverse mix of buildings and people, housing affordability, and central location. Concerns in Fairview include the way that transportation corridors divide the neighborhood (Gambell/Ingra, 15th Avenue); improving connections and walkability, socioeconomic conditions, and limiting further high-density development.

Changing the type of commercial uses in Fairview is a high priority for the community: Gambell Street was Fairview's "main street" in the 1950s, and it could be redeveloped into a safer, more pedestrian-friendly corridor with neighborhood-serving businesses. This could be achieved through design strategies that also allow for improved transportation systems.

The biggest challenges in Fairview will be to overcome past land-use and transportation decisions and to restore the neighborhood's historic context, walkability, commercial viability, and neighborhood character.

Fairview-Specific Policies & Implementation Strategies

The following policies and implementation strategies are specific to Fairview, and are applied *in addition to* the Plan Area Policies described in **Chapter VI**.

#1 Quality of Life/Livability

1.7 FV Celebrate socioeconomic and ethnic diversity by providing community-focused opportunities relevant to historic preservation, neighborhood cultures, and assets.

- 1.7.1 FV** Finalize and adopt the *Fairview Neighborhood Plan* (drafted in 2009). Among other things, this plan detailed land-use, transportation, and urban design strategies for the neighborhood. Many of the concerns about transportation projects and zoning raised by members of the public are beyond the scope of this HPP, but would certainly be important to include in the neighborhood plan.

#2 Landmarks to Save

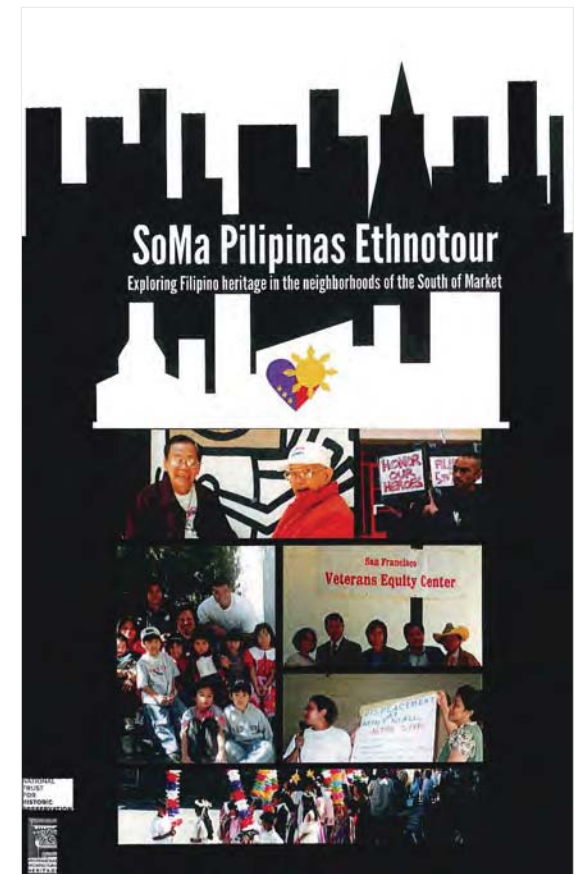
- 2.1** Retain and preserve the historic and cultural resources identified during the HPP public outreach process and recorded in the Consolidated Historic Resources Inventory.

See page 213 for a proposed list of resources developed through the HPP public outreach process.

#3 Interpreting History and Culture

- 3.13 FV** Identify opportunities to highlight Fairview's African-American heritage and socioeconomic diversity.

- 3.13.1 FV** Place interpretive signage at Greater Friendship Baptist Church (903 E. 13th Avenue), celebrating its status as the first African-American church in Alaska.
- 3.13.2 FV** Work with the African-American community—especially long-time residents—to identify significant people, events, and places worthy of recognition and public information. Residents have already begun collecting oral histories at Fairview reunion events, and this project could continue.
- 3.13.3 FV** Develop a walking tour or exhibition highlighting people, places, and events significant to the Fairview African-American community. *For example, a "SoMa Pilipinas Ethnotour" was recently developed to highlight the Filipino heritage of one San Francisco neighborhood.*
- 3.13.4 FV** Reach out to other ethnic groups in Fairview to identify opportunities for preservation and interpretation.



A "SoMa Pilipinas Ethnotour" was recently developed to highlight the Filipino heritage of one San Francisco neighborhood. A similar approach could be taken to share the social and ethnic history of Fairview.



The Gambell-Ingra Corridor was once Fairview's "main street," but it now bisects the neighborhood.

#5 Growth & Change

5.13 FV Restore small business corridors, overcome past land-use and transportation decisions, and improve walkability and easy access to Downtown.

- 5.13.1 FV** To the greatest extent possible, redevelop Gambell and Ingra streets into a neighborhood commercial corridor with businesses that will unite the east and west sides of the neighborhood.
- 5.13.2 FV** Consider implementing streetscape improvements on Gambell and Ingra streets to create a safer, more pedestrian-friendly neighborhood commercial corridor. The traffic effects of these improvements should be studied by a traffic engineer and communicated to the residents prior to implementation.
- 5.13.3 FV** Identify economic development strategies for Fairview that allow for successful revitalization of a commercial corridor along Gambell and Ingra streets.
- 5.13.4 FV** Continue to implement streetscape improvements that encourage walkability, such as crosswalks and pedestrian-friendly sidewalks.

#6 Economic Development

6.12 FV Maintain housing affordability in order to preserve Fairview's demographic composition, building stock, and character.

See Policy 5.13 for implementation strategies regarding preservation of Fairview's diverse character. See Policies 6.4 and 6.6 for implementation strategies regarding housing affordability.

#7 Procedures

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

- 7.3.11 FV** As part of the creation of a local register, continue to survey and document historic resources in Fairview. As recommended in the *Consolidated Inventory Survey Report*, this would include preparation of both a historic context statement and an update of the 2007 Fairview Survey to include more sites associated with significant events or persons, as well as sites of cultural importance to the African-American community or other ethnic groups; and research and documentation of properties identified by members of the public during the HPP public outreach process.

See Policy 2.1 for recommendations about nominating eligible Fairview properties to the National Register of Historic Places, as recommended in the *Consolidated Inventory Survey Report*.



Maintaining the scale, character, and affordability of housing is a priority in Fairview.