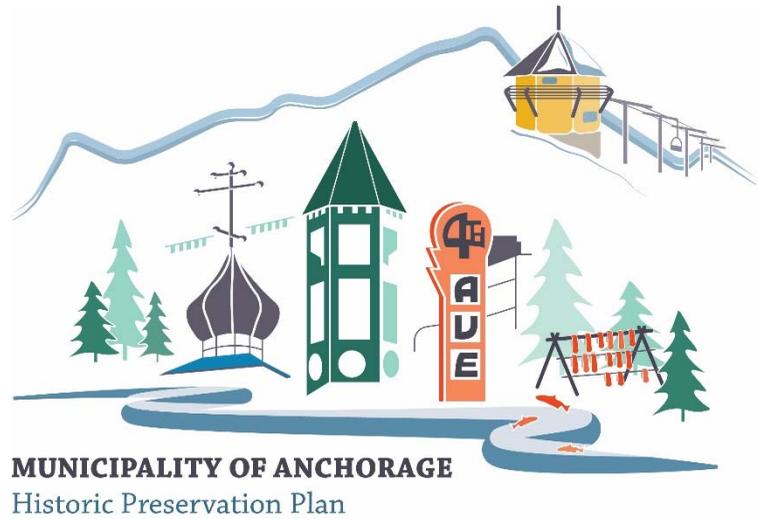


**MUNICIPALITY OF ANCHORAGE**  
Historic Preservation Plan

Public Review Draft 3/2/2018



*This Place Matters!*



*The images behind the logo:  
Alyeska Roundhouse-top right, Old Saint Nicholas Church-top left,  
Wendler Building-center, 4<sup>th</sup> Avenue Theatre-center right,  
and Ship Creek-bottom left-Home to First Salmon Ceremony*



# Anchorage's Historic Preservation Plan

*A Strategy for Historic Preservation, Neighborhood Revitalization, and Economic Development*

Prepared by the  
Planning Department – Long-Range Planning Division  
and the  
Anchorage Historic Preservation Commission



*Adopted by the Anchorage Assembly on .....2018*

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# ACKNOWLEDGEMENTS

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# Executive Summary

## Thank You

Thank you! To the supporters of this planning effort. The planning team sought to involve the community throughout the planning process, and our community stepped up and helped in numerous ways; from showing up at workshops, volunteering to knock on doors to interview your neighbors, to actually writing some of your community's history! We could not have done this without the overwhelming community support we received.

## Plans Are Living Documents

The *Municipal-Wide Historic Preservation Plan (MOAHPP)* is intended to be a comprehensive "living document" that establishes historic and cultural preservation goals, policies, and action items. Adopted comprehensive, neighborhood and district plan historic and cultural preservation goals, policies, and action items are included in *Section 4*. This was intentional to provide one comprehensive document to address preserving, educating, and celebrating our unique cultural and historic resources. The *MOAHPP* will be updated from time-to-time to reflect new information on historic and cultural resources, state-of-the-art preservation standards and tools, to provide new case studies and best practices.

## Occupation and Settlement Story

Our occupation and settlement story winds through centuries of *Dena'ina* battle grounds, hunting and fishing places, and encampments. This prehistory is followed by European and American fur traders, and gold seekers who braved the frozen places and remote inhospitable ground. Then the railroad came to *Dgheyay Kaq'* (Ship Creek), and the *Dena'ina* were moved off their traditional places. Everything changed. The *MOAHPP* acknowledges the changes, while encouraging preservation of buildings, sites, objects and stories to recognize the ambitions of the people. Our collective history from the first *Dena'ina* peoples, the fur and gold seekers, the hardy railroad and highway builders, the toiling homesteaders, the soldiers and aviators, the women, the capitalists, and the immigrants is something to know and celebrate.

Outside Magazine refers to Anchorage as a town with an "industrial feel" and the "Best Place for Making the Most of Summer" in their "Top 25 Best Places to Live" in this country. Most of us would probably agree with that description.

We know the success and spoils of mineral wealth, a resolve to rebuild and remain, and the primal importance of salmon. We share the desire to live between mountains and sea, at the edge of the frontier thriving on all this place has to offer. Events in Anchorage influenced the state, nation, and world. These include Alaska Statehood, the 1964 Good Friday Earthquake, and the Alaska Native Claims Settlement Act of 1971.

Generations before us preserved and documented their memories through excellent publications, oral histories, plays, and songs. *Dena'ina* place names, settlement patterns, notable people, community-led efforts for change and preservation, roadway and trail development, and iconic architecture tell a story. Many important historic and cultural features from important events need to be saved, celebrated, fixed, and used.

Where else can you find an "industrial" town surrounded by such breathtaking natural surroundings providing one of the most desirable places to live, work, learn, worship, travel, and recreate on earth.

## This Place Matters—to us!



Anchorage Museum and UAF Archive

## Purpose Overview

The purpose of this plan is to implement a historic preservation program directed by Assembly Ordinance (A.O.) 2006-175 adopted by the Municipality of Anchorage (MOA) in 2006. The *MOAHPP* is intended to “encourage and further the interests of historic preservation by identifying, protecting, and interpreting the municipality’s significant historic and cultural resources for the **economic** and **social** benefit of the community” (A.O. 2007-175 section 1-A.). Briefly, the economic and social benefits of historic preservation are described as:

- ⊕ **Social benefits are both tangible and intangible.** These benefits are derived from community involvement and understanding, identifying ways for the *MOAHPP* to support community involvement and understanding, identification of historic and cultural resources, sustaining our Quality of Life through the preservation of historic and cultural character, creation of partnerships to support reinvestment in older neighborhoods, adoption of the legislative tools needed to establish local landmark districts and a local landmark register, and using cultural and historic community elements including stories, objects, landscapes, or viewsheds for learning and enjoyment.
- ⊕ **Economic benefits are usually tangible elements or actions that lead to implementation.** Historic preservation as an economic strategy uses historic and cultural resources to improve the economy, and financially support the historic preservation program. These could include preservation of affordable housing and commercial buildings through incentives, repurposing of historic buildings, other promotional actions, establishment of local historic districts, and programs that increase heritage tourism opportunities.

### **MOAHPP and Anchorage 2020**

The *MOAHPP* will also implement Policy #51 of *Anchorage 2020: Anchorage Bowl Comprehensive Plan (Anchorage 2020)*. The *MOAHPP* will be adopted as an element of the Municipality’s Comprehensive Plan. As a Functional Plan, the *MOAHPP* will provide information to influence and inform the planning and design of future development projects including public infrastructure such as transportation, trails, and parks to ensure the protection of historic and cultural resources, quality of life, and neighborhood character. Policy #51; of *Anchorage 2020* states, “The Municipality shall define Anchorage’s historic buildings and sites and develop a conservation strategy.”

## Functional Plans

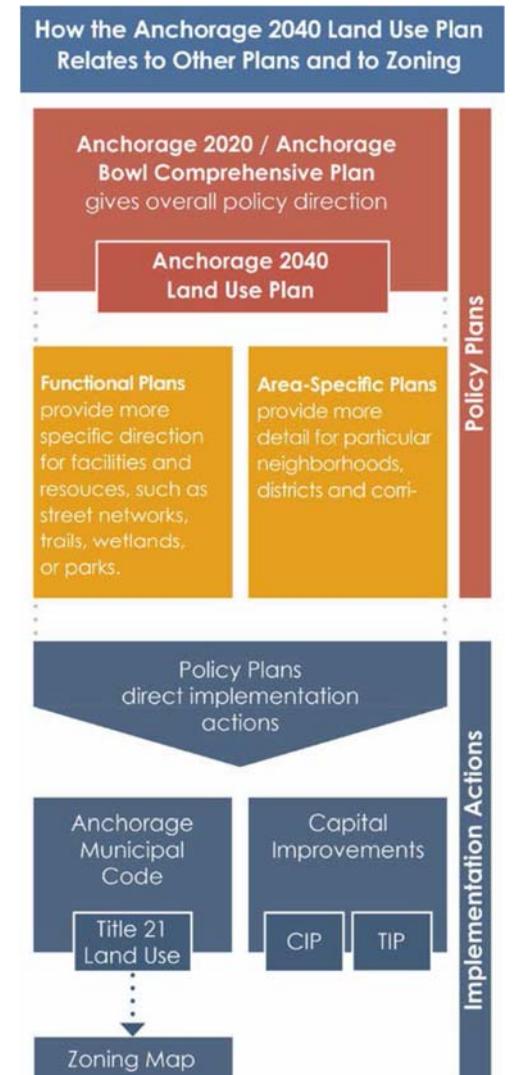
Historic preservation plans are “Functional Plans” adopted to study and recommend future needs for public facilities and resources. Functional plan examples include the: Area Wide Trails Plan; Metropolitan Transportation Plan; and the Anchorage Park, Natural Resource, and Recreation Facility Plan. The *MOAHPP* makes recommendations on municipal-owned historic buildings, and public facilities such as trails and roadways consistent with the goals and policies of *Anchorage 2020*.

how functional plans relate to Anchorage 2020.

## MOA-Owned Landmarks

Through various donations and conveyances the MOA has come to own a number of historic landmarks, which are listed on, or eligible for listing on the National Register of Historic Places (NRHP). They represent a variety of themes in Anchorage’s history, from its earliest days as a railroad town, the early development of city government, and early communications. These include the Oscar Anderson House, Cottage 25, Old City Hall, Pioneer School House, and Government Hill Wireless Station. It is likely that other landmarks will come into the MOA’s possession in the future. The *MOAHPP* includes goals and action items to provide guidance on how to manage these buildings. The MOA’s landmarks support a variety of uses through leases to businesses and non-profit organizations.

### Goals for MOA-Owned Landmarks:



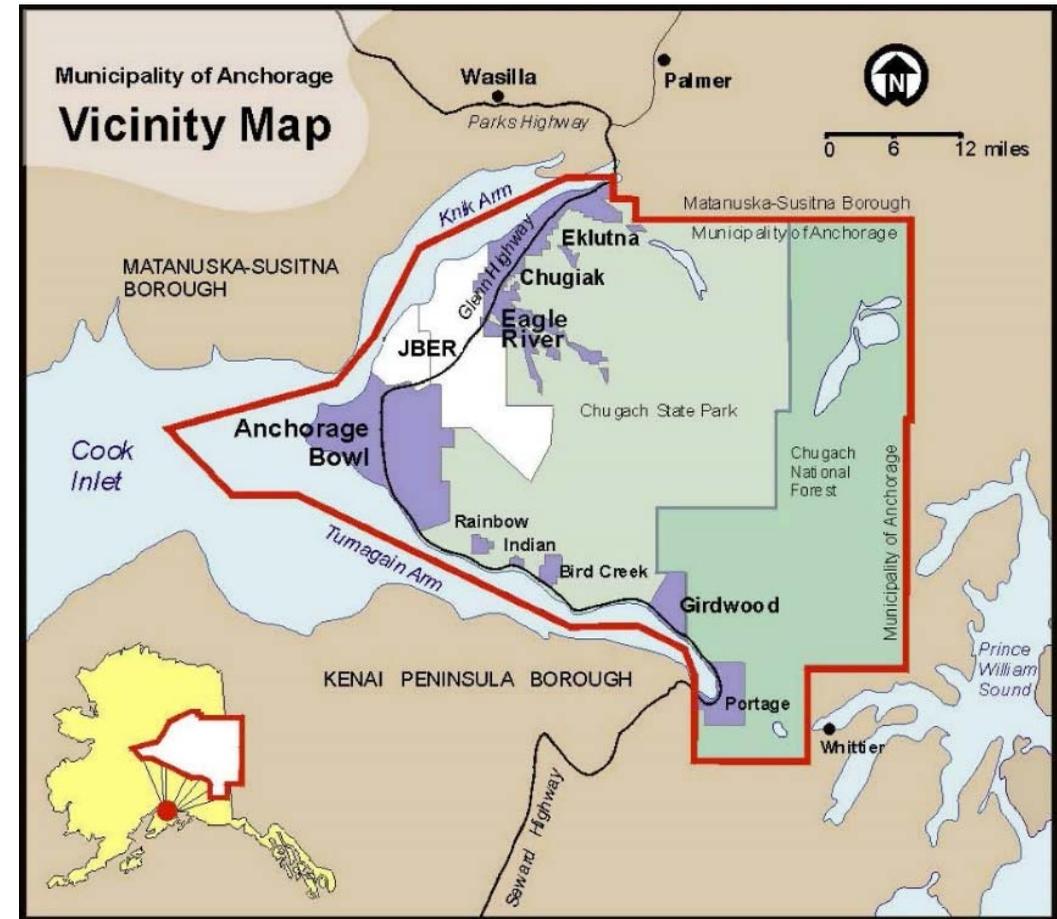
**Illustration #1-Functional Plans & Anchorage 2020**

The following goals are intended to facilitate the long-term management and care of MOA-owned landmark properties. Landmark properties may be listed on the National Register of Historic Places, may be eligible for listing on the National Register of Historic Places, or they may be locally significant landmark properties identified by the Anchorage Historic Preservation Program. An in-depth discussion of landmark properties is found in *Section 3-Federal and State Historic Preservation Laws, and Section 8-Anchorage Local Landmarks and Landmark Districts*.

- ⊕ Making each of the MOA's historic landmarks financially self-sustaining is a goal of this plan. Some of the MOA's historic landmarks are leased under provisions that are not beneficial to the city. Income from properties does not cover the costs of maintaining them. As leases expire the HPC will work with the mayor's representative on the Commission to renegotiate them to ensure that the terms of the lease are mutually beneficial to the MOA and the lessee.
- ⊕ Reviewing MOA-owned properties for landmark eligibility is a goal of this plan. The Municipality owns hundreds of properties within its boundaries. Many are parcels of land acquired for integration into city parks, as part of planned projects, and other purposes. However, the MOA also owns a large number of properties, of which some may be eligible for landmark designations. It is a goal of this plan to develop a program for reviewing MOA owned properties for landmark eligibility.
- ⊕ Design guidelines for each of the MOA's historic landmarks is a goal of this plan. Each of the MOA's historic landmarks must be maintained in a manner that preserves the character defining features that make them historic. Design guidelines will be developed for each historic landmark to guide MOA staff in maintaining them in a manner that preserves their character defining features.
- ⊕ Nominating the MOA's eligible landmarks to the National Register of Historic Places (NRHP) is a goal of this plan. The HPC is aware of at least one landmark that has been determined eligible for listing in the NRHP that has not been nominated. As more information becomes available about the MOA's building stock other landmarks may be identified as eligible.

Vicinity Map

The entire MOA comprises the planning area. Locational maps parsed into North Anchorage, Anchorage Bowl, and Turnagain Arm follow with more detailed information.



Public Engagement Overview

The public engagement process included public workshops, social media outreach, one-on-one interviews, community council presentations, an online survey, email outreach, telephone interviews, and office visits. Community council leaders made visits to the Planning Department to submit histories, background information, and be interviewed. Public workshops were broadcasted via Facebook Live. The Facebook Live Broadcast continues to receive viewings, and over 100 people have “Liked” the Facebook page since that broadcast. A summary of our efforts follows. The online survey results are included in the *Appendix*.

### Historic Preservation Online Survey

The HPC launched an online survey in March 2017 to gauge the public’s perception and knowledge of historic preservation and historic preservation efforts in Anchorage. Survey respondents represented our known diversity in demographic and economic make-up. It was important to respondents to reveal how culture, family, and business can contribute to revitalizing our community through historic preservation. Over 400 people participated in the online survey. Survey respondents speak 107 languages and range in age from under 18–66 years or older. Over 87% ranked Historic Preservation as “Important” or “Very Important.” Over 62% said that Historic Preservation contributes to local culture and regional identity. Over 17% said they live in a place that they think is historic. These were encouraging numbers as the planning team sought to develop a community-supported plan. *See full survey results in the Appendix.*

### Public Workshops, Presentations, and Outreach

Four public workshops were held during the November-December 2016 timeframe. Forty-four participants attended the workshops and provided over 150 comments on draft vision and goals. Attendees also identified important historic resources or “Landmarks to Save.” When asked to prioritize their top three historic resources the 4th Avenue Theatre received the most mentions. Municipal staff, HPC, Huddle, Corvus Culture, and Al Dobbins Consulting represented the project team at the workshops. A Facebook Live streaming video recorded during the Spenard/South Anchorage Workshop is available on our [Facebook Page](#).

Presentations were also made by staff and the consultant team to the Girdwood Board of Supervisors, Federation of Community Councils, Airport Heights, Campbell Park, South Addition, Government Hill, and Fairview Community Council during the spring and summer of 2017.

## Historic Preservation Program Accomplishments

The HPC is a who have preservation

leveraging Highway into historic projects



proactive commission of volunteers supported numerous historic projects since 2006. Program accomplishments were achieved by Fund 740, with grants and Federal Administration mitigation funding, \$1.3 million in preservation and plans.

## Original Neighborhoods HPP

### Implementation — Community & Partnerships Vision:

**Engage the community in preservation activities that foster partnerships and support historic and cultural preservation.**

- . Pioneer Schoolhouse: Phases 1, 2, & 3
- . Oscar Anderson House (OAH) Museum Operations
- . Historic Preservation Weekend Celebrations
- . Government Hill Oral History Project
- . Original Neighborhoods Interpretive Plan
- . Pioneer Schoolhouse Historic Window Workshop
- . Eklutna River Bridge Interpretive Project
- . Oscar Anderson House Museum Collection
- . Smart Growth America Workshop—Downtown Redevelopment
- . Fairview Neighborhood Plan adopted
- . Government Hill Historic District- National Register
- . Government Hill Wireless Station – National Register
- . Block 13 FHA Historic District – National Register
- . Drafted Demolition Delay Ordinance
- . Outreach to owners of the 4<sup>th</sup> Avenue Theatre
- . MUNI-wide Historic Preservation Plan
- . Grants: received over \$125,000
- . Tribal Governments Consultations
- . Assisted with saving alleys for garbage pick-up
- . CityView Historic Properties Online Query
- . Anchorage Wayfinding Project
- . Fairview Street Sign Project
- . Government Hill Community Garden Commons Project
- . Continued support of Highway-2-Highway Project for Fairview
- . Mountain View Historic Properties Survey to community
- . Neighborhood Context Statements—11
- . Helped secure easement to complete Iditarod National Historic Trail—Girdwood
- . Weekly advice on historic properties around Anchorage



## Organization and Using the Plan

The Historic Preservation Plan is organized with the following sections. The paragraph following describes the intent of each section.

- ⊕ **Executive Summary:** Contains a short overview of the plan and thank you.
- ⊕ **Introduction:** Includes the purpose of the plan, methodology, a summary of the planning process, acronyms and abbreviations, and a glossary.
- ⊕ **Federal and State Historic Preservation Laws:** Summarizes existing preservation laws, programs, at the national and state levels. This provides readers with an essential understanding of the current regulatory framework governing historic preservation in Anchorage.
- ⊕ **Historic Preservation in Anchorage:** Includes MOA codes and ordinances with historic preservation direction. The chapters also contains the plans that have adopted historic preservation goals, policies or action items. Much of this information was then reflects in the goals, policies and action items in the *MOAHPP*. It is important for readers to understand the vision and goals of these other documents, since the *MOAHPP* will be adopted as an element of the Municipality's Comprehensive Plan.
- ⊕ **Occupation and Settlement:** Briefly describes Dena'ina occupation and later settlement of Anchorage, also mentions accompanying *MOAHPPP Community Council History and Windshield Survey Report* and a 2016-2017 windshield survey.
- ⊕ **Properties of National Significance:** Provides maps and the listings of National Register of Historic Places "listed" and "eligible" properties known at the time this document is published.
- ⊕ **Benefits of Historic Preservation:** Defines economic and social benefits, both tangible and intangible, and provides case study research in support of each.
- ⊕ **Anchorage Local Landmark and Landmark District Register:** Defines local historic and cultural resources, criteria for evaluation as local landmarks and landmark districts, the nomination process and frequently asked questions.
- ⊕ **Themes, Vision, Goals & Policies:** Heart of the plan, describes themes, visions, goals, and polices that lead to action items in the implementation plan.
- ⊕ **Implementation Plan:** Includes introduction, consulting parties, and the matrix of specific actions related to each policy.
- ⊕ **Case Studies and Readings:** Includes additional links plus "best practices" research that is not goal-specific.
- ⊕ **Endnotes:** The endnotes include a list of sources consulted during preparation of the *MOAHPP*.
- ⊕ **Appendix:** The appendix includes summary of the online survey, Greenest Building fact sheet, Anchorage 2020, AMC 04.60.030 – Anchorage Historic Preservation Commission, AMC 6.100 Anchorage Historic Preservation Fund, and National Register Historic District listing process. etc.

### Introduction Summary

The *MOAHPP* addresses the preservation and management of National, State, and Local historic and cultural resources in order to:

- ⊕ Educate the public about historic preservation as a tool to be used to enhance local preservation values (social benefits),
- ⊕ Provide guidance for addressing future impacts to historic and cultural resources, including landscapes, viewsheds, sites, properties and districts (social and economic benefits), and
- ⊕ Complement existing MOA planning documents by providing detailed information regarding the preservation and use, and/or repurposing, and restoration of historic and cultural resources (social and economic benefits).

## Draft Priority Recommendations

**Note to the Community:** The Priority Recommendations in this plan are proposed with the *Public Review Draft* for input and discussion. The final list of Priority Recommendations will reflect public input received on the *Public Review Draft* plan.

The *MOAHPP* visions, goals, policies and action plan are aligned with the two programmatic themes—Social Benefits of Historic Preservation, and Economic Benefits of Historic Preservation to meet the intent of A.O. 2006-175.

The *MOAHPP* will be the second historic preservation plan adopted by the MOA Assembly. The *Original Neighborhoods Historic Preservation Plan-2013 (4NHPP)* was adopted for Government Hill, Downtown, South Addition and Fairview to address project impacts to historic properties and districts. The *4NHPP* vision statements and goals provided an excellent baseline for the *MOAHPP* planning process. However, the *MOAHPP* had to be both broad and comprehensive, while focusing on individual historic preservation issues by community councils, villages, and towns. The *MOAHPP* also centralizes any historic or cultural preservation-related goals, policies and action items from adopted plans in *Section 4* to reaffirm past community efforts.

The Anchorage Planning and Zoning Commission usually asks for planning documents to include an early action plan with the adoption of a new plan. The following “Early Action” priorities are proposed for funding and completion within the next three year.

### Early Action Priorities (1-3 years implementation)

The following early action priorities are in priority order:

- \* *Ordinances.* Adopt Historic Preservation Ordinances proposed in this plan (Area of coverage: All community council areas).
- \* *Permit Check List.* Work with Development Services to adopt a permit check list to assist property owners with renovations and remodels of historic properties (Area of coverage: All community council areas).
- \* *In-Depth Survey Studies.* Create a priority list of to fund and complete at least one landmark survey study each year. Bring the list of Priorities to the Anchorage Assembly for approval and funding during the annual Anchorage budget discussion (Area of coverage: All community council areas).

- \* *Government Hill Wireless Station Housing Project.* Fund conceptual design and preliminary feasibility study for restoration of the Government Hill Wireless Station building, and possible new housing units. This process will incorporate community workshop input, a review of historic eligibility, and Real Estate Department management responsibilities. (Area of coverage: Government Hill Community Council).
- \* *Capital Improvement – Bonding Request.* Submit a capital improvement bond request to restore historic buildings located in two MOA parks: 1.) Elderberry Park – Restore Oscar Anderson House windows, siding, windows, and roofing, remove brick mantel in living room and replace with wood contextual piece, address annual basement flooding issues, and remove remaining asbestos. 2.) Ben Crawford Park – Paint north side of Pioneer Schoolhouse, renovate second floor reception area with new drywall, paint and carpet, remove asbestos, replace sewer connection to prevent annual freezing of sewer line connection, renovate cabins with new roofs, repair chinking and flooring in cabins (Area of coverage: Downtown, South Addition, and Fairview Community Council areas).
- \* *Iditarod National Historic Trail Memorandum of Agreement:* Establish a Memorandum of Agreement between the MOA and the Federal Administrator of the Iditarod National Historic Trail (INHT) program to enable use of official INHT trail insignia in regional wayfinding and interpretive signage installations along eligible segments of the INHT, including contemporary bike paths and trails throughout the MOA (Area of coverage: Girdwood, Turnagain Arm, Hillside, Campbell Park, University Area, Airport Heights, Fairview, South Addition, Downtown community councils).

# 1 | Introduction

## Purpose

The purpose of this plan is to implement AMC 4.60.030.A; to, “encourage and further the interests of historic preservation by identifying, protecting, and interpreting the municipality’s significant historic and cultural resources for the **economic** and **social benefit** of the community.”

*AMC 4.60.030.4*—States the Historic Preservation Commission (HPC) shall; “Formulate a Historic Preservation Plan, to submit to the Assembly, Mayor, and Planning and Zoning Commission for incorporation into the [*Anchorage*] *2020 Comprehensive Plan*.”

Policy #51 of *Anchorage 2020* directs the MOA to develop a conservation strategy for historic buildings and sites. *Anchorage 2020* also identifies the historic preservation plan as a Functional Plan.

- *Policy #51: The Municipality shall define Anchorage’s historic buildings and sites and develop a conservation strategy.*

This plan also articulates the full **powers and duties** of the HPC, describing throughout the *MOAHPP* how these powers and duties will be fulfilled.

## **AM 855-2006 and A.O. 2006-175**

The accompanying Assembly Memorandum 855-2006, to [A.O. 2006-175](#) amends AMC 4.60.030 and notes; “The historical, cultural, and aesthetic heritage of Anchorage is among our most valuable community assets. It consists of several themes resulting from human events...as people have increasingly settled in this area. Beginning with Native habitation....Anchorage has evolved through a series of subsequent activities here and in the region....All these activities have left, and will continue to leave physical reminders in our community. They make up a rich historical resource that represents who we were then, and will continue to be, as a community. Coupled with our physical setting, they help to provide us with our unique identity.”

## **AMC 4.60.030**

*AMC 4.60.030.B*—Establishes the composition, qualifications, and terms of the HPC, and Ex-officio members including Municipal Real Estate Department, and Alaska State Historic Preservation Office. See the *Appendix* for the full text identifying commission members.

*AMC 4.60.030.F*—Appoints a Historic Preservation Officer (HPO) for the MOA, including the HPO’s qualifications and duties relevant the HPC.

## **Powers and Duties of the Historic Preservation Commission**

*AMC 4.60.030.E*—further assigns the following powers and duties to the HPC:

1. “Prepare regulations and submit to the Assembly for approval establishing standards, definitions, and procedures for identification of, and review of actions pertaining to historic resources.”
2. “Prepare and maintain a comprehensive inventory of historic resources. The local Historic inventory shall be compatible with the Alaska Heritage Resource Survey and shall be submitted annually to the Alaska State Office of History and Archeology.”
3. “Prepare and submit to the Assembly, Mayor, and Planning and Zoning Commission for approval by ordinance, a procedure for designating, without changing or modifying the underlying zoning classification:
  - a. Resources on the Historic Inventory with “HI;” and
  - b. Properties listed in local, state, and federal Historic Registries with “HR.”

*AMC 4.60.030. E.5*—“Review applications for designation of Historic Properties, Historic Resources, or Historic Districts, including nominations to the State and National Registers of Historic Places, and under applicable federal, and state laws, nominate such properties, resources or districts for the local Historic Register.”

*AMC 4.60.030. E.6*—“Under the Alaska Historic Preservation Act and the National Historic Preservation Act of 1966, 16 USC 470 et seq.:

- a. Serve as the historic preservation review commission for the municipality for the purpose of maintaining the municipality as a certified local government.
- b. Serve as the local historic district commission for the municipality under AS 29.55 and AS 45.98, and maintain the local Historic Register.
- c. Under federal and state law, recommend eligible properties to the state historic preservation officer for nomination to the National Register of Historic Places.”

*AMC 4.60.030. E.7*—“Recommend to the Mayor and Assembly resources and potential incentives to assist historic property owners in the preservation, restoration, rehabilitation and repair of historic property.”

*AMC 4.60.030. E.8*—“Advise the assembly and planning and zoning commission concerning historic preservation planning and its implementation, and recommend appropriate amendments to the Comprehensive Plan, Title 21, and other local development regulations to promote the purpose of this chapter.”

*AMC 4.60.030. E.9*—“Recommend to the Assembly and the Planning and Zoning Commission maintenance programs for municipally-owned Historic Properties, Historic Resources or properties within Historic Districts.”

*AMC 4.60.030. E.10*—“Make recommendations to the Mayor and Assembly concerning:

- a. Acquisitions of property or interests in property;
- b. Availability and use of public or private funds to promote the preservation of properties and districts within the municipality;
- c. Enactment of legislation, regulations, and codes to encourage the use and adaptive reuse of historic properties.

*AMC 4.60.030. E.11*—“Provide information, in the form of pamphlets, newsletters, workshops or similar activities, to historic property owners on methods of maintaining and rehabilitating historic resources.”

*AMC 4.60.030. E.12*—“Officially recognize excellence in the rehabilitation of historic buildings, structures, sites and districts, and new construction in historic areas.”

*AMC 4.60.030. E.13*—“Develop and participate in public information, educational, and interpretive programs and activities to increase public awareness of the value of historic preservation.”

*AMC 4.60.030. E.14*—“Establish liaison, support, communication and cooperation with federal, state, and municipal governmental entities and departments, as well as boards and commissions, to further historic preservation objectives, including public education.”

The full text of AMC 4.60.030 is included in the *Appendix*.

## **AMC 4.60.030.A—**

### **Economic and Social Benefits of Historic Preservation**

The HPC is to “encourage and further the interests of historic preservation....for the **Economic** and **Social Benefit** of the community.”

#### **Social Benefits and Outcomes**

Social benefits of historic preservation are both tangible and intangible. Social benefits are derived from community involvement and understanding, planning actions such as identification of historic and cultural resources, and funded actions such as preservation of historic or cultural character.

Social benefits contribute to sustaining our quality of life, can spur reinvestment in older neighborhoods, establish local landmark districts, and a local landmark property register, and use cultural and historic resources like stories, objects, landscapes, or viewsheds for learning and enjoyment. These outcomes may include:

- \* Local landmarks and landmark districts are nominated and registered giving the community a sense of pride, and the tools needed to direct context sensitive development.
- \* Greater community ownership and a sense of civic pride in historic and cultural resources.
- \* Pedestrian and bicycle activity is encouraged, planned for and funded, resulting in safer streets and healthier communities.
- \* Older mixed-used buildings are revitalized and returned to active uses—especially in Downtown, on Gambell Street, on Mountain View Drive, and Spenard Road.

- \* The community resoundingly supports reinvestment through the use of historic preservation incentives, Municipal bonding, or other creative financing tools.
- \* The local landmark and landmark district criteria and nomination process is adopted.
- \* Access to alternative modes of travel on neighborhood and network trails results in a healthier community, opportunities for athletic events, interpretive projects, and cultural and nature learning experiences.

### **Economic Benefits and Outcomes**

Economic benefits are usually tangible elements or actions that implement a historic preservation program. Historic and cultural resources are used to improve the economy and financially support the program. These could include preservation of affordable housing and commercial buildings through incentives or other promotional actions, interpretive education, establishment of local landmark districts, and programs that increase heritage tourism opportunities. These outcomes may include:

- \* The existing character and appearance of historic buildings and sites are enhanced to attract new business, industry, residents and tourists.
- \* Ordinances are adopted to protect cultural and historic resources.
- \* Heritage Tourism offerings are expanded.
- \* Preservation incentive tools are adopted and implemented.
- \* The community is informed and educated on how historic preservation contributes to quality of life.
- \* The community is informed and educated on the elements of historic preservation that contribute to economic development.
- \* Economic development and growth occurs as historic preservation tools are used to revitalize Downtown and the neighborhoods of Fairview, Mountain View, Spenard, Midtown, and Muldoon.
- \* The tax base is increased as under-used or deteriorating properties are maintained and renovated.
- \* Greenhouse gases are diminished with reuse and repurposing of buildings, and building materials, also resulting in a reduction to environmental impacts and saving our landfills.
- \* Local Landmark Districts are codified and contribute to increased property values.

*MOAHPP—Section 7* provides an in-depth overview of the economic and social benefits of historic preservation as two “programmatic themes.” These programmatic themes then provide a foundation for *MOAHPP* visions, goals, policies, and action items.

### **AMC 4.60.030.E.2—Locally-Significant Landmarks and Cultural Resources**

The HPC is to prepare and maintain a comprehensive inventory of historic resources.

#### **What is a MOA Landmark or Cultural Resource? See illustration #2**

Landmark or cultural resources include; buildings, sites, travel routes, structures, districts, and objects The *MOAHPP* addresses historic and cultural resources significant on federal, state, and local scale. *MOAHPP* local landmark and cultural resources are defined as:

- \* *Buildings* are constructions used primarily for human shelter or to house animals, e.g. a house, barn, church, school or similar structure. Persons of local, state or national prominence may have lived or worked, historical events took place, or buildings linked to a historical period, or notable due to architectural style or method of construction, including buildings which could be turn of the century, or as new as the 1940’s.
- \* A *Site* is the location of a significant event, a prehistoric or historic occupation or activity, or building or structure, whether standing, ruined or vanished, where the location itself possess historic, cultural, or archeological value, regardless of the value of the existing structure.
- \* *Travel routes* are motorized and non-motorized trails, paths, roads, and navigable waterways in urban, suburban, and rural settings, includes branches of gold mining and mail trails, portages and other basic non-motorized routes of travel.
- \* A *Structure* noted for its engineering and historical characteristics, including bridges, towers, fortifications, docks, and dams.
- \* A *District* is a significant concentration, linkage or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development, and can typify a development era, or contributing party in Anchorage’s growth.
- \* An *Object* is a material thing of functional, aesthetic, cultural, historical or scientific value that may be by nature or design, movable yet related to a specific setting or environment e.g. monuments, sculptures, boundary markers, and fountains. They could be locomotives, railroad cars, boats or aircraft.

**AMC 4.60.030.E.1—What are the Local Landmark Types for Evaluation?**

Regulations will be prepared to establish “standards, definitions, and procedures for identification of, and review of actions pertaining to historic resources.” MOA landmark and cultural resources will be evaluated as Landmarks, Landmark Buildings, Landmark Districts, Landmark Structures, Landmark Sites, or Landmark Landscapes. Briefly defined as:

*Landmark* - A place significant for its contribution to history, architecture, geography, and/or culture, e.g. individual buildings, districts, structures, objects, sites, travel routes, and landscapes. Significant means the place has had a meaningful or noticeable influence or effect on the heritage and culture of the MOA.

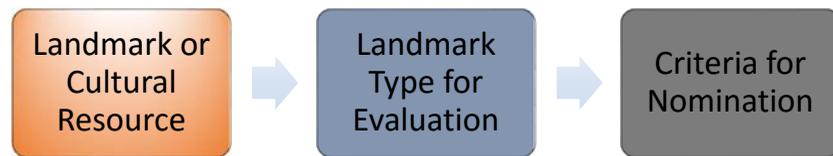
*Landmark Building* - Construction used primarily for human shelter or to house animals, e.g., a house, barn, church, school, or similar structure.

*Landmark District* - A significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development.

*Landmark Structure* - A construction used for purposes other than human shelter, e.g. caches, bridges, dredges, dams, roadways, railroads, trails, locomotives, aircraft and vessels.

*Landmark Site* - A site is the location of a significant event, a historic or prehistoric occupation or activity, or building or structure, whether standing, ruined, or vanished, where the location itself possesses historic, cultural, or archaeological value, regardless of the value of any existing structure. Travel routes may also be landmark sites and can be motorized and non-motorized trails, paths, roads, and navigable waterways in urban, suburban, and rural settings.

*Landmark Landscape* - A geographic area including both cultural and natural resources and the wildlife therein associated with a prehistoric or historic event, activity, or person or exhibiting other cultural or aesthetic values.



**Illustration #2**

**AMC 4.60.030.E.3—Anchorage Local Landmark Register Criteria**

A procedure will be developed by the HPC for designating historic resources onto the “Historic Inventory, and properties listed in local, state, and federal Registries with an HR.” The Anchorage Local Landmark Register will evaluate a landmark type with the following criteria and attributes:

*Significant*: Means the resource has had a meaningful or noticeable influence or effect on the heritage and culture of the Municipality.

*Area of Contribution or Association Criteria*: The categories a resource may contribute to (history, architecture, geography, culture, or meets the Alaska Landmarks Registry or the National Register of Historic Places criteria). Additionally, the Landmark must retain its integrity.

*Integrity*: Landmark retains integrity in it’s; location, design, setting, materials, feeling, or association (as defined by the National Register of Historic Places).

*Landmark Age*: A Municipal Landmark must be at least 30 years old or have extraordinary importance to be nominated. See Section 8 - Local Landmarks and Landmark Districts for more detail.

**MOA Cultural Heritage and Resources**

The MOA has a rich cultural heritage. Its people and their cultural landmarks demonstrate this. Beyond the many historic buildings and structures in the MOA, there are sites, landscapes, and travel routes that include archaeological sites, ancestral villages, significant geographic features.

Traditional cultural properties, trails, and community harvesting areas are found here that contribute to the heritage of the MOA. Archaeological sites along Turnagain Arm show Indigenous people present in the MOA as early 7,000-8,000 years ago (Reger 1996:434). Ancestral villages on the shores of Knik Arm are places that connect the modern Dena’ina community to their past. Westchester Lagoon, Potter Marsh, Flattop Mountain, and Fire Island are significant geographic features that are part of the heritage of the MOA. The MOA created Westchester Lagoon in the late 1960s as a place for recreation. In the years of 1916 and 1917 around the founding of Anchorage, the Alaska Railroad inadvertently made Potter Marsh when they built raised tracks across Turnagain Arm (Alaska Department of Natural Resources, Division of Parks and Outdoor Recreation, Interpretation and Education 2007:2). Flattop Mountain has been part of the Anchorage climbing scene since the early 1960s when the Mountaineering Club of Alaska named the mountain (Orth 1971:341).

Dena'ina oral histories record how Fire Island is associated with the arrival of the Dena'ina Nelchina Sky Clan in Cook Inlet:

*The Sky Clan, they say, stayed in the sky on a frozen cloud; and they drifted over this way to a little warmer place, and the frost melted away from under them, and they landed on top of Mount Susitna, they say. ... When they were living in the sky on the frozen clouds, they stayed on an island they called hagi, 'basket'. That island was a basket, they say. When they landed on Mount Susitna, on top of the mountain, a whirlwind struck the basket-island they lived on and it was blown off the mountain and landed in Cook Inlet, where it turned into Fire Island. [Kalifornski 1984:21]*

Traditional cultural properties like *Tak'at*, the location of an ancestral Dena'ina fish camp north of the Port of Alaska (Alaska Department of Natural Resources, Office of History and Archaeology [OHA] 2018), may not retain much physical evidence; however, these properties are still significant because of the customary practices that occurred there or the association with historical events such as the displacement of Dena'ina people from their ancestral lands in the MOA. Historically significant travel routes crisscross the MOA. The historical travel route people know best is the Iditarod Trail from Seward through the Chugach Mountains to Eklutna.

Other significant travel routes in the MOA include the streets LGBTQ+ Alaskans marched on in 1977 as part of Anchorage's first Pride Parade (Holmes 2017), the Chugiak/Eagle River Homesteaders' Trail, Crow Creek Road in Girdwood, 4 km Nordic Loop Trail constructed by the Alaska Methodist University Ski Team in 1968 and 1969 (OHA 2018), and Powerline Pass that Chugach Electric Association cleared and built in 1961 (Sinnott 2012).

*Section 7—Anchorage Local Landmark and Landmark District Register*—presents the process for identifying, evaluating and nominating Anchorage Local Landmarks and Landmark Districts.

#### AMC 4.60.030.E.6 Nationally-Significant Historic Resources

The HPC is to recommend eligible properties to the state historic preservation officer for nomination to the National Register of Historic Places. The following describes how National Register of Historic Places, National Park Service, and State of Alaska definitions of historic and cultural resources are defined and assessed.

#### How the National Register Defines Historic Resources

The National Register of Historic Places defines a "historic resource" as a; architectural, engineering, archaeological, or cultural remain that is present in districts, sites, buildings, or structures.

These historic resources will also possess integrity of location, design, setting, material, workmanship, feeling or association. Each historic site should be associated with one or more of the following historical or cultural themes to be of national significance:

- \* Those that are associated with the events that have made a significant contribution to the broad patterns of history.
- \* Those that are associated with the lives of persons significant in our past.
- \* Those that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values; or that represent a significant and distinguishable entity whose components may lack individual distinction.
- \* Those that have yielded, or may be likely to yield, information important to prehistory or history.

#### How the National Park Service Defines Cultural Resources

The National Park Service defines cultural resources as "Those tangible and intangible aspects of cultural systems, both living and dead, that are valued by or representative of a given culture or that contain information about a culture. [They] include but are not limited to sites, structures, districts, objects, and historic documents associated with or representative of peoples, cultures, and human activities and events, either in the present or in the past. Cultural resources also can include primary written and verbal data for interpretation and understanding of those tangible resources."

#### Alaska State Historic Preservation Plan Historic and Cultural Resources Defined

*Saving Our Past - Alaska State Historic Preservation Plan* defines those historic and cultural resources as any definite location or object of past human activity, occupation, or use, identifiable through inventory, historical documentation, or oral evidence. Cultural resources in Alaska can be divided into the categories of archaeology, built environment, cultural landscapes, and traditional cultural properties

*Section 5—Properties of National Significance*—includes the list of National Register "listed" historic properties and National Register "eligible" historic properties found throughout the MOA.

## MOAHPP and the MOA Historic Preservation Program

The MOA's Historic Preservation Program, *Illustration #3*, and its complementary elements will empower the community to preserve, restore, and share our history and culture.

*AMC 4.60.030.E.4*—“The HPC will formulate a Historic Preservation Plan for submitting to the Assembly, Mayor, and Planning and Zoning Commission for incorporation into the Comprehensive Plan.” The *MOAHPP* was developed to meet this direction.

The planning effort is complemented by data developed through GIS mapping, a year-long MOA-wide windshield survey, and research and development of brief histories and character summaries of each community council area. These separate elements contributed to the *MOAHPP*'s vision, goals, policies and recommendations, along with public comment, and best practice research.

Results from these efforts, coupled with an adopted *MOAHPP* will assist the community in future adoption of historic preservation ordinances; the Landmark Property and Landmark District Ordinance, and historic property demolition delay ordinance, nominations to the local landmark register, revitalization projects, interpretive projects, funding and partnership development.

### **Municipal-Wide Historic Preservation Plan (MOAHPP)**

The *2018 Municipal-Wide Historic Preservation Plan – Public Review Draft* is the primary component of a set of documents intended to provide direction to Anchorage's Historic Preservation Program (Illustration #1). The *MOAHPP* lays out the themes, visions, goals, policies, tools, and action items needed to facilitate ongoing historic and cultural preservation efforts. The *MOAHPP* uses past planning and historic preservation program efforts, and the *4NHPP* to validate and inform this most recent preservation planning effort.

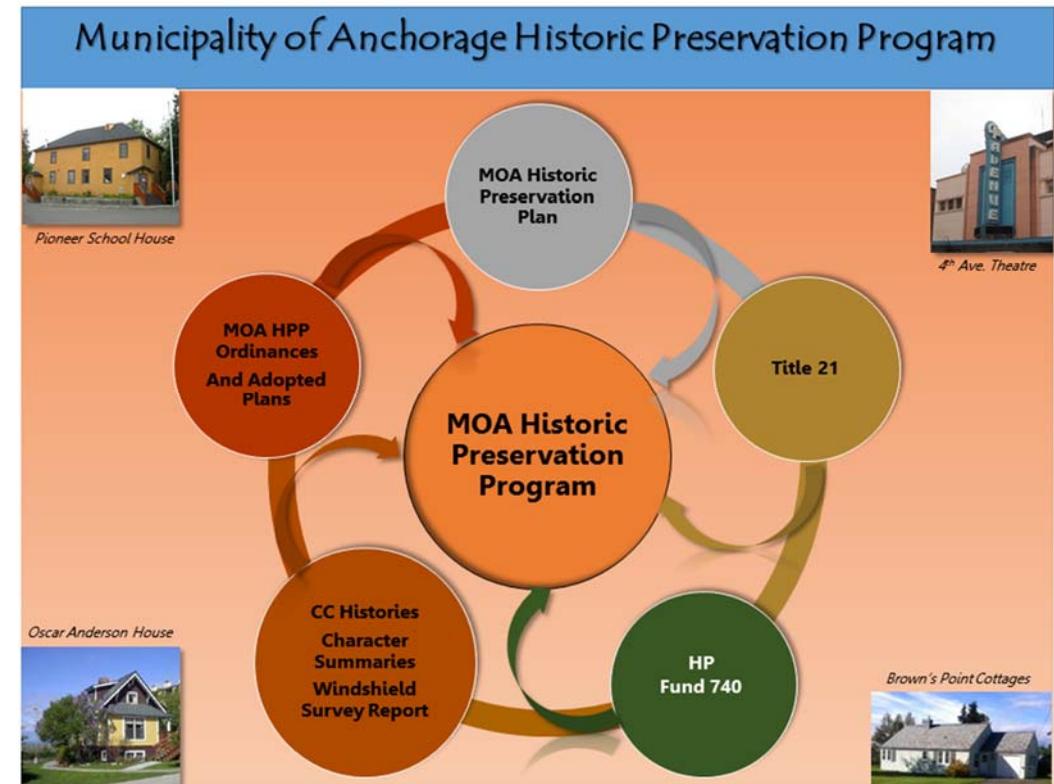
### **Title 21**

Title 21, Anchorage's Land Use Planning Code or Municipal Code of Ordinances is authorized by Alaska Statute 29.35.180(b), which requires “a home rule borough to provide for planning, platting, and land use regulation.” The purpose of Title 21 is to implement Anchorage 2020 in a manner which protects the public health, safety, welfare and economic vitality (*21.01 General Provisions*).

- ⊕ Section 21.01.030.B. encourages a diverse supply of quality housing in safe and livable neighborhoods.

- ⊕ Section 21.01.030.J. promotes development patterns and site designs that protect and enhance the surrounding community character and a variety of appealing and distinctive neighborhoods.

The *MOAHPP* implements these sections of Title 21 with relevant visions, goals, policies and action items (Section 9). Additionally, Title 21 will be amended to include the duties of the HPC in review of Anchorage Local Landmark and Landmark District nominations, application of locally-adopted historic property-related incentives, and when adopted demolition delay permits. Most likely the Commission's duties will be amended into Chapter 21.02 Boards, Commissions, and Municipal Administration with a separate section for the HPC.



**Illustration #3 – Historic Preservation Program contributing elements**

### **HP Fund 740**

The Anchorage Historic Preservation Fund (Fund 740) was established in Anchorage Municipal Code Chapter 6.100 – Historic Preservation Fund. The fund is “dedicated to financing historic preservation projects in accordance with this chapter,” provisions include:

- ⊕ 6.100.020 - Financing of historic preservation projects is described briefly as:
  - \* Section A – allows the Assembly to make grants for projects, subject to the approval of the historic preservation board.
  - \* Section B – Allows acquisitions of structures, easements, land for relocation, relocating and renovations, interpretive projects, costs of planning and design, and programs and events.
  - \* Section C – describes methods of financing projects including purchase, restorations, and loans.
  - \* Section D – Allows contracting with any qualified entity.
- ⊕ 6.100.030 – Revenues – articulates the types of revenues the historic preservation fund may be funded with.
- ⊕ 6.100.040 – Annual Report – requires an annual reporting of all spent funds and revenues generated by the Office of Management and Budget.

### **Stable Funding Source Needed**

Fund 740 had a balance of just over \$250,000 in 2011, over the past 6 years the funding has been spent leveraging grant projects as noted, and a balance of \$22,000 remains in interest earnings. This plan advocates for a stable funding source as envisioned by Chapter 6.100 to further historic preservation projects well into the future. Staff and the HPC will continue to apply for grants, endowments and other funding, however, a conscious decision to provide an annual allocation, or income funding is needed to keep the program responsive and successful.

### **MOAHPP Community Councils Histories and Character Summaries**

The *Community Councils Historic and Character Summary Report (CCHR)*, published under a separate cover from the *MOAHPP*, is an important and significant component of this plan. The *MOAHPP CCHR* was developed during a year-long field survey effort, and includes background information from museum, archive, and online research on each community council area. Community council members reviewed draft community council histories for this project. Their comments and insight were invaluable. Culture bearers including the Native Village of Eklutna also contributed. The *MOAHPP CCHR* has several purposes:

- \* To relay prehistory and known Dena’ina places, Homestead applications, subdivisions and in some instances roadway, park, ski hill, or other historical development that contributed to the establishment of the community council area.
- \* Provides a brief history of each community council, Eklutna Village, and Girdwood.
- \* Includes a photo catalog of built resources, many notable—many 50 years or older—or architecturally-representative properties.
- \* Describes the natural environment.
- \* Describes the built character, including streetscapes, schools, and community and commercial buildings.
- \* Helps identify what could be historic, and makes recommendations for more in-depth research.
- \* May be used as determinations are made on historic or landmark properties, landmark districts, and historic property demolition permits.
- \* *MOAHPP CCHR* recommendations are included in *Section 10*. The *MOAHPP CCHR* will remain in draft until all community councils and interested parties have had sufficient time to comment and provide additional information, historic photos, etc., as they wish.

### **MOAHPP Windshield Survey**

The *MOAHPP* Windshield Survey Study was a field survey initiated in 2016, completed through the fall of 2017. The “year built” maps (including maps 3-5) were used to conduct the windshield survey, which consisted of a team driving the streets of the MOA photographing buildings, streetscapes, views, and architectural features. The survey teams researched the BLM homestead and MOA Assessor data bases to help confirm “year built” dates on some properties.

An amazing array of architectural types were found throughout the MOA including log cabins, midcentury modern, chalets, shed roof-style housing and commercial buildings, colonials, and a variety of kit houses.

The windshield survey study recommends future in-depth survey work. The methodology for the windshield survey study included the following steps:

- ⊕ Mapped all property data into three “Year Built” categories; 100 years or older, 50 years or older, less than 40 years old, by each community council area in the Anchorage Bowl and by locational areas of North: Chugiak/Eagle River, South: Turnagain Arm/Girdwood, and Anchorage Bowl (3 large area maps) (maps 2-5).

- ⊕ Initiated research starting with Dena'ina place names, homesteads, and then subdivisions. This included information from *Shem Pete's Alaska*-Kari and Fall, BLM GLO website, Alaska State Recorder's Office website, MOA Assessor Website, and Alaska DNR AHRS database.
- ⊕ Field survey consisted of 2-person teams driving, photographing, and making field notes on buildings, streetscape character, property integrity, settings, etc.
- ⊕ Outreach to community councils occurred before the field survey work, during the field survey work, and after the field survey work was completed. The outreach was initiated in spring 2016 and conducted with staff visiting community councils, attending the Federal of Community Council meetings, and conducting interviews with residents. Seven interviews were conducted, and a staff presentation was also made at the GBOS. Impromptu visits with residents also occurred by the team out in the field.

### **MOAHPP Ordinances**

#### **Anchorage Historic Preservation Commission-AMC 4.60.030**

The Anchorage Assembly established the HPC as an 11-member advisory body in January 2007 to "encourage and further the interests of historic preservation by identifying, protecting, and interpreting the MOA's significant historic and cultural resources for the economic and social benefit of the community." AMC 4.60.030 charges the [HPC with certain duties](#): *See Section 3, and the Appendix* for a complete description of the HPC's duties. The HPC can prepare regulations, a comprehensive inventory of historic resources, a procedure for designating historic resources, review and comment on Section 106 reports, and recommend incentives, and acquisitions of historic properties.

#### **Historic Preservation Officer – AMC 4.60.030.F**

The Historic Preservation Officer (HPO) is also identified in with certain duties. Currently the position is filled by Long-Range Planning Division staff. In addition to the duties in support of the HPC outlined in A.O. 2006-175, the HPO ensures compliance with federal actions performed by a variety of agencies and businesses.

The HPO participates in consultations, review and comment on proposed projects and actions to ensure that agencies and businesses are in compliance with MOA adopted plans and T21. Represents the MOA at project meetings, completes planning projects, ensures proper use of HP Fund 740, writes and tracks grants, and contracts.

#### **Anchorage Landmark & Landmark District Ordinance – Proposed**

The *On-site Preservation Study and Landmark Designation Ordinance ('82)*, completed and presented to the Anchorage Assembly for approval in the early 1980s, was not adopted as written. There still remains an urgent need to adopt a Local Landmark and Landmark District Register criteria and listing process in light of the many potential local landmark resources found during the 2016-2017 windshield survey.

Local Landmarks and Local Districts are proven to provide financial benefits to the property owners and to the community. Noted in a study [Beyond Tourism](#), by Place Economics completed for the City of Savannah, Georgia in 2015. \$3.8 billion was spent in historic districts between 2007 and 2013. This investment supported 31% of Savannah area jobs. The report noted that one million dollars spent on the rehabilitation of a Savannah historic building will generate about 1.2 more jobs, and \$62,000 more in income for Georgia citizens than the same amount spent on new construction.

The proposed landmark ordinance lays out the criteria, and steps that lead to the approval of a Local Landmark Property. The ordinance also articulates the criteria and steps that neighborhood areas can take to nominate an Anchorage Local Landmark District. This proposed ordinance works in hand-in-hand with the goals, objectives and implementation items found in the MOAHPP. *See Section 8 for the detailed discussion and proposed criteria and nomination process.*

#### **Historic Properties Demolition Delay Ordinance – Proposed**

The draft demolition delay ordinance was submitted to the Anchorage Assembly in 2016, the result of Assembly direction to staff and the HPC. The desire was to create a process for reviewing demolition permits on known historic properties. Information was made available regarding the number of National Register-Listed and Eligible historic properties. Also submitted to the Assembly was a list of incentives that could be offered to property owners: To delay demolition, or halt the demolition all together, and save the property. Financial and other incentives yet to be developed in this draft ordinance, which will move forward after the *MOAHPP* is adopted.

#### **Adopted MOA Plans with Historic and Cultural Preservation Goals and Action Items**

Historic Preservation in Anchorage, *see Section 3* includes the full listing of adopted plans and historic and cultural preservation goals and action items.

## MOAHPP Development Methodology

The *MOAHPP* was developed consistent with the process articulated in *Illustration #4*.

**Public input** gained during public meetings, interviews, government-to-government consultation and the online survey:

- \* Kick-off Presentations – spring 2017
- \* One-on-One Interviews – summer 2017
- \* Community Council Presentations – summer 2017
- \* Online Survey - spring 2017.

**Synthesis** of public input on the draft vision, goals, and policies and “Landmarks to Save,” occurred during public meetings, and from the online survey.

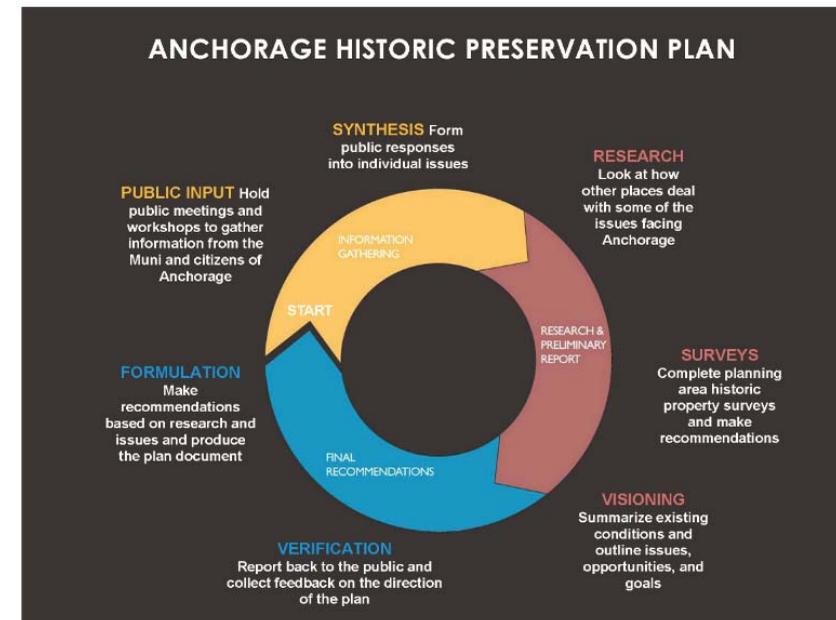
**Research** into existing planning documents led to the recognition and inclusion of vision, goals, action items from the *4NHPP*, *Anchorage Downtown Comprehensive Plan*, *Chugiak/Eagle River Comprehensive Plan*, *Fairview Neighborhood Plan*, *Government Hill Neighborhood Plan*, *Girdwood Area plans 2014 and 1995*, *Girdwood Iditarod Trail Route Study*, *Turnagain Arm Management Plan*, *Interpretive Plan for the Seward Highway*, and *Mountain View Targeted Neighborhood Plan*. Best Practices, and MOA historic preservation research and reports published in the 1970-1980s.

**Surveys** including the *MOAHPP Windshield Survey* (2016-2017) contributed to knowledge of building types, homesteads, parks and trails, potential landmark districts, landmark properties, and cultural places mentioned in the plan. Information from past historic property survey efforts was also included.

**Visioning** is categorized under the two Themes: Social— and Economic Benefit of Historic Preservation. *MOAHPP* policies were then developed based on the public input with some editing and additions to reduce redundancies, and to give the plan the MOA-wide focus that is needed. Information on cultural properties, stories, and objects is also added, along with management of MOA-owned National Register Listed properties.

**Verification** will involve the publishing of the *MOAHPP Public Review Draft Plan* on February 28, 2018, followed by several community council presentations, Federal of Community Councils presentations, a Girdwood Board of Supervisors Presentation, one-on-one meetings, and other planned events.

**Formulation** and production of the *MOAHPP Public Review and Public Hearing* drafts are intended to incorporate the comments received as these two drafts are published. The *MOAHPP Public Hearing Draft* will be presented to the Anchorage Planning and Zoning Commission for a recommendation of approval to the Anchorage Assembly. Public Input will also be considered by the Anchorage Planning and Zoning Commission, and the Anchorage Assembly on the *MOAHPP Public Hearing Draft*. The hearings are planned for June and August 2018 affording the community several opportunities to comment on the plan.



**Illustration #4 – MOAHPP Development Methodology**

## Planning Areas

The planning area areas depicted and analyzed for this project are **North: Chugiak/Eagle River, Anchorage Bowl**, and **South: Turnagain Arm/Girdwood**. Mapping analysis considered all Towns (Eagle River, Girdwood), Villages (Eklutna, Indian, Bird), Neighborhoods (Fairview, Mountain View, Turnagain, etc.), and Districts (University and Medical Center (UMED) District) located within community council boundaries.

### Mapping Analysis and Age of Primary Structures (Maps 4-11)

Many homes and businesses remain from our earliest 1915-1930s development making some over 100 years old. This includes the Oscar Anderson House, several cottages on Government Hill and in Downtown, log cabins disbursed throughout the Anchorage area, commercial development along 4th Avenue, and the Pioneer Schoolhouse to name a few.

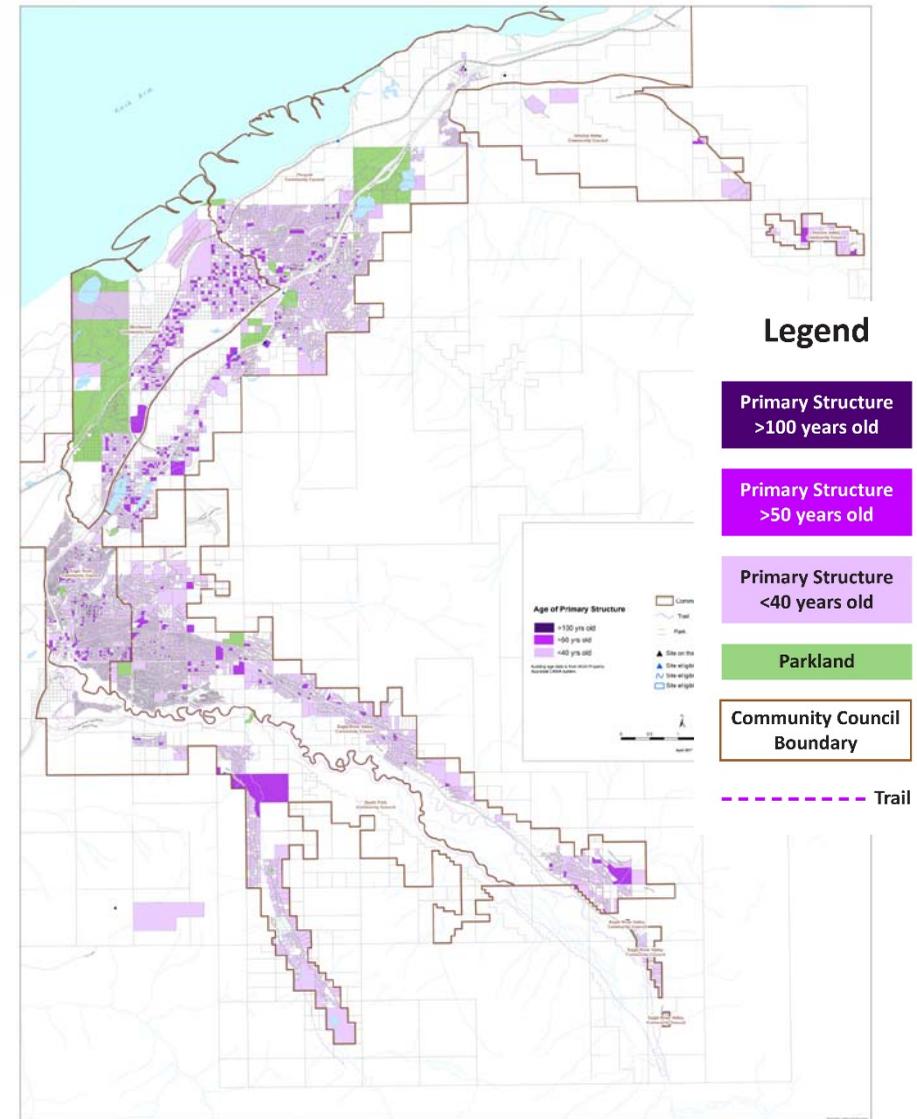
The 1915–1980s grid subdivisions have an eclectic mix of small Cape Cod-style kit houses, craftsman bungalows, larger colonial duplexes, Flat-roofed International, Tudor, A-Frame, and a variety of log cabin styles. 1940s–1960s era buildings remain viable, intact, and much of this is quality construction.

As larger subdivisions came in (1950s-60s-70s), split-level, mid-century architecture was popular, accompanied by European-style ski chalets on the Hillside and in Girdwood. Each neighborhood area, with its varied building types contributes to the historic fabric and character of the Anchorage area. These unique and varied places are desirable, and provide the quality of life sought by Anchorage residents and visitors. *GIS analysis showed that 14.6% of all buildings are 50 years or older.*

The Age of Primary Structures maps depict all buildings by the “year built” which is a database element in the MOA’s Property Appraisal CAMA database. However, as remodel or renovation occurs, the “year-built” information often changes.

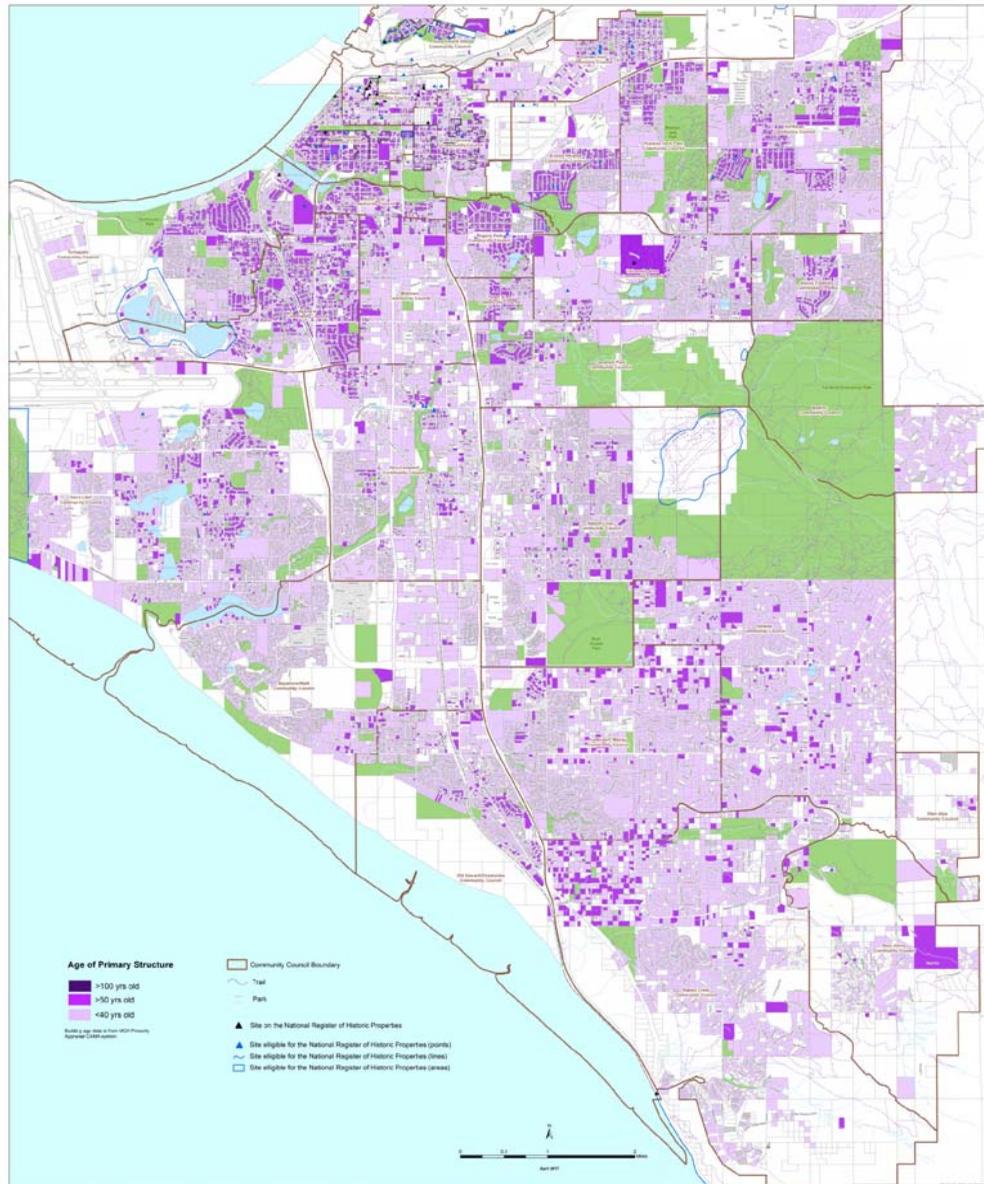
Therefore, the CAMA data may not accurately reflect all original “year built” dates due to the updates. However, the data had enough accuracy for our research and allowed the GIS team to depict the many concentrations of potential historic resources (*light lilac- less than 40 years, dark purple-50 years or older, and almost black > 100 years*).

The maps directed the survey team concentrated areas at the block and neighborhood level on what could potentially be historic or significant. The survey results have translated to recommendations for future more intensive survey projects. The maps are also used in the *MOAHPP Community Councils History and Character Summary Report*.

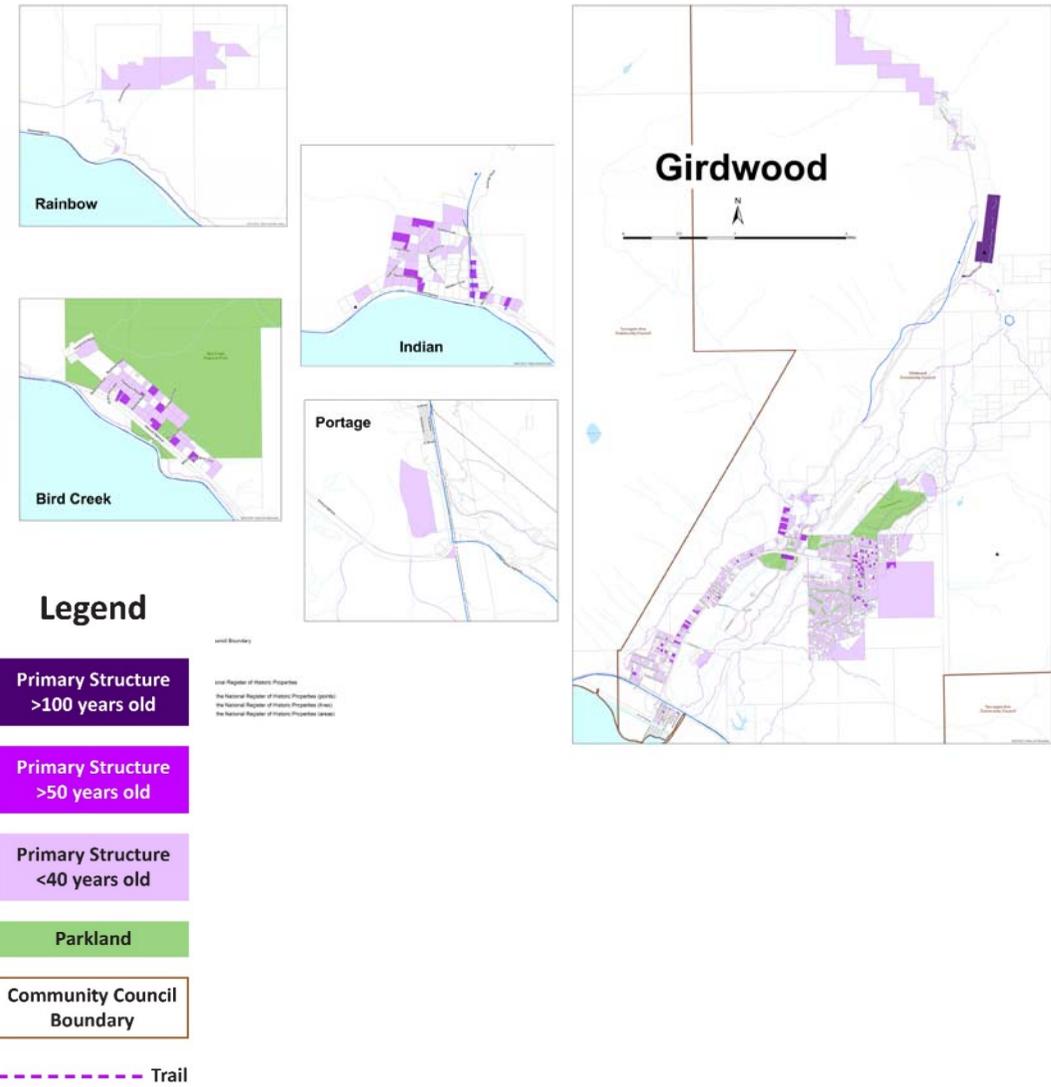


Map #2: North: Chugiak/Eagle River/Eklutna Areas

Map #3: Anchorage Bowl



Map #4: South: Turnagain Arm/Girdwood/Portage Areas



## Public Engagement and Outreach

Public and partner input was important to the planning process, especially so due to the size of the planning area. **Illustrations #4-#6** are slides from presentations at the kick-off meetings.

Conversations on The *MOAHPP* started in November 2016, with a Government-to-Government consultation between the MOA planning team and Alaska Native Village and Corporation representatives. Four public workshops, the Girdwood Board of Supervisors presentation, an online survey, and posting of the *MOAHPP* Webpage were also initiated in November 2016. Subsequently community council, Federation of Community Council and GBOS presentations were made in 2017, along with individual interviews.

Anchorage’s Historic Preservation Program [Facebook page](#) received an updated look, and new information was posted on the planning process to advise and prepare the public for the kick-off of the public workshops. Advertising and outreach included press releases, emails to the Tribal and community stakeholder list, Anchorage Assembly members, Alaska State Legislators, and the Federation of Community Councils master email list. The “open” rate was tracked for the email dissemination and came in at 24.2% during the 2016 Kick-off.

### Government-to-Government Consultation

Alaska Native Corporations and Villages met with the MOA staff at the Cook Inlet Tribal Council Office prior to Series #1 of the public workshops. Staff presented an overview of the planning area, purpose of the Plan, and the planning process. Alaska Native representatives then shared their experiences and desires for this Plan. Some representatives expressed concern that an undue burden might be imposed on property owners, and there may be a potential for limiting zoning changes.

Information about *Dena’ina* settlement in the Anchorage area, important elders still living in Eklutna Village and the desire to share stories and places were also important. One elder stated that, “the plan must start at the beginning when the *Dena’ina* people first came here.”

Representatives from Cook Inlet Tribal Council, Cook Inlet Housing Authority, Tyonek Native Corporation, and Native Village of Eklutna attended consultation. Municipal Staff, Huddle, and Corvus Culture represented the project team. “Preserving stories may be more effective than preserving a thing or structure.” – Lee Stephan, President, Native Village of Eklutna.

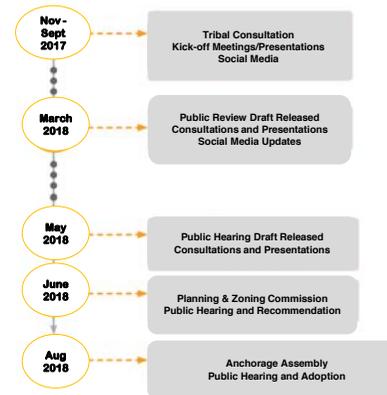
### Introductions & Project Overview

The Municipality of Anchorage Long Range Planning Division and the Anchorage Historic Preservation Commission are collaborating to complete the Municipality of Anchorage Historic Preservation Plan to preserve buildings, structures, sites, objects, stories, districts, and landscapes that define and contribute to Anchorage’s unique historic character.



### Illustrations #4 and #5

#### Project Process & Schedule



## Public Workshop Series #1 and Presentations (November 9–16, 2016, and December 19, 2016)

Staff scheduled four public workshops in November 2016, along with a Girdwood Board of Supervisors staff presentation given in December. The workshops occurred at the Historic Pioneer Schoolhouse, Eagle River Community Center, Girdwood Community Center, and Spenard Recreation Center. The purposes of the workshops were to share information, and receive comments and information back from the public. Topics of the presentations included:

- \* Project purpose and overview, timeline, and team.
- \* Defined and shared the benefits of historic preservation and heritage tourism.
- \* Introduced draft Vision and Goals (derived from the *4NHPP*).
- \* Discussed accomplishments from the *4NHPP*.
- \* Presented Tacoma, WA Historic Preservation Program Case Study.

Attendees were asked to identify three historic preservation issues, challenges, and solutions they considered important. Workshop attendees represented Government Hill, Downtown, Spenard, Girdwood, Chugiak/Eagle River, JBER, and Mountain View, South Addition, Hillside, and College Village areas.

Preservation groups represented the Anchorage Woman's Club, Alaska Association for Historic Preservation, and the Anchorage Cultural Council. Questions and comments from attendees ranged from:

- \* What are the differences between an Anchorage Local Historic Register and the National Register of Historic Places?
- \* What constitutes Assembly adoption?
- \* What are Historic preservation incentive?
- \* Who is participating in the planning process?
- \* Will there be community council presentations?
- \* What are the planning areas?
- \* Stated oral histories and making them available to everyone important.
- \* Dena'ina place names are important to incorporate in projects.

Workshop participants also provided over 150 comments on the draft vision and goals, and "Landmarks to Save," with the 4th Avenue Theatre most important.

Municipal staff, HPC, Huddle, Corvus Culture, and Al Dobbins Consulting represented the project team at the workshops.

## Facebook Live Stream

The Anchorage Historic Preservation Program Facebook page live-streamed the November 16, 2016 public workshop. The most recent count discovered over 50 people had watched the presentation. The live stream and subsequent posting of the live presentation has resulted in several new followers of the Anchorage Preservation Program each week.

## Mayor Berkowitz Briefing

The project team, including MOA staff, Corvus Culture, and Al Dobbins Consulting, briefed Mayor Berkowitz on the project, including potential ordinances, incentives, and benefits of historic preservation on November 16, 2016. The Anchorage Assembly will have to adopt any new ordinances as amendments to code. These include a demolition delay procedure, Anchorage Local Landmark and Landmark District Criteria.

## Illustration #6

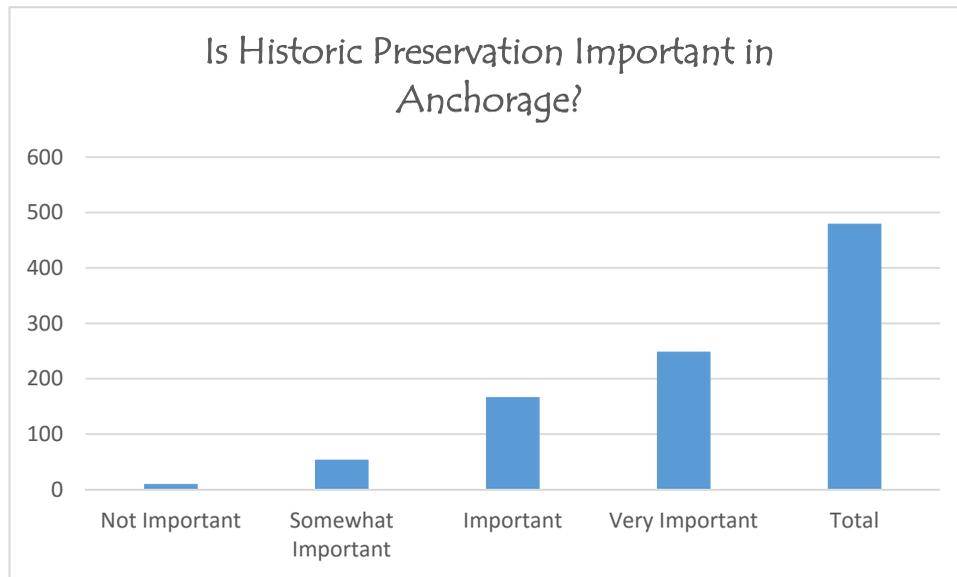
### Introductions & Project Overview

The creation of the Historic Preservation Plan will encourage and further the interests of historic preservation by identifying, protecting, and interpreting the Municipality's significant historic and cultural resources for the economic and social benefit of the community.



*MOAHPP* Online Survey

The MOA hosted a public online survey in the fall of 2016. Several questions determined the public’s interest and knowledge of historic preservation, benefits of historic preservation, educational opportunities to share our history and culture, and special places.



Not important	Somewhat important	Important	Very important	Total
2.08%	11.25%	34.79%	51.88%	
10	54	167	249	480

86.67% (416 of 480) of respondents ranked historic preservation as “Important” or “Very Important.”

**Illustration #7**

Survey respondents also answered demographic questions to aid the team in determining interest in historic preservation by age group, location, and how long they have been in the

area. A tally of 483 people, within a wide range of age groups, living all over the Anchorage area, completed the survey. We also received a response from Wasilla to the survey. The survey report is included in the *Appendix – Section 13*. The results of the survey, along with public meeting comments, and emailed comments helped shape the content of the Plan. *Illustration #7* depicts the public’s view of the importance of historic preservation in Anchorage.

**Summer 2017 Public Outreach and Education Efforts**

During the spring and summer of 2017 MOA staff attended several community council meetings and events to give status presentations on the planning effort. This included: what the Plan was meant to achieve; how the Plan can help neighborhoods; and the importance of researching, documenting, and sharing our history. This included the Federation of Community Councils (FCC) June meeting, the FCC barbeque in July, Airport Heights, Government Hill, Fairview, Campbell Park, and South Addition. One-on-one interviews were also held with several residents from South Addition, Taku Campbell, Campbell Park, Basher, Eagle River, and Girdwood.

**Public Workshop Series #2: Planned for March – April 2018**

The second series of public workshops and outreach will include the First Friday event at the Anchorage Museum, Federation of Community Council presentations, community council presentations, pop-up events, social media outreach, presentation at the Anthropology Association Conference in March, Tribal meetings, and other outreach.

**Public Review Draft – February 2018**

A public event is planned for the roll-out of the *MOAHPP* on [First Friday](#), March 2, 2018 at the Anchorage Museum 2018, to release the Public Review Draft of MOAHPP to the public. A 30-day comment period is anticipated for the Public Review Draft, and an additional 30 days for edits and comment responses. Presentations are planned for the Federation of Community Councils, at individual community council request, to GBOS, Chugiak/Eagle River Chamber of Commerce, and at pop-up venues.

**Public Hearing Draft – May 2018**

Public Hearing Draft Open Houses will be initiated in May 2018. The Public Comment Period on the Public Hearing Draft will follow the 21-day public notification period. We anticipate Public Hearings in June (Planning and Zoning Commission and August (Anchorage Assembly) 2018.

**Plan Adoption Process**

**Planning and Zoning Commission Public Hearing and Recommendations**

The Anchorage Planning and Zoning Commission will hold a public hearing on the MOAHPP. The Planning and Zoning Commission will review and make recommendations on the Plan to the Anchorage Assembly.

### **Anchorage Assembly Public Hearing and Adoption**

The Assembly will hold a second public hearing to solicit public comments, and based on Planning and Zoning recommendations, and input from the public, will approve and adopt the Plan sometime in 2018. An Ordinance to adopt criteria, application, and approval process for Anchorage Local Landmark Properties, and Anchorage Local Landmark Districts will be submitted to the Planning and Zoning Commission and the Anchorage Assembly along with the *MOAHPP*.

### **Appendix, Case Studies and Readings**

*Appendix.* Includes a summary of questions and responses to the *MOAHPP* Online Survey, *The Greenest Building* fact sheet, *Anchorage Original Neighborhoods Interpretive Plan* overview, full text of AMC 4.60.030 and AMC 6.100, additional Anchorage 2020 relevant policies, and National Register of Historic Places approval process.

*Case Studies and Readings.* Includes best management practices from areas similar to Anchorage, Alaska.

### **What the MOAHPP Will and Will Not Do**

The *MOAHPP* will support historic preservation, assist in identifying MOA-required mitigation elements for large infrastructure projects, develop outreach and educational tools, and identify potential funding and partnerships to assist in future historic preservation projects and programs.

#### **The adoption of the *MOAHPP* is intended to accomplish the following:**

1. Identify potential local landmark districts which would need property owner, Anchorage Historic Preservation Commission, Planning and Zoning Commission, and Assembly support to be established.
2. Provide program of projects and conceptual planning elements to be pursued subsequent to Assembly.
3. Acknowledge and reaffirm historic preservation goals, policies, and action items from *Anchorage 2020*, *Girdwood Area Plan*, *UMED District Plan*, *Fairview*

*Neighborhood Plan* and the other comprehensive or neighborhood plans noted in *Section 4*.

4. Recommend potential Title 21 amendments to implement landmark overlays, the Anchorage Local Landmark Register and criteria, a demolition delay ordinance, and permit checklist process for landmark properties.
5. Define the relationship to Title 21—specifically, in ANY conflict between the *MOAHPP* and Title 21, Title 21 will have precedence until such time as Title 21 is amended to adopt; landmark overlays, the Anchorage Local Landmark Register and criteria, a demolition delay ordinance, and a permit checklist process for landmark properties.
6. Will support the efforts of the Historic Preservation Commission as described in AMC 4.60.030.
7. Will be used when areas of potential effect are set for large infrastructure projects.
8. Will guide the Context Sensitive Design process to mitigate impacts of large infrastructure projects on landmark districts, landmark properties, and on Anchorage’s original historic neighborhood areas with completed historic property surveys; Government Hill, Ship Creek, Downtown, South Addition, Fairview, and Mountain View.
9. Provides historic preservation goals and policies for use in staff review of development projects, platting actions, and when new district, neighborhood, or comprehensive plans are initiated.
10. Continue the community outreach process to community councils, neighborhoods, property owners, agencies and Alaska Native Peoples groups, corporations, and villages.
11. Provide consistent information on the social and economic benefits of historic preservation.
12. Provide the criteria and process, by which landmark property owners may nominate their properties or districts to the Anchorage Local Landmark Register.
13. Advocate for the maintenance of affordable housing in older, less affluent neighborhoods.

14. Recognize the unique occupation and settlement stories of Anchorage, and encourages the telling of these stories through a variety of outreach and media.
15. Give federal, state, and local agencies a guiding document for their use in land use planning and implementation actions that could potentially impact landmark properties.
16. Advocate for a stable funding source to implement *MOAHPP* plans, projects, and programs into the future.

**What Adoption of the *MOAHPP* will not do:**

1. Amend the regulatory portions of Title 21.
2. Be used as the basis for MOA adjudicatory decisions.
3. Establish or nominate landmark properties or landmark districts.
4. Affect MOA requirements for the exterior or interior remodel of structures.
5. Create design guidelines for existing or future private or public development, unless and until, Title 21 is amended to include such requirements.
6. Create additional design and project reviews, nor be used as the basis for additional adjudicatory requirements in the reviews conducted by the Planning Department or other MOA departments, or by other partner agencies that typically provide project review and comment.
7. Will not create additional MOA departments or agencies.
8. Will not create a new employment position within the Municipality.



## Acronyms, Abbreviations, and Glossary

### Acronyms and Abbreviations

- ✦ **AAHP** Alaska Association for Historic Preservation
- ✦ **ACHP** Advisory Council on Historic Preservation
- ✦ **ADCP** Anchorage Downtown Comprehensive Plan (2007)
- ✦ **AEC** Alaska Engineering Commission
- ✦ **AEDC** Anchorage Economic Development Corporation
- ✦ **AHPC** Anchorage Historic Preservation Commission
- ✦ **AHPI** Anchorage Historic Properties, Inc.
- ✦ **AHRS** Alaska Heritage Resources Survey
- ✦ **AIA** American Institute of Architects
- ✦ **AMC** Anchorage Municipal Code
- ✦ **Anchorage 2020** *Anchorage 2020: Anchorage Bowl Comprehensive Plan*
- ✦ **ANCSA** Alaska Native Claims Settlement Act (1971)
- ✦ **ANHC** Alaska Native Heritage Center
- ✦ **ANILCA** Alaska National Interest Lands Conservation Act (1980)
- ✦ **ARRC** Alaska Railroad Corporation
- ✦ **ASD** Anchorage School District
- ✦ **AWC** Anchorage Woman's Club
- ✦ **AWWU** Anchorage Water and Wastewater Utility
- ✦ **BIA** Bureau of Indian Affairs
- ✦ **BLM** Bureau of Land Management
- ✦ **BOMA** Building Owners & Managers Association
- ✦ **CBD** Central Business District
- ✦ **CDBG** Community Development Block Grants
- ✦ **CIHS** Cook Inlet Historical Society
- ✦ **CIRI** Cook Inlet Region, Inc.
- ✦ **CLG** Certified Local Government
- ✦ **DID** Downtown Improvement District
- ✦ **FHWA** Federal Highway Administration
- ✦ **GHNP** Government Hill Neighborhood Plan
- ✦ **HLB** Heritage Land Bank
- ✦ **4NHPP** Anchorage's Original Neighborhoods Historic Preservation Plan
- ✦ **HUD** U.S. Department of Housing and Urban Development
- ✦ **JBER** Joint Base Elmendorf-Richardson
- ✦ **KABATA** Knik Arm Bridge and Toll Authority
- ✦ **KAC** Knik Arm Crossing
- ✦ **LEED** Leader in Energy and Environmental Design
- ✦ **LIHTC** Low Income Housing Tax Credits
- ✦ **Municipality:** MOA
- ✦ **NHPA** National Historic Preservation Act of 1966
- ✦ **NMTC** New Markets Tax Credits
- ✦ **NPS** National Park Service
- ✦ **NRHP** National Register of Historic Places
- ✦ **OHA** Office of History and Archaeology
- ✦ **Park Strip** Delaney Park Strip
- ✦ **PZC** Planning and Zoning Commission
- ✦ **Section 106** Section 106 of the National Historic Preservation Act
- ✦ **Section 110** Section 110 of the National Historic Preservation Act
- ✦ **SHPO** State Historic Preservation Office
- ✦ **TAC** Technical Advisory Committee
- ✦ **TDR** Transfer of Development Rights
- ✦ **THPO** Tribal Historic Preservation Officer
- ✦ **TIF** Tax Increment Financing
- ✦ **Title 21** Anchorage Municipal Land Use Code

## Glossary

**AO-2006-175** – MOA Assembly ordinance establishing the Anchorage Historic Preservation Commission, qualifications, and duties.

**Advisory Council on Historic Preservation (ACHP)** – An independent federal agency, established by the National Historic Preservation Act of 1966 (16 U.S.C. 470 et seq.). The mission of the ACHP is to promote the preservation, enhancement, and sustainable use of the nation's diverse historic resources, and to advise the President and Congress on national historic preservation policy.

**Anchorage 2020** – *Anchorage 2020: Anchorage Bowl Comprehensive Plan*, adopted by the MOA Assembly on February 20, 2001, amended September 10, 2002, amended September 26, 2017, is a blueprint for development in the Anchorage Bowl with focused attention on major issues.

**Anchorage Bowl** – Core area of Anchorage bounded by Joint Base Elmendorf-Richardson to the north, Chugach State Park to the east and southeast, and Cook Inlet to the west.

**Anchorage Historic Preservation Commission (HPC)** – an advisory body of volunteer community members with specific expertise and experience, as described in A.O. 2006-175. Tasked to advise the Anchorage Assembly on historic preservation issues, districts, and the use of HP Fund 740. The HPC is also directed to “encourage and further the interests of historic preservation by identifying, protecting, and interpreting the municipality’s significant historic and cultural resources for the economic and social benefit of the community.

**Asset Management Plan (AMP)** – A documented plan of business that addresses and articulates the requirements for effectively managing a portfolio of real property assets.

**Character-Defining Features/Elements** – The visual aspects and physical features that comprise the appearance of every historic building, including the overall shape of a building, its materials, craftsmanship, decorative details, interior spaces and features, as well as the various aspects of its setting.

**Compatible Treatment** – Any alteration or addition to the interior or exterior of a historic building that is harmonious or appropriate to the character of the building in design, scale, massing, materials, texture, and other visual qualities.

**Comprehensive Plan** – Plans adopted to implement the goals and policies of *Anchorage 2020*, *Girdwood Area Plan*, *Chugiak/Eagle River Comprehensive Plan*, and the *MOAHPP* are examples.

**Commissioning** – A quality-oriented process for achieving, verifying, and documenting that the performance of facilities, systems, and assemblies meets defined objectives and criteria.

**Consultation** – The process of seeking, discussing, and considering the views of other participants, and, where feasible, seeking agreement with them regarding matters arising in the

**City View** – MOA’s permit, and project application-tracking database. A Historic Property module was added in 2013 with information on Downtown, Government Hill, South Addition, Ship Creek, and Fairview historic property survey studies. The public can access the data online through muni.org.

**Cultural Landscape** – A geographic area, including both cultural and natural resources and the wildlife or domestic animals therein, associated with a historic event, activity, or person, or exhibiting other cultural or aesthetic values.

**Deconstruction** – The systematic dismantling of building components in the reverse order to which they were installed and packaged for reuse, resale, or refurbishing. It maximizes the recovery of valuable building materials for reuse and recycling and minimizes the amount of waste land filled.

**Deferred Maintenance** – Maintenance that was not performed when it should have been or was scheduled to be and which, therefore, is put off or delayed.

**Demolition** – To tear down completely through a destruction process and clean up and remove destroyed materials from the site.

**Dena’ina** – The *Dena’ina Athabaskan* people are the indigenous people of *Tikahtnu* (Cook Inlet) area and South-Central Alaska.

**Deteriorated Property – Refers to AMC Chapter 12.35**, Deteriorated property means real property that, at the time of application, is commercial property not used for residential purposes or that is multi-unit residential property with at least eight residential units, and that meets one of the following:

1. Within the last five years, has been the subject of an order by a government agency requiring environmental remediation of the property or requiring the property to be vacated, condemned or demolished by reason of noncompliance with laws, ordinances or regulations; or
2. Has a structure on it not less than 15 years of age that has undergone substantial rehabilitation, renovation, demolition, removal or replacement; or

- Property is located in a deteriorating or deteriorated area with boundaries that have been determined by the municipality after a public hearing.

**Disposition** – Completion of the disposal process.

**District** – An area within the Anchorage Bowl defined within logical boundaries to facilitate the completion of a District Plan.

**District Plan** – Land use plan document completed for the UMED District, West Anchorage Bowl area, and Northeast Anchorage Bowl area.

**Effect** – Alteration to the characteristics of a historic property qualifying it for inclusion in or eligibility for the National Register of Historic Places (36 CFR § 800.16(i)).

**Excess Property** – Property under the control of a federal agency that is formally identified as having no further program use by the federal agency.

**Finished Spaces** – Those rooms on the interior of a building that are finished with plaster, gypsum wall board, or other covering materials. These are typically in more refined buildings, such as houses, apartment buildings, hotels, theaters, churches, office buildings, and museums. They often have millwork (trim) around windows, doors, transoms, and where horizontal and vertical walls intersect (for example, baseboards and cornices). Spaces may or may not contain further decoration, and the underlying structural framing is generally concealed. Flooring is appropriate to the character of the interior and includes wood, carpet, tile, terrazzo, marble, etc.

**Finishes** – The architectural materials that “finish” or complete the interior of a building, such as plaster, gypsum wall board, paneling, flooring, decoration, etc.

**Federal Preservation Officer (FPO)** – The official or designee specifically responsible for coordinating an agency’s activities under the National Historic Preservation Act of 1966 (16 U.S.C. 470 et seq.). Each federal agency has a Federal Preservation Officer.

**Federal Real Property Profile (FRPP)** – An automated system under the purview of GSA that is used to capture and report on 23 mandatory data elements for each individual real property asset owned by the executive agencies of the federal government.

**Goal** – A desired result or possible outcome important to the success of a plan, typically aligns with a vision as the starting point.

**Government to Government Relationship** – The United States government has a government-to-government relationship with federally recognized tribes, Alaskan Native groups, and Native Hawaiian organizations.

**Historic Building** – A building that is generally at least 50 years old, is significant for historical, architectural, engineering, archaeological, or cultural reasons, and is listed on or eligible for inclusion in the National Register of Historic Places either individually or as a contributing building in a historic district.

**Historic Context** – Historic contexts are those patterns or trends in history by which a specific occurrence, property, or site is understood and its meaning (and ultimately its significance) within history or prehistory is made clear.

**Historic District** – A district that possesses a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development and is listed in or eligible for inclusion in the National Register of Historic Places.

**Historic Fabric** – The architectural materials that comprise historic building on the interior and exterior.

**Historic Preservation Officer** – Position within the MOA filled by Long-Range Planning Division staff to ensure compliance with federal actions performed by a variety of agencies and businesses by receiving and commenting on proposed projects and actions. Ensures that agencies and businesses are in compliance with MOA adopted plans and T21. Typically staffs the Anchorage Historic Preservation Commission. Represents the MOA at project consultations and meetings, completes planning projects, ensures proper use of HP Fund 740, writes and tracks grants, and contracts.

**Homesteading** - Homesteading was foundational to the 20<sup>th</sup> Century settlement of Alaska. Several homesteading or “entry acts between 1862 and 1934, led to homesteaders seeking the frontier future from all over the United States and European countries. The BLM GLO, and Alaska Recorder’s Office websites provided invaluable background information for homestead properties and ownership.

**Homestead map** – a Homestead Map and related database is being developed in GIS to enable future analysis and research, for use in developing interpretive projects, to inform historic trail alignments, and for discussion at architectural forums. Homestead cabins, mostly built from logs, make history personal as we marvel at their eclectic presence throughout Anchorage.

**H.P. Fund 740** – Anchorage Historic Preservation Fund established in Municipal Code Chapter 6.100 – Historic Preservation Fund. Fund 740 is “dedicated to financing historic preservation projects in accordance with this chapter.”

**HVAC** – Heating, ventilation, and air-conditioning.

**Industrial Spaces** – “Industrial” spaces are those interior rooms of a building that generally have the structure exposed for durability, ease of maintenance, and/or hygiene. These typically have industrial, manufacturing, or service-oriented purposes and are often warehouses or factories. Industrial spaces are characterized by exposed masonry (e.g., brick, concrete block, stone), exposed structural framing (e.g., timber or metal columns, beams and trusses), unfinished floors (e.g., unvarnished wood or concrete), and other more utilitarian components (e.g., sliding fire doors, freight elevators, riveted steel members, etc.). They may or may not include trim or other forms of decoration.

**Integrity** – The ability of a property to convey its significance. The evaluation of integrity is sometimes a subjective judgment, but it must always be grounded in an understanding of a property's physical features and how they relate to its significance.

**Interior Finishes** – The materials used on the interior of a building, such as plaster (flat, decorative), gypsum wall board, wood paneling, flooring (e.g., wood, tiling, terrazzo, and marble), wainscoting, etc.

**IBC** – The International Building Code is a [model building code](#) developed by the [International Code Council](#) (ICC). It has been adopted for use as a base code standard by most jurisdictions in the [United States](#).

**IEBC** – International Existing Building Code, used at times to guide historic resource improvements.

**Landmark** - A location in the MOA significant for its contribution to history, architecture, geography, and/or culture, e.g. individual buildings, districts, structures, objects, sites, travel routes, and landscapes. Significant means the location has had a meaningful or noticeable influence or effect on the heritage and culture of the MOA.

**Landmark Building** - A building is a construction used primarily for human shelter or to house animals, e.g. a house, barn, church, school or similar structure.

**Landmark District** - A district is defined as a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development. Single properties may not be significant by themselves, but still contribute to the whole by providing continuity of historic era, design, appearance, cultural use or function. A district may also comprise individual landmarks separated geographically but linked by history, architecture, and/or culture. Examples include a residential neighborhood representing several periods of development and architectural designs, archaeological sites and features related by period, type and location, and a building complex such as a cannery, or military base.

**Landmark Structure** - A structure is a construction used for purposes other than human shelter, e.g. caches, bridges, dredges, dams, roadways, railroads, trails, locomotives, aircraft and vessels. An object is material thing of functional, aesthetic, cultural, historical or scientific value that may be, by nature or design, movable yet related to a specific setting or environment, e.g. monuments, sculptures, boundary markers, and fountains.

**Landmark Site** - A site is the location of a significant event, a historic or prehistoric occupation or activity, or building or structure, whether standing, ruined, or vanished, where the location itself possesses historic, cultural, or archaeological value, regardless of the value of any existing structure. The significance of a historic site does not depend upon the survival of original standing structures and may include buried archeological materials, accurately reconstructed buildings or visible alterations of the land. However, the setting must retain integrity and be mostly free of modern or non-historic elements, which confuse the historical relationship of the site with its period of significance. Examples include habitation sites, funerary sites, village sites, gardens, ruins of historic buildings and structures, designed landscapes, and natural features such as rock and land formations having cultural significance. Travel routes are motorized and non-motorized trails, paths, roads, and navigable waterways in urban, suburban, and rural settings.

**Landmark Landscape** - A landscape is a geographic area including both cultural and natural resources and the wildlife therein associated with a prehistoric or historic event, activity, or person or exhibiting other cultural or aesthetic values. Examples of cultural landscapes include farmlands, ancestrally used coastal areas, creek corridors, recreation areas, plant harvesting areas, formally landscaped gardens, parks, industrial and mining areas, etc.

**Landscape Features** – In addition to vegetation and topography, cultural landscapes may include water features, such as ponds, streams, and fountains; circulation features, such as roads, paths, steps, and walls; buildings; and furnishings, including fences, benches, lights, and sculptural objects.

**MEP** – Mechanical, electrical, and plumbing.

#### ***MOAHPP Community Council History and Windshield Report***

A brief prehistory and history of occupation and settlement by community council areas, Girdwood, Native Village of Eklutna and Joint Base Elmendorf Richardson. Includes summary of character defining features including roads, landscapes, parks, trails, and built environment. Begins with Dena’ina place names and known Dena’ina history, homestead applications, subdivisions, and may include notable people or events that helped form and establish the area.

**Municipality** – The Municipality of Anchorage (MOA). For the intent of this plan includes the entire area of the MOA from the north; Eklutna Valley, through the Anchorage Bowl, and to the south to Portage.

**National Heritage Area** – A National Heritage Area is a site designated by United States and intended to encourage historic preservation of the area and an appreciation of the history and heritage of the site. There are currently 49 National Heritage Areas, some of which use variations of the title, such as National Heritage Corridor.

**National Historic Preservation Act of 1966** – (16 U.S.C. 470 et seq.) establishes the federal historic preservation policy through the creation of the Advisory Council on Historic Preservation, Federal Preservation Officers responsible for a historic preservation program in each federal agency, and State and Tribal Historic Preservation Officers. Section 110 (16 U.S.C. 470h-2(a)) directs federal agencies to be responsible stewards of historic properties on behalf of the American public. Section 106 of the Act (16 U.S.C. 470f) directs federal agencies to consider the effects of their undertakings on historic properties.

**National Register Eligible Property** – Historic properties that have been determined eligible for listing on the National Register Criteria for Evaluation but has not undergone the formal nomination process.

**National Register of Historic Places** – The official list of the nation’s places worthy of preservation. Authorized by the National Historic Preservation Act of 1966, the National Park Service’s National Register of Historic Places is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect America’s historic and archaeological resources.

**National Register Listed Property** – A property listed on the National Register of Historic Places.

**Neighborhood** – Five Neighborhood Land Use Designations recently adopted in *Anchorage 2040 Land Use Plan* reflect the diversity of housing and neighborhood characteristics found in the Bowl. These include Large Lot, Single-family and Two-family, Compact Mixed Residential – Low, Compact Mixed Residential – Medium, and Urban Residential – High designations.

**Neighborhood Plan** – Developed to guide land development, trail, roadway, and social issues in concentrated neighborhood or community council areas. The Government Hill Neighborhood Plan, Mountain View Targeted Neighborhood Plan, and the Fairview Neighborhood Plan are examples.

**North Anchorage** – As defined by the *MOAHPP* is the area of the MOA north of JBER and includes Eklutna Village, Chugiak/Eagle River, Birchwood to Eklutna Valley (*see map #2*).

**Overlay District** – Overlay districts are codified language adopted into Title 21, placed over an existing zoning district, hence the term “overlay,” to impose additional restrictions on uses in the district, permit uses that may otherwise be disallowed in the underlying district, or may also make more restrictions. Eklutna Village and Downtown Eagle River have adopted overlay districts. Overlay districts are sometimes recommended for local landmark districts to aid in maintaining the historic features, and context of the landmark district.

**Patterns of the Past-2018** – *Patterns of the Past-1979*, by Michael Carberry, updated in 1986 by Michael Carberry & Donna Lane, is a compilation of history, culture, place names, historic buildings, and people providing a compelling overview of the largest city in Alaska as the hub of commerce and transportation. This document has been referenced as the primer for researchers, historians, preservationists, and history buffs.

**Planning Areas** – The *MOAHPP* planning areas are; North: Chugiak/Eagle River/Eklutna, Anchorage Bowl, and South: Turnagain Arm/Girdwood/Portage.

**Policy** – A policy is a course or principal of action adopted or proposed by a government, party, business, or individual. The *MOAHPP* policies direct the implementation or action items proposed with this plan.

**Preservation** – The act or process of applying measures to sustain the existing form, integrity, and materials of a historic property. Work, including preliminary measures to protect and stabilize the property, generally focuses upon the ongoing maintenance and repair of historic materials and features rather than extensive replacement and new construction. New exterior additions are not within the scope of this treatment; however, the limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a preservation project.

**Preservation Professional** – A person with considerable experience working with historic buildings and with knowledge of the Secretary of the Interior’s Standards. This individual should meet the Secretary of the Interior’s Professional Qualification Standards in history, archaeology, architectural history, or historic architecture, or other allied field (48 FR44716).

**Primary Spaces** – Those spaces that are important in defining the historic character of a building and should be retained or only minimally altered. Generally, front areas of a building are more important than the back; lower floors are more important than upper floors; and visible and public areas are more important than obscured and private areas. Whenever possible, major alterations should be undertaken in secondary spaces to preserve the historic character of the building.

**Private Spaces** – These spaces are traditionally set apart from the public spaces and include individual offices, bedrooms, guestrooms in a hotel, and work spaces.

**Public Benefit Conveyance** – Transfer of surplus property to public agency or eligible nonprofit institution, including providers of homeless services, by which the fair market value of the property may be discounted up to 100 percent in consideration of the recipient's use of the property for a particular public benefit that is specified by law for a fixed period of time.

**Public Spaces** – These spaces are those that are traditionally open to the public or are the most primary spaces in a building such as foyers, parlors, lobbies, hallways, meeting spaces, or auditoriums.

**Real Property** – Real property is land, or improvements to land such as buildings and structures owned, leased or otherwise managed by the federal government both within and outside the United States. Real property is defined as any interest in land, together with structures and fixtures, appurtenances, and improvements of any kind located thereon. The term "real" should be associated with realty, land, or something attached thereto.

**Reconstruction** – New construction depicting the form, features, and detailing of a non-surviving site, landscape, building structure, or object for the purpose of replicating its appearance at a specific period of time and in its historic location.

**Rehabilitation** – The act or process of making possible a compatible use for a property through repair, alterations, and additions, while preserving those portions or features which convey its historical, cultural, or architectural values.

**Restoration** – The act or process of accurately depicting the form, features, and character of a property as it appeared at particular period of time by means of the removal of features from other periods in its history and reconstruction of missing features from the restoration period. The limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-related work to make properties functional is appropriate within a restoration project.

**Significance** – A property must represent a significant part of the history, architecture, archeology, engineering, or culture of an area, and it must have the characteristics that make it a good representative of properties associated with that aspect of the past. The significance of a historic property can be judged and explained only when it is evaluated within its historic context.

**Secretary of the Interior's Standards for the Treatment of Historic Properties** – The Standards are guidance to federal agencies and others to promote responsible preservation practices that help protect our nation's irreplaceable cultural resources.

The four "Treatment Standards" are as follows and are listed in order of the least to most amount of intervention required: (1) Preservation, (2) Rehabilitation, (3) Restoration, and (4) Reconstruction. Once a treatment is selected, the Standards provide philosophical consistency to the work. State Historic Preservation Officer (SHPO) – The SHPOs in each of the 50 states in the nation, as well as the US territories and the District of Columbia, were established by the National Historic Preservation Act (16 U.S.C. 470a(b)) to administer a State Historic Preservation Program.

The SHPO receives federal funding to defray the costs of fulfilling its role under the Act. The SHPO's federal responsibilities include directing, conducting, and maintaining a comprehensive statewide survey of historic properties; nominating eligible properties to the National Register; and advising and assisting federal agencies in their efforts to comply with Section 106 of the Act.

**Section 106** – The section under the National Historic Preservation Act (16 U.S.C. 470f) that directs federal agencies to consider the effects of their undertakings on historic properties.

**Section 106 review process.** See the Secretary's "Standards and Guidelines for Federal Agency Preservation Programs pursuant to the National Historic Preservation Act" for further guidance (36 CFR § 800.16(f)).

**South** – MOAHPP planning area that includes the Turnagain Arm area beginning past Potter Marsh; Bird, Indian, Rainbow, Girdwood, and Portage (*see map #4*).

**Surplus Property** – An excess property not required for the needs and the discharge of the responsibilities of all federal agencies, as determined by the Administrator of GSA.

**Tribal Historic Preservation Officer (THPO)** – The THPOs are similar to SHPOs. Established by the National Historic Preservation Act (16 U.S.C. 470a (d) (2)), a federally recognized Indian tribe may assume all or any part of the functions of a SHPO with respect to tribal lands.

**Theme/Programmatic area** – The MOAHPP Themes or Programmatic areas are based on the language of A.O. 2006-175, wherein the HPC is directed to "encourage and further the interests of historic preservation by identifying, protecting, and interpreting the municipality's significant historic and cultural resources for the *economic* and *social* benefit of the community." MOAHPP themes are economic and social benefits of historic preservation.

**Title 21** – Title 21 is the Municipality's laws on Land Use which includes the zoning and subdivision laws.

**Town** – refers to the townsite of Girdwood.

**Undertaking** – A project, activity, or program funded in whole or in part under the direct or indirect jurisdiction of a federal agency, including those carried out by or on behalf of a federal agency; those carried out with federal financial assistance; and those requiring a federal permit, license, or approval (36 CFR §800.16(y)).

**Utilitarian or Service-Oriented Spaces** – These are generally more secondary in nature and commonly include attics, basements, crawl spaces, kitchens, bathrooms, and mechanical rooms. They tend to be in more remote locations on the interiors of historic buildings and are often less finished than primary spaces. These areas are more likely to accept change, when compared to primary spaces, without impacting the historic integrity of the interior.

**Village** – refers to Eklutna Village.

**Vision** – A one sentence statement describing the clear and inspirational long-term desired change resulting from an organizational or program's work. The best visions are inspirational, clear, memorable, and concise.

**Windshield Survey** – Systematic observations made from a moving vehicle.



CEA POWER PLANT – Eligible for the National Register –  
Drawing Hal H. Hart – 2016

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## 2 | Federal and State Historic Preservation Laws

*What is Historic Preservation?* Excerpted in part from the 4NHPP and NPS.gov

This section provides the federal definition of historic preservation and includes the federal and state acts and laws that govern historic preservation efforts completed by federal and state agencies. These acts and laws must be considered when federal funding is spent on a federal project, a state project, or a MOA project using federal funding. It's important for the community to understand our rights imbedded within the federal and state regulations when it comes to the acquisition of rights-of-way, or the potential loss of historic resources.

### **Federal Definition of Historic Preservation**

Defined by the National Park Service (NPS) at nps.gov, Historic preservation is a conversation with our past about our future. It provides us with opportunities to ask, "What is important in our history?" and "What parts of our past can we preserve for the future?" Through historic preservation, we look at history in different ways, ask different questions of the past, and learn new things about our history and ourselves. Historic preservation is an important way for us to transmit our understanding of the past to future generations.

Our nation's history has many facets, and historic preservation helps tell these stories. Sometimes historic preservation involves celebrating events, people, places, and ideas that we are proud of; other times it involves recognizing moments in our history that can be painful or uncomfortable to remember.

The NPS carries out historic preservation both within and outside the park service system. The NPS staffs archeologists, architects, curators, historians, landscape architects, and other cultural resource professionals to implement historic preservation efforts.

- ⊕ Designation of historic sites; federal, state, and privately-owned properties.
- ⊕ Documentation; written, photographic, and technical documentation, as well as oral histories.
- ⊕ Physical preservation; stabilization, rehabilitation, restoration, and reconstruction.

## Federal Historic Preservation Laws

### ***Antiquities Act of 1906***

In 1906, President Theodore Roosevelt signed the Antiquities Act into law. This was the first law expressly adopted to preserve historic resources in the United States, and was initiated in response to looting of historic sites. The overall purpose of the Act is to protect prehistoric and historic ruins, monuments, or objects of antiquity located on federal land. The Act also allowed the president to establish national monuments through proclamation, or by approving special acts of Congress. Still used today, the Antiquities Act arguably remains the strongest federal historic preservation law, and has dramatically shaped the preservation of historic resources.

### ***National Park Service Organic Act- 1916***

Congress established the National Park Service (NPS) within the Department of the Interior in 1916. The NPS is charged with a dual role of preserving the ecological and historical integrity of the places entrusted to its management, while also making them available and accessible for public use and enjoyment. The NPS was established to regulate and manage public space, including national monuments.

### ***Historic Sites Act of 1935***

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

### ***H.R. 5170- Creation of the National Trust for Historic Preservation***

The [National Trust for Historic Preservation](#) (the Trust) was formally established through the Act of Congress when President Harry S. Truman signed the legislation on October 26, 1949. The charter provided that the Trust should acquire and preserve historic sites and objects of national significance and provide annual reports to Congress on its activities. The Trust was the first national organization created to support local preservation efforts. Though originally funded by the federal government, the Trust is now a privately funded nonprofit organization that works to save America's historic places. Subsidiaries of the Trust include the [National Main Street Center](#) that specializes in revitalizing historic business districts.

### ***National Historic Preservation Act of 1966, as amended***

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

The NHPA created a federal process to review impacts that federal undertakings may have on historic properties (**Section 106**), defined the responsibility of federal agencies to federally owned historic properties (**Section 110**), and directed the Secretary of the Interior to implement preservation, education, and training programs. NHPA established the [Advisory Council on Historic Preservation \(ACHP\)](#) to serve as the independent federal agency responsible for advising federal departments, Congress and the President of the United States on historic preservation policy. ACHP is the only entity with the legal responsibility to encourage Federal agencies to factor historic preservation into Federal project requirements.

### **State Historic Preservation Officer**

Each state has a historic preservation officer, established by NHPA and appointed by its governor. The State Historic Preservation Office (SHPO) includes a base staff consisting of a historian, archaeologist, and architectural historian who each meet the Secretary of the Interiors Professional Qualification Standards. In partnership with the National Park Service and the ACHP, the SHPO administers the national preservation program. NHPA provides funding (the Historic Preservation Fund) for, and outlines the roles and responsibilities of, the SHPO. Those duties include expansion of the National Register, Section 106 review for federally-funded projects, providing education on historic preservation-related issues.

Technical assistance is also provided to local governments, as well as reviewing Federal Historic Preservation Tax Incentive projects. In Alaska, the Office of History and Archaeology is the SHPO.

### **National Register of Historic Places**

Created by NHPA, the [National Register of Historic Places \(National Register\)](#) is the United States' official list of districts, sites, buildings, structures, and objects worthy of preservation. Currently, the National Register includes approximately 90,000 listings of icons of American architecture, engineering, culture, and history. The National Register established guidelines by which to evaluate the historic significance of properties. A property must have historic significance and retain historic integrity for eligibility for listing on the National Register. National Register guidelines for evaluation of significance are flexible and recognize accomplishments of all who have made significant contributions to the nation's history and heritage. For a property to be listed or determined eligible for listing, it must meet at least one of the National Register Criteria for Evaluation, as defined by the National Park Service:

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

Once a property is found to be significant under one or more of the Criteria it must be evaluated to determine if it retains enough integrity to convey its significance. To retain historic integrity a property will always possess several, and usually most, or the seven aspects of integrity. The seven aspects of integrity include: Location, Design, Setting, Materials, Workmanship, Feeling, and Association. For additional information about evaluating properties in the National Register visit <http://www.nps.gov/nr/>

### **Section 106**

In NHPA, Congress established a comprehensive program to preserve the historical and cultural foundations of the nation as a living part of community life. Section 106 of the NHPA is crucial to that program because it requires consideration of historic preservation in the multitude of projects with federal involvement that take place across the nation every day.

Section 106 requires Federal agencies to take into account the effects of their undertakings on historic properties, and afford the advisory Council a reasonable opportunity to comment on such undertakings.

The Section 106 process seeks to accommodate historic preservation concerns with the needs of Federal undertakings through consultation among the agency official and other parties with an interest in the effects of the undertaking on historic properties, commencing at the early stages of project planning. The goal of consultation is to identify historic properties potentially affected by the undertaking, assess its effects and seek ways to avoid, minimize or mitigate any adverse effect to historic properties. At a minimum, the lead federal agency must actively consult with the State Historic Preservation Office (SHPO), federally recognized tribes/Tribal Historic Preservation Officers (THPOs), and local governments. The State Historic Preservation Office conducts Section 106 project review on behalf of the Advisory Council. The Council is only consulted on projects that might adversely affect a historic property.

For additional details about the Section 106 review process, see the Code of Federal Regulations at 36 CFR Part 800, "Protection of Historic Properties," which is available on the ACHP website at [www.achp.gov](http://www.achp.gov).

#### ***The Federal Historic Preservation Tax Incentives Program***

The Federal Historic Preservation Tax Incentives Program was established in 1977 by the National Park Service in response to the Tax Reform Act of 1976, which corrected a long-standing imbalance affecting historic buildings in the Internal Revenue Code. Before then, the tax code encouraged owners to build new building, but not to keep historic ones. Today's 20% Federal historic tax credit has been in effect since 1986.

The tax credit is only available to properties that will be used for a business or other income-producing purpose, and a "substantial" amount must be spent rehabilitating the historic building. Your building needs to be certified as a historic structure by the National Park Service and rehabilitation work must meet the Secretary of the Interior's Standards for Rehabilitation, as determined by the National Park Service.

The tax incentives program is administered by the National Park Service, and the Internal Revenue Service in partnership with the SHPO. Each agency plays a specific role:

- ⊕ SHPOs - Serve as first point of contact for property owners. Provide application forms, regulations, information on appropriate treatments, and technical assistance. Maintain records of buildings and districts listed in the National Register of Historic Places, as well as state and local certified historic districts.

- ⊕ Assist anyone wishing to list a building or a district in the National Register of Historic Places. Advise applicants on rehabilitation projects and make site visits. Make certification recommendations to the NPS.
- ⊕ National Park Service - Reviews applications for conformance with the Secretary of the Interior's Standards for Rehabilitation. Issues certification decisions in writing. Transmits copies of all decisions to the IRS. Publishes program regulations, the Secretary of the Interior's Standards for Rehabilitation, the Historic Preservation Certification Application, and information on rehabilitation treatments.
- ⊕ Internal Revenue Service - Publishes regulations on qualified rehabilitation expenses, time periods for incurring expenses, and all other financial matters concerning the 20% tax credit. Answers inquiries on financial aspects of the program, and publishes an audit guide to assist owners. Audits taxpayers to ensure that only parties eligible for the 20% tax credits use them.

Before applying, property owners should consult their accountant or tax advisor to make sure that this federal tax credit is beneficial to you. Certain income and other restrictions may have a bearing on whether an owner is able to use the credit. IRS administers the Department of the Treasury's involvement with the Federal Historic Preservation Tax Incentives Program. The IRS has provided written guidance on these complex federal regulations which is available as easy-to-read guidance in IRS Info. For more information see: <https://www.nps.gov/tps/tax-incentives/before-you-apply.htm>.

#### ***Federal Historic Preservation Laws Since 1966***

Several laws further clarify the treatment of historic resources:

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

## Alaska State Historic Preservation Program

### ***Alaska State Historic Preservation Act (1971)***

The purpose of the Alaska State Historic Preservation Act of 1971 is to “Preserve and protect the historic, prehistoric, and archeological resources of Alaska from loss, desecration, and destruction so that the scientific, historic, and cultural heritage embodied in these resources may pass undiminished to future generations.”

The Act explains how to designate monuments and historic sites, describes the administration and funding of those historic resources, and gives the state the power to acquire historic, prehistoric, and archeological properties. The legislature finds that historic resources of the state are “properly the subject of concerted and coordinated efforts exercised on behalf of the general welfare of the public.” The Act recognizes that historic resources are important to Alaskans, and therefore the state is responsible for protecting these resources. The Act includes Alaska Statutes (AS) Section 41.35.70 to establish a protocol for the “preservation of historic, prehistoric, and archeological resources threatened by public construction.”

Similar to Section 106 of the National Historic Preservation Act, AS 41.35.70 requires state agencies to identify historic resources before the commencement of construction projects, to determine whether public construction will adversely affect historic resources, and to record and/or salvage historic resources. Unlike Section 106, the Alaska Historic Preservation Act does not encourage the state to avoid public construction projects that may adversely affect historic resources, nor does it require mitigation other than recordation and salvage. At this time there are no regulation for the implementation of the Alaska Historic Preservation Act.

### ***Office of History and Archaeology***

Responsibility for Alaska’s historic preservation program lies with the Department of Natural Resources. The department’s Office of History and Archaeology (OHA) in the Division of Parks and Outdoor Recreation is the primary state office with expertise in historic preservation. It provides statewide leadership in advocating and carrying out the identification, evaluation, registration, protection, treatment, and interpretation of historic and archaeological properties in Alaska, and provides staff assistance to the Alaska Historical Commission. The office receives funding from federal and state sources. In Alaska, the Office of History and Archaeology is the SHPO.

### ***Alaska Historical Commission***

The Alaska Historical Commission is a forum for citizens' voices in the development of state history policy. Members advise the Governor on programs concerning history and prehistory, historic sites and buildings, and on geographic names.

The nine-member commission includes the Lieutenant Governor, three citizens trained in history, architecture, or archaeology, an individual representing Native Alaskans, two members recommended by the Alaska Historical Society, one member from the general public, and the State Historic Preservation Officer. Responsibilities of the Alaska Historical Commission include:

- \* Reviewing Alaskan prehistory and history materials now in print.
- \* Identifying gaps in the published coverage of Alaska's past.
- \* Identifying sources of Alaska's history.
- \* Coordinating publication of materials that present all aspects of Alaska's history.
- \* Reviewing nominations to the National Register of Historic Places.
- \* Reviewing and making recommendations on grant proposals for historic preservation projects.
- \* Determining the correct and most appropriate names for Alaska's geographic features.
- \* Serving as the state representatives for Alaska's Geographic Names Program.
- \* Advising the Governor and the Legislature on state policy and programs for the preservation of the state's historic, prehistoric, and archaeological resources.

### ***Alaska Heritage Resource Survey***

The Alaska Heritage Resources Survey (AHRS) is the State of Alaska’s primary cultural resource database. The AHRS is maintained by the Office of History and Archaeology (OHA) staff. The web based version of the AHRS, part of OHA's Integrated Business Suite (IBS), is updated daily with new and legacy information.

As the state’s primary cultural resources data repository, the AHRS contains information on over 46,700 reported cultural resources, from prehistoric to modern. The AHRS inventory includes buildings, objects, structures, archaeological and historic sites, some paleontological sites, districts, shipwrecks, travel ways, traditional cultural properties, landscapes, and other places of cultural importance. It also includes information on surveyed areas, investigation reports, and references. This information comes from a variety of sources, including agencies, cultural resource professionals, and other interested parties.

Access to the AHRS is restricted to qualified professionals and agency staff to protect identified cultural resources from destruction.

The federal Freedom of Information Act, National Historic Preservation Act, and the Archaeological Resources Protection Act all legally support the restricted nature of database

access. AHRS access restrictions are also supported by Alaska state law AS 40.25.110 and Alaska State Parks Policy and Procedure No. 50200. Access to the database by potential users is screened through the AHRS Manager.

### **Alaska State Historic Preservation Plan**

NHPA calls on State Historic Preservation Offices to “prepare and implement a comprehensive statewide historic preservation plan.” National Park Service guidelines for the federal historic preservation program call for a plan that: “(1) meets the circumstances of each State; (2) achieves broad based public and professional involvement throughout the State; (3) takes into consideration issues affecting the broad spectrum of the historic and cultural resources within the state; (4) is based on the analyses of resource data and user needs; (5) encourages the consideration of historic preservation within broader planning environments at the federal, state, and local levels; and (6) is implemented by SHPO operation.”

Implementation of this plan is a shared responsibility that includes the Office of History and Archaeology (OHA) and encompasses the efforts of a wide range of interested individuals, organizations, businesses, nonprofits, and government entities including the MOA. It is a statewide tool to guide cooperative efforts to preserve Alaska’s cultural heritage. The plan is intended to guide the state’s historic preservation community to focus on selected goals and objectives. *Saving Our Past: Planning for Our Future* is the most recent State-wide historic preservation plan adopted in 2017.

The plan established a vision for Historic Preservation in Alaska:

*Alaskans respect our collective heritage. We view historic preservation as an essential strategy to promote our communities’ unique identities and as an important component of economic, environmental, and social sustainability. Alaskans are empowered with the knowledge and tools needed to advocate for an inclusive approach to preservation that is appropriately balanced with development. Alaska’s preservation community includes a network of people from diverse cultures, backgrounds and disciplines. We work in partnership to identify, preserve, protect, and interpret the state’s cultural, historic, and archaeological resources ensuring that our heritage is passed on to future generations.*

The *MOAHPP* aims to empower the MOA to create stronger historic preservation policy at the local level while supporting the goals identified in *Saving Our Past: Planning for Our Future*. The *MOAHPP* supports preservation programs recommended by the state plan—including

zoning changes, design review, and property tax incentives. Please see this website for more information: <http://dnr.alaska.gov/parks/oha/planning/savingourpast.htm>

### ***Alaska Historical District Revolving Loan Fund***

The Alaska Historical District Revolving Loan Fund, which is currently unfunded, was established under the Alaska Department of Commerce, Community, and Economic Development, is an incentive to rehabilitate historic properties located within established historic districts listed on the National Register of Historic Places. The Loan Cap for an historic district is \$150,000,000, while loans for an historic property within the district are only \$250,000.

Anchorage’s Fourth Avenue became a Revolving Fund Historic District between D and G streets in 1986. This Loan Fund District included eight historic properties: Old Federal Building, 4th Avenue Theatre, Old City Hall, Anchorage Hotel Annex, the Wendler Building, Felix Brown’s, the Loussac Building, and the Loussac-Sogn Building. The *MOAHPP* recommends research into the achievement of the Loan Fund District and the provision of a status report as an Action Item with this plan.

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## 3 | Historic Preservation in Anchorage

### Municipality of Anchorage's Historic Preservation Program

The MOA has been actively supporting historic preservation activities, including establishing codes and ordinances, documenting landmark properties, and nominating landmark properties since the late 1970s.

#### Patterns of the Past

*Patterns of the Past*—published by the MOA Planning Department—as the foundation for historic preservation planning remains the seminal resource, for determining the existence, or loss of landmark properties identified in those early years.

#### Historic Properties Designated

Several historic buildings have been saved and restored over the decades including private residences, and significant historic sites respectively, such as the Oscar Gill House, the Oscar Anderson House, and the Historic Pioneer Schoolhouse.

#### Plans with Historic Preservation Goals and Action Items

Several Municipal-adopted neighborhood, district and area comprehensive plans include historic and cultural preservation policies, goals, and action items. These preservation and revitalization efforts have built upon each other over the years and found some success. Some attempts at preservation and revitalization have failed like the Adopt-A-House Program in the 1980s, leaving a legacy of undeveloped parking lots throughout Downtown (*Anchorage Daily Times 2/21/88*).

#### Anchorage Historic Preservation Commission (HPC) (AMC 4.60.030)

The Anchorage Assembly established the Anchorage Historic Preservation Commission (HPC) as an 11-member body in January 2007 to “encourage and further the interests of historic preservation by identifying, protecting, and interpreting the MOA’s significant historic and cultural resources for the economic and social benefit of the community.” AMC 4.60.030 charges the [HPC with certain duties](#): See *Introduction* for those duties and the *Appendix*.

#### Designation as a Certified Local Government (CLG)

The MOA meets its requirements as a *Certified Local Government* by adopting a Municipal historic preservation plans. An adopted plan is intended to assist the MOA in qualifying for CLG grants from the National Park Service CLG Program fund. The MOA has been a CLG since the late 1990s.

The National Park Service defines the CLG Program to:

- \* Ensure widespread participation of local governments in the national historic preservation program while maintaining standards consistent with the National Historic Preservation Act (NHPA) and the Secretary of the Interior’s Standards and Guidelines for Archaeology and Historic Preservation (Secretary of the Interior’s Standards).
- \* Enrich, develop, and maintain local historic preservation programs in cooperation and coordination with the State Historic Preservation Officer (SHPO).
- \* Provide financial and technical assistance for these purposes.

#### Completed Historic Resource Surveys

Historic resource survey studies and context statements provide information about the built environment. Survey studies are essential because they form the foundation of a city’s preservation program by identifying and discovering significant buildings, landscapes, sites, objects, etc. This allows residents and planners to incorporate these resources into planning and development decisions. Briefly, context statements provide information on the settlement history, important people, and types of developments, cultural and historic elements, and quality of life elements. The survey study compiles the context statement and survey results into a study report that provides a comprehensive overview of an area.

Government Hill – Stephen Braund & Associates, Downtown and Ship Creek – Anchorage Historic Properties Inc., South Addition – BGES with Page & Turnbull, Fairview – BGES, Mountain View – North Wind, Inc. have surveys.

AKDOT did not publish a survey report for the Highway-2-Highway (H2H) project. However, the draft of this survey provided invaluable information for this Plan. Each survey study is an

in-depth look and description of the built environment including architectural types, landscaping, and history of development. Notable people and notable events that could have occurred in the area are also considered. A photo catalog that includes each notable property, initial determinations of eligibility for listing on the National Register are included.

### **CityView Historic Property Database**

The *4NHPP* established a Consolidated Access Database that includes survey information from Government Hill, Downtown, South Addition, Fairview and Ship Creek. The CityView search application is available online at Muni.org. CityView provides a one-stop place to search historic properties. Hard copies may also be reviewed at the MOA's Long-Range Planning Division or at the Alaska State Historic Preservation Office.

### **Determination of Eligibility (DOE)**

Infrastructure projects involving historic resources may require completion of a DOE when the project uses federal funding. Projects could include roadway, cell tower, trail, airport, port, or defense projects. The DOE process includes research to determine if there are historic or cultural properties within what is termed the "Area of Potential Effect."

The National Historic Preservation Act requires federal agencies to consider the impacts of their undertakings on properties included in or eligible for the National Register of Historic Places. This is commonly called Section 106 review. The first step is to determine if historic or archaeological sites that might be impacted by a project are significant and retain enough physical integrity to make them eligible for listing in the National Register of Historic Places. The legal responsibility for the determination of eligibility (DOE) resides with the managing federal agency, and includes state and local governments when they assume the responsibility of a federal agency under certain programs.

### **DOEs prior to a National Register Nomination**

Historic Properties and Historic Districts eligible for the National Register of Historic Places may also receive a DOE before a National Register Nomination is completed. The DOE assists in the decision making process, and can save time and funding. There are currently over *150 properties* throughout the MOA determined "Eligible" for listing on the National Register of Historic Places. The AHRS includes and maintains the DOEs.

### **Historic Preservation Tools and Incentives Available to Municipal Property Owners**

Education and outreach regarding Federal historic preservation incentive programs could increase use of historic preservation incentives in the MOA. In addition to the incentives

previously mentioned New Market Tax Credits, Low-income Housing Tax Credits, TIF and Energy Credits are available in other areas and with support could be used here.

### **Anchorage 2020: Anchorage Bowl Comprehensive Plan & Incentives (Anchorage 2020)**

*Anchorage 2020 – Anchorage Bowl Comprehensive Plan* (AMC 21.01.080) includes the following components: land use plans that give broad, overall policy direction; functional plans that provide specific direction on specific topics.

These topics or program areas include environmental quality, streets and highways, historic preservation, and parks; and area specific plans that provide details for a particular geographic area. The Anchorage Assembly will adopt the *MOAHPP* as an element of the comprehensive plan (as noted in Illustration #2)

### *Policy #51 and Implementation Strategies*

"The Municipality shall define Anchorage's historic buildings and sites and develop a conservation strategy." *Functional Plan (Historic Preservation Plan)*: Study of and recommendations for the city's future preservation needs. *Neighborhood or District Plans*: Detailed plans or studies for defined geographic area. *Conservation Easements*: a third-party conservator purchases the property rights to protect the building. *Development Rights-Purchase*: Property owner sells development rights to a government agency. *Development Rights-Transfer*: Property owners buy development rights from another property owner or sell them to others. *Anchorage 2020* can also establish local preservation incentives.

### **Mitigation for Large Infrastructure Projects**

Mitigation funding must be a line item for projects that remove or greatly influence historic and cultural properties and districts. Mitigation funding must also be available and adequate to replace housing and businesses that contribute to our quality of life, and make our neighborhoods places where we want to live, work, and play. Mitigation funding will keep our community whole and prosperous, and allow the community to save the important historic and cultural resources that we have.

### **1980s Historic Preservation Planning and Projects**

In 1981, Anchorage voters approved a measure to fund "Anchorage Historic Railroad Town," a preservation-related project that was considered under the MOA's "Project 80s" development program. The measure granted \$4.5 million to fund the project; a series of municipal actions reduced the allocation to \$2.7 million.

Early preservationists first proposed the idea for Railroad Town in the late 1970s in response to the loss of many of the city's earliest and most significant buildings. The proposal would have relocated historic houses to 3<sup>rd</sup> Avenue and E streets (current site of the Saturday Market), to spark commercial development and save the buildings from demolition. Historic

preservation was only one component of Railroad Town: the vision included replication of historic office and retail spaces, as a means to revitalize the eastern sector of Downtown. The 1986 Historic Anchorage Preservation Program was important in the MOA's preservation planning program as one of the first [documents](#) to describe why Anchorage should value historic resources.

### ***MOA Code in Support of Historic Preservation***

The following sections of the Anchorage Municipal Code (AMC) are most relevant to historic preservation, and *MOAHPP* frequently references them.

### **Historic Sign Designation (AMC 21.47.090)**

Historic sign regulations (Regulations for Nonconforming Signs, AMC 21.47.090) states the Urban Design Commission may grant exceptions to sign regulations to protect historic signs. Qualified historic signs must: have been in continuous use at its present location for more than 40 years; not have significant alteration; be structurally safe or made so without compromising its historic integrity; and continue to be beneficial to the public good. The sign must be of unique/exemplary design or be associated with a significant historic/cultural event.

### **Zoning Ordinance (Title 21)**

[Title 21](#) guides the development of the built environment in the MOA. Title 21 regulates zoning, subdividing, and development standards.

### **Anchorage Historic Preservation Project Fund (AMC 6.100)**

Anchorage Municipal Code (AMC) Chapter 6.100 established the Historic Preservation Project Fund 740. The monies were generated through public donation or on the loan payments, interest, sales, or lease of historic properties in that city. The purpose of the fund is to identify, initiate, negotiate, and administer historic preservation projects in Anchorage. The Long-Range Planning Department administers the Historic Preservation Project Fund.

### **Economic Development or Deteriorated Property (AMC 12.35)**

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

- \* Economic Development Property: New income-producing properties may receive partial or total exemption from real and personal property taxation for up to five years (AMC 12.35.040).

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

These incentives are intended to encourage redevelopment of underutilized, or deteriorated properties to boost economic development. Although these incentives neither focus on nor tailored to historic preservation, they could be useful tools to implement the historic preservation goals of the *4NHPP* and *MOAHPP*, and the Downtown Comprehensive Plan. The [Anchorage Downtown Partnership Inc.](#), is the driving force behind Downtown development.

### **Historic Area Overlay Districts**

Developing and adopting overlay districts is a process that requires community input, and Anchorage Planning & Zoning Commission recommendation of approval to the Anchorage Assembly. A Historic Area Overlay District is another zoning tool that could restrict certain development, and provide guidance for maintaining the historic context of an area. Title 21 allows the adoption of overlay districts. Examples include the Eklutna Village Overlay District, and the Eagle River Central Business District. Overlay districts can include design guidelines, zoning and land use direction. The Eklutna Village Overlay District defines the types, numbers, and locations of utilities and other infrastructure improvements. The Eklutna Overlay District is discussed in more detail in the *MOAHPP Community Council History and Windshield Survey Report*.

The *Fairview Neighborhood Plan* proposed four overlay districts and defines the elements that could be included in an overlay district. Drafting an overlay takes time, commitment, and understanding by the residents and business owners who need to support and ultimately approve the limitations that an overlay might impose.

Three different chapters of Title 21 would be amended to adopt a landmark overlay district;

- \* 21.04.070 – Anchorage Bowl and Turnagain Arm
- \* 21.09.040.F – Girdwood
- \* 21.10.040.G. – Chugiak/Eagle River/Eklutna areas

*Please see these chapters of code for detailed information on process, what must be included to adopt an overlay district.*

### **Heritage Land Bank (AMC 25.40)**

The MOA established a Heritage Land Bank (HLB) for the purpose of managing uncommitted Municipal land and promoting orderly development in accordance with the goals of the comprehensive plan. The HLB is responsible for acquiring, identifying, managing, and transferring municipal lands. A seven-member HLB Advisory Commission advises the Heritage Land Bank. The HLB Advisory Commission comments on management of MOA-owned historic properties.

### Other MOA Plans with Preservation Goals, Policies and Actions

The MOA has several adopted plans that include historic and cultural preservation policies, goals and action items. This section is intended to be a convenient reference to these policies, goals, and action items for wide community use as development projects are proposed, planned, and constructed, to ensure that historic and cultural resources are identified and protected. The *MOAHPP Community Council History and Windshield Survey Report* provides additional detail and should also be referred to and used as development projects are considered. Additionally, any Section 106 review will use the historic property survey and context statements completed for Downtown, Government Hill, South Addition, Fairview, Mountain View, and Ship Creek.

#### **Destination Downtown: Anchorage Downtown Comprehensive Plan (A.O. 2007-113)**

The ADCP established the overarching goal of creating a "Downtown for All." Additional goals of the ADCP include the creation of more housing Downtown, development incentives, improved transportation connectivity, activation of the ground floor of businesses, and creation of a sensible regulatory framework. Fourteen of Downtown's most prominent historic resources were identified as assets to the neighborhood in the "Existing Conditions Analysis" completed during the early stages of the ADCP planning process. This is good news for historic preservation. Continued support and community-wide recognition of these 14 historic buildings were reiterated through the HPP public comment process. The following DTP goals support the *MOAHPP*.

- \* Promote public awareness of Downtown's historic resources and their value for the future of Downtown and the overall community;
- \* Promote consideration of historic resources in planning and development decisions by the public and private sectors;
- \* Promote strategic partnerships to further the interests of historic preservation; and
- \* Leverage historic resources as cultural and economic development assets for the future growth and vitality of Downtown.

#### **Chugiak/Eagle River Comprehensive Plan Update (A.O. 92-133 amended by A.O. 2006-93 (S-1) :**

- \* **Growth:**
  - \* Preserve and enhance the identities of established community areas.
  - \* Promote appropriate infill development in the community.
  - \* Maintain the area's small town character and, where appropriate, protect the opportunity to maintain a rural lifestyle.
- \* **Community Design:**
  - \* Protect features that are valuable to the community identity and the natural and aesthetic qualities.
- \* **Parks, Open Space, Greenways**
  - \* Establish a public acquisition program for greenbelts and a trail system which gives priority to areas that have been used historically for wilderness access or recreational use.
- \* **Historic and Archeological Resources:**
  - \* Prepare and inventory of historic sites and buildings to be considered for the National Register of Historic Places/ For MOAHPP and for the Anchorage Local Historic Register and Anchorage Local Historic District.
  - \* Establish a museum to house and display artifacts representing the history and archeology of the Chugiak/Eagle River Area.

#### **Fairview Neighborhood Plan (A.O. 2014-108)**

Area Specific Policies/ Implementation Items

- \* **1.8 Preserve local historic buildings and neighborhoods;** strengthen the historic character of Fairview.
- \* **2.4 Implement the Gambell Street Redevelopment and Implementation Plan –** reduce Gambell to three lanes, improve sidewalks, underground utilities, add street amenities, study and adjust zoning to allow for more pedestrian interaction, perhaps establishing maximum setbacks for commercial development.

#### **Ship Creek Framework Plan (A.O. 2013-38)**

Section 2.5 provided an overview of Dena'ina prehistory. Historical development in Ship Creek follows with mention of mostly Alaska Railroad buildings identified as historic and potentially eligible for listing on the National Register of Historic Places.

**UMED District Plan (A.O. 2015-140)**

Opportunities for Preservation included the following:

- \* APU Campus: APU Ski Trails (AN -03972, ANC-03982, ANC-03983) constructed for the cross-country ski program (1967-1969), Gould Hall (ANC-03972), and the Jim Mahaffey Ski Shack.
- \* UAA Campus: ACC buildings north of Providence Drive.
- \* 4010 Piper Street.
- \* Private properties.

**Government Hill Neighborhood Plan (A.O. 2013-11, amended A.O. 2015-018)**

Area Specific Policies/ Implementation Items (*excerpted from 4NHPP and GHNP*):

- \* 1.4 GH Maintain and enhance safety of existing historic trails, and improve connections to Downtown, Coastal Trail, and open space network.
  - o 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.
- \* 2.1 Retain and preserve the historic and cultural resources identified during the HPP public outreach process and recorded in the Consolidated Historic Resources Inventory.
- \* 3.9 GH Interpret history of Government Hill
  - o 3.9.1 GH Add biographical information to street signs in Government Hill, which are named after Alaska Railroad workers.
  - o 3.9.2 GH Incorporate interpretive signs for all the historic mini districts on Government Hill.
  - o 3.9.3 GH Publicize results of "Government Hill Oral Histories Project."
- \* 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."
- \* 5.7 GH Implement the Government Hill Neighborhood Plan, as parallel effort to HPP, to manage future growth in the Government Hill area.

- \* 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*.
- \* 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.
- \* 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.*

**Girdwood Area Plan (A.O. 94-238S, amended Girdwood South Townsite Area Master Plan 2014)**

*Girdwood South Townsite Area Master Plan (2014)* Specific Policies/ Implementation Items

- \* Make efforts to develop signage and art that relates the unique history and character of the town.
- \* Maintain the New Girdwood Town site as the primary town center and develop it to match the trend of live, work, play.
- \* Retain small-town character through attention to scale, views, the natural environment, and pedestrians.
- \* Redevelop the intersection of Egloff Drive and the Alyeska Highway to better connect the North and South parts of [new] town site.
- \* Encourage diverse commercial and housing development around the intersection of Egloff Drive and the Alyeska Highway.
- \* Create pedestrian public spaces.
- \* Develop town-center with street-edged buildings.
- \* Develop affordable and modestly priced housing options near the town site.
- \* Plan development around non-vehicular and future transportation, bikes, skis, or public transit.

### ***Girdwood-Iditarod Trail Route Study (1997)***

- \* Create a multiuse path along an abandoned wagon road, believed to be the Iditarod National Historic Trail, parallel to Glacier Creek, complete with underpasses below major roads and bridges over creeks.

### ***Girdwood Area Plan (1995)***

- \* Buffer or reroute popular and historic trails to avoid new development.
- \* Assess municipal land holdings to form master plans for development; these will identify park, trail, and significant historic resource locations, and designate land uses.

### ***Turnagain Arm Management Plan (1994)***

- \* Develop recreational trails, amenities, ski resort, and commercial and residential areas in the lands along Glacier, Winner, and Crow Creeks near the Glacier/Winner Creek massif while maintaining backcountry character.
- \* Design roads and infrastructure to be efficient and esthetically pleasing.
- \* Develop means of coordinating contemporary mining with the historic Crow Creek mining district.
- \* Develop trailhead access to the California Creek Trail and other local trails.

### ***Mountain View Targeted Neighborhood Plan (A.O. 2016-101)***

1. MVTNP – Policy 4.2 – Make Mountain View more bicycle and pedestrian friendly.
  - a. 4.2. a. Create an attractive series of way-finding elements for trails.
  - b. 4.2. c. Connect the Ship Creek and Glenn Highway trails through an on-street bicycle route.
2. MVTNP – Policy 5.2 – Build new high-quality housing units that fit the neighborhood’s character and needs.
  - a. 5.2. b. Maintain the availability of affordable housing for renters and homeowners.

### ***Interpretive Plan for the Seward Highway Scenic Byway (1993)***

- \* Develop boardwalk and interpretive sites on Girdwood flats.

See [Alaska.org](http://Alaska.org) for an interesting overview of Anchorage’s Four Original Neighbourhoods, this information is hosted as a courtesy by Bob and Yael Kaufman.

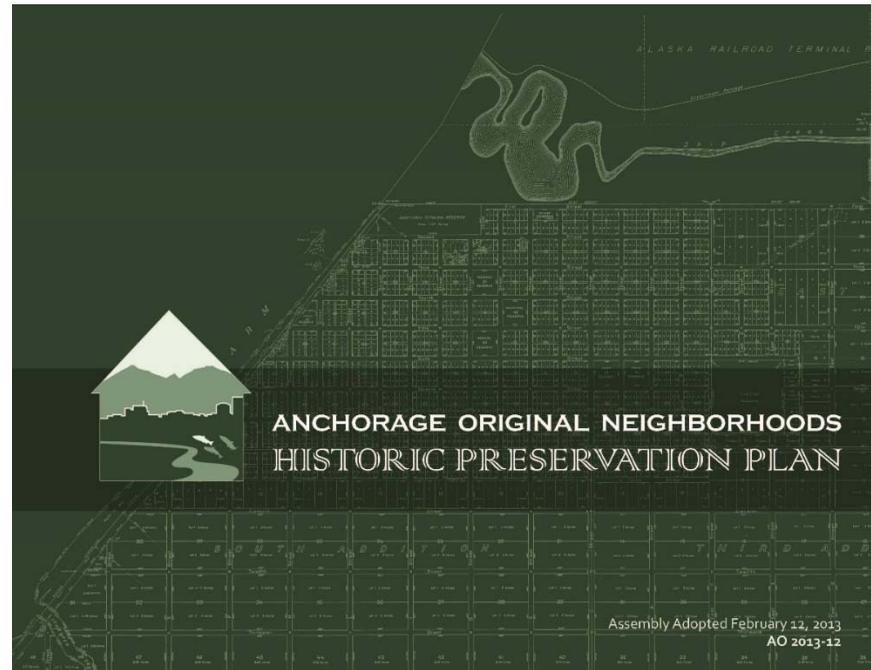


### ***Anchorage's Four Original Neighborhoods Interpretive Plan – 2015 (AFONIP)***

The *AFONIP* was completed in 2015 to support interpretive projects initiated for Anchorage’s Centennial. Interpretive themes in the plan were used for the Eklutna Bridge replacement project, and Campbell Airstrip Road and Trail project, both mitigation for the loss of historic resources. The planning effort involved a partnership with Alaska Native Tribal representatives from Native Village of Eklutna, Tyonek Native Corporation, Cook Inlet Tribal Council, Knik Tribal Council, Alaska State Parks Interpretive Planning Section, several community participants, HPC, and Long-Range Planning.

### ***Anchorage Original Neighborhoods Historic Preservation Plan, A.O. 2013-12***

The Vision, Goals, and Policies for the 4NHPP will remain relevant and continue to guide historic and cultural preservation efforts and action items in the four original neighborhoods. The 4NHPP is available in hard copy from the MOA's Long-Range Planning Division or online.



### **Local Preservation Organizations**

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

#### **Alaska Association for Historic Preservation (AAHP)**

The Oscar Anderson House (1915) is the current headquarters of AAHP and its partner organizations. The AAHP was founded in 1982, as a statewide nonprofit organization dedicated preserving Alaska's prehistoric and historic resources. AAHP's primary tasks are to aid in preservation projects across the state and to serve as a liaison among local, statewide, and national historic preservation groups. Currently, AAHP is headquartered in the historic Oscar Anderson House in Anchorage.

Duties and activities of AAHP include:

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

#### **Anchorage Woman's Club (AWC)**

The AWC was founded in 1915, by Jane Mears. Jane Mears Middle School is named for Jane, wife of Colonel Mears, Commission Chairman and Chief Engineer of the Alaska Engineering Commission (Kit Crittenden – *Get Mears*). Encouraged by intrepid leader Jane, the AWC's primary goal was to oversee construction of the city's first school. This became the Pioneer Schoolhouse. The building was used for one year as a school. Quickly outgrown, the Pioneer Schoolhouse became a public meeting hall, renamed Pioneer Hall, until it was saved and moved by the AWC after the 1964 Good Friday Earthquake.

The Pioneer Schoolhouse was saved from demolition and remains today one of the hallmark buildings of Anchorage's settlement. The building is now located on the corner of East Third Avenue and Eagle Street in Ben Crawford Park. The AWC leases the Pioneer Schoolhouse from the MOA, and has maintained and managed the building since 1965. The AWC awards college scholarships annually to young women in our community.

Each spring the AWC performs re-creations of the 1915-School Days for Anchorage School District students. The group also performs other community service efforts, and hosts fund-raisers and event.

### **Cook Inlet Historical Society (CIHS)**

The Cook Inlet Historical Society (CIHS) was founded in 1955, to focus on the history of the Anchorage area. Shortly thereafter a goal was adopted to raise funds for the establishment of an Anchorage museum. Jack and Nellie Brown were among the original founders of the Cook Inlet Historical Society according to Mary J. Barry's, *Jack and Nellie Brown: Pioneer Settlers of Anchorage, Alaska*. Nellie remained famous for her historic acumen until her passing.

The CIHS provides a forum by which to explore the local history and ethnography of the Anchorage area, and the Cook Inlet region. Much of the material the CIHS has researched makes up the permanent Alaska Gallery exhibit in the Museum. CIHS helped plan and facilitate many events for the Anchorage 2015 Centennial.

### **Anchorage Museum**

The Anchorage Museum, located at 625 C Street, opened its doors in 1968. The Anchorage Museum brings the best of Alaska to the world and the best of the world to Alaska. Through a combination of art and design, history, science and culture, the Anchorage Museum creates a rich, deep understanding of the human experience and offers something for everyone.

*Mission:* The Anchorage Museum connects people, expands perspectives, and encourages global dialogue about the North and its distinct environment

### **Other Potential Partners**

Other potential partners in planning and implementation projects include:

- ⊕ AIA Alaska Chapter
- ⊕ Alaska Aviation Museum
- ⊕ Alaska Department of Fish and Game
- ⊕ Alaska Department of History and Archeology
- ⊕ Alaska Heritage Museum at Wells Fargo

- ⊕ Alaska Jewish Museum
- ⊕ Alaska Marine Conservation Council
- ⊕ Alaska Museum of Science and Nature
- ⊕ Alaska Native Heritage Center (I didn't see it on the list)
- ⊕ Alaska State Troopers Museum
- ⊕ Alaska Veterans Museum
- ⊕ Anchorage Downtown Partnership
- ⊕ Anchorage Economic Development Corporation
- ⊕ Anchorage Park Foundation partners with muni for parks, trails)
- ⊕ Anchorage School District
- ⊕ Anchorage Ski Club
- ⊕ Bureau of Indian Affairs
- ⊕ Bureau of Land Management
- ⊕ Campbell Creek Science Center
- ⊕ Chugach State Park
- ⊕ Chugach National Forest
- ⊕ Cook Inlet Tribal Council
- ⊕ Cook Inlet Regional Incorporation
- ⊕ Federation of Community Councils – Community Council Leadership and members
- ⊕ Friends of Nike Site Summit
- ⊕ Girdwood Roundhouse Museum
- ⊕ Great Land Trust
- ⊕ Iditarod Historic Trail Alliance
- ⊕ JBER – Planning, and Culture Resources Department
- ⊕ Kenai Mountains – Turnagain Arm National Heritage Corridor
- ⊕ Knik Tribal Council
- ⊕ Native Village of Eklutna and Eklutna Inc.
- ⊕ National Park Service
- ⊕ University of Alaska Anchorage – Anthropology, History, and Alaska Native Studies
- ⊕ Visit Anchorage

## Involving Alaska Native Peoples in Historic Preservation

Alaska Native Peoples, Tribal, and Corporation support of the Anchorage Historic Preservation Program begins with communication and outreach at every opportunity. This outreach includes consultations on plans, projects, land development, and programs.

Through this valuable consultation MOA efforts are able to correctly portray the long history of the Alaska Native Peoples including the presence and importance of culturally significant resources.

In addition to archeological and architectural resources, Alaska is rich in cultural and tribal resources. Federally recognized tribes in the Cook Inlet include Chickaloon Village Traditional Council, Native Village of Eklutna, Kenaitze Indian Tribe, Knik Tribal Council, Ninilchik Traditional Council, Salmatof Tribal Council, Seldovia Village Tribe, and Native Village of Tyonek. Ancestors of these groups regularly used the Anchorage area for hunting and fishing.

These stories can be shared, especially positive and/or modern ones, through interpretation of the Alaska Native Peoples' stories. These efforts help the community recognize the role of the Alaska Native Peoples in the settlement of Anchorage, and can teach us about cultural practices, which are every bit as valuable as prehistoric stories.

The established Tribal groups and councils are contacted for consultation on a government-to-government basis for Section 106 projects.

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

### **Alaska Native Claims Settlement Act (ANCSA)**

The Alaska Native Claims Settlement Act (ANCSA) is the federal legislation established Alaska Native governance structure. The provisions of the law are summarized by the University of Alaska's Justice Center as follows:

Passed in 1971, ANCSA extinguished Native land claims to almost all of Alaska in exchange for about one-ninth of the state's land plus \$962.5 million in compensation. Native land title was conveyed to 12 regional and 200 local village corporations chartered under Alaska state law.

ANCSA changed the relationship between Natives and the land from one of co-ownership of shared lands to one of corporate shareholding; i.e., land ownership was based on a corporate model, and governmental entities, including traditional or IRA [Indian Reorganization Act] "tribal" governments, were bypassed according to UAA [ISER web publication](#).

The corporation system established by ANCSA differs from the reservation systems used in the Lower 48. Under ANCSA, Alaska Natives became shareholders in the regional and village for-profit corporations. Cook Inlet Region, Inc. (CIRI) is the regional Native Corporation for the Cook Inlet. CIRI also has four affiliated nonprofit organizations.

The CIRI Foundation provides education funding and services; Cook Inlet Housing Authority provides affordable housing and economic development opportunities; Cook Inlet Tribal Council provides social, educational, and employment services; and the Southcentral Foundation provides health care and related services.

The Alaska Native Heritage Center, Koahnic Broadcast Corporation, and the Alaska Native Justice Center were also founded by CIRI. Visit the CIRI website for more information about CIRI and its nonprofit foundations' involvement in [cultural preservation activities](#) in Anchorage and beyond.

These corporations are not considered government bodies to be consulted with in a government-to-government basis. However, due to the investments in historic properties held by corporation subsidiaries, such as Cook Inlet Housing Authority, CIRI and Eklutna Inc., representatives have always been included in the MOA's historic preservation planning and project efforts.

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## 4 | Occupation and Settlement

### Occupation and Settlement Overview

The following brief overview of the occupation and settlement of the Anchorage area starts with the prehistorical occupation by Dena'ina Athabascans. This information is intended to assist the community in understanding our unique heritage and culture. This section also includes movements and legislative efforts influencing the MOA's built and cultural environment including Homesteading, Midcentury Modern, Alaska Native Settlement Claims Act, and the establishment of Anchorage's regional trail system.

References are included in the *Bibliography*. Additionally, the *MOAHPP Community Council History and Character Summary Report* provides more detailed prehistory and historic documentation of occupation and settlement, published as a separate document. Some of the following information was also excerpted in part from the *ANHPP*.

#### Pre-Dena'ina Occupation

The early prehistory of Cook Inlet is poorly known. As currently understood the early prehistory of the Cook Inlet area is characterized by a series of cultural traditions originating in neighboring areas, briefly occupying the region, and leaving or being replaced. At least seven traditions with affiliations to the Alaska Peninsula, Kodiak, Prince William Sound and western Interior Alaska are known.

Evidence prior to 4,000 years ago is sparse and ambiguous. A handful of artifacts from undated sites on the Kenai River, at Beluga Point, and in the Matanuska-Susitna valleys are linked on stylistic grounds to four traditions better known elsewhere. The four candidate traditions are American Paleoarctic, Northern Archaic, and Ocean Bay and/or Arctic Small Tool traditions. American Paleoarctic materials could be as old as 5,000 years around Cook Inlet (Reger 1998, 2004, Workman 1996, 2000).

Between 900 BC and AD 500, or possibly 100 AD, the area was occupied by people of the Kachemak tradition. Kachemak is best known from Kodiak but the type site is the Yukon Island Great Midden (SEL-00001) across Kachemak Bay from Homer.

Kachemak sites in Cook Inlet typically consist of 3-5 houses on a river terrace where a stream enters the river. The Kachemak people appear to have retreated to Kodiak as early as 500 AD. Their departure left the land open for Dena'ina occupation.

#### Dena'ina Occupation

The Upper Cook Inlet Region, from the Knik River in the north to the Turnagain Arm in the south was first home to Alaska Native People groups, primarily the Dena'ina. Russian, Canadian, and European trappers entered Dena'ina Country hunting furs, while Christian and Orthodox priests converted Natives from the late 1700s to the mid-1800s. Remnants of this time period are present at the [Eklutna Historical Park](#), home to the oldest standing building in Anchorage. The old Saint Nicholas Church, moved to this location in 1900, was constructed in Knik as early as 1830.

#### ***History of the Dena'ina Athabascans of Upper Tikahtnu (The Upper Cook Inlet)***

The following *History of the Dena'ina Athabascans of Upper Tikahtnu (The Upper Cook Inlet)* was written by the Cultural and Education Department of the Knik Tribal Council, and is quoted in its entirety.

#### **Preface**

The Dena'ina Athabaskan people are the indigenous people of *Tikahtnu* (Cook Inlet) area and southcentral Alaska. There are four distinct dialects of Dena'ina; Upper Tikahtnu, Outer Tikahtnu, Lakes region, and Interior (middle Kuskokwim; near the Stony River). The lands and waters of Upper Tikahtnu: Anchorage, Eklutna, Knik, Wasilla, Palmer, Girdwood, and Chickaloon lie within *Dena'ina Etnena* (Dena'ina Country). Specifically, it is home to the K'enaht'ana, the indigenous people of *Nuti* (Knik Arm), who today are members of Eklutna (*Idlughet*) and Knik (*K'enakatnu*) Tribes. Following the recession of the glaciers in *Tikahtnu*, a large valley was created and fed by many rivers. The Matanuska and Knik Rivers today come together at their confluence with Knik Arm; however, it is probable that at one time they joined as one river, discharging into Tikahtnu at the strait between Anchorage and Point MacKenzie. Subsequent earthquakes, land-slides, flooding and erosion have widened the channel between the two points, creating Knik Arm.

*Shem Pete—*

*"From Mackenzie across to Dgheyay Leht (Ship Creek) used to be a short distance, like a river, they used to tell me. They cut fish with an ulu knife out there. They used to speak to them and toss the ulu back and forth, they told me. "Impossible," I told them. But then it happened that it got wider. It might have eroded about a mile. But before, the banks were close together and they used to toss the ulu back and forth. I heard that from those old people."*

### **Early Dena'ina History**

Near the end of the last ice-age 10,000 to 7,000 years ago, as the glaciers in the *Tikahtnu* receded, it opened a corridor to fresh new lands and access to the ocean, allowing human occupation. Approximately 6,000 years ago, salmon began to spawn in *Tikahtnu* waters; it didn't take long for people to take advantage of their abundance. Around 2,000 years ago the Dena'ina Athabascans were a thriving culture in *Tikahtnu*.

Protected by the Chugach and Talkeetna Mountains and the great Alaska Range, they fished, hunted, trapped and gathered wild plants in and around numerous glacially fed rivers, streams and lakes.

By the time the British and Russians came ashore in Outer Tikahtnu during the late 1700s the Dena'ina were already a dynamic, a socially complex, and wide-spread people, with a matrilineal clan system. Their language "is one of the most complex languages in the world. It's harder than differential calculus." The Dena'ina Athabascans transitioned from nomadic people following the seasonal cycles of migratory games, to becoming a semi-sedentary people, taking advantage of the abundant resources in the rich Matanuska-Susitna Valley.

They established many villages in Upper Tikahtnu area:

- \* Winter quarters were near the confluence of a lake with a river or stream for fresh water and fish;
- \* Fish camps in the spring and fall were often located on the coast, at the mouth of a river; the Dena'ina took advantage of salmon runs from the ocean; and
- \* Hunting camps in the mountains; the men often established observation points for locating large game and sometimes
- \* People from other clans and tribes while the women collected berries and small game.

Their villages, composed of small hamlets, were generally clustered around the numerous lakes, rivers and streams that cover the landscape.

During pre-contact, the estimated population for the Dena'ina Athabaskan in Tikahtnu was about 3,000-5,000, but little was known of the population numbers of the Dena'ina north of the Alaska Range in the interior; the entire Dena'ina population could have been much higher.

In Alaska, there are 21 indigenous cultures that interacted by friendly and not so friendly means. Wars were fought for many reasons, but hunting and fishing rights commonly caused conflict. The relations between the Dena'ina and other indigenous groups (particularly the Sugpiaq/Alutiiq and Yup'ik peoples) were somewhat hostile. Dena'ina tribes had fairly good relationships with other indigenous groups through trade and intermarriage depending on resources.

All indigenous peoples gained knowledge from other tribes, thereby reshaping their traditional customs through interaction with other cultures. The Dena'ina of southcentral Alaska were in an enviable position, having access to many tribes, their tools and artwork reflect borrowed and incorporated traditions from contact with other cultures.

### **Dena'ina Traditional Territory**

As the Dena'ina adapted to this land, their numerous housepits, cache-pits and remains of campsites have characterized the landscape as Dena'ina territory. They established villages, hunting and fishing camps, gathering sites, and trails. They defended their territory against Yup'ik, Sugpiaq, Russian, and Euro-American encroachment. As a whole, the Dena'ina collective territory equaled in size to the state of Wisconsin.

Within their territory; tribes, clans, and families had separate use areas. Every tributary draining into *Tikahtnu* was considered Dena'ina territory. The Dena'ina made use of all the waterways from the headwaters to the mouth of every inlet, bay, river, creek, stream, and lake. The traditional lifestyle of the Dena'ina was to be one with the environment; they were the dominant species, but spiritually, they were part of the environment and equal with the animals who call the Dena'ina *Qutsidghe'i'ina* "Campfire People."<sup>23</sup>

The Dena'ina created and adhered to a form of government with laws, punishment, structured society, spiritual practices, medicines, food, shelter, hunting, fishing, gathering, and harvesting technology. Dena'ina spirituality believed that every plant and animal within their ecosystem or environment served a purpose, and each had a spirit that if harmed or disrespected would come back for revenge.

The Dena'ina maintained their ecosystem so that all resources would co-exist in a way that would ensure balance and continuation of their lifestyle and relationship with the land, water, plants, and animals. Every resource was respected and utilized fully with no waste or overharvesting. The Dena'ina were a populous, thriving people with a rich culture at the time of first contact.



Anchorage Museum of History & Art. Library & Archives.

Dena'ina Campsite at Ship Creek – Anchorage Museum Archive  
Anchorage Area Settlement

The following brief overview of European exploration and development provides the background information to understand the forces that shaped the post-occupation era built environment throughout Anchorage.

#### **Exploring Alaska – 1700s**

Cook Inlet was named for Captain James Cook, the British explorer who credited with making the first European claim on the Anchorage area. Cook sailed into the inlet in May 1778 on an expedition in search of the fabled Northwest Passage—a nonexistent water route through North America that geographers hoped would connect the Atlantic and Pacific oceans—and claimed the area for England.

Prior to Cook's expedition, other parts of Alaska were visited by Russian explorers sailing east out of Kamchatka. Mikhail Gvozdev first sighted the Alaskan mainland in 1732, and Vitus Bering, a Danish explorer commissioned by Russia's Czar Peter the Great, was the first to send boats ashore in 1741. Although many early outposts were established along the Kenai Peninsula and Gulf of Alaska, Russian fur traders had an outsized presence in Upper Cook Inlet (Tyonek and Knik) but very little obvious presence in the Anchorage area. This early exploration period is celebrated by the Captain Cook Monument at Resolution Point, installed to commemorate the 200th anniversary of Cook's expedition to Anchorage.

#### **U.S. Territory – 1800s**

In 1867, the United States government purchased the entire Alaska territory from Russia for the bargain price of \$7.2 million—just over 2 cents per acre—in a deal brokered by Secretary of State William H. Seward. Many were skeptical of Alaska's worth to the United States at the time, and called the purchase "Seward's Folly." From 1867 until 1884, the territory was known as the Department of Alaska and was controlled under a variety of federal departments. The first civil government was formed in Alaska in 1884, at that time known as the District of Alaska.

#### **Gold Rush**

Prospectors flocked to the Klondike, and Alaska's population began to boom after the discovery of gold near Juneau in 1880 and in Canada's Yukon Territory in 1896. Discovery of gold in Nome in 1899 and Fairbanks in 1902 further fueled the state's growth, and finally brought more U.S. attention to Alaska. Gold Fever brought hopeful miners, vagabonds, and business-owners during to the Turnagain Arm during the 1980s. They worked the golden dream on hard-fought claims from Seward to Glacier City (Girdwood), the Crow Creek area, and to Indian and Bird Creek (Alaska.org).

Housing was mostly tents, shacks, a few log cabins, and nichils (Dena'ina winter houses). Russian Orthodox churches were constructed during this time; commercial development also

included tents, shacks and log buildings. Travel was by boat, Dena'ina foot paths, and dogsled along the improved government trails running from Seward to the new gold fields of Iditarod and Nome (Kmtacorridor.org).

Most prospectors were unsuccessful in the gold fields, but many of these new arrivals decided to remain in Alaska and established permanent communities. In response to increasing pressure for local control over Alaskan affairs, Congress established the Alaska Territory as an organized incorporated territory in 1912. Alaska remained a U.S. Territory from 1912 until it was admitted to the Union as the 49th state in 1959.

### **Iditarod Trail**

Before the Alaska Railroad was opened and running regularly to Seward in 1918, Anchorage relied entirely on the Ship Creek/Indian Pass segment of the Iditarod Trail for overland travel by foot or dogsled to Seward the winters of 1915-'17 (Carberry and Lane 1986). Even after the opening of the railroad, the trail continued to be used into the mid-1920s (Perry, private collection). Therefore, dogsled-driven freight teams and "gold trains" were a common sight on the main streets of downtown Anchorage and at Ship Creek. The Iditarod Trail from Indian Pass, terminated on the north side of Ship Creek in the vicinity of the present day A-C Street Bridge. Dog teams were of such necessity that the Anchorage Hotel had a livery kennel built for dog teams passing through Anchorage.

The significance of the Iditarod Trail, and the role the trail played in the development of Anchorage, is recognized in the Bureau of Land Management's 1986 Conservation Management Plan. The BLM Management Plan identifies the Ship Creek-Indian Pass route as part of the Iditarod National Historic Trail system. As such, managers of qualifying trails, which includes the current day Ship Creek Trail adjacent to Downtown Anchorage, are eligible to use the official insignia of the Iditarod National Historic Trail, and can receive assistance in the development of outreach materials that involve the Trail.

### **Alaska Railroad & the Founding of Anchorage – 1900s**

Anchorage is a classic railroad boomtown. The City of Anchorage was established as a result of the selection of Ship Creek for railroad headquarters. Its early development followed many of the same patterns that accompanied the railroads across the American West. The first railroad in Alaska was a 50-mile span built north out of Seward by the Alaska Central Railway Company in 1903. In March 1914, Congress agreed to fund the construction and operation of a railroad from Seward to Fairbanks. A new federal agency—the Alaska Engineering Commission (AEC)—was created to plan the route and supervise construction. "Boomers" looking to cash in on Alaska Railroad construction arrived early in 1914 (ANHPP) setting up "Tent City" in Ship Creek. With the railroad came United States federal government

investment in housing and infrastructure that included railroad worker housing on Government Hill, and the bluff south of Ship Creek, now in Downtown.

By the spring of 1915, lots were platted out on a 240-acre townsite under the supervision of the General Land Office, and Andrew Christensen. This was in preparation for a July townsite auction. William C. Edes, Chairman of the Alaska Engineering Commission (AEC) approved the plat on October 5, 1915 (Municipal Archive).

The U.S. Post Office Department assigned the name of Anchorage to the new town and appointed Roydon Chase as the first postmaster. The AEC preferred Ship Creek. However, with the new town named, all mail was soon addressed to "Anchorage" and not Ship Creek. The new name was quickly adopted on maps and in news accounts.

Anchorage's future was sealed by Anchorage Land Auction held on July 10, 1915. Early entrepreneurs hastily built buildings from salvaged and available building materials to beat the winter storms as the lots were paid for and conveyed. It was soon recognized the town needed to expand to include farms and garden plots. The plats of South, East, and Third additions followed.

Tent City was quickly abandoned, with its lack of clean water, waste disposal, and travel convenience after the auction for small Cape-style cottages, bungalows, log cabins, and shacks. Public water and sewer quickly followed. Downtown, with 4th Avenue as its "Main Street," saw frontier clapboard, Victorian, and log design in its construction. Travel was by boat, or on foot along trails and crude dirt roads. A period of calm followed completion of the railroad in the 1920s, as many "Cheechakos" (Outsiders) left for jobs, better living conditions, or warmer weather.

### **Homesteading in Alaska**

The U.S. Congress enacted the Homestead Act in 1862, and special legislation followed in 1898, that extended the provisions of the Act to the territory of Alaska. Even with the lure of free land, homesteading in the remote territory was slow to start. This was due to poor weather and soils. By 1914, less than 200 individuals filed for Alaska homesteads. However, a surge came after World War II, lasting through the Vietnam War according to Alaska Centers.gov Displacement of the *Dena'ina* initiated with railroad construction continued to transpire with homesteader settlement.

Homesteaders made their way from home to town as best they could. Some borrowed AEC bulldozers, blazing roads to "outlying" homesteads. This included the winding Spenard Road,

and Fireweed Lane (originally Blue Berry Road-*McKinney Homestead Plat*), and the Palmer Road, through the "bulldozer borrow program," (*Between Two Rivers*, Cochrane).

Eklutna Bridge was constructed in the 1930s (*Eklutna River Bridge Project Report*), establishing the valley route, which contributed to more local use of food and meat grown at the Palmer farms (*Between Two Rivers*, Cochrane). Travel was by boat, trails, and better roads. A few cars and trucks drove the forested dirt lanes; minimal roads were paved. Most people still walked and rode their bicycles.

The lucky homesteaders that stayed on into the 1930s, many fulltime railroad employees, acquired large tracts of homestead land. Subdivisions started from large plots in Mountain View and Spenard (Mountain View Survey Study, BLM GLO). The 1940s military build-up forced homesteaders off the "military reserve" to vacate their lands after the Federal Government expanded the bases (*Jack and Nellie Brown: Pioneer Settlers of Anchorage, AK*—M.J. Barry).

The addition of military personnel exacerbated the already short housing issue. Tents and shacks remained common forms of housing; in town and on the bases. Scarce permanent buildings were available. Homesteads included log cabins, shacks, trailers, and kit houses. Walking and biking within original neighborhoods remained the way to travel in town (*Government Hill Oral History*—interviews with Stewart White, Mary J. Barry, Marjorie Ellis, and Melanie Ellis Lynch).

Congress repealed the Homestead Act in 1976, but a provision of the repeal allowed for homesteading to continue in Alaska until 1986. The draft *MOAHPP Community Council History and Windshield Survey Report* references many homesteading families, and homesteads. Homesteaders and their efforts played a vital role in the settlement of Anchorage.

Those that moved into the subsequent subdivisions, platted and graded from the original homesteads, owe a debt of gratitude for the persistence and fortitude of the homesteaders.

### **Military Build-up – 1930s-'40s**

World War II transformed and reshaped Alaska by bringing dramatic, long-lasting changes to the territory. Alaska became increasingly involved in the nation's massive defense mobilization effort. Beginning in 1940, there was a major military construction buildup to keep Alaska's lifelines open to the lower 48 states.

Alaska lacked a land-based transportation system and a network of airports, harbor facilities, railroads, and highways was quickly built to facilitate military movement. The war propelled Alaska, and particularly Anchorage, from a remote, isolated place into the twentieth century.

As relations between Japan and the United States deteriorated in the late 1930s, American strategists were forced to recognize Alaska's strategic importance in the North Pacific. Owing to advances in aviation, Alaska was located on the Great Circle route, the shortest distance between Japan and the west coast states. A defense concept was developed for Alaska that considered the great potential of military air power, with emphasis on building forward bases and using air power to defend Alaska and the North Pacific area.

The American military buildup in anticipation of war led to efforts to greatly improve Alaska's defenses by building a network of air bases at forward locations and stationing Army garrisons to protect them. This work included new fields and the Navy's bases at Sitka, Kodiak, and Dutch Harbor. During the period 1939-1942, the Civil Aeronautics Authority and the U.S. Army Corps of Engineers built numerous staging fields throughout Alaska. Alaska's military population dramatically increased from about 1,000 in 1939 to 35,000 in September 1941.

In 1940, the Army started construction on major Alaska defensive bases associated with Lend-Lease at Anchorage, Fairbanks, Annette Island, and Yakutat. The Lend-Lease program made possible the transfer of aircraft to the Soviet Union and hastened Germany's defeat on the eastern front.

Housing remained a critical issue for military personnel and the community. Memos were hastily written by Congress members, who viewed first-hand the substandard housing. Congress approved funding to build CAA/FAA duplexes on Government Hill, in South Addition, and on the bases (*Mountain View Historic Properties Survey Report*) as a result.

#### *R.H. Stock Memoir*

Notable during this time is the Army Housing Association's construction of 32 homes on Block 13 in South Addition, eligible as a National Register listed Historic District (*4NHPP and South Addition Historic Property Survey Study-2012*). The Army Housing Association was established by Army Colonel John McFarland and his fellow Army Officers as the first Federal Housing Administration loan program. Roland Stock, famous for paving 4th Avenue, supported the Army Housing Association in Block 13 development.

#### *A History of the 49<sup>th</sup> State - Claus-M. Naske and Herman E. Slotnick*

The federal government spent \$3 billion on military bases, airfields, ports, roads and highways, and other capital improvements during the war which became the basis for considerable post-war economic growth. The military buildup and the war itself brought tens

of thousands of military personnel and construction workers to Alaska. Almost 300,000 military personnel served in Alaska during the war, with about 150,000 at peak strength at the height of the war in August 1943. Alaska's civilian population increased substantially from about 73,000 in 1940 to 139,000 in 1945.

These large population increases continued after the war and provided momentum to the Alaska statehood movement. The war "irrevocably altered the pace and tenor of Alaskan life." The war also led to a massive, permanent military presence that continued into the Cold War as Alaska became America's foremost northern defensive outpost. The war led to a greatly increased reliance on federal spending which continued after the war. For Anchorage, the war was of immense significance as it became the largest and most dominant city in Alaska and an economic power, a condition that would not have been possible without the presence of the military. Stephen Haycox in *Alaska: An American Colony*, stated that "After the war, Alaskans found themselves bound more tightly to the country and the West, especially Seattle."

#### *Campbell Landing Strip and Army Air Garrison*

In 1942, 7,000 acres of federally owned, public land south and east of the city of Anchorage was withdrawn by the War Department for military use. One of four Army satellite airfields, Campbell Landing Strip, was constructed in the withdrawn land, south of the South Fork of Campbell Creek, in the undeveloped birch and spruce forest. The 5,000-foot gravel runway of Campbell Airfield was built by the Army Corps of Engineers. The Army also constructed a jeep trail that ran from Fort Richardson to what would become the Campbell Landing Strip (ANC-00767) and its supporting Army Air Corps garrison (ANC-01385). There were two camps associated with the Campbell Landing Strip: the Campbell Garrison at the northeast end of the runway, and a second, smaller camp near the southwest end of the runway. A 1944 Army Corps of Engineers as-built plan of the Campbell Garrison shows several Quonset huts that replaced earlier sod huts that had been constructed in the winter of 1942. The Quonsets housed barracks, officer's quarters, a recreation hall, a mess hall, and an aid station. Several smaller huts were used for storage, *Campbell Air Strip Road and Trail Project – 2016*.

#### **Cold War – 1946-1980s**

Nike Missile installations were constructed in Alaska and staffed on Fort Richardson and at Point Woronzof. A High-Frequency Direction Finding System or "Elephant Cage," was installed and staffed on Elmendorf Air Force Base. Through 1970, the [F-102A Delta Daggers](#)

were stationed on the Base, America's premier fighter interceptor, and the first serious air defense weapon in Alaska ([pacom.mil](#)).

#### *Cold War and Alaska Native Peoples*

When the Japanese raided and occupied parts of Alaska during World War II, the Army called on native Alaskans to defend the northern territory. Given no pay, more than 6,300 Alaskans - aged from just 12 to 80 years old -- signed on to be sentries for the newly-created Alaska Territorial Guard. "They called us the ears for the Army and eyes for the Army," said Sam Jackson, who served in the Alaska National Guard after the territorial guard disbanded in 1947. In 2010, the scouts were finally recognized for their efforts and given veteran status when President George W. Bush signed a bill into law, which ordered the defense secretary to issue honorable discharges to the Alaskan natives.

#### *Demographic Changes*

The Cold War period also initiated a notable demographic change in Anchorage. A large influx of immigrants from Asian countries were settling here, in what was the initiation of a community that now speaks over 100 different languages ([census.gov](#)). WWII troops were encouraged to seek their fortune, by the federal government, in the "Last Frontier" after WWII, as Congress released Dena'ina territory to homesteads. Some funding assistance was also offered. The renewed homestead settlement was mostly in Chugiak and Eagle River. Initially, the new homesteaders may, or may not have known they were impacting Dena'ina traditional hunting and fishing places (*Between Two Rivers* – Cochrane with Lee Jordan update).

#### **NALA**

The *Northern Anchorage Land Agreement* (NALA) and the *Alaska Native Claims Settlement Act in 1971*, settled the misappropriated Dena'ina lands ([MOA Archive](#)), and today Eklutna, Inc. is the largest land owner in the Chugiak/Eagle River area.

#### **The Midcentury Modern Movement 1930s-1970s**

Mid-century Modern is an overused and often misunderstood concept and term, which actually spans a variety of styles from the era. It is most often associated with the 50s and

60s, while the earliest days of the movement had roots in the 20s in Europe. Today its label can be seen creeping onto styles as late as the mid-70s.

In Europe, Bauhaus (a school operating 1919-1933) and the International Style (which emerged throughout the 20s & 30s) are largely credited with spurring the modern design of this era. But it was the end of World War II that provided the environment for the modern design movement to be advanced and "made American."

During World War II, traditional building materials, such as steel, became scarce. This forced designers, builders, and architects to explore new technologies and materials, both in support of the war effort and for domestic projects. This sparked innovations in aluminum, plastics, textiles, and fiberglass. When the war ended, and resources and manufacturing capacity were freed up, these advances spurred a wave of homeware manufacturing and home building. This is the period that marks the most commonly accepted "beginning" of what we now call MCM. As the baby boom started in the late 40s and 50s, architects of the era explored new building forms that made homes simple and quick to build, with a larger emphasis on indoor/outdoor flow and an emphasis on privacy. Post and beam construction enabled larger windows and more natural light, creating more integrated and organic environments.

MCM was a natural outgrowth of the needs of the rapidly growing American population post-World War II, creating homes and products with a strong sense of functional style that mirrored that era of unprecedented modern advances. The result was thoughtful living spaces that are—to this day—elegantly simple, open, and with a unity between the indoor and outdoor. This makes them timeless in form and function and highly desirable to this day. Mid-century Modern design has made a great contribution to the Anchorage area from classic chalets in Girdwood to neighborhood enclaves on Turpin Street in Northeast Anchorage

### **1964 Great Alaska Earthquake**

The Good Friday, or Great Alaska, Earthquake of March 27, 1964, wreaked havoc across Southcentral Alaska. We lost lives, and formed inescapable memories still fresh for some to this day (*ADN.com*). New construction, and revitalization immediately responded to destroyed buildings, and earthquake-damaged landscape, some choosing to develop away from the disaster area. Homes were completed in College Village by 1965, and College Gate by 1968.

### **Urban Renewal 1960s**

Walter Hickel, with architect Edward Crittenden, showed the world that Anchorage was resilient with construction of the Captain Cook Hotel in late 1964 (*Hickel biography, Cook*

*Inlet Historical Society*). The federal government assisted in earthquake recovery identifying new housing as key and what followed were five housing projects. These projects were identified for the neighborhoods of Government Hill, Rogers Park, Westchester and Eastchester, Fairview, along Northern Lights Boulevard, and in Downtown. Initiated as urban renewal, lower income renters and home owners, unable to pay the increased rents and mortgages lost their homes to this redevelopment (*Draft H2H Context Statement-November 2010*).

One study suggests that Urban Renewal resulted in the demolition of over 450 dwelling units. This expansive destruction was seen as necessary. Builders wanted to make way for much of the new single family, and multi-family housing that remains today (*Draft H2H Context Statement-November 2010*).

The mid-century sprawl spawned the vehicle-oriented development that superseded the pedestrian and perpetuates to the present. Empire builders foresaw that convenient shopping, supported by vehicle travel would work close to the new neighborhoods. Urban sprawl began in earnest with the "King of the Strip Mall," Pete Zamarello building on Muldoon Road, Lake Otis Parkway, Tudor Road, and Boniface Parkway. Zamarello located his blue-roofed strip malls to serve the new subdivisions in these areas (*ADN.com*). However and despite the lure of the strip mall, walking and biking within, and between Anchorage's original neighborhoods remained popular.

### **Federal Investment - Ongoing**

From 1915 forward, the United States government frequently funded into the millions, infrastructure and housing. The Alaska Engineering Commission, United States Army at Fort Richardson, and the United States Air Force at Elmendorf Field, all federal entities, created employment and advanced federal government investments.

The notion that Alaska could stand on its own, without federal government assistance and later interference, probably started in the 1980s. This is when the Oil Boom catalyzed and funded new private and public development, and the State formed the Permanent Fund. The federal government financed new construction from the 1915's Railroad Boom forward. However, with Urban Renewal they not only built housing and improved infrastructure, the process also moved lower-income households further from the downtown core and its proximity to jobs, schools, and other community amenities.

Vehicle travel became necessary for work, and traffic engineers demanded wide roadway rights-of-ways, prohibitive to pedestrians. This fostered discrimination against lower income sectors, which the federal government now tries to ameliorate through HUD and CDBG

housing grants. Today, much of the roadway system remains dependent on Federal Highway funding for roads, trails, and other pedestrian improvements. Water, sewer and other infrastructure, at one time funded through development agreements, became wholly dependent on public funding.

### **Prudhoe Bay 1970s-1980s**

The first oil lease for Prudhoe Bay occurred in 1969, starting Alaska's "Oil Boom." Haphazard up-zoning to legally increase density, led to hasty construction of multi-unit boxes to meet the "critical need for housing." T1-11 sided multi-plexes spread throughout Anchorage like a cancer. Pleasant neighborhoods transitioned overnight into areas described as the "worst place in Anchorage to live." Anchorage became a case study in "How opportunities for immediate wealth can fuel land speculation and destroy a small, working class community," (*Mountain View Historic Properties Survey Study*).

As the oil flowed, so did new taxes into state and local government projects. The New Seward Highway was built with no recognition that it was bisecting the Fairview, Downtown, and Mountain View neighborhoods. Reconfiguration of Downtown traffic patterns facilitated one-way through-travel to increase speeds, and traffic volumes. Downtown and Fairview have not recovered from the impacts of the highway construction and housing loss to this day. Newly adopted neighborhood plans and the *MOAHPP* are intended to support projects to aid in the recovery.

The walkable network between these founding-area neighborhoods and Downtown in use for generations became dangerous and uninviting as pedestrian areas were narrowed to provide additional vehicle travel lanes and speed limits were increased. This transition discouraged pedestrian and bicycle travel within and between the historic neighborhoods. Downtown experienced a short renaissance with the construction of high-rise glass enclosed monuments to the oil industry. Oil wealth also gave the community the Egan Center, the Alaska Performing Arts Center, and Loussac Library (*H2H Draft Context Statement-November 2010*).

### **ANCSA 1971**

Under ANCSA, the Eklutna Village Corporation (Eklutna Inc.) received entitlement to 133,000 acres of unclaimed federal lands in Chugiak/Eagle River. Their entitlement included land that the State of Alaska had claimed under the Alaska Statehood Act approved by Congress in 1959. This included land where the Chugiak High School is built, formerly, part of the original Eklutna Industrial School property.

ANCSA gave new wealth to Alaska Native corporations (Cook Inlet Region, Inc., Arctic Slope Regional Corporation, NANA Regional Corporation, Doyon Ltd., and Calista Corporation to name a few). These corporations invest worldwide, and in their community of Anchorage.

### **City and Borough 1975**

The City of Anchorage and the Anchorage Borough unified with citizen, council and board support to become the Municipality of Anchorage in 1975. Under the leadership of Mayor George Sullivan, Downtown Anchorage, and then Midtown Anchorage experience unprecedented growth with oil money, and Alaska Native corporate development. Sullivan's Municipal government shifted the investment focus from the Downtown Central Business District to Midtown (*H2H Draft Context Statement*). As the city spread south and east, the original neighborhoods aged, but retained their character, and walkability.

### **Trails Network 1960s - Ongoing**

Trails have been important in Alaska throughout prehistory and recorded history. Trails were recognized with the first planning efforts in the 1960s, and according to the 1997 Anchorage Area Trails Plan, "Today there are more miles of trails in the state than roadways."

The trails upon which people first traveled by foot from Dena'ina forward, later became narrow dirt roadways shared with dogs, horses, progressing to wider improvements for cars and trucks.

Trails play a large role in enhancing the quality of life of residents and visitor. Trails provide a non-motorized travel opportunity used daily and year-round for commuting, recreation, and neighborhood identify. Trails are an expected and required element of public infrastructure.

Beyond creating a physical connection to the outdoors, greenways, and park areas, trails create community, and are mentioned in this plan because of the important contribution trails have made to the development of the MOA in sustaining and improving neighborhood quality of life. Easy access to trails make neighborhoods more desirable. Many historic Anchorage neighborhoods have ready access to trails.

One of the positive results of Urban Renewal and the Oil Boom is the funding allocated to the preservation and creation of Anchorage's premier trail system. This system intertwines the community and provides a walkable, bikeable, and skiable network with year-round access and enjoyment.

These invaluable multi-use corridors connect the community to Chugach State Park, helping to conserve watersheds, salmon streams, and moose, bear and other mammal and bird habitat. This world-class trail system attracts investment, and international sporting events,

and plays an exceptional role in providing positive social, economic, and cultural benefits. These include the Iditarod Sled Dog Race, Iron Dog, Fur Rendezvous, Olympic Ski Trails, and several running and biking races and events.

### **Roadway and Street Network**

Many advocate for the transition of our streets from fast-moving vehicular through-fares to inclusive routes that invite pedestrian and bicycle use. This is how we traveled since 1915. Public programs like "Safe Routes to School," "Active Transportation," and "America Walks," are at the forefront of the walking movement. In reality Anchorage was walkable from the very beginning. This history of walking, dog mushing, horseback riding, and bicycling are just as important to our culture and heritage as are the buildings, cultural sites, people, and stories that make Anchorage what it is today.

Highways, roadways and streets are an element of the historic fabric, representing our transition from a dusty railroad outpost to a full-fledged city, and part of our history:

*"R.H. Stock's first acquaintance with Anchorage and the Matanuska Valley was as low bidder in 1938 to pave the main street of Anchorage with concrete and asphalt. It will be remembered by many Pioneers that from A to L on Fourth Avenue was the only paved street in Anchorage until the late 1940's"*

Roadway development has not been kind to historic neighborhoods, adding to the reasons why it is important to survey, document, and nominate local landmarks and local landmark districts to ensure impact mitigation is addressed and adequately funded with new infrastructure projects.

The *MOAHPP* advocates that historic resources can't be replaced, and therefore need to be documented, protected to the greatest extent possible, and have mitigation identified.

### **Transitioning Development**

Anchorage area development followed a gridded network with outlying homestead and farming areas up to the 1960s, when modern subdivisions and commercial sprawl developed across the Bowl, and north into Chugiak/Eagle River. The boggy wetlands proved difficult to farm, and subdivisions made financial sense to the homesteaders. Growth in the homestead areas initiated installations of water, sewer and utilities to meet the subdivision demand.

Residents were willing to tax themselves to create small utility districts (SPUD, City of Fairview, etc.), that in turn were annexed into the City and Borough infrastructure systems. The local

governments assumed the construction of local streets, as the Alaska Engineering Commission handed off the railroad and highways to the state.

### **Federal Investment – How the West was won? With lots of government help.**

Alaska has long profited and needed federal government support to settle and prosper, according to an [opinion piece](#) by Steve Haycock, professor emeritus of history at the University of Alaska Anchorage.

*Realizations applied to Alaska:* "Alaska Native land claims were ignored until the modern era. Most migrants who came to Alaska lived in towns, including most of the gold trekkers in the Klondike (Dawson, Yukon) and Nome and Fairbanks. The federal government provided all manner of assistance; protection by the Army, law enforcement, telegraph connection with the rest of the world, weekly payroll of the Alaska Railroad, Anchorage's lifeblood. From 1940 to 1970, virtually the only other payroll in Alaska came through the military. The Alaska pipeline was possible only when Congress authorized it after an extensive redesign carried out under the supervision of the Interior Department. These are all essential, historic elements that are now transforming the Alaska story."

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## 5 | Properties of National Significance

### Nationally-Significant Properties in Anchorage – (Maps 5-7)

There are historic and cultural properties, sites, and districts of National, State, and Local significance in the MOA. This section discusses properties and resources known to have *National* significance. Identifying and tracking properties of National significance is one of the most important elements in implementing the MOA's Historic Preservation Program.

Historic and cultural properties, and historic districts "listed" in the National Register of Historic Places span from the Native Village of Eklutna to Girdwood. Properties "eligible" for listing in the National Register of Historic Places also span from Eklutna Valley to Portage. National Register listed and eligible properties can be either publicly- or privately-owned. More National Register properties are publicly-owned within the MOA, with most of those located on JBER. Many privately-owned are located within, or are closely-adjacent to areas of Downtown Anchorage.

This section focuses on four types of properties of National significance found in the MOA.

- \* Properties "listed" in the National Register of Historic Places,
- \* Properties "eligible" to be listed in the National Register of Historic Places,
- \* National Heritage Areas, and
- \* National Historic Trails.

This section also answers the following questions:

- \* What is the difference between Eligible and Listed?
- \* What are the restrictions, rules, and regulations for owners of National Register listed properties?
- \* Can I modify, remodel, or renovate my historic house?

### National Register of Historic Places

The [National Register of Historic Places](#) is the official list of historically significant sites and properties worthy of preservation across the country. It is maintained by the National Park Service and includes buildings, structures, objects, sites, and districts that have been determined to be significant in American history, architecture, archaeology, engineering or culture. These historic properties reflect the prehistoric occupation and historical development of our nation, states, and local communities. The National Register established guidelines by which to evaluate the historic significance of properties. A property must have historic significance and retain historic integrity for eligibility for listing in the National Register.

In Alaska, the Office of History and Archaeology is the state contact for the National Register of Historic Places. OHA staff is available to assist with the initial assessment of eligibility of properties to the National Register, as well as provide guidance in the completion of nominations for official listing. Before a nomination of a property within the Municipality is submitted to the Alaska Historical Commission OHA will notify the Mayor and the Anchorage Historic Preservation Commission and request review of the documentation and a determination of eligibility for listing of the property to the National Register. This notification will ask the CLG for local historic preservation commission review of the documentation and a determination of if they concur that the property is eligible for listing the property in the National Register.

After providing a reasonable opportunity for public comment, including the solicitation of comments from all local tribal entities, the Anchorage Historic Preservation Commission shall determine whether or not, in its opinion, the property meets the National Register criteria. Within 60 calendar days of notice from the SHPO, the Muni shall transmit in writing the determination of the commission to the SHPO. If the CLG does not provide its determination within 60 days, the SHPO can proceed with the nomination process. Once completed, OHA staff present the nominations to the Alaska Historical Commission for review and recommendation for listing, and if the nomination is approved, forward it to the Keeper of the National Register of Historic Places for consideration, and hopefully, listing.

### **National Register Listed Properties**

There are 33 properties “listed” in the National Register of Historic Places throughout the Municipality of Anchorage. These include buildings, mining sites, Dena’ina traditional hunting or fishing grounds, an airplane, and three historic districts including the Government Hill Federal Housing Historic District, Fort Richardson National Cemetery, and Nike Site Summit.

Sixteen of the 33 National Register Properties are in private ownership. Many listed properties house viable businesses with several providing housing or lodging. Seventeen National Register Properties are in Federal, State or Municipal ownership. These properties provide essential and important functions to the Anchorage community. (*See page \_ for a full list of National Register listed properties in Anchorage*). You can also view information on Anchorage’s National Register properties on [OHA’s website](#).

### **National Register Eligible Properties**

The latest tally of National Register “eligible” properties in the MOA included over 146 buildings, sites, trails, a train car, water tower, mine sites, a hangar, and several districts. These properties are also included on maps 5-7.

### **What Is the Difference Between Eligible and Listed?**

An “Eligible” property is one that has gone through the Determination of Eligibility process and been determined to be eligible for listing in the National Register, but has not been formally listed in the National Register. The majority of properties that have been found eligible for the National Register through the Section 106 DOE process are never formally listed in the National Register. While a property that is determined eligible must be considered when looking at effects of proposed federal undertakings they are not eligible for some of the benefits that properties that are listed in the National Register can receive. Properties that are formally listed in the National Register may be eligible to Federal preservation grants for planning and rehabilitation, can apply for federal investment tax credits for qualified rehabilitation work,

Owners of private properties nominated to the National Register of Historic Places have an opportunity to concur with or object to listing in accord with the National Historic Preservation Act and 36 CFR 60. Any owner or partial owner of private property who chooses to object to the listing may submit, to the State Historic Preservation Officer, a notarized statement certifying that the party is the sole or partial owner of the private property and objects to the listing. Each owner or partial owner of private property has one vote regardless of the portion of the property that the party owns. The property will not be listed if a majority of private property owners object.

A property that is determined eligible for the National Register does not require owner notification or approval. Although not formally listed, federal agencies are required to allow the Advisory Council on Historic Preservation an opportunity to comment before the agency may fund, license, or assist a project which will affect the property.

### **What are the restrictions, rules, and regulations for owners of National Register listed properties?**

Under Federal Law, the listing of a property in the National Register places no restrictions on what a non-federal owner may do with their property up to and including destruction, unless the property is involved in a project that receives Federal assistance, usually funding or licensing/permitting.

Federal agencies are required to allow the Advisory Council on Historic Preservation an opportunity to comment before the agency may fund, license, or assist a project which will affect the property.

Read the [National Register of Historic Places code of federal regulations](#) for detailed information. General information for owners is also available from the National Park Service in a [fundamentals fact sheet](#)

### **Can I modify, remodel, or renovate my historic house?**

From the Federal perspective (the National Register of Historic Places is part of the National Park Service), a property owner can do whatever they want with their property as long as there are no Federal monies attached to the property. Owners are not prohibited from changing a building listed in the National Register so long as there are no federal monies involved (such as grants and aid from Federal Agencies). The best preservation is to have a building used and on tax rolls. Owners have no obligations to open the property to the public or to restore it, unless they have agreed to do so as a condition to getting historic preservation funds. Listing does not lead to public acquisition. Technical assistance when planning changes to a listed property is available from the Office of History and Archaeology.

### **National Heritage Areas**

[National Heritage Areas \(NHAs\)](#) are designated by Congress as places where natural, cultural, and historic resources combine to form a cohesive, nationally important landscape. Through their resources, NHAs tell nationally important stories that celebrate our nation's diverse heritage. NHAs are lived-in landscapes. Consequently, NHA entities collaborate with communities to determine how to make heritage relevant to local interests and needs. NHAs are a grassroots, community-driven approach to heritage conservation and economic development. Through public private partnerships, NHA entities support historic preservation, natural resource conservation, recreation, heritage tourism, and educational projects. Leveraging funds and long-term support for projects, NHA partnerships foster pride of place and an enduring stewardship ethic.

There is one National Heritage Area in the Municipality of Anchorage. The Kenai Mountains-Turnagain Arm National Heritage Area (KMTA NHA) encompasses a distinctive landscape of mountains, lakes, rivers, glaciers, and fjords. The area is comprised of north-south road, rail, and trail corridors from Bird to Seward and includes the communities of Girdwood, Portage, and Moose Pass. To the west, the area includes Cooper Landing, Sunrise, and Hope. To the east lie Portage, Whittier, and the wild waters of Prince William Sound. [The Kenai Mountains-Turnagain Arm Corridor Communities Association](#) is the coordinating non-profit that administers the KMTA National Heritage Area program.

### **National Historic Trails**

National historic trails recognize original trails or routes of travel of national historic significance including past routes of exploration, migration, and military action. Established in 1978, the Iditarod Trail is the only winter trail in the National Trails System and the only congressionally-designated National Historic Trail in Alaska. The Iditarod National Historic Trail system is comprised of a 1,000-mile main trail between Seward and Nome, and an additional 1,400 miles of side/connecting trails that link communities and historic sites, or provide parallel route. BLM works with partners to maintain and promote the historic qualities that make the Iditarod unique among our nation's National Historic Trails. Portions of the Iditarod National Historic Trail traverse the Municipality of Anchorage.

The following **Maps 5-7** depict all currently known National Register Listed and Eligible Properties. This data was provided by the SHPO from the AHRS database. The compilation of Listed and Eligible properties follows after the maps.



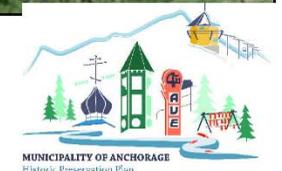
Chugiak/Eagle River/Eklutna Villages Areas:  
Map #5



**National Register of  
Historic Places in Eagle River**

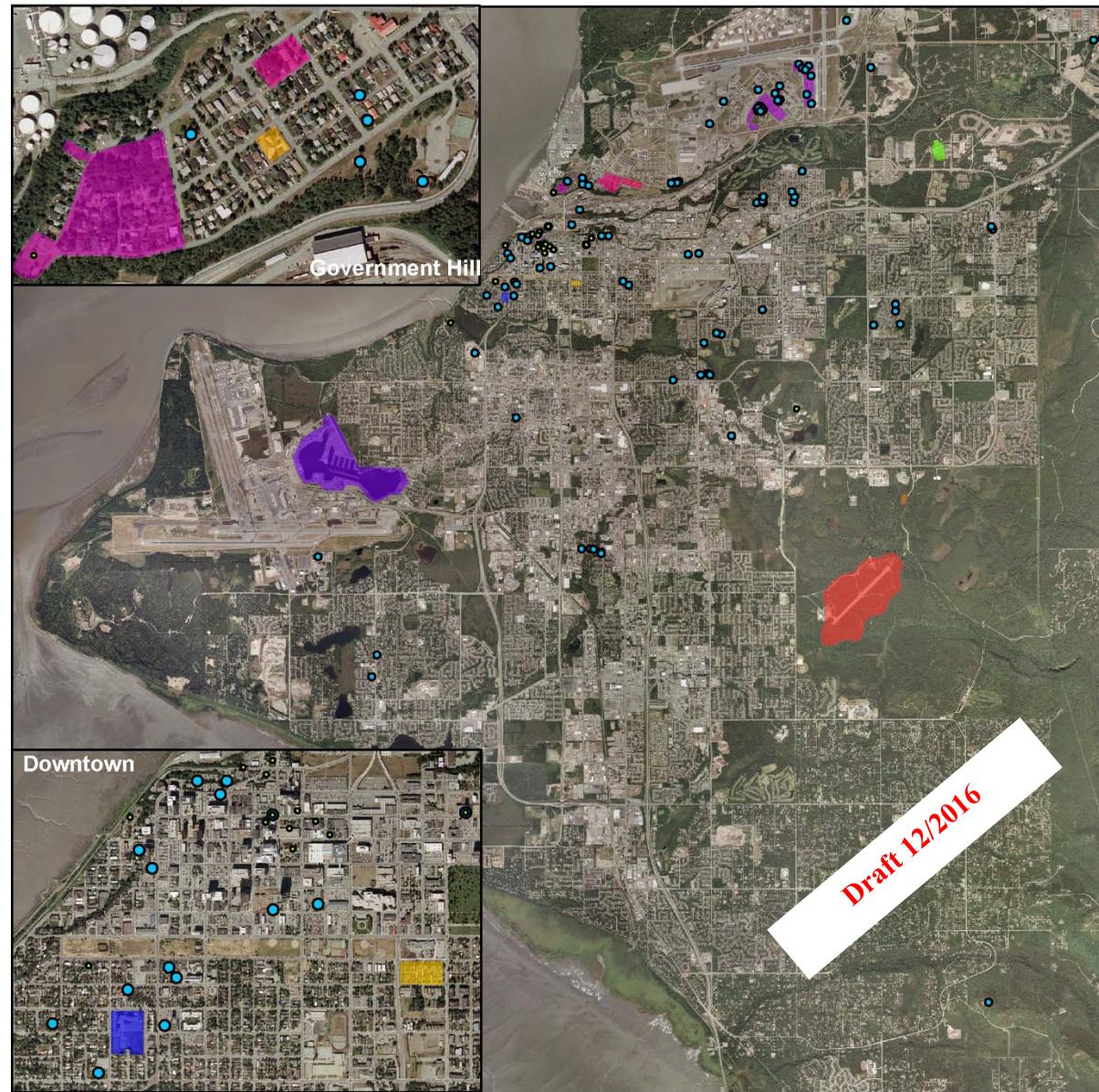
**Register Listed and Eligible Sites**

- National Register Historic Sites
- Eligible Sites
- Fort Richardson National Cemetary



Map Prepared By: Cas Newman

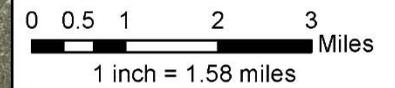
Anchorage Bowl-JBER Areas:  
Map #6



### National Register of the Historic Places in the Anchorage Bowl

#### Register Listed and Eligible Sites

- National Register Historic Sites
- Eligible Sites
- Block 13/FHA Army Housing Association Historic District
- Wireless Station Anchorage
- WWII Sites: Fox Holes
- Old Hospital Complex District
- Campbell Creek Garrison Historic District
- Government Hill Panoramic View Historic District
- Government Hill Urban Renewal Historic District
- Government Hill Quonset Hut Historic District
- Government Hill Federal Housing Historic District
- Elmendorf AFB Flightline Residential District
- Elmendorf AFB Flightline Historic District
- Inlet View Elementary School



MUNICIPALITY OF ANCHORAGE  
Historic Preservation Plan

Prepared by: Cas Newman



Turnagain Arm/Girdwood Areas:  
Map #7

**National Register of  
Historic Places  
in Girdwood**

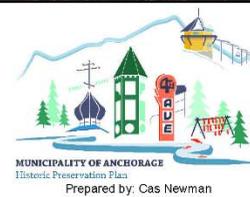
**DRAFT 12/2016**



0 0.5 1 2 Miles 1 inch = 0.76 miles

**Register Listed and Eligible Sites**

- National Register Historic Sites
- Eligible Sites
- Eligible Roads and Trails
- Lindblad Placer Mine



## National Register of Historic Places Listed and Eligible Properties

National Register Listed Properties in the Anchorage area span from the Native Village of Eklutna to Girdwood. There are 33 properties listed on the National Register. These include buildings, mining sites, Dena'ina traditional hunting or fishing grounds, and an airplane. These properties are depicted on *Maps 5-7*.

### Privately owned National Register-Listed Properties

Sixteen of the 33 National Register Properties are under private ownership. Many listed properties have functioning viable businesses, with several that provide housing or lodging:

- ⊕ AEC Cottage 23 – 618 Christensen Drive, Anchorage
- ⊕ Anchorage Hotel Annex – 330 E Street, Anchorage
- ⊕ Sam Bieri House – 136 W. 7th Avenue, Anchorage
- ⊕ David Leopold House – 605 W. 2nd Avenue, Anchorage
- ⊕ Fourth Avenue Theatre – 630 W. 4th Avenue, Anchorage
- ⊕ Kimball's Store – 500 and 504 W. 5th Avenue, Anchorage
- ⊕ McKinley Tower / McKay Building – 337 E. 4th Avenue, Anchorage
- ⊕ Wendler Building – 410 I Street, Anchorage
- ⊕ Oscar Gill House – 1344 W. 10th Avenue, Anchorage
- ⊕ KENI Radio Building – 1777 Forest Park Drive, Anchorage
- ⊕ Alaska Pacific University Campus: Atwood Campus Center – Alaska Pacific University
- ⊕ Crow Creek Mining Company – Off Seward Highway at Crow Creek, Turnagain Arm
- ⊕ Indian Valley Mine – Off Seward Highway in Indian, Turnagain Arm
- ⊕ Mt. Alyeska Roundhouse – Alyeska Ski Resort, Girdwood
- ⊕ Mike Alex Cabin – Native Village of Eklutna
- ⊕ Old St. Nicholas Russian Orthodox Church – Native Village of Eklutna
- ⊕ Spring Creek Lodge – 18939 Old Glen Highway, Chugiak

### Publicly owned National Register-listed Properties

Seventeen National Register Properties are in Federal, State or Municipal ownership. These properties provide essential and important functions to the Anchorage community.

- ⊕ Alaska Engineering Commission Cottage 25 – 645 W. 3rd Avenue, Anchorage
- ⊕ Anchorage Cemetery – 535 East 9th Avenue, Anchorage
- ⊕ Anchorage City Hall – 524 W. 4th Avenue, Anchorage
- ⊕ Anchorage Railroad Depot – 411 West 1st Avenue, Anchorage
- ⊕ Oscar Anderson House Museum – 520 M Street, Anchorage
- ⊕ Beluga Point Site – Address Restricted, Turnagain Arm

- ⊕ Civil Works Residential Dwellings (Brown's Point Cottages) – 786 and 800 Delaney Street, Government Hill
- ⊕ Eklutna Power Plant – Old Glenn Highway, Eklutna
- ⊕ FAA DC-3 Aircraft N-99 – FAA Hanger, Ted Stevens Anchorage International Airport
- ⊕ U.S. Court House/Federal Building – 601 West 4th Avenue, Anchorage
- ⊕ Loussac-Sogn Building – 425 D Street, Anchorage
- ⊕ Pioneer Schoolhouse – 437 East 3rd Avenue, Anchorage
- ⊕ Potter Section House – 115 Seward Highway, Potter Marsh
- ⊕ Nike Site Summit – Arctic Valley Road – Joint Base Elmendorf-Richardson
- ⊕ Government Hill Wireless Station – 124, 132, and 140 East Manor Avenue, Government Hill

### National Register of Historic Places Listed Historic Districts

Currently there are three historic districts listed on the National Register of Historic Places. One new historic district (Block 13/FHA Army Housing Association Historic District) is eligible for listing and was submitted to the SHPO for review and submittal to the Keeper of the National Register of Historic Places early 2017.

National Register Historic Districts include the:

- ⊕ Government Hill Federal Housing Historic District,
- ⊕ Fort Richardson National Cemetery, and
- ⊕ Nike Site Summit.

### **National Register of Historic Places Eligible Properties**

Includes over 146 properties including trails, sites, and districts found eligible for listing on the National Register of Historic Places. These properties are also depicted on *Maps 5-7*. The Eligible finding does not expressly guarantee that these properties will be appear on the National Register. **SITE NAME OR ADDRESS:**

- ⊕ Building 8450/05-560, Alaska Chateau
- ⊕ Building 8433/05-504, Quarters One
- ⊕ Monarch Mine
- ⊕ Indian Valley Trail
- ⊕ Honeymoon Apartments
- ⊕ Wennerstrom House
- ⊕ Building 26282/52-651, Green Lake Cabin/Composite Cabin
- ⊕ Information NA to public
- ⊕ Wickholm-Landstrom House
- ⊕ Busey House
- ⊕ R1-N White Alice Communication System
- ⊕ Rabbit Creek White Alice Communication System
- ⊕ Elmendorf White Alice Communication System
- ⊕ ALCOP Train (Alternate Command Post Train Cars)
- ⊕ Building 9431/08-760, Base Chapel
- ⊕ Building 9480/5-800, Davis Headquarters Building
- ⊕ Building 8320/32-129, A/SE Storage Facility/Battery Shop
- ⊕ Building 020, Flight Service Station (CAA Communication and Administration Building)
- ⊕ Cabin Ruin Complex
- ⊕ Double F.O. Quarters, Building 5-510
- ⊕ Double C.O. Quarters, Building 5-540
- ⊕ Double C.O. Quarters, Building 5-550
- ⊕ Girdwood-Crow Creek Trail Segment
- ⊕ Anchorage Hospital, Alaska Native Health Services
- ⊕ Quarters Building, Alaska Native Health Services
- ⊕ Building 8565/11-140, Hangar 4 Cope Thunder
- ⊕ Building 9560/11-230, Cold Storage
- ⊕ Building 10571/11-470, Hangar 3
- ⊕ Building 11550/11-530, Headquarters
- ⊕ Building 11525/11-570, Hangar 2, COPE THUNDER
- ⊕ Building 11540/11-620, Photography Lab
- ⊕ Building 11551/11-670, Hangar 1
- ⊕ Building 7309/32-060, Hangar 5/Aero Repair/Maintenance
- ⊕ Building 18176/41-759, Circularly Disposed Antenna Array/Elephant Cage
- ⊕ Building 15658/43-250, Hangar 16/Alert Hangar
- ⊕ Building 8436/05-500, Family Housing
- ⊕ Building 8434/05-501, Auto Garage
- ⊕ Building 8419/05-502, Family Housing
- ⊕ Building 8409/05-503, Auto Garage
- ⊕ Building 8445/05-505, Auto Garage
- ⊕ Building 8411/05-515, Auto Garage
- ⊕ Building 8423/05-530, Family Housing
- ⊕ Building 8439/05-535, Auto Garage
- ⊕ Building 8481/04-803, Wildlife Museum
- ⊕ Building 9477/04-810, Band Building
- ⊕ Building 9485/04-830, Log Cabin Mini Mall
- ⊕ Building 1, Headquarters Building
- ⊕ Building 59000, Nike Theater Maintenance Shop
- ⊕ Building 59001, Sentry Station
- ⊕ Spring Creek Lodge
- ⊕ Eklutna River Bridge - Extant 2015
- ⊕ Building 21-700, US Army Corps of Engineers Alaska District Headquarters Building
- ⊕ Old Hospital Complex District
- ⊕ Crow Pass Historic District
- ⊕ Jewell Mine
- ⊕ Alaska Railroad Freight Shed
- ⊕ Building 2218, US Army Corps of Engineers Alaska District Warehouse Building
- ⊕ Building 2212, US Army Corps of Engineers Alaska District Laboratory Building
- ⊕ Building 223, US Army Corps of Engineers Alaska District Shop Building
- ⊕ Building G 3, Chapel
- ⊕ West High School
- ⊕ 301 Taylor Street Building
- ⊕ 341 North Klevin Street/341 Klevin Street Building
- ⊕ 3516 Peterkin Avenue Building
- ⊕ 3408 Peterkin Avenue Building
- ⊕ 4102 Peterkin Avenue Building
- ⊕ 333 Taylor Street Building
- ⊕ 341 Taylor Street Building
- ⊕ Campbell Creek Garrison Historic District
- ⊕ Reeve Airmotive Hangar
- ⊕ 832 North Hoyt Street, Mountain View Subdivision
- ⊕ 440 North Klevin Street, Mountain View Subdivision
- ⊕ 100.5 West Cook Avenue, Government Hill Building
- ⊕ 308 1/2 E Manor Avenue, Government Hill Building
- ⊕ 301 East Harvard Avenue, Government Hill Building
- ⊕ 432 East Harvard Avenue – Anchorage Square and Round Dance Club (Extant)
- ⊕ 232 East Harvard Avenue - ARRC Water Tower, Government Hill
- ⊕ CEA Power Plant
- ⊕ 1812 Twining Drive
- ⊕ 3501 Cope Street
- ⊕ 1000 East 10TH Avenue
- ⊕ 2630 Northrup Place
- ⊕ 6850 Hiland Road, Eagle River
- ⊕ 1101 East 11TH Avenue
- ⊕ ARRC Bridge Milepost 139.0
- ⊕ Peters Creek Bridge
- ⊕ 8TH and D Street Historic District
- ⊕ 1851 Aleutian Street

- ⊕ 2651 Lovejoy Drive
- ⊕ 1505 Elmendorf Drive
- ⊕ 1501 Elmendorf Drive
- ⊕ 1613 Atkinson Drive
- ⊕ 1407 Elmendorf Drive
- ⊕ 1841 Kuskokwim Street
- ⊕ Government Hill Quonset Hut Historic District
- ⊕ Government Hill Panoramic View Historic District
- ⊕ Government Hill Urban Renewal Historic District
- ⊕ 524 Coastal Place
- ⊕ 1834 East 27<sup>th</sup> Avenue
- ⊕ 257 East Dowling Road
- ⊕ 361 East Dowling Road
- ⊕ 415 East Dowling Road
- ⊕ 528 East Dowling Road Main House
- ⊕ 528 East Dowling Road Cabin
- ⊕ Bunker/Igloo Complex Historic District
- ⊕ 1026 West 10<sup>th</sup> Avenue
- ⊕ 1210 West 11<sup>th</sup> Avenue
- ⊕ Elmendorf Air Force Base Flightline Historic District
- ⊕ Elmendorf Air Force Base Residential Historic District
- ⊕ Building 3, Hangar and Aerial Port
- ⊕ Alaska Psychiatric Institute Building
- ⊕ 2632 Lovejoy Drive
- ⊕ Inlet Towers
- ⊕ Building 59000, CO HQ
- ⊕ Building 59001, Sentry Station
- ⊕ Lake Hood Seaplane Base Historic District
- ⊕ Elsie Oberg Community Center/Building
- ⊕ 2421 Oak Drive
- ⊕ ACE Hardware
- ⊕ The Cabin Tavern
- ⊕ 1017 West 11<sup>th</sup> Avenue
- ⊕ 1515 West 13<sup>th</sup> Avenue
- ⊕ 1219 N Street – Inlet View Elementary School
- ⊕ 1420 N Street
- ⊕ 1110 West 6<sup>th</sup> Avenue, Knik Arms Apartments
- ⊕ Turnagain District of the Alaska Railroad (Mile Post 93 to 100.6)
- ⊕ 7933 Jewel Lake Road
- ⊕ Sand Lake Fire Station
- ⊕ Indian Valley Trail
- ⊕ Portage Pass Connecting Trail
- ⊕ Skookum Creek Bridge/ARRC Timber Bridge Milepost (MP) 60.15
- ⊕ Winner Creek Cabin/Linblad Cabin on Winner Creek
- ⊕ Alaska Railroad Telegraph/Telephone Line
- ⊕ Linblad Placer Mine/ Winner Creek Placer Mine
- ⊕ ARRC Bridge Milepost (MP F5.7)
- ⊕ Diamond Jim's Sign/Diamond Jim's
- ⊕ Turnagain District of the Alaska Railroad (Mile Post 64 to 93)
- ⊕ Nike Site Point

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## 6 | Benefits of Historic Preservation

The purpose of this plan is to encourage and further the interests of historic preservation by identifying, protecting, and interpreting the MOA's significant historic and cultural resources for the **economic** and **social** benefit of the community.

If you were to ask a South Addition Neighborhood resident what they love about their neighborhood, you would most likely hear something like the walkability, location to trails, quaint houses, sense of place, and the neighbors that live there. Similar responses might come from someone in Fairview or on Government Hill. Long-term residents could tell you about their neighbors who were, or are community leaders, how they love their alleys, or when they asked the school district to move a building during the design process to save a million-dollar view—the school district agreed.

### Social Benefits of Historic Preservation

The Social Benefits of historic preservation are just as important as the Economic Benefits of historic preservation. Social Benefits include healthy, vibrant mixed neighborhoods and thriving downtowns. Communities support historic preservation planning and implementation actions to improve their quality of life. Social Benefits are both tangible and intangible and include such things as:

- ⊕ Saving our past for the benefit, enjoyment, and use of future generations.
- ⊕ Celebrating our cultures by telling our stories. These can be illustrated with our landmark buildings and landmark districts.
- ⊕ Community engagement, advocacy, and sense of well-being.
- ⊕ Celebrating our cultures by telling our stories. These can be illustrated with our landmark buildings and landmark districts.
- ⊕ Knowing what our landmark, historic, and cultural resources are.
- ⊕ Implementing visions and goals that improve quality of life.
- ⊕ Support of older neighborhoods with incentives for reinvestment.
- ⊕ Fostering affordable housing and commercial opportunities.
- ⊕ Consideration of neighborhood "quality of life" values.

- ⊕ Local landmark properties and districts are considered in plans for redevelopment.
- ⊕ Opportunities for artists, music, dance, and other social engagement.
- ⊕ Opportunities to celebrate architecture, the architect, and craftsmanship.

Preservation and reuse of historic buildings and objects such as the Historic City Hall, Historic Pioneer Schoolhouse, Oscar Anderson House, Kobuk Coffee, Engine 556, and the Government Hill Water Tower are tangible social benefits to our community. Saving iconic structures contribute to our quality of life. Dena'ina traditional trail routes are today popular for walking, biking, and skiing along the Chester and Campbell Creek corridors. Original homesteads have become public amenities including schools, parks, and open space.

### Social Benefit Outcomes

This plan is intended to encourage and support the following social benefits outcomes:

- ⊕ Local landmarks and landmark districts are nominated and registered giving the community a sense of pride, and the tools needed to direct context sensitive development.
- ⊕ Greater community ownership and a sense of civic pride in historic and cultural resources.
- ⊕ Pedestrian and bicycle activity is encouraged, planned for and funded, resulting in safer streets and healthier communities.
- ⊕ Older mixed-used buildings are revitalized and returned to active uses—especially in Downtown, on Gambell Street, on Mountain View Drive, and Spenard Road.
- ⊕ The community resoundingly supports reinvestment through the use of historic preservation incentives, Municipal bonding, or other creative financing tools.
- ⊕ The local landmark and landmark district criteria and nomination process is adopted.
- ⊕ Access to alternative modes of travel on neighborhood and network trails results in a healthier community, opportunities for athletic events, interpretive projects, and cultural and nature learning experiences.

Action Items along with visions, goals, and policies will support the social benefits of historic preservation in our community.

## Economic Benefits of Historic Preservation

Economic benefits are usually the results of tangible projects or actions that implement historic preservation strategies. These strategies use historic and cultural resources to improve the economy, education the community, and provide financial program support. The following is excerpted and edited for clarity from a [paper](#) submitted by Donovan Rypkema at the Leadership Conference on Conservancy and Development held in Yunnan Province, China, September 1999. The paper is included in *Section 11; Case Studies and Readings* at the end of this document.

Economic benefits are felt across neighborhoods, downtowns, and in commercial corridors and can include:

- \* Affordable housing and commercial buildings are preserved and used to the economic benefit of the community through incentives or other revitalization actions.
- \* Local Landmark Districts are nominated and listed.
- \* Programs implemented that increase heritage tourism opportunities.
- \* A MOA "Main Street" revitalization program could be established and funded to support the main streets or main street areas including; 4<sup>th</sup> and 5<sup>th</sup> Avenues, Gambell Street, Spenard Road, Mountain View Drive, Muldoon Road, Old Glenn Highway in Chugiak/Eagle River, Old Glenn Highway in Birchwood, Hightower Road in Girdwood, and Seaward Highway at Bird and Indian.
- \* Destinations with multiple landmarks could be established to encourage historic preservation efforts, tourism and education opportunities.

Historic preservation is proven to be a uniquely effective vehicle for economic growth. Historic preservation has moved from saving old buildings to a dynamic tool for city center revitalization, job creation, small business incubation, creating and saving housing, providing tourism opportunities, and other benefits.

In a holistic approach to historic preservation, major landmarks and monuments need to be identified and protected, historic resources will include local vernacular buildings and groups of vernacular buildings that are authentic to an area:

- \* Vernacular buildings retain architectural features associated with a certain place. With respect to Anchorage, Alaska, vernacular architecture may include the split-levels, T1-11 Multi-family apartment buildings, log cabins, and kit houses.

- \* Groups of buildings authentic to an area, may be encouraged to become local landmark districts.
- \* Local landmark significance should define the majority of buildings determined to have historic importance.
- \* The local economic development program should include adaptive reuse as one of its historic preservation strategies.
- \* Authenticity is an important element in sustainable historic preservation-based success.
- \* Take the time to measure Historic Preservation Program benefits.

## Economic Benefit Outcomes

This plan encourages and supports the following economic benefit outcomes:

- \* The existing character and appearance of historic buildings and sites are enhanced to attract new business, industry, residents and tourists.
- \* Ordinances are adopted to protect cultural and historic resources.
- \* Heritage Tourism offerings are expanded.
- \* Preservation incentive tools are adopted and implemented.
- \* The community is informed and educated on how historic preservation contributes to quality of life.
- \* The community is informed and educated on the elements of historic preservation that contribute to economic development.
- \* Economic development and growth occurs as historic preservation tools are used to revitalize Downtown Anchorage.
- \* Economic development and growth occurs as historic preservation tools are used to revitalize neighborhoods such as Fairview, Mountain View, Spenard, Midtown, and Muldoon.
- \* The tax base is increased as under-used or deteriorating properties are maintained and renovated.
- \* Greenhouse gases are diminished with reuse and repurposing of buildings, and building materials, also resulting in a reduction to environmental impacts and saving our landfills.
- \* Local Landmark Districts contribute to increased property values.

## Historic Preservation as an Economic Development Tool

The *MOAHPP* provides an innovative, inclusive, approach to historic preservation, stressing area wide improvement, while also focusing on known historic buildings, sites, stories, people, and other opportunities.

### Area-wide Improvement

This Plan encourages context sensitive investment in older areas of Anchorage where housing and commercial properties can be more affordable. Encouraging investment in older areas is wise public policy. We are a place of towns, villages, neighborhoods, and districts. Anchorage's distinct identity is portrayed through its gridded streets, alleys, eclectic main streets—4th Avenue, East Loop Road, Gambell Street, Mountain View Drive, Old Glenn Highway, Fireweed, Spenard Road, and Hightower Road. Our buildings are pre-fabricated salt box cottages, log cabins, midcentury modern gems, ski-town chalets, homestead cabins federally inspired multi-family housing, duplexes, triplexes, quad-plexes, six-plexes; frontier-style and Urban Renewal commercial development.

These unique places and buildings are a social and economic asset. Helping historically significant older areas of the city thrive and prosper is one of many goals included in this Plan. Therefore, this Plan outlines policies and programs that use historic preservation as a primary tool to meet a sector of Anchorage's economic development and revitalization needs.

### Local Landmark Districts

The nomination process for Local Landmark Districts will identify, along with the existing survey studies, potential historic district areas that when adopted as a Local Landmark District, can provide incentives for property owners to maintain properties, while maintaining the affordable housing that these areas already provide.

### Restoration and Reuse Policy

Restoration reduces long-term direct and in-direct costs of rebuilding. The "greenest" building is an existing building. See *Sidebar, National Trust for Historic Preservation – Green Lab Report*, next page. Anchorage has a history of reuse. Historically, because of its isolation, we knew how to repair, reuse, and make do—new things were expensive. We can remember that pioneering spirit and extend this ethic to our older buildings. For example:

- \* Repairing and rebuilding historic wood windows would mean that the dollars are spent locally instead of at a distant window manufacturing plant. That's economic development.

- \* Maintaining as much of the original fabric as possible is maintaining the character of the historic neighborhood. That's cultural sustainability, also part of economic development.

### High Cost of Housing and Revitalization Opportunities

Through revitalization, and other tools such as historic preservation tax incentives, the community can restore, repurpose, or renovate existing building stock.

Anchorage will shift to renovation, reuse, and context sensitive infill as information about our historic resources and the contributions that they have made to our community becomes available. Anchorage remembers the lean times and understands that we can improve what already exists.

This Plan expands the scope of the *4NHPP* to; use historic preservation as a revitalization tool, defines historic resources as properties, places, view sheds, people, and stories, and encourages to timely adoption of incentives and ordinances to support to the program, and assist in revitalization of older neighborhoods.

### Understanding Anchorage's Demographic Diversity

We speak over 100 different languages in our schools, which could translate to a cosmopolitan community containing various neighborhoods proliferated with in-kind cultures, housing, and traditions. However, the ability for a diversity of communities to thrive is rare. In Mountain View and on Government Hill, homogenous groups in multi-family buildings form tight extra-familial connections. Most of these relationship are fostered by the high-density multi-family housing in which they live (*Government Hill Neighborhood Plan, Mountain View Targeted Neighborhood Plan*). Affordable housing influences opportunities for our diverse communities to live and thrive (*How to Kill a City*). A goal of this Plan will be to determine investment opportunities for revitalizing existing properties to continue providing affordable housing to underrepresented populations within the Anchorage area.

### Community Responsibility

This Plan advocates for community improvement as a shared responsibility (*Marshall Texas, Historic Preservation Plan*). Every engaged resident has a role. There must be a successful

partnership of both public and private efforts. A united force of private groups and individuals, working with the MOA, can achieve vastly greater results than a single government entity working alone. The success of this Plan will come through initial leadership from the MOA coupled with increased involvement of community groups, property owners, residents, and the public—all working together to make Anchorage an even more attractive place.

### **Historic Neighborhoods and Gentrification**

Through the decades, iconic buildings, interesting architectural types, landscapes, viewsheds, cultural sites, and unique objects have been saved either by community outreach or as private owners understand the importance of what they have.

Revitalization of existing affordable properties through historic preservation can help provide some of the much-needed housing in this community. A wide array of historic preservation initiatives can be implemented to help: From keeping and relocating structures, renovating and fixing that mixed-density “Oil Boom” apartment, or providing incentives to owners to save and renovate that 90-year old mixed-use building in Downtown, something can be done through the Anchorage Historic Preservation Program that helps meet our needs.

Anchorage’s affordable housing can still be found in our older neighborhoods. However, as developers invest in new construction that demolishes and replaces once-affordable single-family and duplex housing, they price out lower-income individuals. This “gentrification” is taking its toll. Lower-income residents are forced to relocate to neighborhoods perceived as less-desirable, because of the lack of services, and jobs in close proximity.

The U.S. Department of Urban Development defines “affordable” as paying 30% or less of household income for housing. About half of Anchorage renters pay 30%, with a fifth of Anchorage renters paying 50% or more. Workers in 21 of the 25 most common jobs can’t afford a two-bedroom apartment, and workers in 18 of these jobs can’t afford a one-bedroom apartment (*Anchorage HUD presentation 2016*).

A report produced by the Preservation Green Lab of the National Trust for Historic Preservation provides the most comprehensive analysis to date of the potential environmental benefit of [Building Reuse](#).

This groundbreaking study, *The Greenest Building: Quantifying the Environmental Value of Building Reuse*, concludes that, when comparing buildings of equivalent size and function, building reuse almost always offers environmental savings over demolition and new construction. The report’s key findings offer policy-makers, building owners, developers, architects and engineers compelling evidence of the merits of reusing existing buildings as opposed to tearing them down and building new. Those findings include:

**Reuse Matters.** Building reuse typically offers greater environmental savings than demolition and new construction. It can take between 10 to 80 years for a new energy efficient building to overcome, through efficient operations, the climate change impacts created by its construction. The study finds that the majority of building types in different climates will take between 20–30 years to compensate for the initial carbon impacts from construction.

**Scale Matters.** Collectively, building reuse and retrofits substantially reduce climate change impacts. Retrofitting, rather than demolishing and replacing, just 1% of the city of Portland’s office buildings and single family homes over the next ten years would help to meet 15% of their county’s total CO2 reduction targets over the next decade.

**Design Matters.** The environmental benefits of reuse are maximized by minimizing the input of new construction materials. Renovation projects that require many new materials can reduce or even negate the benefits of reuse.



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# 7 | Anchorage Local Landmark and Landmark District Register

## Intent of the Local Landmark Register

The Anchorage Local Landmark Register, authorized by AO 2006-175, is an important element of the MOA Historic Preservation Program. Local landmark resources will be evaluated by *Type* of Landmark, and evaluated under five different *Categories*.

### MOA Local Landmark Resources

As noted in the Introduction, *MOAHPP* local landmark resources can include:

- \* *Buildings* are constructions used primarily for human shelter or to house animals, e.g. a house, barn, church, school or similar structure. Persons of local, state or national prominence may have lived or worked, historical events took place, or buildings linked to a historical period, or notable due to architectural style or method of construction, including buildings which could be turn of the century, or as new as the 1940's.
- \* A *Site* is the location of a significant event, a prehistoric or historic occupation or activity, or building or structure, whether standing, ruined or vanished, where the location itself possess historic, cultural, or archeological value, regardless of the value of the existing structure.
- \* *Travel routes* are motorized and non-motorized trails, paths, roads, and navigable waterways in urban, suburban, and rural settings, includes branches of gold mining and mail trails, portages and other basic non-motorized routes of travel.
- \* A *Structure* noted for its engineering and historical characteristics, including bridges, towers, fortifications, docks, and dams.
- \* A *District* is a significant concentration, linkage or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development, and can typify a development era, or contributing party in Anchorage's growth.

- \* An *Object* is a material thing of functional, aesthetic, cultural, historical or scientific value that may be by nature or design, movable yet related to a specific setting or environment e.g. monuments sculptures, boundary markers, and fountains. They could be locomotives, railroad cars, boats or aircraft.

## Types of Local Landmarks

The MOA's local landmark resources will be evaluated as the following; Landmarks, Landmark Buildings, Landmark Districts, Landmark Structures, Landmark Sites, and Landmark Landscapes. These types of landmarks are defined as follows:

### Landmark

A place in the MOA significant for its contribution to history, architecture, geography, and/or culture, e.g. individual buildings, districts, structures, objects, sites, travel routes, and landscapes. Significant means the place has had a meaningful or noticeable influence or effect on the heritage and culture of the MOA.

### Landmark Building

A building is a construction used primarily for human shelter or to house animals, e.g., a house, barn, church, school, or similar structure.

### **Landmark District**

A significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development. Single properties may not be significant by themselves, but still contribute to the whole by providing continuity of historic era, design, appearance, cultural use or function. A district may also comprise individual landmarks separated geographically but linked by history, architecture, and/or culture. Examples include a residential neighborhood representing several periods of development and architectural designs, archaeological sites and features related by period, type and location, and a building complex such as a cannery, or military base.

### **Landmark Structure**

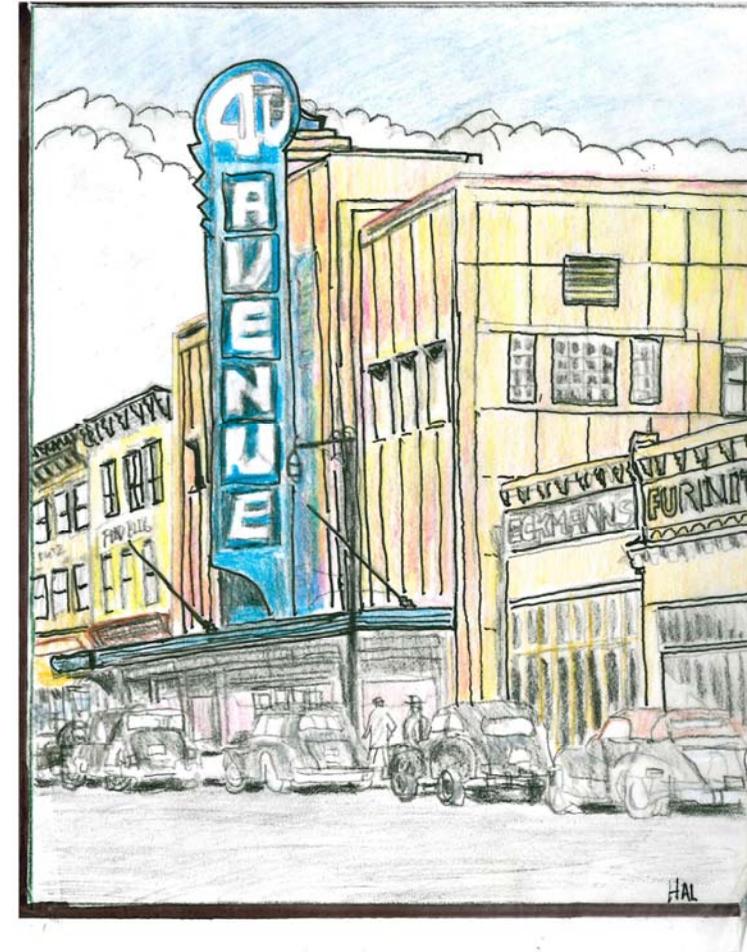
A structure is a construction used for purposes other than human shelter, e.g. caches, bridges, dredges, dams, roadways, railroads, trails, locomotives, aircraft and vessels. Structures may also include material objects of functional, aesthetic, cultural, historical or scientific value that may be, by nature or design, movable yet related to a specific setting or environment, e.g., monuments, sculptures, boundary markers, and fountains.

### **Landmark Site**

A site is the location of a significant event, a historic or prehistoric occupation or activity, or building or structure, whether standing, ruined, or vanished, where the location itself possesses historic, cultural, or archaeological value, regardless of the value of any existing structure. The significance of a historic site does not depend upon the survival of original standing structures and may include buried archeological materials, accurately reconstructed buildings or visible alterations of the land. However, the setting must retain integrity and be mostly free of modern or non-historic elements, which confuse the historical relationship of the site with its period of significance. Examples include habitation sites, funerary sites, village sites, gardens, ruins of historic buildings and structures, designed landscapes, and natural features such as rock and land formations having cultural significance. Travel routes may also be landmark sites and can be motorized and non-motorized trails, paths, roads, and navigable waterways in urban, suburban, and rural settings.

### **Landmark Landscape**

A landscape is a geographic area including both cultural and natural resources and the wildlife therein associated with a prehistoric or historic event, activity, or person or exhibiting other cultural or aesthetic values. Examples of cultural landscapes include farmlands, ancestrally used coastal areas, creek corridors, recreation areas, plant harvesting areas, formally landscaped gardens, parks, industrial and mining areas, etc.



4<sup>th</sup> Avenue Theatre – Hal H. Hart, 2017

## Categories for Evaluating Local Landmarks

To qualify as a landmark, a location in the MOA **must meet at least one criterion in two of the five categories**; history, architecture, geography, culture, or meets Alaska Landmarks Register, or the National Register of Historic Places. In addition, the landmark must retain integrity (location, design, setting, materials, workmanship, feeling, and association) as defined in the National Register of Historic Places and National Register Bulletin 15.

- 1) History:** To have historical importance, the landmark or landmark district shall be at least 30 years old or have extraordinary importance to the history of the MOA, and shall meet the following criteria:
  - a. Have direct association with development of the nation, state, or MOA and communities within; or
  - b. Be the location of a significant historical event; or
  - c. Have direct or substantial association with an individual or group who influenced society; or
  - d. Exemplify the cultural, social, economic, political, aesthetic, or engineering history of the nation, state, or MOA; or
  - e. Have potential to or has provided important information on the prehistory and history of the nation, state, or MOA.
- 2) Architecture:** To have architectural importance, the landmark or landmark district shall meet the following criteria:
  - a. Embody distinguishing characteristics of an architectural style or type; or
  - b. Be a significant example of the work of a recognized architect or master builder; or
  - c. Contain elements of architectural design, engineering, materials, craftsmanship, or artistic merit which represent a significant or influential innovation; or
  - d. Embodies a style or character that demonstrates the building traditions of a group of people of an area in an era of history.

- 3) Geography:** To have geographical importance, the landmark or landmark district shall meet the following criteria:
  - a. Have a prominent location or be an established, familiar, and orienting visual feature of the contemporary MOA; or
  - b. Promote understanding and appreciation of the natural and cultural environment by means of distinctive physical characteristics or rarity; or
  - c. Represent a resource, whether natural or human-made, which contributes to the character of areas within the MOA.
- 4) Culture:** To have cultural importance, the landmark or landmark district shall meet the following criteria:
  - a. Embody the customary beliefs, social forms, and material traits of a racial, religious, or social group shared by people in a place or time; or
  - b. Embody an integrated pattern of human knowledge, belief, and behavior that depends upon the capacity for learning and transmitting knowledge to succeeding generations; or
  - c. Demonstrate an important association with customary practices or beliefs of a living community that are rooted in that community's history and are important in maintaining the continuing cultural identity of the community; or
  - d. Exemplify social, cultural, ethnic, or historical heritage of the MOA.
- 5) National or Alaska Historic Registers:** Meets Alaska Landmark Registry, or National Register of Historic Places eligibility criteria.

## Local Landmark Nomination Process

1. A property owner or preparer with owner's consent may submit a completed Landmark Nomination Form (hereafter Nomination) to the MOA Historic Preservation Commission (HPC) and Historic Preservation Officer (HPO) that includes:
  - a. Nomination providing a physical description, statement of significance, identification of the period of significance and areas of significance, historic context, and relation to the MOA historic preservation plan;
  - b. Photographs and maps; and
  - c. Owner signature of concurrence.
2. The HPC and HPO will review the nomination and work with the owner and preparer to ensure they are presenting all necessary information.
3. Thirty days prior to the next HPC meeting, the HPO will notify the owner and proper local government officials of the upcoming meeting to give the opportunity to review and comment on the nomination.
4. The HPC will allot time at their monthly meeting for people to speak about the landmark nomination before taking formal action. The HPC and HPO will then review the nomination and all comments, and formally:
  - a. Recommend the property is eligible for listing in the MOA Landmark Register;
  - b. Table the nomination for additional study or information; or
  - c. Determine the property is not eligible for the register
5. The HPO will notify the Owner and Preparer of the HPC's determination. The owner and preparer then:
  - a. Concur with the HPC recommendation; or
  - b. Disagree and provide additional information to the HPC for reconsideration of the landmark nomination.
6. Anchorage Assembly Final Review and Approval.
  - a. If the HPC recommends the property is eligible for the MOA Landmark Register, the HPO will:
    - i. Submit the landmark nomination and associated comments to the Anchorage Assembly for approval (per Action Items #59 & 60 in draft HPP); and
    - ii. Thirty days prior, the HPO will provide written or electronic notification to the owner and preparer of the Anchorage Assembly public meeting
  - b. At their public meeting, the Anchorage Assembly will review and formally:
    - i. Recommend the property is eligible for listing in the MOA Landmark Register;
    - ii. Table the nomination for additional study or information; or
    - iii. Determine the property is not eligible for the register.
  - c. The HPO will provide written or electronic notification to the owner and preparer after the Anchorage Assembly approves, tables, or rejects the landmark nomination.

## Local Landmark Frequently Asked Questions

### **What are the restrictions, rules, regulations for landmark property owners?**

A local landmark designation places no restrictions on what a private owner may do with their property up to and including demolition, unless the property is involved in a project that receives municipal assistance, usually funding or licensing/permitting. If municipal assistance is received then the project must be sent to the Municipal Historic Preservation Officer (HPO) for review and comment. The HPO may recommend changes to the project to ensure that the project does not diminish the landmark's historic integrity. The HPO's recommendations are not binding and the owner may accept or reject them. Rejection of the HPO's recommendations may result in a loss of local landmark designation if the project significantly diminishes the landmark's historic integrity. The exception to this rule is a landmark property, located in a landmark district, and the landmark district has a landmark overlay.

### **Can I modify, remodel, or renovate, my landmark house?**

A property owner can do whatever they want with their property as long as there is no municipal assistance attached to the property. However, a property owner should contact the HPO for technical assistance in determining how to minimize a project's impact to a landmark.

### **What is a Landmark District Overlay?**

As noted above, the landmark district is a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development. An overlay may be developed by the property owners within the district to facilitate the preservation of buildings, landscapes, roadways, trails, or other contributing elements in an effort to preserve the integrity and character of the district.

To that end, the Landmark District Overlay is a planning tool to protect the architectural and historic character of MOA historic places and neighborhoods by managing growth and change through a public design review. Most property owners desire the overlay because it protects property values and stabilizes neighborhoods. Changes to landmark properties would be guided by ordinance and design guidelines codified into the overlay language. The guidelines would be based on local landmark standards, customized to the neighborhood or district area. The HPC, Planning and Zoning Commission, and public would have an opportunity to comment.

They provide direction for project applicants and ensure that all applicants are treated fairly. The Landmark District Overlay creates the opportunity for a high level of review, and provides the greatest level of protection for properties located within Landmark Districts. Proposed actions to be reviewed through a permitting process would typically include:

- \* Demolition.
- \* New Construction (primary buildings and out buildings, accessory structures, and garages).
- \* Additions to existing structures (new rooms, dormers, porches, or anything that increases habitable space or height of a building).
- \* Moving any structure in, around, or out of an area.
- \* Exterior renovation, rehabilitation, or restoration.

### **How old does a property have to be to qualify for listing?**

Generally, properties eligible for designation as a local landmark must be at least 30 years old. Properties less than 30 years of age must be exceptionally important to be considered eligible for designation. If your property is less than 30 years old and you believe it is eligible for local landmark designation, you should contact the HPO before beginning the nomination process.

### **How do I apply for tax credits?**

Please see *Section 2* for information on Federal tax credits.

### **Are there insurance regulation implications for a house being listed as a local landmark?**

Listing as a local landmark places neither restrictions nor requirements on a private property owner. You may do with the property as you wish, within the framework of local laws or ordinances. You are not required to maintain the property in any specific way; you may demolish the property without municipal permission. Should the property be demolished through accident (fire, storm, or other cause), you are not required to have insurance that mandates "replications" of the historic property; in fact, this would be discouraged. A replacement copy of the landmark house is not historic—it is merely a new house that looks like a landmark house. The landmark property should be treated like any other house for insurance purposes.

**How do I get a copy of the file you have on a property?**

Historic property survey studies are available for Government Hill, South Addition and Fairview, and is available from the SHPO or MOA Planning Department.

**How can I update information for a property that is already a local landmark?**

In order to update information in the MOA's file, the new information must be sent to the HPO, in the MOA Planning Department.

**Will Landmark Properties and Districts receive public acknowledgement?**

Yes, a program is proposed with this plan to acknowledge properties and districts as they are approved. The HPC and MOA Planning Department will have more information on that program.

**Sources**

- ⊕ [Alaska Landmark Register](#)
- ⊕ [Structure for Preservation Designation Application Information - Denver](#)
- ⊕ [National Register of Historic Places](#)
- ⊕ [Olympia Heritage Register Application](#)
- ⊕ 2006 MOA Draft Landmark Criteria - Appendix

# 8 | Themes, Visions, Goals and Policies

## Themes, Visions, Goals, and Policies

Visions, Goals, and Policies are the heart of the *MOAHPP*—each developed with, or confirmed by community input and “best practices” used by other states and cities. Themes identify the two benefit or programmatic areas—Social and Economic—that the Visions, Goals and Policies are parsed into.

### Planning Hierarchy

The Themes, Visions, Goals, and Policies of this plan are based on the language of A.O. 2006-175, which directed the HPC to “encourage and further the interests of historic preservation by identifying, protecting, and interpreting the MOA’s significant historic and cultural resources for the *economic* and *social* benefit of the community.”

### Themes or Strategic Program Area

The visions, goals, and polices support the two programmatic themes—“Economic and Social Benefits of Historic Preservation.” However, there will be crossover between the two programmatic area and the visions, goals, and policies associated with these themes.

The social and economic benefits of historic preservation are explained in greater detail in *Section 6*. Please refer to *Section 6* for additional information, and to better understand the supporting visions, goals and policies that implement each theme.

The *MOAHPP* is one of several Anchorage Historic Preservation Program elements, to be adopted for expressly implementing the direction of A.O. 2006-175. The *MOAHPP* defines the methods to be used to; 1). Identify, 2). Protect, and 3). Interpret - the MOA’s significant historic and cultural resources for the economic and social benefit of the community.



## Theme #1 – Social Benefits of Historic Preservation

*Implements AMC 4.60.030.E. Sections 11, 12, 13, and 14*—This programmatic theme addresses interpretive projects, outreach and educational opportunities, community involvement and understanding, and creating partnerships to assist in implementing the MOAHPP.

- ⊕ **Vision #1 - Outreach and Education:**
  - \* **Goal #1—Increase Awareness of Anchorage’s History and Cultures by “Telling our Stories.”**
  - \* **Goal #2—Publish and Share Historic Preservation Benefits.**
- ⊕ **Vision #2 – Quality of Life**
  - \* **Goal #3—Historic Preservation efforts can be used to support Quality of Life.**

## Theme #2 – Economic Benefits of Historic Preservation

*Implements AMC.4.60.030.E., Sections 1, 3, 5, 6, 8, 9, and 10*—This programmatic theme supports a systematic adoption of a 3-year Capital Improvement Program and Management Plan, seeks a variety of funding options and establishes a stable funding source, initiates the adoption of MOA ordinances to implement the MOAHPP. This programmatic theme also contributes to economic development and revitalization through offering a suite of incentives that encourage fixing what we have. Lastly this programmatic theme completes historic and cultural resource surveys that will then be used to nominate resources to the local landmark register.

- ⊕ **Vision #3 - Implement the Historic Preservation Program:**
  - \* **Goal #4—Adopt a Preservation Program and Revitalization Strategy for public comment and Assembly approval.**
  - \* **Goal #5—Establish a Stable Historic Preservation Funding Source.**
  - \* **Goal #6—Develop Long-Term Sustaining Partnerships.**
  - \* **Goal #7—Processes and Ordinances.**
- ⊕ **Vision #4 - Encourage Economic Resiliency through Revitalization of Historic Neighborhoods and Properties:**
  - \* **Goal # 8—Goal Fix What We Have.**

- ⊕ **Vision #5 - Landmarks to Save:**
  - \* **Goal #9—Complete Historic and Cultural Resource Surveys.**
  - \* **Goal #10—Complete Anchorage Local Landmark and National Register nominations.**
  - \* **Goal #11—Establish the Municipal-Owned Landmarks Management Program.**

### What is a Vision?

A Vision is a one-sentence statement describing the clear and inspirational long-term desired change resulting from an organization or program’s work. The best visions are inspirational, clear, memorable, and concise.

**What is a Goal?** A goal is a desired result or possible outcome important to the success of this plan.

### What is a Policy?

A Policy is a course or principle of action adopted or proposed by a government, party, business, or individual:

### What are Recommendations or Action Items?

MOAHPP recommendations include strategies, programs, and projects to receive action that come under the two programmatic themes, several vision statements, goals, and policies. Action Items implement the vision and goals.

**VISION #1—Outreach and Education** - *Use interpretive and educational programs and projects to inform the public, agencies, and funding partners about the social and economic benefits of historic preservation, and the many tangible and intangible benefits that can be derived from supporting historic preservation.*

**Goal #1 – Increase awareness of Anchorage’s History and Cultures**

Interpretive projects are a cost-effective way to tell our stories, engage diverse sectors of our community, and to relate important history and culture in a descriptive and succinct way. Heritage Tourism is one of the fastest growing sectors of the tourism market is included in this goal. Oral histories, interpretive programs and projects, social media, special events, dances, and map tours would also implement this goal.

- 1-1. Existing documents including the *Four Original Neighborhoods Interpretive Plan and Patterns of the Past* will be updated on a 5-10 year basis.
- 1-2. Interpretive programs will be developed with a variety of media to educate and appeal to all ages and demographics.
- 1-3. Alaska Native Peoples’ stories will be incorporated into existing and future cultural and historic narratives.
- 1-4. Interpretive programs will use stories of people, places, and events for educational outreach.
- 1-5. Heritage and cultural tourism outreach is encouraged to national, state, and local tourism bureaus, and companies.
- 1-6. Community pride and identity will be promoted through storytelling and interpretation.
- 1-7. Historic and cultural locations should be celebrated through Anchorage Historic Preservation Program projects.
- 1-8. Curriculum development will be explored with the Anchorage School District, University of Alaska Anchorage, private and charter schools, and other educational programs to educate Anchorage students on the historic of the MOA.
- 1-9. A landmark database of sites, landscapes, trails and trail corridors, cultural areas, and viewsheds will be developed and maintained to implement preservation and interpretive projects that are unique from projects that involve buildings and built structures.

Increasing awareness of Anchorage’s History – implements AMC 4.60.030.E.13  
Historic and cultural locations like the Oscar Anderson House Museum, Anchorage Museum, Anchorage Memorial Park Cemetery, Alaska Native Heritage Center, Alaska Jewish Museum, and the Russian Cultural Center should be celebrated through Anchorage Historic Preservation Program projects.

Curriculum development will be explored with the Anchorage School District, University of Alaska Anchorage, private and charter schools, and other educational programs to educate Anchorage students on the history of the Anchorage area.

Share our cultures and raise public awareness about *Elnana* (Dena’ina Country), *Tikahtnu* (Upper Cook Inlet) and Anchorage history, culture and traditions from prehistory to present day. In addition to the preservation of physical features, interpretation of stories, people, and events can add layers and depth to a community’s identity; however, there is a lack of public awareness about the history and culture of our area due to our transient population and lack of relevant curriculum.

Interpretation is an essential element of neighborhood preservation. Community members presented many ideas for how to interpret and commemorate important people, events, and Alaska Native Peoples’ stories during preparation for the HPP. These ideas range from plaques, monuments, and interpretive signage to walking tours, documentaries, websites, and other digital media.

This goal would be implemented by the HPC in partnership with Federal, State, and Local agencies, JBER, Alaska Native Peoples, the Anchorage School District, and Municipal Departments. This Plan recommends on-going consultation, including interviews, with Eklutna Village elders of Native Village of Eklutna and more definitive information on *Dena’ina* families living in Ship Creek and the Turnagain area.

This Plan also recommends the addition of several new interpretive themes to be used in addition to those found in the *Original Neighborhoods Interpretive Plan*:

- ⊕ *Healthcare* – Anchorage is the center of healthcare for the entire state.
- ⊕ *Tourism* – Is an economic development element that gives world-wide travelers access to our heritage, culture, natural and the outdoor recreation opportunities.
- ⊕ *Global Trade* – TSAIA is the 4th largest cargo airport in the world. New development at TSAIA continues to keep Anchorage competitive in the Global economy.
- ⊕ *Brewing and Distilling phenomenon* – Alaska exports all over the world. This is a boon to our economy and a “clean” industrial use.
- ⊕ *Eklutna, Inc.* – Through NALA, Eklutna Inc., as the largest developable land holder in the Anchorage area, ensures programs and support to Alaska Native Peoples.
- ⊕ *Resiliency* – The Historic Preservation Program supports economic development and can help the community respond to stressors.
- ⊕ *Social Justice and Historic Preservation* – Advocates for the provision of affordable and workforce housing in cool, upscale neighborhoods to be an opportunity for all.
- ⊕ *Winter Recreation* – Anchorage’s contemporary offering of winter sports is based on a rich history of winter recreation from its earliest days, including dog sledding, skiing, and other pursuits.

The *Original Neighborhoods Interpretive Plan* completed by the HPC in 2015, is used to guide interpretive projects throughout the Anchorage area, whether the project is located in the Original Neighborhoods or not. An overview of interpretive planning is included in the *Appendix – Section 13*.

## Goal #2 – Publish and Share Historic Preservation Benefits

Provide information to property owners, the MOA, and the development community to educate and increase awareness of Historic Preservation Program benefits.

- 2-1. Practical hands-on training, or links to internet-based resources for residents and organizations on preservation tools, maintenance tips, conservation issues, etc., will be provided.
- 2-2. The social and economic benefits of Anchorage’s Historic Preservation Program and related heritage and cultural programming will be tracked and reported on.

## Publish and Share Historic Preservation Benefits – implements AMC 4.60.030.E.11

Preservation program and project benefits are captured and published by case studies throughout the United States. This information is available from the National Park Service, the National Trust for Historic Preservation, and from Place Economics.

This information will be used extensively to develop an outreach and education program regarding Historic Preservation Benefits and Historic District Benefits. The program will capitalize on past research and achievements found by communities similar in size and character to Anchorage, Alaska. The information will be made available to property owners, the MOA, and the development community.

**Vision #2—Quality of Life** - *Preserve and improve the social wellbeing of our community by saving the historic and cultural characteristics and amenities that make the MOA an enjoyable place to live; including walkability, open space, historic street grids, and access to trails, and reinforcing community appreciation of each unique town, village, neighborhood, or district.*

**Goal #3—Historic Preservation efforts can be used to Support Quality of Life**

Preserve, protect, improve, and celebrate the irreplaceable characteristics of neighborhoods, districts, towns, and villages through projects, programs, outreach and education, and participation on federal, state, or local agency planning committees to ensure agencies and communities are educated on what we have, and the importance of historic and cultural preservation.

- 3-1. Projects that reinforce and help protect the unique character of each town, village, neighborhood, or district are supported in the implementation actions of this plan.
- 3-2. Access to trails, open space, views, recreation, cultural and historic places are promoted and protected in the implementation actions of this plan.
- 3-3. Streetscape improvements and amenities that support village, town, neighborhood, or district identity and goals are promoted and protected in the implementation actions of this plan.
- 3-4. Any impacts to viewsheds, scenic vistas, scenic byways, historic context and neighborhood grid pattern, alleys, and trailhead or trail access will be reduced or eliminated by the identification and approval of appropriate locations for cell towers, infrastructure, and public improvements with community input to ensure reduced impacts on the quality of life found here. This policy implements Anchorage 2020 Policy #7: Avoid incompatible uses adjoining one another.
- 3-5. Unique and exceptional elements of the area's history and culture will be incorporated into everyday activities and places, in order to improve quality of life, and build on the sense of community and collective memory.
- 3-6. The importance and contribution of historic and cultural preservation vision, goals, policies, projects and programs will be conveyed by HPC participation on agency planning committees.

**Historic Preservation efforts can be used to Support Quality of Life—AMC 4.60.030.E.14**  
According to Donovan Rypkema (*4NHPP, pg.101*), "securing quality of life is at the heart of what preservation is all about...but quality of life is fragile—those things that make up a given community's quality of life need to be identified, enhanced, and protected. And that's where historic preservation comes in.

Historic buildings are an important element in most community's quality of life criteria, because it is those buildings that provide a sense of belonging, a sense of ownership, and sense of evolution—that sense of community that sustainable economic growth requires."

**Anchorage-Specific Quality of Life Elements**

From 1915 forward, historically walking, biking, dog mushing, and equestrian uses were normal forms of travel. This created a culture of non-motorized travel throughout much of early Anchorage. The desire for non-motorized travel, and it's associated preservation of wetlands, creek corridors and open space, helped to establish community support for our world-renowned trail system. Additionally, recent Municipal roadway projects have been redesigned and reconstructed to increase safe pedestrian and bicycle facilities and connectivity (*Spenard Corridor Project*). Non-motorized travel will continue to be encouraged in Federal, State and Municipal projects as an important quality of life element in our community.

Backcountry trails are also important to the culture of travel by foot, bike, horse and dog sled. The Iditarod National Historic Trail, connects interior and central Alaska, to Girdwood and Anchorage through the beautiful Chugach Mountain Range. This Plan supports the quality of life achieved here, in part through this culture of walking, biking, trail use, and access.

**Community Input on Quality of Life**

During preparation of the *MOAHPP*, nearly a quarter of the public comments addressed "quality of life" issues. These issues included the historic street grid, scale and density, landscaping, pedestrian safety, a sense of neighborhood identity, views and access to the Chugach Mountains, Cook Inlet, Turnagain Arm, and Thunderbird Falls.

Studies have shown that active community participation is an essential component of maintaining a positive quality of life, directing these policies to increase community engagement and collaboration without compromising the independence that we Alaskans value.

**Vision #3—Implement the Historic Preservation Program - *The MOAHPP Implementation Program requires stable funding sources, ongoing grant applications, and public/private funding partnerships. Implementation also includes historic and landmark property and historic and landmark nominations, and identification and tracking of historic and cultural places.***

**Goal #4—Adopt a Preservation Program and Revitalization Strategy for Public Comment and Assembly Approval.**

- 4-1. A Preservation Program and Revitalization Strategy will be published, for public and community council comment, with Municipal Maintenance and Real Estate Department input every three years. The strategy will include plans, projects, and a determination of needed funding. The Strategy will be forwarded to the Anchorage Assembly for funding and approval.
- 4-2. The 3-year Preservation Program and Revitalization Strategy will inform the annual MOA Capital Improvements Program.
- 4-3. A landmark database of sites, landscapes, trails and trail corridors, cultural areas, and viewsheds will be developed and maintained to implement preservation and interpretive projects that are unique from projects that involve buildings and built structures.

**The Preservation Program and Revitalization Strategy—implements AMC 4.60.030.E.7** Anchorage has significant prehistoric and historic resources—this includes properties that meet the Landmark Property Criteria discussed in *Section 7*. Many properties and sites remain intact today, from Athabascan fish camps to homestead cabins, to Midcentury Modern neighborhoods.

There are a host of ways to acknowledge and save what we have. Many of the historic properties are located in affordable neighborhoods. We want them to remain affordable. This plan encourages the preservation, renovation, and continued use of these buildings through federal historic tax credits, a local historic building tax credit program proposed from this plan, grants and loans, and the Municipal Capital Improvement Program.

**Goal #5—Establish a Stable Historic Preservation Funding Source.**

Establish a stable funding source to support the Anchorage Historic Preservation Program to complete projects that use historic buildings, and complete a variety of outreach activities and projects like oral histories, interpretive panels, and mapped history walks.

- 5-1. Determination of all Municipal-owned rental and lease properties that have used Fund 740 in the past for improvements is a high priority. The determination will be used to report on, and give direction to future revenues into Fund 740. *Implements AMC 6.100.030- Revenues.*
- 5-2. State and federal grant funds will continue to be leveraged to complete historic preservation capital improvements and plans.
- 5-3. All potential foundation and non-profit funding sources and grant opportunities will be actively pursued to fund and complete cultural and historic preservation projects, plans, and survey efforts, including potential use fees and taxes.

**Determining Revenues for a Stable Funding Source—implements AMC 6.100.030** –The Municipal Historic Preservation Program has accomplished \$1.3 million in projects since 2006 by leveraging the Historic Preservation Fund 740. For every dollar spent from Fund 740, \$6.50 was gained through grants and volunteer hours. (*See Appendix: Anchorage Historic Preservation Fund for full text of AMC, Chapter 6.100 – Historic Preservation Fund.*) The Anchorage Historic Preservation Program has provided a remarkable value to the Anchorage community and will continue to do so with adequate funding. Fund 740 is almost exhausted. In this downturn the need is even greater to use historic properties for community good. A stable funding source from Municipal-owned properties is requested to supplement Fund 740, to enable this Fund to continue leveraging assets to a great return.

By implementing AMC 6.100.030 the current revenues received from historic buildings and projects that have previously used Fund 740 Historic Preservation funding, will now be deposited into the Historic Preservation Fund 740.

### Goal #6—Develop Long-Term Sustaining Partnerships

Identify partners for preservation to assist in planning and project implementation, grant funding applications, and volunteer support as champions for the historic preservation program.

- 6-1. Cultural and ethnic groups, including Alaska Native Peoples, will be consulted in regular outreach and communication to give opportunities for listening and partnership in planning efforts and project implementation.
- 6-2. The MOA historic preservation program will support Alaska Association for Historic Preservation's annual Historic Preservation Award Program.
- 6-3. Networks and contacts will be identified and established with agency and partner organizations to promote and educate the community on historic and cultural preservation project and programs.
- 6-4. Community advocates and preservation partners will be engaged to assist in MOA efforts to share the benefits of historic preservation in the development of outreach tools, social media, community council presentations, and public events.

### Development of Long-Term Sustaining Partnerships in Historic Preservation and Community Involvement—implements AMC 4.60.030.14

Historic preservation is a community endeavor, and it will take strong partnerships among the public, private, and nonprofit sectors to properly acknowledge and celebrate the heritage of the towns, villages, and neighborhoods throughout Anchorage.

Sustaining partnerships currently exist with non-profit groups like the Anchorage Woman's Club, and the Alaska Association for Historic Preservation. The MOA will work to strengthen these partnerships to enable these non-profit groups to better utilize MOA-owned historic properties to increase special event income.

Outreach to business entities, foundations, and non-profit funding organizations to partner in restoring and sustaining Municipal-owned historic properties is needed. Fostering partnerships to support historic preservation—especially companies and groups that seem incongruous to historic preservation but may have overlapping interests—is especially important to secure funding and other resources. Community awareness and vigilance will be key in accomplishing the goals of the *MOAHPP*.

### Goal #7—Processes and Ordinances

Direct historic preservation efforts by adopting policies, regulations, and best practices to support historic character, implement the historic preservation program, provide direction to mitigation of transportation, infill, and redevelopment projects, and to resolve any conflicts between preservation, existing regulations, and Title 21

- 7-1. The Anchorage Local Landmark Register will be established as the official list of locally-significant properties and districts found worthy of preservation within the Municipality, and is an element of the Anchorage Historic Preservation Program. This is to ensure coordination and support of public and private efforts to identify, evaluate, and protect Anchorage's historic and cultural resources.
- 7-2. The Anchorage Landmark Register criteria will be adopted along with the Landmark nomination process, to enable listing of properties on the Anchorage Local Landmark Register.
- 7-3. A landmark property permit review process will be adopted within the Development Services Department for use by the public, municipal staff, and the HPC to enable the review of permit applications sought by property owners on properties listed on the National Register of Historic Places or the Anchorage Local Landmark Register, to include a timeline for public comment should a listed property be slated for demolition (*use examples from San Antonio, Savannah, Chicago, or Dallas for guidance*).
- 7-4. Historic overlay districts will be adopted into title 21 to maintain distinct character, and the historic context (see the Fairview Neighborhood Plan, or the Eklutna Village Overlay for examples of proposed overlay districts).
- 7-5. Infrastructure projects and building development will be context sensitive to the identity of a town, village, neighborhood, or district through design and sense-of-place. Mitigate the loss of housing, businesses, parks, trail connectivity, or historic and cultural resources incurred by new transportation or redevelopment projects by securing adequate project funding, this is in support of *Anchorage 2040 Land Use Plan* recommendations.
- 7-6. The Municipal Development Services Department will implement the provisions of IBC Section 3407.1 Historic buildings code, and IEBC historic building code, to ensure historic context and integrity in historic buildings is maintained.

## Adoption of proposed MOAHPP Processes and Ordinances—implements AMC 4.60.030.E.1

This *MOAHPP* goal is to recognize and protect significant historic properties through official designation as landmarks and landmark districts under MOA law while maintaining consistency between MOA, federal, and state listings whenever possible.

### **Anchorage Local Landmark Register**

The officially adopted criteria may take the form of amendments to Anchorage Municipal Code Title 4 that created the Historic Preservation Commission; or amendments to Title 21, the Land Use Code; or the criteria may be incorporated into a new stand-alone Historic Preservation Ordinance. Items of importance may include:

- \* The criteria should establish the qualitative framework in which an analysis of local significance can occur.
- \* Historic and prehistoric buildings, building interiors, structures, monuments, works of art or other similar objects, areas, places, sites, neighborhoods, and cultural landscapes would be eligible for designation as local landmarks or landmark historic districts if they are listed in the Alaska Heritage Resource Survey (AHRs), the National Register of Historic Places, or the Alaska Landmarks Register. Properties that are not listed on the National Register will use a National Register Registration form as the basis for local designation.
- \* Each landmark or landmark district would be established by ordinance action after a public hearing process and designated on the official Zoning Atlas. These maps would flag those permitted activities requiring a COA from the HPC or Anchorage Assembly. Any proposed change to a locally designated historic property or resource within a historic district designated as “contributing” to the historical integrity of the district would be subject to historic preservation review. The HPC would have the power to deny or approve a COA or alternatively, would serve as an advisor to the Planning and Zoning Commission or Anchorage Assembly who would make the final determination.
- \* The Anchorage Cemetery, Indian Valley Mine, Site Summit, and Government Hill Federal Housing historic districts could be the Local Landmark Districts.
- \* The 30 individually listed sites on the National Register of Historic Places could also be listed on the Landmark Register with property owner and Assembly approval, and could obtain protection under the ordinance.

### **Landmark Property Demolition Permit Review**

To safeguard against demolition of historic properties by accident or without proper notice the MOA would ensure all demolition applications for historic properties are subject to review. A demolition permit would be required for complete demolition of any historic building or structure and may be required if most of a building is to be demolished.

Preservation program review of demolition applications would include public notice requirements and procedures for review. Community groups, including local community councils, would be allowed to seek temporary and permanent protection for any property that may meet the criteria for Local Landmark designation. The Anchorage Assembly may choose to:

- \* Enact a Demolition Delay Ordinance that would delay demolition of any building and structure over a certain age, or any building or structure identified for protection whether or not it is designated historic landmark or contributing structure in an historic district; or
- \* The Assembly may include demolition delay provisions in a new historic preservation ordinance; or
- \* The Assembly may add demolition delay provisions to its existing land use ordinance. One potential drawback to including demolition delay provisions in the historic preservation ordinance or amending the existing land use zoning is that, the law may only prevent demolition of buildings or structures that have already been designated as historic landmarks or as contributing structures in a historic district.

With either option, the demolition delay ordinance or demolition delay provisions must set forth procedures and criteria for reviewing requests to demolish such properties that would be administered by the Historic Preservation Commission (HPC). There should be notice and hearing requirements, historical significance standards, and the historic preservation review procedure

### **Context Sensitive Development**

Residents reinforce the character of their towns, villages, and neighborhoods through the reuse of historic buildings, context sensitive street and roadway design, other infrastructure (utilities, alleys, street amenities, and streetscape improvements) and infill construction. See the *Strategy for Developing Context Sensitive Transportation Projects*, Brooks & Associates.

A goal of the *MOAHPP* is to ensure that improvements proposed for historic properties is compatible with their historic character or their historic context through an established permit review process.

The HPO and HPC would base its reviews on the Secretary of the Interior Standards for Rehabilitation; however, this is only one of four sets of standards from the National Park Service. There are also standards for preservation, restoration and reconstruction and guidelines for treatment of historic properties and cultural landscapes, guidelines for rehabilitating historic buildings and guidelines on sustainability.

The MOA also may adopt a set of design guidelines that could be based on the Secretary of the Interior Standards, but provide more detail. If the MOA wants to become more restrictive, it should consult reference material specific to the era of the prospective local landmark or historic district, and become familiar with the era's architectural styles and conventions, as well as the typical landscape and orientation of buildings toward the street, but care should be taken to ensure consistency with the Secretary's standards. The normal building permit application process would include an extra step for historic preservation review as follows:

- \* Historic preservation review would be required for work affecting the exterior appearance of the property. The same would apply to officially-designated historic interiors. Attention would be directed towards setting up clear procedural rules including timely meeting dates of the commission or board to decrease permitting delays.
- \* At a minimum, the permit application would contain applicant information, the type of permit action and use, a site plan, a detailed description of all work to be conducted, a detailed description of materials to be used, photographs of the building and location, addresses of adjacent and confronting property owners.
- \* Minor work would qualify for expedited review by the HPO, provided it is compatible with HPC design standards. Minor work proposals found incompatible with HPC design standards, or otherwise needing further review will be referred to HPC. Major work on historic properties would be evaluated by the HPC. Routine exterior maintenance, window work and site work would be exempt for Preservation Review.
- \* There would be an appeal process, as well as a clause for economic hardship cases.
- \* Enforcement would follow the same procedures as that for building and zoning enforcement.

The HPO will first look at the submitted photos with the goal of determining whether the property is potentially eligible for listing on the local, state or national registers when completing the review. A property may be determined eligible with additional research, at that point the review would ensure no adverse effects to integrity or significance of the property will occur with the proposed project.

If the property is deemed ineligible or if the project has no adverse effects, the process is complete; if the proposed project will lessen the historic integrity of the historic property, the HPO or HPC will request measures to avoid, minimize or mitigate the effect.

### Implementation Strategies

May include Community Support, Legislation, and Overlay Districts as described below:

#### Community Support

Broad support for the regulatory components of landmark and district designation is essential. Community support reinforces the political will necessary for adoption of historic resource regulation and, ultimately, to ensure long-term success of the preservation program. With some exceptions, most local resources in Anchorage are real property—buildings and land. Residents, business owners, investors, or tax-exempt entities own this real property, and each owner has a very different approach to and objective for their property.

Outreach, education, and collaboration, based upon common interests, will be necessary for future success in reinforcing Anchorage's historic preservation ethic and altering local misperceptions about historic preservation and its benefits. Each of these three types of activities must be conducted in new and unconventional ways, directed toward non-traditional constituencies, and done with greater coordination to ensure Plan implementation. Finally, MOA staff and officials and the HPC cannot affect implementation on their own; they will never have the necessary resources. Implementation must be a combined and sustained effort by Anchorage's preservation organizations and multiple Anchorage stakeholder groups.

#### Historic Preservation Legislation

As previously stated, the three Processes and Ordinances tools described in this chapter are most often found in the local historic preservation ordinance; however, historic preservation legislation varies widely depending on state-enabling legislation, and the local historic preservation environment. Many communities adopt a **historic preservation ordinance** but some use a **design review ordinance**, a **demolition review and delay ordinance**, a **historic review section in the zoning ordinance**, and/or **overlay zoning** to achieve their historic preservation objectives. Where both zoning and historic preservation laws apply, a property owner must comply with both, therefore, it is important that the overall approval process be coordinated. When the historic preservation controls conflict with zoning, zoning takes precedence.

Some communities use a **historic preservation ordinance** instead of zoning because historic preservation controls generally differ from zoning since its purpose is not the regulation of land use per se but protection of the community's historic resources, even in limited circumstances, the interior of buildings. Also, planning and zoning boards review land use and typically do not have the knowledge of historic preservation practices to adequately conduct design review of historic buildings.

Presently, the MOA does not have a historic preservation ordinance but has elements of a model ordinance in Anchorage Municipal Code Title 4 that establishes a local historic preservation commission and in Title 21 that regulates land use and zoning. The Processes and Ordinances tools described in this element of the HPP could be implemented in a new title in the municipal code dedicated solely to historic preservation or in amendments to its zoning ordinance. While the MOA may use zoning to protect historic districts, a separate historic preservation ordinance would be necessary to protect individual structures.

#### **The Historic Preservation Ordinance**

Implementing the three Processes and Ordinances tools described above in a historic preservation ordinance could be accomplished by amending Title 21 to add a historic preservation section, or by enacting a new title in the municipal code, dedicated solely to historic preservation. The ordinance would establish a preservation commission, identify what resources are subject to protection, and establish one or more historic districts or define a process for the designation of historic landmarks and historic districts. It may also regulate changes to historic resources that could potentially change or destroy their character. The State of Alaska Department of Natural Resources, Office of History & Archaeology has a [sample ordinance](#) on its website that the MOA may consult when drafting its own ordinances.

If the MOA decides to enact a separate historic preservation ordinance in addition to its zoning controls, it's important that the overall approval process be coordinated to avoid the need to obtain overlapping or contradictory approvals. Writing a historic preservation ordinance is best undertaken by someone experienced in careful renovation of historic buildings in Anchorage or in similar communities and then reviewed by an attorney with a specialty in historic preservation.

The Historic Overlay Zoning District

#### **Historic Overlay Zoning District**

Another option for achieving the goal of recognizing and protecting significant historic properties through official designation (Goal #1) is the historic overlay zoning district.

A historic overlay zoning district would incorporate the restrictions of the underlying zoning for a given geographic area, with the main goal of preserving the historic character of the neighborhood. Zoning can also be useful where there is insufficient political will to impose HPC review on all structures. These zoning districts have been increasingly used as a more flexible tool for municipal historic regulation.

Historic overlay districts differ from historic districts in that they are a form of local zoning regulations that typically require only passage by the local legislative body, than a vote by all the landowners. All development within a pre-mapped Historic Overlay Zoning district is required to conform to the requirements of the Overlay District. This tool is often used for areas that do not meet National Register or Local Register criteria but have historic resources worthy of protection, conservation or preservation. The overlay zone applies a common set of standards that may cut across several different conventional or "underlying" zoning districts. The standards of the overlay zone apply in addition to those of the underlying zoning district. The focus is on preserving the area's traditional character rather than the historic fabric.

#### **Historic Preservation Review - Checklist**

The Processes and Ordinances tool to be used for all permitting actions on a property 50 years or older (Goal #3) or for partial demolition (Goal #2) require a clear description of the actions which require municipal review and standards or guidelines of review. Design guidelines and standards are used in the operation of a historic preservation commission's efforts to protect designated historic properties. They are usually graphic in format, showing what is appropriate or inappropriate in drawings and photos and can be tailored to the historic properties regulated by the ordinance. However, many communities just use the Secretary of the Interior's Standards for Rehabilitation of Historic Properties.

Local site plan review regulations, as either a component of a zoning ordinance, or as a separate enactment, can apply to a proposed action in a historic district. Through site plan review, the MOA could empower the HPC to review proposed projects in historic areas and require applicants to meet certain architectural requirements. Where an historic zoning district has not been established, a local plan review law could require that any alternatives to designated historic structures undergo site plan review.

Providing an informal, pre-application review procedure during which property owners can meet with commission members to discuss their plans for alterations or new construction helps mitigate claims that standards applied by the commission are vague.

**Vision #4—Encourage Economic Resiliency by Revitalization of Historic Neighborhoods and Properties** - *Historic preservation will foster a healthy local economy. Anchorage will experience vitalization efforts using existing historic properties. Benefits will include affordable housing, neighborhood preservation, increased walkability, access to trails, and other neighborhood amenities. Preservation policies may include financial and programmatic incentives to encourage smart economic growth.*

**Goal #8—Fix What We Have**

Support community resiliency by using older, historically significant buildings to provide affordable housing and commercial spaces through incentivizing renovations, repurposing, or to prevent the loss of significant buildings, relocation and reuse.

- 8-1. The development and adoption of a comprehensive package of incentives for historic and cultural preservation projects may include Historic Conservation Easements, Transfer of Development Rights, New Market Tax Credits, low-income housing tax credits, Energy credits, or a Local Landmark Property tax credit.
- 8-2. Implementation of the Downtown Façade Program is both a promotional and fundraising tool. See <https://anchoragedowntown.org/our-services/vital/painting-a-brighter-tomorrow/>.
- 8-3. A Local Landmark Property Registration Program will be used as both a promotional and fundraising tool.
- 8-4. Small Business Tax Credit, Chapter 12.35 Tax Abatement, or Title 21 incentives can be used to incentivize small business development in historic buildings and historic or landmark districts.
- 8-5. *MOAHPP* preservation policies will coordinate with the goals of adopted MOA plans (*Anchorage 2020, Downtown Comprehensive Plan, Fairview Neighborhood Plan, Chugiak/Eagle River Comprehensive Plan, Girdwood Comprehensive Plan, UMED District Plan, Eklutna Village Overlay District, etc.*).
- 8-6. The *MOAHPP* supports implementation of the historic and cultural preservation goals, policies, and action items identified in other adopted MOA plans included in *Section 4*.

Revitalization and Resiliency Strategy—“Fix What We Have”—implements 2040 Land Use Plan, policy 2.3 and strategy 8.

*Anchorage 2040 Land Use Plan*, policy 2.3: states to “remove barriers to desired infill development and incorporate flexibility in development requirements to promote adaptive reuse of older buildings and compact infill/redevelopment, including that which reflects traditional urban neighborhood design.” Strategy 8: Preservation and Reused of Older Buildings states, “Older and historic buildings area an important component of distinctive, authentic, and economically diverse places. Older buildings, as second and third-generation spaces, provide affordable options for start-up businesses and entrepreneurs.”

This goal acknowledges preservation, renovation, and continued use of older buildings to build resiliency in support of the Anchorage Historic Preservation Program and the goals and policies of the *2040 Land Use Plan*. A host of incentives can be offered including federal, state historic tax credits on eligible commercial properties. A Local Landmark building tax credit is proposed with this plan, along with grants, loans, and other programs such as Transfer of Development Rights. Historic property tax incentives encourage context sensitive investment in older areas where housing and commercial properties can be more affordable.

Anchorage has a significant number of prehistoric and historic resources. Many properties and sites remain today from Athabascan fish camps to homestead cabins, to Sears Kit Houses, to Midcentury Modern beauties. There are a host of ways to acknowledge and save what we have, with many of the historic properties located in older, affordable neighborhoods. We want them to remain affordable with this plan.

At Centerforcities.org, a *2014 Housing and Economic Development Report* includes several recommendations for cities experiencing downturn conditions. Recommendation #5 says to: *Link housing supply to local demand conditions, includes two implementation strategies, the second stating, “In weaker housing markets, focus investment on upgrading existing stock and quality of place improvements, over new supply in the current economic climate.”*

The *MOAHPP* supports this recommendation as a fundamental element of economic growth (adequate housing), by advocating that our community take the housing and commercial resources and **Fix What We Have!** This was also a recommendation of the [2017 Rose Foundation Fellows](#), of which Mayor Berkowitz and his staff were included. This in turn gives the historic property more value, affordability, and longevity. Preservation and/or restoration adds greater value to communities when used to revitalize larger swaths of residential and commercial development (*Rypkema*). Examples of area-specific improvement may include blocks of apartment housing found in Fairview, Mountain View, and the UMED District.

### Revitalization Opportunity

A mapping analysis of Municipal properties completed for this project shows almost 13,000 properties 50 years or older (*Maps 2-5*). This equals over 14% of the city's buildings. Older buildings can work to the city's advantage through a creative revitalization program that recognizes older buildings have the potential to fulfill a number of community needs including:

- \* Affordable housing.
- \* Affordable business locations.
- \* Increase homeownership.
- \* Protects existing investment in established neighborhoods.
- \* Preserves cultural and historical heritage in neighborhoods.
- \* Increased construction-related and tourism-related business, jobs, and dollars.
- \* An expanded tax base.
- \* A more attractive and varied, livable city.

### Proposed MOAHPP Program Incentives – implements AMC 4.60.030.E.7

The most widely used preservation incentives at the local level are: tax and regulatory incentives, city concessions, grants and loans, and technical assistance. However, the economic viability of rehabilitation projects is sometimes dependent upon the combining of the federal, state and local programs. The host of incentives for historic preservation may include the following:

#### Historic Tax Incentives

- \* *Federal Historic Rehabilitation Tax Credits* equal to 10% or 20% of the project's qualified expenditures for historic income-producing properties.
- \* *Local property tax freeze, property tax abatement, property tax exemption and rehabilitation tax credits* for substantial projects that meet the Secretary of the Interior's Rehabilitation Standards for Preserving, Rehabilitating, Restoring and Reconstructing Historic Buildings.
- \* *Local Historic Preservation Façade Easement tax deductions* equal to the appraised value of a façade or conservation easement for historic commercial or residential properties.

- \* *Preservation Easements & Covenants* that provide a one-time income tax deduction if the historic preservation easement is donated to a qualifying preservation organization on property individually listed on National Register or located in National Register District. Development rights by allowing preservation org to review in perpetuity proposed changes to property.

#### Non-Historic Tax Incentives (most effective when combined with historic tax incentives)

- \* *Federal Low-Income Housing Tax Credits ("LIHTC")* that provide private owners with an incentive to create and maintain affordable housing.
- \* *Federal New Markets Tax Credits* to investors for equity investments in certified Community Development Entities, which invest in low-income communities.
- \* *Federal/Local Brownfields Tax Credits* that allow taxpayers to reduce their taxable income by the cost of eligible cleanup expenses in the year they are incurred, rather than capitalized and spread over a period of years
- \* *Federal Energy-Efficiency Tax Benefits* that reduce the amount of tax owed for homeowners who make energy upgrades.
- \* *Federal charitable contributions deductions* from taxable income or taxable estates and gifts to a preservation or other charitable organization

#### Regulatory Incentives

Recognizing that rehabilitation of historical structures can be far costlier than building a new structure, the MOA should consider adopting regulatory incentives to promote rehabilitation or adaptive reuse of historical structures:

- \* Allow additional uses on historic properties not otherwise permitted under the base zoning.
- \* Give "free" density where historical buildings are rehabilitated or adaptively reused.
- \* Modify otherwise applicable area and bulk zoning regulations to promote reuse of historic buildings and compatible new construction.
- \* Limit the MOA's historic preservation purview to features visible from a public way.
- \* Choose not to govern maintenance, minor alterations or partial demolition.
- \* Allow two property owners to transfer density and other development rights from one parcel or site plan to another when the project preserves historic buildings.



**Vision #5—Landmarks to Save** - *Preserve character defining features that may include physical landmarks as well as stories, people, landscapes, viewsheds, events, and objects.*

**Goal #9—Complete Historic and Cultural Resource Surveys.**

Fund and complete in-depth surveys to assist the MOA in future planning and development projects, landmark and landmark district nominations, and to aid in securing mitigation for any loss of historic or cultural resources.

- 9-1. Village, town, district, and neighborhood surveys will be prioritized and completed to determine the locations, extent, variety, and quality of our historic and cultural resources.
- 9-2. Revitalization efforts will be prioritized consistent with adopted plans, and incentives, with focus on areas comprising large concentrations of historic properties.
- 9-3. Historic Resource surveys will provide recommendations to meet Anchorage Local Landmark criteria, and/or National Register of Historic Places listing criteria.
- 9-4. Thematic studies of specific architectural types will contribute to our knowledge of landmarks and landmark districts.

**Completion of Historic Resource Surveys—implements AMC 4.60.030.E.3**

Historic Resource Surveys will adhere to Alaska AHRS and include the following information:

- \* Names of preparers,
- \* Summary of themes and time period, Information on the history of development and historical background,
- \* Architectural/property types, and integrity thresholds, relate themes to property types and their importance or contribution if a districts is under consideration,
- \* Description of the street and utility characteristics,
- \* Natural amenities, parks, and trails, non-built or cultural properties,
- \* Preservation goals,
- \* Footnotes, bibliography,
- \* Geographic area, maps, photographs and illustrations including dates and addresses

**Goal #10—Complete Local Landmark or National Historic Register Nominations.**

Historic property and district nominations require research, outreach to property owners, and Assembly input. This can entail a lengthy process. The HPC works with the Alaska State Historic Preservation Office to complete National Register of Historic Places nominations. This goal is intended to guide the nomination of historic and landmark properties and sites to the proposed Anchorage Local Landmark Register and National Register of Historic Places.

- 10-1. Eligible (federal, state, or local register) historic and cultural resources will be prioritized for nomination to the Anchorage Local Landmark Register or the National Register.
- 10-2. At least one Anchorage Landmark or Historic register nomination will be prioritized, funded and completed per year by the HPC.
- 10-3. Alaska Native Peoples will be consulted when cultural sites important to them may be considered for nomination.

**Nomination of Local Landmarks and Landmark Districts—implements AMC 4.60.030.E.5.a**

A potential Anchorage Local Landmark property must be 30 years or older and meet landmark criteria established with this plan (*see Section 7*). Landmark districts may be a compilation of houses, park lands, viewsheds, trails, or other areas that also meet landmark district criteria established by this plan, also described in the *Introduction* and *Section 7*.

Saving of local landmarks should be the highest priority of the *MOAHPP* according to public comment received during the planning process. The Anchorage community values its history including the Delaney Park Strip, 4th Avenue Theatre, Oscar Anderson House, Alaska Railroad Anchorage Depot and the Freight Shed, Pioneer Schoolhouse, the Wireless Station, Strutz House, Coastal and Chester Creek trails, Army Housing Association/Pilots' Row, Eklutna Native Village, Nike Site Summit, *Tikahtnu* and Thunderbird Falls are just a few of these places. The proposed Anchorage Local Landmark Register will be a significant tool to identify, preserve, and protect our many locally-significant historic and cultural resources. Identified historic resources should be the only resources to receive the benefits of the new programs initiated from the *MOAHPP*.

**Goal #11—Establish a Landmark Property Outreach Program to Assist Landmark Owners in Managing and Caring for Their Landmark**

This goal is intended to establish an outreach program including historic and cultural property best management practices to aid property owners in retaining and preserving Anchorage's unique historic and cultural resources.

- 11-1. Outreach and education efforts will be conducted to ensure historic and cultural resources listed on the Anchorage Local Landmark Register and National Register of Historic Places remain in place as contributing historic and cultural elements in our community.
- 11-2. A public process will identify mitigation for lost Landmark resources. Federal, state, and local agencies, and governments will fund and implement this mitigation.
- 11-3. A Preservation Plan for each land-marked resource may be developed (conditions, maintenance plan, programming, operations, finances, etc.) at the request and with funding from the property owners.
- 11-4. Landmark properties, sites, places, trails, viewsheds, landscapes may be identified as "Landmarks to Save" on outreach and educational materials and promoted collectively as the MOA's most prominent historic and cultural resources.
- 11-5. Recognition of excellence in rehabilitation of historic buildings, structures, sites and districts, and new construction will be made – implements AMC 4.60.030.12.

**Goal #12—Establish the Municipal-Owned Landmarks Management Program**

This goal encourages financial-stability for Municipal-owned landmark resources, encourages proper maintenance to retain building integrity for those resources listed or eligible to be listed on the National Register, State Landmark Registers and Local Landmark Register, and recognizes MOA-owned landmarks including trails, parks, landscapes, Dena'ina cultural sites, or objects.

- 12-1. A list of MOA-owned Alaska State or Anchorage Landmark, or National register - listed and -eligible historic or cultural resources will be established and updated as needed each year. *See Section 7 for the list of historic and cultural resources considered in this plan.*

- 12-2. MOA-owned Landmark buildings will be evaluated to create a baseline of maintenance conditions, and to formulate a list of recommended repairs to the annual Municipal Capital Improvement Program, and the HPC 3-year Preservation and Revitalization Strategy Report (works with Goal #4).
- 12-3. Design guidelines for each MOA-owned Landmark will be developed with MOA Maintenance and Real Estate to ensure each building is maintained in a manner to preserving the character defining features, and building integrity that made the building worthy of listing.
- 12-5. MOA-owned properties under lease will; first—provide adequate income for building maintenance and operation, secondly—add revenue to the Historic Preservation Fund 740 (per AMC 6.100.030 – Revenues). Properties not earning adequate income to meet these two specifications will receive a cost/benefit evaluation and recommendations for achieving additional income by a local professional contracted by the HPC with the Real Estate Department's approval.
- 12-6. Comments from the HPC will be considered by the MOA Real Estate Department on lease renewal provisions (consistent with A.O. 2006-175).
- 12-7. Significant MOA-owned landmarks and properties will be nominated to the National Register of Historic Places with approval from the Anchorage Assembly.
- 12-8. Significant MOA-owned buildings and properties will be nominated to the Anchorage Local Landmark Register, as evaluations are completed, with approval from the Anchorage Assembly.

**The MOA-Owned Landmarks Management Program—implements AMC 4.60.030.E.9.**

The HPC is comprised of professionals with experience as architectural historians, archeologists, architects, real estate professionals, resource managers, and historians. The collective expertise of the commission is readily available to assist the MOA and the community with preserving, maintaining and managing the community's historic resources for the betterment of all. Executing this HPC duty, as envisioned by the Anchorage Assembly in 2006, gives the MOA and the community an educated and dedicated resource that profoundly cares for our heritage, and will also grow the appreciation of historic and cultural resources for the enjoyment of future generations.

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# 9 | Implementation Plan

## Introduction

The implementation matrix is the final component of the Historic Preservation Plan for the Municipality of Anchorage. It completes the plan by describing how the MOA will accomplish the Themes, Visions, Goals and Policies in Section 9, and outlines an approach to implementation, focused on the actions of MOA staff and elected and appointed officials.

The timeframe and horizon envisioned in the implementation matrix is ten years. Target dates for action items should be prioritized and assigned by the Anchorage Historic Preservation Commission in conjunction with the Office of Economic and Community Development and Office of Management and Budget, and incorporated into annual work plans and 3-year long range planning. Action items listed in bold print are considered high priority action items, to be completed prior to or concurrent with the initial 3-year long range planning. While many actions should be accomplished in the near-term, others will take more time to achieve. Some of these are ones that require a substantial allocation of resources to execute, which may mean phasing them in stages. Others require collaborative efforts of preservation partners. Still others fall in a sequence of planned activities and therefore cannot be accomplished until preceding tasks are completed.

While the Municipality of Anchorage through the Anchorage Historic Preservation Commission will have primary responsibility for implementing the plan it cannot be implemented through the sole effort of the Commission, as staff and resources are limited. Other Local, State and Federal agencies and organizations, as well as local residents, must participate in the implementation effort in order for the plan to be truly successful. Because of limited financial and human resources, priority should be given to those projects that are cost-effective; serve a mix of user groups and will benefit the most people; help to complete a work item that is already well established; provide an exceptional educational, aesthetic, or cultural experience; and/or prevent imminent loss of character or demolition of a cultural resource. The following is a partial listing of potential consulting parties (in alphabetical order).

## Consulting Parties

Advisory Council on Historic Preservation - Alaska Airlines - Alaska Association for Historic Preservation - Alaska Digital Archives - Alaska Historical Society - Alaska Municipal League - Alaska Jewish Museum - Alaska Native Heritage Center - Alaska Native Organizations - Alaska State Historic Preservation Office - Anchorage Arts Advisory Commission - Anchorage Assembly - Anchorage Board of Adjustment - Anchorage Board of Building Regulation Examiners and Appeals - Anchorage Board of Examiners and Appeals - Anchorage Budget Advisory Commission - Anchorage Chamber of Commerce - Anchorage Community Development Authority - Anchorage Convention and Visitors Bureau - Anchorage Department Heads - Anchorage Development Corporation - Anchorage Development Services Department - Anchorage Downtown Partnership - Anchorage Economic Development Corporation - Anchorage Education Association - Anchorage Federation of Community Councils - Anchorage Geographic Data and Information Center - Anchorage Heritage Land Bank Commission - Anchorage Legal Department - Anchorage Maintenance & Operations Department - Anchorage Mayor's Office - Anchorage Municipal Maintenance and Real Estate Departments - Anchorage Museum - Anchorage Neighborhood-based Groups - Anchorage Office of Economic and Community Development - Anchorage Office of Management and Budget - Anchorage Parks and Recreation Commission - Anchorage Parks and Recreation Department - Anchorage Planning and Zoning Commission - Anchorage Planning Department - Anchorage Project Management and Engineering Department - Anchorage Public Works Administration - Anchorage Public Works Commission - Anchorage School District - Anchorage Urban Design Commission - Anchorage Volunteers - Historic Preservation Consultants - Anchorage Watershed & Natural Resources Advisory Commission - Anchorage Wellness Advisory Group - Federation of Community Councils - Historic Preservation Consultants - National History Day Center - National Parks Service - National Trust for Historic Preservation - Oscar Anderson House Museum - Russian Cultural Center - Spenard Community Council - The Alaska Podcasts in iTunes - University of Alaska Anchorage -

## Vision #1—Outreach and Education

### Goal #1 – Increase Awareness of Anchorage’s History and Cultures

Interpretive projects are a cost-effective way to tell our stories, engage diverse sectors of our community, and to relate important history and culture in a descriptive and succinct way. Heritage Tourism as one of the fastest growing sectors in the tourism market and comes under this goal. Oral histories, interpretive programs and projects, social media, special events, dances, and map tours would also implement this goal.

Policies	Action Items
1-2. Existing documents including the Four Original Neighborhoods Interpretive Plan and Patterns of the Past will be updated on a 5-10 year basis.	1.1 Update <i>Patterns of the Past</i> to note properties that have been demolished, and add properties associated with additional historic themes. 1.2 Update the <i>Four Original Neighborhoods Interpretive Plan</i> and other neighborhood and district plans to include appropriate historic preservation efforts and capture new properties to interpret.
1-2. Interpretive programs will be developed with a variety of media to educate and appeal to all ages and demographics.	1.3 Create a map of MOA historic landmarks. 1.4 Install interpretive signs at locations of historic events. 1.5 Install interpretive displays at historic MOA-owned properties, and the MOA websites. 1.6 Develop consistent signage or plaques for individual historic buildings.
1-3. Alaska Native Peoples’ stories will be incorporated into existing and future cultural and historic narratives.	1.7 Provide financial support to Alaska Native Peoples organizations to conduct research and compile their stories around key themes. 1.8 Establish an Alaska Native Peoples Review panel to participate in the planning, creation and review of heritage related programming and information and interpretive projects, panels and displays identified as action items within this plan. 1.9 Work with Alaska Native Peoples on the appropriateness and inclusion of Alaska Native place names in new MOA signage.
1-4. Interpretive programs will use stories of people, places, and events for educational outreach.	1.10 Collaborate with storytelling organizations to create a MOA history program around MOAHPP key themes. Media may include any combination of text, images, video, audio, social elements (like tweets), or interactive elements like maps.
1-5. Heritage and cultural tourism outreach is encouraged to national, state, and local tourism bureaus, and companies.	1-11 Work with the Anchorage Chamber of Commerce, Visit Anchorage, and the Alaska Travel Industry Association to provide accurate historic information and incorporate heritage aspects into Anchorage’s promotional information.

<p>1-6. Community pride and identity will be promoted through storytelling and interpretation.</p>	<p>1.12 Create engaging exhibits on the MOA's history at highly visible sites; these activities will include involving and supporting the MOA's heritage organizations where appropriate. Provide partial funding for the design and installation of interpretive panels.</p> <p>1.13 Use museum and gallery collections to inspire people to create their own digital stories.</p>
<p>1-7. Historic and cultural locations should be celebrated through Anchorage Historic Preservation Program projects.</p>	<p>1.14 Provide grants, coordination, and guidance to local heritage organizations to create programs and events highlighting the MOA's history and historic resources during heritage and community events.</p>
<p>1-8. Curriculum development will be explored with the Anchorage School District, University of Alaska Anchorage, private and charter schools, and other educational programs to educate Anchorage students on the history of the Anchorage area.</p>	<p>1.15 Survey potential to sponsor individual sabbaticals for teachers who wish to update their content knowledge of Anchorage history.</p> <p>1.16 Link school teachers with university faculty who could be resources in areas of curriculum and course development by providing knowledge in local history.</p> <p>1.17 Seek state government and U.S. Department of Education funding to begin the process of developing MOA history standards.</p> <p>1.18 Partner with organizations like Project Archeology, and National History Day to provide a platform for historians, archeologists and teachers to interact with public school students about Anchorage history.</p>
<p>1-9. A landmark database of sites, landscapes, trails and trail corridors, cultural areas, and viewsheds will be developed and maintained to implement preservation and interpretive projects that are unique from projects that involve buildings and built structures.</p>	<p>1.19 Integrate the history of Anchorage's parks into the trail system through interpretive signage, wayfinding, place-making, playground improvements and other parks projects in order to encourage use and appreciation of park and trail history</p> <p>1.20 Collaborate with Parks and Recreation and Anchorage Park Foundation to develop preservation, monitoring and interpretive projects for the subset of these resources that occur within MOA parkland and to update park and trail information to incorporate more detailed information on park and trail history, as appropriate</p>

**Goal #2 – Publish and Share Historic Preservation Benefits**

Provide information to property owners, the MOA, and the development community to educate and increase awareness of Historic Preservation Program benefits.

<b>Policies</b>	<b>Action Items</b>
2-1. Practical hands-on training, or links to internet-based resources for residents and organizations on preservation tools, maintenance tips, conservation issues, etc., will be provided.	2-1. Establish an annual or biannual workshop that educates residents and organizations on appropriate rehabilitation techniques and offer free or discounted materials, such as discounts from paint stores or window manufacturers. Coordinate with partners for cohosted events. 2-2. Create a webpage on the MOA Historic Preservation website featuring links to technical information about the treatment and maintenance of historic properties; update regularly.
2-2. The social and economic benefits of Anchorage's Historic Preservation Program and related heritage and cultural programming will be tracked and reported on.	2-3. Hire a consultant to determine the social and economic impact of historic preservation in the MOA and to write a report for public distribution that will updated and distributed on a biannual basis

<b>Vision #2—Quality of Life</b>	
<b>Goal #3— Historic Preservation efforts can be used to Support Quality of Life</b> Preserve, protect, improve, and celebrate the irreplaceable characteristics of neighborhoods, districts, towns, and villages through projects, programs, outreach and education, and participation on federal, state, or local agency planning committees to ensure agencies and communities are educated on what we have, and the importance of historic and cultural preservation.	
<b>Policies</b>	<b>Action Items</b>
3-1. Projects that reinforce and help protect the unique character of each town, village, neighborhood, or district are supported in the implementation actions of this plan.	3-1. Brief the Anchorage Assembly, Planning and Zoning Commission, and department heads at least once annually, focusing on mid- and long-range issues for preservation in Anchorage.
3-2. Access to trails, open space, views, recreation, cultural and historic places are promoted and protected in the implementation actions of this plan.	3-2. Create an outreach strategy to focus media and public attention on prevailing historic preservation access issues, solutions and models. 3-3. Seek appropriate opportunities for partnership between HPC and other departments, agencies and proponents for open space, parks and recreation, transportation, and other relevant agencies for the purposes of historic preservation.
3-3. Streetscape improvements and amenities that support village, town, neighborhood, or district identity and goals for quality of life are promoted and protected in the implementation actions of this plan.	3-4. Develop consistent signage and plaques for individual historic buildings, structures, objects, travel routes, landscapes, and sites. 3-5. Ensure that the HPC consults on MOA streetscape and corridor improvement projects.
3-4. Any impacts to viewsheds, scenic vistas, scenic byways, historic context and neighborhood grid pattern, alleys, and trailhead or trail access will be reduced or eliminated by the identification and approval of appropriate locations for cell towers, infrastructure, and public improvements with community input to ensure reduced impacts on the quality of life found here. This policy implements Anchorage 2020 Policy #7: Avoid incompatible uses adjoining one another.	3-6. Document viewsheds, scenic vistas, scenic byways, historic context and neighborhood grid pattern, alleys, and trailhead or trail access points that require preservation restrictions and monitoring. 3-7. Ensure that the HPC consults on public works projects that affect historic resources.

3-5. Unique and exceptional elements of the area's history and culture will be incorporated into everyday activities and places, in order to improve quality of life, and build on the sense of community and collective memory.	3-8. Complete sights-specific interpretive evaluations that may lead to signage, social media, or other interpretive and art elements at key historic sites.
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**Vision #3—Implement the Historic Preservation Program**

**Goal #4— Adopt a Preservation Program and Revitalization Strategy for Public Comment and Assembly Approval.**

<b>Policies</b>	<b>Action Items</b>
4-1. A Preservation Program and Revitalization Strategy will be published, for public and community council comment, with Municipal Maintenance and Real Estate Department input every three years. The strategy will include plans, projects, and a determination of needed funding. The Strategy will be forwarded to the Anchorage Assembly for funding and approval.	4-1. Every three years the HPC will prepare and submit a 3-year preservation program and revitalization strategy for designating priorities of the HPC work program to the Anchorage Assembly for funding and approval. 4-2. Conduct inter-department coordination to review draft Revitalization Strategy, facilitate the sharing of data including historic property survey reports, increased communication and responsibilities to implement the MOAHPP. 4-3. Nominate a preservation specialist to the Urban Design Commission.
4-2. The Preservation Program and Revitalization Strategy will inform the annual MOA Capital Improvements Program.	4-4. Develop a comprehensive capital improvements program for managing and maintaining Muni-owned historic buildings. 4-5. Create an annual fund to support maintenance and management of historic buildings, based on the capital improvements program. 4-6. Catch up on deferred maintenance of Muni-owned historic properties to ensure that their condition is stable and sustainable 4-7. Concurrent with or prior to development of the 3-year preservation program and revitalization strategy, prepare a Capital Improvement Bond request to restore two endangered Municipally owned buildings: Oscar Anderson House and Pioneer Schoolhouse.
4-3. A landmark database of sites, landscapes, trails and trail corridors, cultural areas, and viewsheds will be developed and maintained to implement preservation and interpretive projects that are unique from projects that involve buildings and built structures.	4-8. Ensure the searchable, geospatial MOA Landmark database is constructed to include Local Landmarks, National Register Listed and National Register Eligible resources. 4-9. Comprehensively document sites, landscapes, viewsheds, scenic vistas, scenic byways, trails, parks etc. in the Anchorage Local Landmark database.

**Goal #5 – Establish a Stable Historic Preservation Funding Source.**

Establish a stable funding source to support the Anchorage Historic Preservation Program to complete projects that use historic buildings, and complete a variety of outreach activities and projects like oral histories, interpretive panels, and mapped history walks.

<b>Policies</b>	<b>Action Items</b>
<p>5-1. Determination of all Municipal-owned rental and lease properties that have used Fund 740 in the past for improvements is a high priority. The determination will be used to report on, prioritize and give direction to future revenues into Fund 740. Implements AMC 6.100.030- Revenues.</p>	<p>5-1. Identify all Municipal-owned rental and lease properties that have used Fund 740 in the past for improvements to allow lease profits to return to Fund 740 as envisioned by AMC 6.100.030 Revenues. 5-2. Prioritize Fund 740 projects in the 3-year Preservation Program and Revitalization Strategy</p>
<p>5-2. State and federal grant funds will continue to be leveraged to complete historic preservation capital improvements and plans.</p>	<p>5-3. Consider applications to the following programs for funding support:</p> <ul style="list-style-type: none"> <li>* Federal Historic Preservation Fund Grants-In-Aid for State, Tribal and Local Government Programs,</li> <li>* Federal Financial Assistance for Historic Preservation Projects and support projects in the arts, humanities, and museum development,</li> <li>* Federal Financial Assistance for historic preservation projects that promote community and economic development,</li> <li>* NTHP grant funding for planning and education projects,</li> <li>* State grants administered through the Office of History and Archaeology Grants, and</li> <li>* Alaska Historical Commission Grants to fund planning, research, interpretation, public education and development projects.</li> </ul>
<p>5-3. All potential foundation and non-profit funding sources and grant opportunities will be actively pursued to fund and complete cultural and historic preservation projects, plans, and survey efforts, including potential use fees and taxes.</p>	<p>5-4. Research funding sources for nonprofits, homeowners, churches, and developers 5-5. Research funding sources for conservation projects, individual study or research, and formal education programs.</p>

**Goal #6– Develop Long-Term Sustaining Partnerships**

Identify partners for preservation to assist in planning and project implementation, grant funding applications, and volunteer support as champions for the historic preservation program.

Policies	Action Items
6-1. Cultural and ethnic groups, including Alaska Native Peoples, will be consulted in regular outreach and communication to give opportunities for listening and partnership in planning efforts and project implementation.	6-1. Prepare a public involvement plan to guide the long-term communication and consultation with cultural and ethnic groups regarding implementation of the Plan and heritage planning and projects Invite Alaska Native Peoples Review Panel to participate in the annual work planning of the HPC.
6-2. The MOA historic preservation program will support the Alaska Association for Historic Preservation’s annual Historic Preservation Award Program.	6-2. Nominate a project, organization, agency, or individual exemplifying the highest standards in Alaska preservation for an AAHP Historic Preservation Award. Promote and encourage the HPC and public attendance at the AAHP annual meeting.
6-3. Networks and contacts will be identified and established with agency and partner organizations to promote and educate the community on historic and cultural preservation project and programs.	6-3. Include community networks and partner organizations in the public involvement plan.
6-4. Community advocates and preservation partners will be engaged to assist in MOA efforts to share the benefits of historic preservation in the development of outreach tools, social media, community council presentations, and public events.	6-4. Develop a social media plan to promote the MOA historic preservation program, properties, events and activities on Facebook, Instagram and other social media applications. 6-5. Prepare a video about Anchorage historic properties to air on local channels and distribute to the community, businesses and church groups. 6-6. Prepare and place articles about Anchorage historic properties in publications with local readership. 6-7. Organize a speaker series on Anchorage historic properties and the MOA’s HP program 6-8. Conduct an annual town meeting on historic preservation and invite the public to discuss the issues related to development pressures. 6-9. Promote historic events and find means of incorporating aspects about local historic properties and the importance of historic preservation. 6-10. Establish an annual Anchorage Historic Preservation Month program that includes recognizing good rehabilitation efforts through awards and recognitions.

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**Goal #7 – Processes and Ordinances**

Direct historic preservation efforts by adopting policies, regulations, and best practices to support historic character, implement the historic preservation program, provide direction to mitigation of transportation, infill, and redevelopment projects, and to resolve any conflicts between preservation, existing regulations, and Title 21.

<b>Policies</b>	<b>Action Items</b>
<p>7-1. The Anchorage Local Landmark Register will be established as the official list of locally-significant properties and districts found worthy of preservation within the Municipality, and is an element of the Anchorage Historic Preservation Program. This is to ensure coordination and support of public and private efforts to identify, evaluate, and protect Anchorage’s historic and cultural resources.</p>	<p>7-1. Enact historic preservation ordinances that affirm the role and responsibilities of the Anchorage HPC, identify what resources are subject to protection, and define a process for the designation of local historic landmarks.            7-2. Promote benefits of local landmark designation to residents, property owners and officials.            7-3. Establish a searchable, geospatial MOA Landmark database that identifies documented Local Landmarks, National Register Listed and National Register Eligible resources, including buildings, sites, landscapes, trails, parks, cultural areas, etc.</p>
<p>7-2. The Anchorage Landmark Register criteria will be adopted along with the Landmark nomination process, to enable listing of properties on the Anchorage Local Landmark Register.</p>	<p>7-4. Retain specialized legal counsel to guide the development and adoption of local landmark register criteria and the process for the designation of local landmarks and landmark districts.</p>
<p>7-3. A historic and cultural property permit review process will be adopted within the Development Services Department for use by the public, municipal staff, and the Anchorage Historic Preservation Commission to enable the review of permit applications sought by property owners on properties listed on the National Register of Historic Places or the Anchorage Local Landmark Register, that also includes a potential timeline for public comment should a listed property be slated for demolition (<i>use examples from San Antonio, Savannah, Chicago, or Dallas for guidance</i>).</p>	<p>7-5. Work with Development Services to add requirements to the site plan review checklist to cross reference building permit applications with the local historic and cultural resources inventory and development review requirements including demolition review. Inform the owner of property’s historic status, restoration incentives, and exemptions in the International Building Code (if any).            7-6. Provide an informal, pre-application review procedure during which property owners can meet with HPC members or staff to discuss their plans for alternations or new construction to help mitigate claims that standards applied by the commission are vague.</p>
<p>7-4. Historic overlay districts will be adopted into Title 21, and supported to maintain distinct character, and the historic context of a planning area (<i>see the Fairview Neighborhood Plan, or the Eklutna Village Overlay for examples of proposed overlay districts</i>).</p>	<p>7-7. Promote local historic overlay district designations as a tool for neighborhood conservation, focusing on areas with high concentrations of historic-and cultural resources where pressures for redevelopment are emerging and where there is growing citizen interest and support.</p>
<p>7-5 Infrastructure projects and building development will be context sensitive to the identity of a town, village, neighborhood, or district through design and sense-of-place. Mitigate the loss of housing, businesses, parks, trail connectivity, or historic and cultural resources incurred by new transportation or redevelopment projects by securing adequate project funding, this is in support of Anchorage 2040 Land Use Plan recommendations.</p>	<p>7-8. Adopt neighborhood, district, town, and comprehensive plans with goals and action items specific to retaining and preserving existing historic and cultural resources, policies should also reflect that new construction is compatible with scale and character of surrounding historic streetscapes and neighborhood.            7-9. Adopt a general Neighborhood Preservation District Ordinance as a tool to protect neighborhood character.</p>

	7-10. Develop for adoption local landmark district design guidelines on a district by district basis.
7-6. The Municipal Development Services Department will implement the provisions of IBC Section 3407.1 Historic buildings code, and IEBC historic building code, to ensure historic context and integrity in historic buildings is maintained.	7-11. Provide training for Development Services (and HPC) staff on the requirements of IBC Section 3407.1 Historic buildings and IEBC Chapter 12: Historic Buildings. Conduct practice reviews including issues or circumstances which might be encountered in hearing appeals.

**Vision #4—Encourage Economic Resiliency by Revitalization of Historic Neighborhoods and Properties.**

**Goal #8 – Fix What We Have.**

Support community resiliency by using older, historically significant buildings and structures to provide affordable housing and commercial spaces through incentivizing renovations, repurposing, or to prevent the loss of significant buildings, relocation and reuse.

<b>Policies</b>	<b>Action Items</b>
8-1. The development and adoption of a comprehensive package of policy and financial incentives for historic and cultural preservation projects may include: Historic Conservation Easements, Transfer of Development Rights, New Market Tax Credits, low-income housing tax credits, Energy credits, or a Local Landmark Property tax credit.	8-1. Conduct a fiscal impact study as part of any determination of incentives for historic preservation. 8-2. Develop and provide concise information on financial incentives and benefits of historic preservation to developers and property owners 8-3. Through site plan review, provide density bonuses for developments that include appropriate treatment of historic buildings or frontages. 8-4. Commission architectural plans for prototypical situations, such as additions to small houses, that when used by property owners will receive expedited review by the HPO, HPC and Municipal permitting offices. 8-5. Explore the provision of local property tax abatement as an incentive to owners of locally designated historic resources, make available to all designated resources. 8-6. Through development review, allow a reduced number of required parking spaces for development/redevelopment projects. 8-7. Provide grants or low-interest loans for renovation or maintenance work when the historic resource is a low-moderate income households.
8-2. Implementation of the Downtown Façade Program is both a promotional and fundraising tool <a href="https://anchorage downtown.org/our-services/vital/painting-a-brighter-tomorrow/">https://anchorage downtown.org/our-services/vital/painting-a-brighter-tomorrow/</a>	8-9. Continue downtown historic preservation through the façade improvement program.
8-3. The adoption of a Local Landmark Property Registration Program may be used as both a promotional and fundraising tool.	8-10. Adopt and use the Local Landmark Registration Program as a promotional and fundraising tool, the registered property could receive a plaque and be listed on the MOA webpage and in area maps.

8-4. Small Business Tax Credit, Chapter 12.35 Tax Abatement, and Title 21 incentives can be used to incentivize small business development in historic buildings, structures, or historic, or landmark districts.	8-11.Promote redevelopment and reuse of historic commercial buildings by creating a local process to substitute UDC for HPC design review of commercial buildings if property owner is applying an investment tax credit or tax abatement.
8-5. <i>MOAHPP</i> preservation policies will coordinate with the goals of adopted municipal plans ( <i>Anchorage 2020, Downtown Comprehensive Plan, Fairview Neighborhood Plan, Eagle River Comprehensive Plan, Girdwood Comprehensive Plan, UMED District Plan, Eklutna Village Overlay District, etc.</i> ).	8-12. Add National Register Eligible, National Register Listed, and Landmarked resources to all plans. This can be accomplished in one Anchorage Assembly approval as a comprehensive area/master plan update. Integrate preservation considerations into plans for areas with significant historic resources
8-6. The <i>MOAHPP</i> supports implementation of the historic and cultural preservation goals, policies, and action items identified in other adopted MOA plans included in <i>Section 4</i> .	8-13. Make Anchorage's historic core a top priority of the HPC's 3-year Preservation Program and Revitalization strategy 8-14. Nominate the "Spenard Corridor Landmark District" to assist owners in seeking federal, state and local tax incentives, reimbursements or other types of development assistance.

<b>Vision #5—Landmarks to Save</b>	
<p><b>Goal #9 – Complete Historic and Cultural Resource Surveys</b> Fund and complete in-depth surveys to assist the MOA in future planning and development projects, landmark and landmark district nominations, and to aid in securing mitigation for any loss of historic or cultural resources.</p>	
<b>Policies</b>	<b>Action Items</b>
9-1. Surveys will be prioritized and completed to determine the locations, extent, variety, and quality of our historic and cultural resources.	9-1. Utilize preservation consultants, neighborhood-based groups, and/or volunteer groups to complete in-depth surveys to support the nomination of historic properties and districts to either the Anchorage Local Landmark Register or the National Register of Historic Places as appropriate
9-2. Revitalization efforts will be prioritized consistent with adopted plans, and incentives, with focus on areas comprising large concentrations of historic properties.	9-2. Use the 2040 Land Use Plan to prioritize revitalization efforts.

9-3. Historic Resource surveys will provide recommendations to meet Anchorage Local Landmark criteria, and/or National Register of Historic Places listing criteria.	9-3. Survey village, town, district, and neighborhood areas to determine the locations, extent, variety, and quality of our historic and cultural resources and whether they meet the local and national historic resource listing criteria.
9-4. Thematic studies of specific architectural types will contribute to our knowledge of landmarks and landmark districts.	9-4. Fund and complete architectural thematic studies on residential, commercial and industrial building types for inclusion into or an appendix of <i>Patterns of the Past</i> . Thematic studies could include Midcentury Modern, Log Cabins, Kit Houses, etc.

**Goal #10 – Complete Local Landmark or National Register Nominations.**

Historic property and district nominations require research, outreach to property owners, and Assembly input. This can entail a lengthy process. The Anchorage Historic Preservation Commission works with the Alaska State Historic Preservation Office to complete National Register of Historic Places nominations. This goal is intended to guide the nomination of historic and landmark properties and sites to the proposed Anchorage Local Landmark Register and National Register of Historic Places.

<b>Policies</b>	<b>Action Items</b>
10-1. Eligible (federal, state, or local register) historic and cultural resources will be prioritized for nomination to the Anchorage Local Landmark Register or the National Register.	10-1. Within the 3-year preservation program and revitalization strategy, prioritize surveyed and eligible historic and cultural resources for National, State, or Local landmark register consideration.
10-2. At least one Landmark or Historic Register nomination will be prioritized, funded and completed per year by the HPC.	10-2. At annual HPC work planning meeting, select, identify process for, and fund the nomination of at least one historic or cultural resource to National, State, or Local Landmark registers.
10-3. Alaska Native Peoples will be consulted when discussion on preservation, protection, or interpretation of historic and cultural resources important to them may be considered for nomination.	10-3. Ensure the HPC public involvement plan identifies involvement of Alaska Native Peoples and other cultural groups in the identification and prioritization of resources for consideration for National and Local Landmark Register listing. 10-4. Invite Alaska Native Peoples Review panel to participate in HPC annual work planning meeting

**Goal #11 – Establish a Landmark Property Outreach Program to Assist Landmark Owners in Managing and Caring for Their Landmark**

This goal is intended to establish an outreach program including historic and cultural property best management practices to aid property owners in retaining and preserving Anchorage’s unique historic and cultural resources.

<b>Policies</b>	<b>Action Items</b>
11-1. Outreach and education efforts will be conducted to ensure historic and cultural resources listed on the Anchorage Local Landmark Register and National Register of Historic Places remain in place as contributing historic and cultural elements in our community.	11-1. Include outreach and education efforts for resources listed on local or federal registers in the 3-year preservation program and revitalization strategy. 11-2. Educate local realtors about Landmark designations and restrictions.
11-2. A public process will identify mitigation for lost Landmark resources. Federal, state, and local agencies, and governments will fund and implement this mitigation.	11-3. Develop tools and a public process for mitigating the loss of landmark resources.
11-3. A Preservation Plan for each land-marked resource may be developed (conditions, maintenance plan, programming, operations, finances, etc.) at the request and with funding from the property owners.	11-4. Prepare a preservation plan for each landmarked resource at the request and with funding from the property owners.
11-4. Landmark properties, sites, places, trails, viewsheds, landscapes may be identified as “Landmarks to Save” on outreach and educational materials.	11-5. Add "Landmarks to Save" to Anchorage's outreach and educational materials.
11-5. Landmarks to Save” will be promoted collectively as the Municipality's most prominent historic and cultural resources.	11-6. Promote "Landmarks to Save" as the Municipality's most prominent historic and cultural resources.

**Goal #12 – Establish the Municipal-Owned Landmarks Management Program.**

This goal encourages financial-stability for Municipal-owned landmark resources, encourages proper maintenance to retain building integrity for those resources listed or eligible to be listed on the National Register, State Landmark Registers and Local Landmark Register, and recognizes MOA-owned landmarks including trails, parks, landscapes, Dena’ina cultural sites, or objects.

<b>Policies</b>	<b>Action Items</b>
<p>12-1. A list of MOA-owned Alaska State or Anchorage Landmark, or National register - listed and -eligible historic or cultural resources will be established and updated as needed each year. <i>See Section 7 for the list of historic and cultural resources considered in this plan.</i></p>	<p>12-1. Fund and complete a review of the Municipal database of historic and cultural resources to identify all National Register-listed, National Register-eligible, Alaska Landmark Register-listed and eligible, and un-evaluated resources that should be prioritized for listing, eligibility or submitted to the National Register, until such time as the Anchorage Local Landmark Register is adopted.                      12-2. Present priorities for listing, eligibility and/or nomination to the Assembly for approval and funding during annual MOA budget discussions                      12-3. Update list annually to circulate and discuss at annual HPC work session.                      12-4. Include list in the 3-year Preservation Program and Revitalization Strategy.                      12-5. Update Local Landmark Inventory geodatabase annually with additions and deletions as identified on list</p>
<p>12-2. MOA-owned Landmark buildings will be evaluated to create a baseline of maintenance conditions, and to formulate a list of recommended repairs to the annual Municipal Capital Improvement Program, and the HPC 3-year Preservation and Revitalization Strategy Report (works with Goal #6).</p>	<p>12-6. Comprehensively assess and document historic and cultural resources owned by the Municipality.                      12-7. Develop a comprehensive capital improvements program for managing Municipality-owned historic buildings. Identify annual upgrades and maintenance for each building and property.                      12-8. Conduct studies to explore appropriate uses for the most historic MOA-owned buildings according to the priorities and strategies established by the capital improvements program.</p>
<p>12-3. Design guidelines for each MOA-owned Landmark will be developed with MOA Maintenance and Real Estate to ensure each building is maintained in a manner that</p>	<p>12-9. Hire a consultant to develop a “Landmark Property Design Book” with design guidelines for each Municipally-owned landmark.</p>

<p>preserves the character defining features, and building integrity that made the building worthy of listing.</p>	<p>12-10. Attach Landmark Property Design Books to municipal leases for landmarked properties so that adherence to guidelines set forth in the design book will become a condition of the lease</p>
<p>12-5. MOA-owned properties under lease will; first—provide adequate income for building maintenance and operation, secondly—add revenue to the Historic Preservation Fund 740 (per AMC 6.100.030 – Revenues). Properties not earning adequate income to meet these two specifications will receive a cost/benefit evaluation and recommendations for achieving additional income by a local professional contracted by the HPC with the Real Estate Department’s approval.</p>	<p>12-11. Seek public and private funding for the preservation and rehabilitation of historic MOA-owned properties that are under lease. 12-12. Revise tenant leases of Municipality-owned properties to require tenant participation in building upkeep and the accountability of Public Works’ responsibilities to maintain the buildings.</p>
<p>12-6. Comments from the HPC will be considered by the Municipal Real Estate Department on lease renewal provisions (consistent with A.O. 2006-175).</p>	<p>12-13. Institute HPC comment process on lease renewal provisions Incorporate preservation objectives into lease renewal provisions when possible.</p>
<p>12-7. Nationally-significant Municipal-owned landmarks and properties will be nominated to the National Register of Historic Places with approval from the Anchorage Assembly. Significant MOA-owned landmarks and properties will be nominated to the National Register of Historic Places with approval from the Anchorage Assembly.</p>	<p>12-14. At annual HPC work planning meeting, select and prioritize National Register nominations for MOA-owned historic properties to be pursued each year. 12-15. Include proposed National Register nominations in annual update to 3-year Preservation and Revitalization Strategy Report and identify the process and schedule for the completion of each nomination</p>
<p>12-8. Significant MOA-owned buildings and properties will be nominated to the Anchorage Local Landmark Register, as evaluations are completed, with approval from the Anchorage Assembly.</p>	<p>12-16. At annual HPC work planning meeting, select and prioritize Locally Landmarked MOA-owned properties to be pursued each year, by July or August. 12-17. Include proposed Anchorage Landmark nominations in annual update to 3-year Preservation and Revitalization Strategy Report and identify the process and schedule for the completion of each nomination</p>

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## 10 | Case Studies—

### Historic Preservation: Essential to the Economy and Quality of Life in San Antonio

Location: San Antonio, TX

Client: City of San Antonio Historic Preservation Office

Date: 2015

The city and the citizens of San Antonio have embarked on a process called SA 2020 that envisions the desired future of this evolving community. SA 2020 has eleven “cause” areas, each with its own vision statement, goals, and measurements to track progress. This analysis was based on a single question – how does historic preservation advance the SA 2020 goals?

The findings revealed that historic preservation in general, and historic neighborhoods in particular, are not only compatible with the goals of SA 2020, but are an indispensable component towards achieving them. In other instances, San Antonio’s historic neighborhoods, home to around 2.5 percent of the population, are already fulfilling the SA 2020 goals and should be seen as models for implementation.

The evidence is strong, but not surprising to San Antonians – historic preservation is essential to the economy of this city, and even more central to the quality of life. Details of the how historic preservation advances the vision of SA 2020 are found on the pages that follow.

READ THE REPORT: [http://www.placeeconomics.com/wp-content/uploads/2016/08/ohp\\_2015\\_report\\_final.pdf](http://www.placeeconomics.com/wp-content/uploads/2016/08/ohp_2015_report_final.pdf)

#### PLAIN TALK ON BUILDING AND DEVELOPMENT

### Who says you can't get financing for a small mixed use building????!!

November 3, 2015 January 24, 2016 rjohnanderson

The typical 2 and 3 story main street mixed use building is perfect for a rookie developer to use the FHA 203K purchase rehab loan program to finance their first project. Understand the Loan program and fill out the forms carefully, design your rehab to fit the rules. Now from the start, understand that this loan program is for owner occupants. You would have to live in the building *for a minimum of one year*.

#### HUD GUIDELINES FOR FHA 203(K)

The program is for 4 units *plus some amount of allowed non-residential space which varies with the number of stories in the building*. Here is the breakdown from the FHA Guidelines

“A 203(k) mortgage may be originated on a “mixed use” residential property provided that the percentage floor area used for commercial purposes follows these standards:

- One story building 25%
- Two story building 49%
- Three story building 33%

The commercial use will not affect the health and safety of the occupants of the residential property.”

The rehabilitation funds will only be used for the residential functions of the dwelling and areas used to access the residential part of the property.” So you can stabilize the shell of the entire building including the non-residential portion, but you will need other funds to renovate the non-residential space.



If the building was built after 1991 the Federal Fair Housing Act applies. In those newer buildings above the 4 units or threshold for buildings covered by the Fair Housing Act requirement that all ground floor units must be accessible/adaptable, here's what you do to rehab a small mixed use building using an FHA 203(k) loan:

- ALTERNATIVE 1: KEEP THE NUMBER OF RESIDENTIAL UNITS TO 3 OR LESS AND THE SF OF NON-RESIDENTIAL FLOOR AREA WITHIN THE PERCENTAGES LISTED ABOVE.
- ALTERNATIVE 2: CARVE OUT AN ACCESSIBLE UNIT AT THE REAR OF THE GROUND FLOOR WITH THREE UNITS ON THE UPPER STORIES.

This is not some exotic loan program. It is a fixer-upper loan on a 1 to 4 unit dwelling that is converted to a 30 year mortgage once the renovation is completed. If you pay attention to the particulars of the loan program, you can use it to fix a main street mixed use building and be in a position to live in one of the units rent free. Four or five local folks doing this within a couple blocks of each other could change the main street. Seriously worth pursuing for a lot of towns.

A number of colleagues whom I respect have made a point to telling me that the process of getting a 203(k) loan to actually *CLOSE* can be really tough. There are enough specific underwriting requirements that are different enough from more typical loans which lenders process that closings get delayed, or the lender withdraws their commitment. So finding a bank that actually has their act together on this program is important. Wells Fargo has invested in training their people on this, so start with them.

The extra brain damage involved in the loan is why I think the 203k program is an excellent vehicle for the rookie developer looking to step up their game. It requires that the project scope be well thought out and well documented. It requires the rookie developer to understand the lender's underwriting way more than the average mortgage borrower would. (-and possibly the more than the loan officer does..) It requires a long due diligence period from the seller. In short, the process is hard wired to require the rookie developer to have an excellent plan and seek help from their colleagues to launch their first significant solo project. It puts the rookie developer squarely in the position of adding value by creating order out of relative chaos. That 's the job

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## South Carolina Tax Incentives

In South Carolina there are a number of tax incentives to help with the costs of preserving historic buildings. Both owner-occupied historic homes and historic buildings used to produce income -- stores, offices, apartment buildings, for example -- may be eligible for tax incentives.

Note: The state law was revised on June 9, 2015. For changes, see [http://www.scstatehouse.gov/sess121\\_2015-2016/bills/3725.htm](http://www.scstatehouse.gov/sess121_2015-2016/bills/3725.htm).

Historic Tax Credit Programs Annual Report FY 2016-2017.

Refer to the chart in Preservation Hotline #11: Tax Savings for Owners of Historic Buildings (PDF) to begin identifying tax incentives that may apply to your building.

Taxpayers should consult with an accountant or other professional tax advisor for help in determining whether the programs will be of benefit to them.

### ATTENTION: PLEASE SEE BELOW REGARDING RECENT CHANGES TO THE FEDERAL HISTORIC TAX CREDIT

From the National Park Service: On December 22, 2017, Public Law No: 115-97 (Pub. L. 115-97) was signed and enacted, amending the Internal Revenue Code to reduce tax rates and modify policies, credits, and deductions for individuals and businesses. Pub. L. 115-97 (Sec. 13402) modifies the 20% Historic Rehabilitation Tax Credit as well as provides certain transition rules. These and other changes to the Internal Revenue Code may affect a taxpayer's ability to use the 20% Historic Tax Credit. Pub. L. 115-97 also repeals the 10% Rehabilitation Tax Credit for non-historic buildings. The text of Pub. L. 115-97 is available at [www.congress.gov](http://www.congress.gov).

Applicants requesting historic preservation certifications by the National Park Service as well as others interested in the use of these tax credits are strongly advised to consult an accountant, tax attorney, or other professional tax adviser, legal counsel, or the Internal Revenue Service regarding the changes to the Internal Revenue Code related to Pub. L. 115-97.

## Tax Savings for Owners of Historic Homes 25% State Historic Rehabilitation Tax Credit

### What is the tax credit and what are the benefits?

Taxpayers who rehabilitate their owner-occupied residence may be eligible to subtract 25% of the costs of many expensive repairs and renovations from their state income taxes. The South Carolina Historic Rehabilitation Incentives Act ([Section 12-6-3535](#)) benefits homeowners financially, preserves historic buildings, and enhances or local communities and the quality of life in our state. Note: The state law was revised on June 9, 2015. For changes, see [http://www.scstatehouse.gov/sess121\\_2015-2016/bills/3725.htm](http://www.scstatehouse.gov/sess121_2015-2016/bills/3725.htm).

### Example

An owner who meets the requirements of the tax credit program and spends \$40,000 on allowable rehabilitation expenses for his home can earn:

*	\$ 40,000	in 'rehabilitation expenses'
x	25%	
	\$10,000	state income tax credit

### Is my residence eligible for the credit?

Your building must meet both of these criteria:

1. You must own and live in the building or a portion of the building that will be rehabilitated. It can be a house or another type of historic building, such as a school or store, that you are rehabilitating to live in. A historic outbuilding associated with your residence, such as a barn or a garage, can also be eligible for the credit. The credit does not apply to buildings or portions of buildings that are used in a trade or business or produce income.
2. Your building must be one of the following:
  - \* listed individually in the National Register of Historic Places,
  - \* contributing to a listed National Register historic district,
  - \* determined by the State Historic Preservation Office (SHPO) to be eligible for individual listing in the National Register, or
  - \* an outbuilding that contributes to the significance of a property listed in the National Register.

Use the [SC Historic Properties Record \(SCHPR\)](#) and/or [ArchSite\(GIS\)](#) (Public View Map) to search for National Register listings.

### Who do I notify?

Review and Approval by the State Historic Preservation Office (SHPO) is required before work begins!!!

Plans for the rehabilitation project must be approved by the SHPO to ensure that all work respects the historic character of the building while allowing for reasonable changes to meet today's needs. The SHPO must certify that all project work - including expenses that are not eligible for the credit - meet the [Secretary of the Interior's Standards for Rehabilitation](#). When the rehabilitation is completed, the SHPO must verify that the completed project is consistent with the previously approved proposal.

### What expenses qualify for the credit?

Money spent in the following categories may be counted as 'Rehabilitation Expenses' when calculating the amount of credit:

- \* preservation and rehabilitation work done to the exterior of a historic structure;
- \* repair and rehabilitation of historic structural systems;
- \* restoration of historic plaster;
- \* energy efficiency measures except insulation in frame walls;
- \* repairs or installation of heating, air conditioning, or ventilating systems;
- \* repairs or installation of electrical or plumbing systems exclusive of new electrical appliances and electrical or plumbing fixtures; and
- \* architectural and engineering fees.

Allowable expenses do not include the cost of new construction beyond the volume of the existing building, the cost of acquiring or marketing the property, the value of an owner's personal labor, or the cost of personal property.

### How much money must I spend to qualify?

You must spend more than \$15,000 within 36 months on 'Rehabilitation Expenses' listed above.

### When can I claim the credit?

The credit must be taken in installments, beginning with the year in which the property is 'placed in service' (meaning the rehabilitation is complete and the building is used as an owner-occupied residence). If placed in service after June 9, 2015.

The installment equals 33% of the credit amount. If placed in service after June 30, 2003 before June 8, 2015 the credit installment equals 20% of the credit amount. If your tax credit installment for a year exceeds your tax liability you may carry the unused credit installment forward for up to 5 years. You will claim the credit by submitting South Carolina Department of Revenue (SCDOR) form SC SCH. TC-22 with your state income tax return. The form is available on the [SCDOR website](#). A taxpayer may only claim 1 tax credit on the same building within a 10-year period.

#### **How do I get started?**

1. Complete the S1 portion of the tax application. The SHPO will use this form to verify the historic status of the building.
2. Download the pieces of the [Application Packet](#) or contact the SHPO to request a copy through the mail. The application packet provides tips to guide you successfully through the review and approval process.
3. Consult with an attorney or tax specialist to advise you on the tax aspects of the program and to help you determine the effect of the credit on your tax liability. While the goal of the tax credit is to preserve historic buildings, it is also an income tax program and taxpayers must meet South Carolina Department of Revenue (DOR) requirements.

This website does not provide legal, tax or accounting advice; the information provided is intended to be general in nature; and visitors to the website are strongly encouraged to consult their own professional tax, accounting and legal advisors on individual tax matters, or consult the SC Department of Revenue or the Internal Revenue Service (IRS). The SHPO is not responsible for the information or advice provided here as it may affect the specific tax consequences to any individual (including sole proprietor), corporate, partnership, estate or trust taxpayer, which will depend on many other facts and circumstances. The information is for the general benefit of persons interested in obtaining certifications from the SHPO that may allow them to qualify for federal and/or state historic income tax credits. Given the frequency of changes in federal and state tax laws, regulations and guidance, the information represents a good faith effort to reference controlling laws and regulations as accurately as possible.

See these links:  
Income-producing  
Local Property Tax

#### Easements Textile Mill Incentive

This website does not provide legal, tax or accounting advice; the information provided is intended to be general in nature; and visitors to the website are strongly encouraged to consult their own professional tax, accounting and legal advisors on individual tax matters, or consult the SC Department of Revenue or the Internal Revenue Service (IRS). The SHPO is not responsible for the information or advice provided here as it may affect the specific tax consequences to any individual (including sole proprietor), corporate, partnership, estate or trust taxpayer, which will depend on many other facts and circumstances. The information is for the general benefit of persons interested in obtaining certifications from the SHPO that may allow them to qualify for federal and/or state historic income tax credits. Given the frequency of changes in federal and state tax laws, regulations and guidance, the information represents a good faith effort to reference controlling laws and regulations as accurately as possible.

## Historic preservation: Butte, MT positions itself to grow heritage tourism

*Western Planner 10/1/2013 by Jim Jarvis, Butte, Montana*

Original mine yard overlooking Butte and Wrigley Spearmint Gum ghost sign – all photos by Jim Jarvis

**Butte, MT is at a crossroads, both physically and philosophically. Two major interstates come together here, and a vibrant past intersects with an uncertain, but promising future. Once the largest copper mining area in the country, this city of 32,000 inhabitants now faces an economic and cultural dilemma, remain true to its heritage and wait for mining and industry to return, or position itself to become one of Montana's newest heritage tourism destinations.**

With each passing year, the realization that the robust blue-collar economy of the community's copper mining past will not return becomes more undeniable. With limited employment opportunities and a decaying built environment, younger residents are forced to leave the area in search of a sustainable living, and recruitment of new residents is stifled. As a result, the local population has remained flat for over two decades in spite of significant population increases in other areas of the state. Further complicating change is the

associated stigma of being part of the nation's largest Superfund site, extending over 100 miles down the Clark Fork River watershed. After years of on-going environmental clean-up efforts, the dust is beginning to settle. Newly capped and stabilized mine dumps are now sprouting new growth, and the community appears more attractive and feels healthier. With this reclaimed natural environment, interest has also grown to restore the built environment. The older parts of Butte have begun to slowly transform as visitors, and new residents are re-discovering the Richest Hill on Earth.



Historic resources in Butte include a wonderful array of buildings that collectively represent the largest National Historical Landmark (NHL) district west of the Mississippi River. The Butte-Anaconda NHL is recognized as nationally significant for its mining and labor heritage, and by association the country's emergence as an economic industrial superpower.

Uptown Butte like these lofts and grocery store. Photo by Jim Jarvis

UPTOWN BUTTE: Developers are looking at more investment opportunities in Uptown Butte like these lofts and grocery store.

This significance is reinforced by the uniquely authentic nature of the "Butte Hill," also known as Uptown Butte, complete with a dense urban center, defined by prominent commercial buildings, vast surrounding residential neighborhoods, and the ever-present mine yards with their towering headframes.



Another powerful attraction to Uptown Butte is the colorful collection of early-20th century ghost signs that bear quiet witnesses to this once vibrant metropolis of over 100,000 inhabitants.

These faded, hand-painted advertising signs adorn the side walls of brick buildings throughout the Uptown and offer a fascinating window into the past and a public art opportunity.

Since the local mining industry abruptly slowed decades ago, the economy has been in a long slumber. As a result, remaining investment dollars have tended to focus on the newer and "safer" suburban and strip mall areas of town, leaving large numbers of buildings in historic neighborhoods poorly maintained and subject to demolition as blight.

Fortunately, newcomers are interested in these areas, wishing to acquire something uniquely Montana at an affordable price. Tourism offers potential investors opportunities to easily explore and evaluate the community from a relocation or vacation home perspective. Under-utilized and vacant commercial buildings find new and expanded uses as retail and lodging facilities and residential properties are picked up as inexpensive homes.



Over the past 20 years, tourism has become Montana's number one growth industry, generating more than \$3 billion in annual revenue - second only to agriculture. Several Montana communities have taken advantage of this opportunity to diversify their local economies. Most notably Bozeman, but also smaller communities such as West Yellowstone, Whitefish, and Virginia City.

Through the nearby interstate corridor, three million plus non-resident travelers pass by each year. Yet for various economic, environmental, and cultural reasons, Butte has been hesitant to join this new gold rush, especially in the field of heritage tourism.

### **Festival City**

Because of Folk Fest 2013 and other events, Uptown becomes the Festival City for part of the year.

Source: Mainstreet Uptown Butte."

Because of Folk Fest 2013 and other events, Uptown becomes the Festival City for part of the year. Source: Mainstreet Uptown Butte. The biggest game changer has come in the form of music, fun and re-purposing of an old mine yard site. Through the efforts of community leaders, in 2008 the National Folk Festival came to Butte.

Over the course of three years, with the support and expertise of the National Folk Festival program, Uptown Butte became synonymous with high-quality, family-friendly musical entertainment. The main stage for this event is located at the base of a historic mine headframe and makes for an incredible performance venue. Now in its seventh year, the enthusiasm, confidence, and professionalism created by the Folk Festival has merged with other existing events, including Evel Knievel Days, to transform Uptown Butte into the Festival City, at least for a few months during the summer.

***Lessons learned: With proper planning and promotion, creative use of existing assets, and a commitment to high quality entertainment, even a community renown for being a tired, old mining town, can become a popular venue for events routinely exceeding 100,000 participants.***

### **Uptown living**

Over the past 10 years, a few developers with strong local roots and national experience have challenged the local convention that Uptown Butte was a fine place to work by day, but not suited to life after dark. Millions of dollars later, people now work, live and play in the Uptown again. These developers saw a struggling home town economy, grossly undervalued commercial buildings, various financial incentives, and a market for high quality rental units for a growing university population and a small influx of working professionals and down-sizing retirees. Urban dwellers find the metropolitan atmosphere and conveniences of Uptown Butte an intriguing contrast to traditional suburban and rural living, especially amongst the rugged, natural wonders of southwest Montana. As a result, other developers are now seriously looking at investment opportunities in Uptown Butte.



***Lessons learned: It shouldn't take intimate local knowledge in order for economic development to occur. A community must make a serious commitment to reach out to the "outside world," support new investment, and actively promote itself to attract new money and residents.***

### Placemaking

Signs of the past: Lost ghost sign, Rex Flour, has been proposed for restoration. Photo by Jim Jarvis.

Historic Uptown Butte remains a uniquely authentic, and somewhat exotic, place for many visitors. A dense business district, complete with tall "skyscrapers," and high-style architecture, and vast historic neighborhoods is not what visitors expect to find perched on the side of the Continental Divide in rural Montana. To many visitors this element of surprise is intriguing and mysterious: they want to know more about this "mining metropolis."

Placemaking, the presenting and sharing of an experience that defines a place and tells its story, is challenging. What do you do, or more importantly, not do, to make a place interesting and inviting to visitors, and local residents? In your rush for tourism-based prosperity, how do you avoid becoming the dreaded tourist-trap, and losing the very community you're trying to promote?

In a historic community like Butte, the passage of time is readily apparent. For the most part these layers of history survive, not from a direct effort to preserve them, but from the lack of sufficient funding or will to remove them as the community naturally evolved, or devolved, over time. As a result, time lies thick and heavy, much like a ghost sign forgotten on the side of a building. It was simply easier to ignore the sign and leave it alone, even though the business or product it advertised has long since ceased to exist. Today, the signs survive due to high lead-content paint, serendipitous protection from the elements, and this economic apathy.

In an effort to capitalize on the appeal of these works of "public art," the community has attempted to inventory and document the signs. Numbering well over 100 in total, they come in all manner of shape, size, color and design. The question remains, now that the signs have gained some acclaim, and authentically "make the place," how does a community actively assist in their preservation?

As privately-owned, publicly displayed works of art many signs have been destroyed by complete over-painting to improve the appearance of a building, amateur restoration that rarely does service to art of the original painter, or simply the ravages of time.

Active treatment strategies for these signs remains a subject of great debate in the local and national historic preservation community. While restoration of a historic building is expected and encouraged, ghost signs are looked at differently. Their ephemeral nature and patina make them special - a simple advertising gimmick miraculously transformed into art by the passage of time and natural weathering.

In an effort to "do something" to increase awareness and appreciation for the signs, a pilot project is currently underway to restore "lost" ghost signs in the Uptown.

These signs have faded to the point of near invisibility and are proposed for professional re-painting to illustrate this option, and allow the public to evaluate the result. Other options include, the hands-off

"enjoy then while they last" approach, and stabilization through conservation to arrest further deterioration. Professional restoration or conservation are both costly options, but in the name of placemaking work will begin soon.



***Lessons learned: Placemaking opportunities comes in various forms, whether food, local traditions, or a unique physical setting. A community should deliberately identify, protect, and celebrate those assets that make your place special. Today's, typically older heritage tourist is more interested in collecting educational and entertaining experiences, than trinkets, and is willing to pay for the opportunity. Honor and respect your history, but don't be afraid to use it for the benefit of the community.***

### Exciting times

Butte's transformation has been slow, and much work remains, but progress is being made. The best evidence of this revitalization is the numerous summertime festivals and events that have sprung up through concerted community effort. They have attracted visitors to the Uptown area and changed the perception that Butte is "tired, dirty, and uninviting."

As the older parts of the community are being rediscovered, a renewed appreciation and understanding of Butte's contribution to our nation's heritage is emerging, and with that

comes confidence that things are getting better. It only takes time, something that Butte holds in high regard and exudes in abundance.

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## Small-scale urbanism revitalizes three neighborhoods

### Stunning historic rehabilitation provides affordable housing in New Orleans.

[ROBERT STEUTEVILLE](#) JUN. 12, 2017

Iberville Offsites provides affordable housing for moderate-income families, establishes new standards for green historic preservation, and strengthens a city still climbing back from Hurricane Katrina. The development restored vernacular houses in stunning fashion across three New Orleans neighborhoods—Treme, Central City, and the Seventh Ward.

The team skillfully used state and federal tax-credit programs to renovate 46 houses for low-income and racially diverse long-time residents. The houses were in danger of being lost and represent irreplaceable assets. Their restoration helps to support walkable neighborhoods in one of America's most distinctive urban places. Iberville Offsites is small-scale urbanism applied to three neighborhoods. Before and after images of Iberville cottages.

**Source:** *Choice Neighborhoods*

"It shows that it is possible to rehabilitate homes on a large enough scale that there is an immediate and significant economic impact and that creates affordable housing in the process," says Neal Morris, founder of Redmellon Restoration and Development, the developer. Iberville Offsites is Phase Two of a project that has renovated more than 100 houses as part of a federal Choice Neighborhoods grant. Choice Neighborhoods, the successor to HOPE VI, is designed to remake public housing using the principles of the Charter for the New Urbanism—and has produced two Charter Award Winners in 2015.





“Historic preservation is too often seen as the domain of the affluent and white, but this project is relevant to the lives of a significant number of underprivileged people of color that are able to afford historic homes in neighborhoods where they would otherwise be out priced,” noted Eric Kronberg of Kronberg Wall Architects, the firm responsible for Iberville Offsites.

The project uses green technologies like solar panels and innovative insulation that does no harm to the historic integrity of the houses, and meets current accessibility standards. “Iberville is representative of so many things that we are trying to do,” says architect and CNU cofounder Elizabeth Plater-Zyberk. “Private initiative and public support is skillfully combined.” Commented author and house designer Marianne Cusato: “They’ve done all of the technical things, but the end result is beautiful without aesthetic compromise.” Iberville Offsites does more than just house moderate-income families and keep tons of construction materials out of the landfill. It reknits the cultural and social fabric of one of America’s great cities, embodying the tenets of the Charter for the New Urbanism.

Restored houses in one of three neighborhoods are identified on the map. *Source: Choice Neighborhoods*



Donovan Rypkema

Principal, Real Estate Services Group

Culture, Historic Preservation and Economic Development in the 21st Century

PAPER SUBMITTED TO THE LEADERSHIP CONFERENCE ON  
CONSERVANCY AND DEVELOPMENT

September 1999, Yunnan Province, China

As the world quickly passes into the 21st Century the context and environment of local economic development is rapidly evolving. The purpose of this paper is to identify some of the elements of that evolving context, establish some principles that will underlie economic development in the 21st Century, enumerate the "Five Senses" that each community will need to be competitive, and suggest that the preservation of the historic built environment, far from being a hamper to economic growth, can be a critical vehicle to make it happen. This paper is not intended to be an exhaustive discussion of any of these issues, rather it is hoped to be a checklist of economic development components against which a variety of specialists can consider their own areas of expertise.

**Realities of the 21st Century Economy**

The 21st Century will be a globalized economy. This will effect every national economy regardless of political or economic system. The most significant impacts of the global economy will not be at the national or even the provincial level. The biggest impacts will be local. Akito Marito, founder of Sony, calls it "Global Localization" There will be a rapidly growing demand for products world wide. But the manufacture of those products will require fewer and fewer people. Likewise the need for agricultural products will only increase with world population growth but fewer agricultural workers will be necessary to grow that food.

The areas of the economy that will grow, both in output and in employment are these:

Services, Ideas, One-of-a-kind products, individually produced, Culture, Entertainment, Travel

- \* For each of the above growth areas, quality and authenticity will be major variables in consumer choice

- \* For all of the potential benefits of a globalized economy (and there are many) it carries with it the substantial risk of a globalized culture, of which there are few if any benefits, BUT
- \* It is NOT inherently necessary that a globalized economy leads to a globalized culture, in fact it is crucial for economic as well as other reasons that it does not, BUT
- \* That will require decisions at the local and regional level to make sure a globalized local culture does not occur
- \* In parallel to the above the "modernization" of local communities in infrastructure, public health, convenience, and quality of life does not necessitate the "westernization" of the built environment.
- \* The copy of a built environment from elsewhere will never be as good as the original. An imitative strategy for the built form quickly leads a community from being "someplace" to
- \* "anyplace". And the distance for "anyplace" to "no place" is short indeed.

**Principles of 21st Century Economic Development**

The communities and their citizens which will be successful in the next century's economic development will be those that recognize the realities above and respond by embracing five principles.

- \* Globalization. To ignore the reality of a globalized economy, or to recognize it but not respond will make many communities the victim rather than the beneficiary of globalization. To adopt globalization as a principle allows a local community the opportunity to identify its own characteristics that can be competitive in the global marketplace and to establish measures that mitigate the adverse impacts that a globalized economy can carry.
- \* Localization. The definition of what "economic development" means needs to be a local one. It needs to be specific and measurable. Many local economic development yardsticks in the 21st Century will be qualitative rather than quantitative. Localization will always necessitate identifying local assets (human, natural, physical, locational, functional, cultural) that can be utilized to respond to globalization. Those assets need to be first identified, then protected, then enhanced.
- \* Diversity. The concept of diversity has three different facets in relation to economic development principles:

As populations are more mobile and more diverse even on the smallest local level, there will need to be an accommodation of human diversity in economic development and an appreciation of the valuable alternative perspectives that diversity can provide in an economic context

Communities will have to have a diverse local economy to provide protection from the volatile patterns of demand in the marketplace. Excessive reliance on a single source of employment, production, and economic activity leaves communities inordinately vulnerable.

With economic globalization as a given, the extension is that potential customers for goods and services will be exceedingly diverse. Successful economic development will recognize and customize to meet the needs of a diverse markets rather than standardize and homogenize thereby ignoring customer diversity

- \* Sustainability. Sustainability in economic development has for sometime been recognized by the resource industries – the necessity to pace extraction or renew resources so that the local economy is sustainable over the long term. A broadened principle of sustainability recognizes the importance of the functional sustainability of public infrastructure, the fiscal sustainability of a local government, the physical sustainability of the built environment, and the cultural sustainability of local traditions, customs, and skills.
- \* Responsibility. While in most parts of the world there will be provincial, national and international resources that can occasionally be tapped for use in enhancing a local economy, the vast majority of the efforts will take place at the local level. This, then, requires that each community takes a large measure of responsibility for its own economic future. Certainly local government has a part to play in that process, but so does the private sector when it exists, NGOs, and citizens at large. Each must recognize the responsibility at the local level to define and pursue a community-wide economic development strategy.

### **The Five Senses of Quality Communities**

In the past the economic fate of a given community was largely driven by locational and resource factors. Is it near a port? Is there timber to be cut? Is transportation available by waterway? Is there copper that can be mined? Certainly these and similar factors will continue to play a major role in the economic future for many locations.

But in the 21st Century there will also be variables that will influence local economic opportunity that are not locationally driven. These are referred to as the Five Senses of Quality Communities and will, in the intermediate and long term, have considerable impact on the economic health of individual communities

- \* Sense of Place Both the built and natural environment should be used to express the particularity of this place. That this community is neither "anyplace" nor "no place" but "someplace," unduplicated anywhere.
- \* Sense of Identity In economics it is the differentiated product that commands a monetary premium. A community which in the long term wants to be a "valuable place", however that is defined, needs to identify its attributes that add to its differentiation from anywhere else
- \* Sense of Evolution Quality, living communities will neither be frozen in time as museum relics nor look like they were built yesterday. The physical fabric of a community should reflect its functional, cultural, aesthetic and historical evolution.
- \* Sense of Ownership If there needs to be responsibility exercised at the local level to create and benefit from economic health, then there has to be a sense of ownership of the community by each of the sectors. This does not mean ownership in a legal or property sense, but ownership more broadly, a feeling of an individual stake arising from that particular place and fellow citizens.
- \* Sense of Community A sense of ownership acknowledges an individual benefit from, an individual stake in, and an individual responsibility for one's place. A sense of community acknowledges the obligations to and interconnectedness with the other residents of that place.

### **Historic Preservation as and Economic Development Strategy**

Historic preservation has often been portrayed as the alternative to economic development – "either we have historic preservation OR we have economic growth." This is absolutely a false choice. Increasingly around the world historic preservation is becoming a uniquely effective vehicle for economic growth.

**Historic preservation has moved from being an end in itself (save old buildings in order to save old buildings) to being a vehicle of broader ends – center city revitalization, job creation, small business incubation, housing, tourism, and others.**

- ⊕ Utilizing historic preservation in this fashion, however, requires the recognition of certain verities:
- ⊕ Major landmarks and monuments need to be identified and protected, BUT
- ⊕ Historic resources are far more than monuments and often are vernacular buildings
- ⊕ Groups of buildings rather than individual structures are often what is important
- ⊕ The vast majority of buildings of "historic importance" have their importance defined by their local significance, not national or international
- ⊕ Adaptive reuse of buildings is central to an effective historic preservation as economic development strategy
- ⊕ Authenticity is an important element in sustainable historic preservation based success

**With those understandings a historic preservation based economic development strategy has several measurable benefits:**

- ⊕ Job creation. The labor intensity of building rehabilitation generally means that there is a greater local economic impact in jobs and income than with the same amount spent on new construction
- ⊕ Job training and skills passing. The local craftsmanship of the building process can often be nearly lost in a generation but instead can be passed on through historic preservation, creating jobs and skills simultaneously
- ⊕ Import substitution. A central strategy in building a sustainable local economy is import substitution – creating locally what otherwise would have to be purchased elsewhere. Almost by definition historic preservation is locally based, using expertise, labor, and materials from the local market. Often new construction is the opposite, requiring the importation of expertise, materials, and often labor from elsewhere.
- ⊕ Compatibility with modernization There are certainly many historic buildings that don't currently meet today's standards for comfort, convenience, and safety. But over the last two decades great strides have been made around the world in the methods of bringing historic buildings into compliance with modern demands without harming their physical structure or their architectural character.

- ⊕ Most components for modernization – water and sewer lines, telephone cables, electric wires, even high speed computer data transmission lines – can be put in place almost invisibly – often underground – without jeopardizing the individual historic resources or their important context and interrelationships.
- ⊕ Compatibility with evolution Once there is an acknowledgement that effective historic preservation isn't just museums and the concept of adaptive reuse is adopted, historic buildings have proven themselves remarkably versatile in responding to the demands of the widest imaginable range of uses.
- ⊕ Reflects product differentiation In economics it is the differentiated product that commands a monetary premium. If in the long run a community wants to attract capital, to attract investment, it must differentiate itself from anywhere else. It is the built environment that expresses, perhaps better than anything else, a community's diversity, identity, individuality, in short its differentiation.
- ⊕ Most effective venue for cultural goods and services For communities that have cultural assets and crafts products that represent economic opportunity, historic buildings often constitute the most appropriate physical locations for the sale and display of goods and the presentation of productions. The physical context of the historic building adds to the sense of authenticity, originality, and indigenoussness of the art.
- ⊕ A one or two person operation. The size, location, character, and often pricing of historic buildings means that they frequently serve as natural incubators of emerging enterprises.
- ⊕ Opportunity for tourism While tourism will be one of the fastest growing segments of the world's economy in the 21st Century, not every community can or should look to tourism as a major portion of its economic base. There are cultural, economic, logistical, sometimes even religious reasons why tourism isn't appropriate for every locale. Further, it would be a mistake to inflexibly connect "historic resources" and "tourism" – there are far more avenues by which historic buildings can be used. In the U.S., for example, 99% of all of the historic resources in productive use have nothing whatsoever to do with tourism. That having been said, when tourism is identified locally as a component of an overall economic development strategy, the identification, protection and enhancement of the community's historic resources will be vital for a successful tourism effort.

## Public Policy Reasons for Historic Preservation as Economic Development

Historic preservation also has numerous attributes which warrant using preservation as an economic development tool from a public policy perspective.

- ⊕ Targeted areas Historic buildings are usually located in areas that are otherwise determined as appropriate targets for public intervention – center cities, close in residential neighborhoods, rural villages.
- ⊕ Not a zero-sum game Many approaches to economic development are essentially zero-sum games. That is to say, for community A to succeed community B has to lose (a factory recruited from place A to relocate to place B, for example). Because nearly every community has its own historic resources that can be used to house a variety of activities, for one community to benefit from the adaptive reuse of its historic structures in no way precludes another community from doing so as well.
- ⊕ Geographically dispersed Related to the above, public officials and NGO institutions do not have to limit a strategy to a single geographic area (city instead of village; coast instead of inland, for example). Because communities are geographically dispersed throughout a province, an economic development strategy based on the use of historic resources also automatically becomes a geographically dispersed strategy.
- ⊕ Range of project scales A variety of factors will affect the public sector's ability to implement plans on a large scale. Financial constraints, political factors, environmental concerns are all reasons that the "big project" is often delayed or shelved. Historic preservation, however, can be done at virtually every scale, from the smallest shop building to the massive revitalization of areas in large metropolitan regions. The smaller projects can proceed while larger ones are still on the drawing board.
- ⊕ Counter-cyclical Even non-market economics are not immune to the ups and downs of worldwide economic cycles. Because of their scale, cost and labor intensity, historic preservation projects are often possible even in down cycle periods, providing a measure of job and income stability to a local community.
- ⊕ Incremental change It isn't inherently change that seriously adversely affects a local economy and its culture; it is change that is rapid, massive, and beyond local control. Historic preservation by definition is an incremental strategy within the framework of an existing community, not an immediate and overwhelming type of change which often leads to feelings of powerlessness locally and a decline in the sense of community.

- ⊕ Good base to build NGOs Non-governmental organizations (NGOs) have proven themselves to be singularly effective in responding to serious issues on a grass roots level in every corner of the globe. They have tackled and solved local problems that neither government nor, in market economies, the private sector have been able to effectively address. In historic preservation in particular, the NGO sector has been most effective in advocacy, in education, and in the creative reuse of historic buildings. If it is public policy to encourage and support a strong NGO sector, historic preservation activities can be an effective means to do so.
- ⊕ Modernization without Westernization Historic preservation as an active public policy is an effective way to allow for modernization to meet the public safety, comfort, and convenience needs of citizens without the Westernization of the local built environment and the concomitant loss of local character.

## Conclusions

Historic preservation as an economic development strategy is consistent with all five principles of 21st Century economic development: globalization, localization, diversity, sustainability, responsibility. Historic preservation reinforces the five senses of quality communities: sense of place, sense of identity, sense of evolution, sense of ownership, and sense of community. Historic preservation can meet the test of both "quality" and "authenticity" that will be critical elements in economic development in the next century.

The cultural assets of a community – dance, theater, music, visual arts, crafts, and others – are inherently influenced and enhanced by the physical context within which they were created and evolved over the centuries. If cultural resources are to become and remain an economic asset for a community, then the physical context that has always influenced their creation needs to be maintained. Otherwise more than just the physical buildings are at risk; the quality, character, differentiation, and sustainability of the other assets are in jeopardy as well.

Historic preservation allows a community to participate in the positive benefits of a globalized economy while resisting the adverse impacts of a globalized culture.

Historic preservation allows a community the opportunity to modernize without having to Westernize. More than that – historic preservation is the irreplaceable variable to achieve modernization without Westernization.

For the 21st Century only the foolish community will make the choice between historic preservation and economic development. The wise community will effectively utilize its historic built environment to meet the economic, social and cultural needs of its citizens well into the future.

[How the West was won? With lots of government help.](#) Anchorage daily News – 10/5/2017

Between 1841 and 1860, about half a million people migrated from the East across the Great Plains to the American West. For generations, their story was told as a high romance, intrepid pioneers "winning" civilization from an empty, harsh land, persevering through self-reliance, ingenuity and dogged determination.

But in an extraordinary literary confluence 30 years ago, a collection of academic historians, three of them recipients of MacArthur "genius" grants, transformed that history. For starters, they noted that the land wasn't empty, either of people or developed resources. Various groups of American Indians had lived on the land and utilized its resources for millennia. The westering settlers, happily assisted by their government, stole the land from the indigenes, whose rights they ignored and whose existence they marginalized, creating debilitating dependencies that plague Native communities still today. Moreover, when other countries stood in the way of American appropriation of the land — Britain in the Northwest, Mexico in the Southwest — the government swept them aside, through threat and intimidation, or aggressive war.

As for self-reliance, every aspect of American expansion west was heavily, consistently and proudly paid for and nurtured by the federal government. The Army protected the western trails, provided emergency medical treatment for travelers and new communities, housed people in times of crisis and otherwise monitored westward movement. The U.S. Marshals Service provided law enforcement. The Army Signal Corps guaranteed communication with the older settled regions of the country.

[The myth of Alaska exceptionalism]

When the settlers found themselves in need, they turned to the government for sustenance. Forts along the western trails provided shelter from Indians and weather calamities. Medical personnel at the forts and later in towns helped fight infectious disease, treat those injured in accidents and performed emergency surgeries. Concession merchants in the forts helped those overwhelmed by circumstances to right themselves and carry on. And the government subsidized the construction of the transcontinental railroads, mostly with land grants, many of which enriched corporate investors whose descendants continue to profit from them today. Also, Congress arranged for a land distribution program that favored large-scale purchasers, and doled out small parcels of marginal land to unsuspecting novices.

w York: W

When private companies would not invest in large-scale projects such as dams and irrigation systems, or when the projects simply overwhelmed the capital capability of would-be investors, the government stepped in and built the dams and moved the water, as it continues to do today. In another tremor, the scholars pointed out that most of the western migrants lived in communities with other people, and with the amenities of the culture they knew. And many, perhaps half, of the people who went west soon turned around and went back home, often enough having failed to make a go of it even with government support.

When the historians finished their work, "last frontier" and "frontier myth" had disappeared from the western history lexicon. The major new narrative text to come out of the movement did not even use the word. Unsurprisingly, not everyone was happy with the reconfiguration. In 1991, art historian William Truettner curated an exhibit at the Smithsonian's National Museum of American Art, "The West as America: Reinterpreting Images of the Frontier," showing how artists visually revised the conquest of the West so as to favor western expansion. Alaska Sen. Ted Stevens, then on the Appropriations Committee, was so outraged by what he called the "politicization of American history" that he threatened to cut off Smithsonian funding.

There was much in these new realizations that applied to Alaska. Alaska Native land claims were ignored until the modern era. Most migrants who came to Alaska lived in towns, including most of the gold trekkers in the Klondike (Dawson, Yukon) and Nome and Fairbanks. The federal government provided all manner of assistance, including protection by the Army, law enforcement, telegraph connection with the rest of the world, and the weekly payroll of the Alaska Railroad, Anchorage's lifeblood. From 1940 to 1970, virtually the only other payroll in Alaska came through the military. The Alaska pipeline was possible only when Congress authorized it after an extensive redesign carried out under the supervision of the Interior Department.

These are all essential, historic elements that are now transforming the Alaska story.

*Steve Haycox is professor emeritus of history at the University of Alaska Anchorage. Works on which this column is based include Donald Worcester, "Rivers of Empire: Water, Aridity and the Growth of the American West" (New York: Pantheon Books, 1985); Patricia Nelson Limerick, "Legacy of Conquest: The Unbroken Past of the American West" (New York: W.W. Norton, 1988); Richard White, "It's Your Misfortune and None of My Own" (Norman: University of Oklahoma Press, 1991); William Cronin, "Nature's Metropolis: Chicago and the Great West (Ne*

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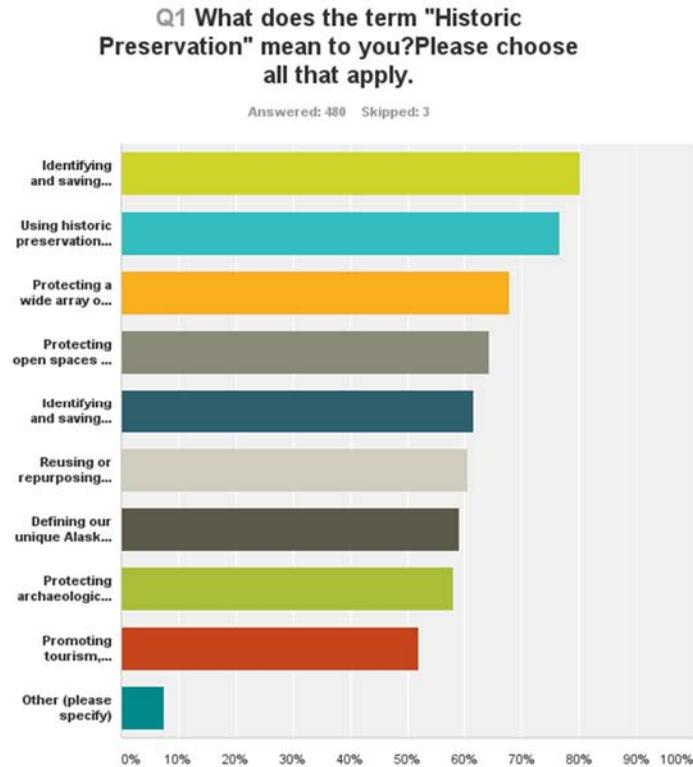
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## 12 | Appendix

- ❖ *MOAHPP* Online Survey Summary
- ❖ The Greenest Building – Preservation Green Lab Fact Sheet
- ❖ Anchorage Original Neighborhoods Interpretive Plan Overview
- ❖ AMC 4.60.030 – Anchorage Historic Preservation Commission
- ❖ AMC 6.100 – Historic Preservation Project Fund
- ❖ *Anchorage 2020* – Relevant Policies
- ❖ National Register Nomination Flow Chart

## MOAHPP Online Survey Summary

Huddle AK created an online survey to gather information about the public’s thoughts on the Anchorage Historic Preservation Plan. The survey was open December 1<sup>st</sup> -30<sup>th</sup>, 2016, and was completed by a total of 483 people. The survey link was emailed and published online in 2 locations; www.Anchoragehistoricpreservationplan.com, and Anchorage’s Historic Preservation Program Facebook page.

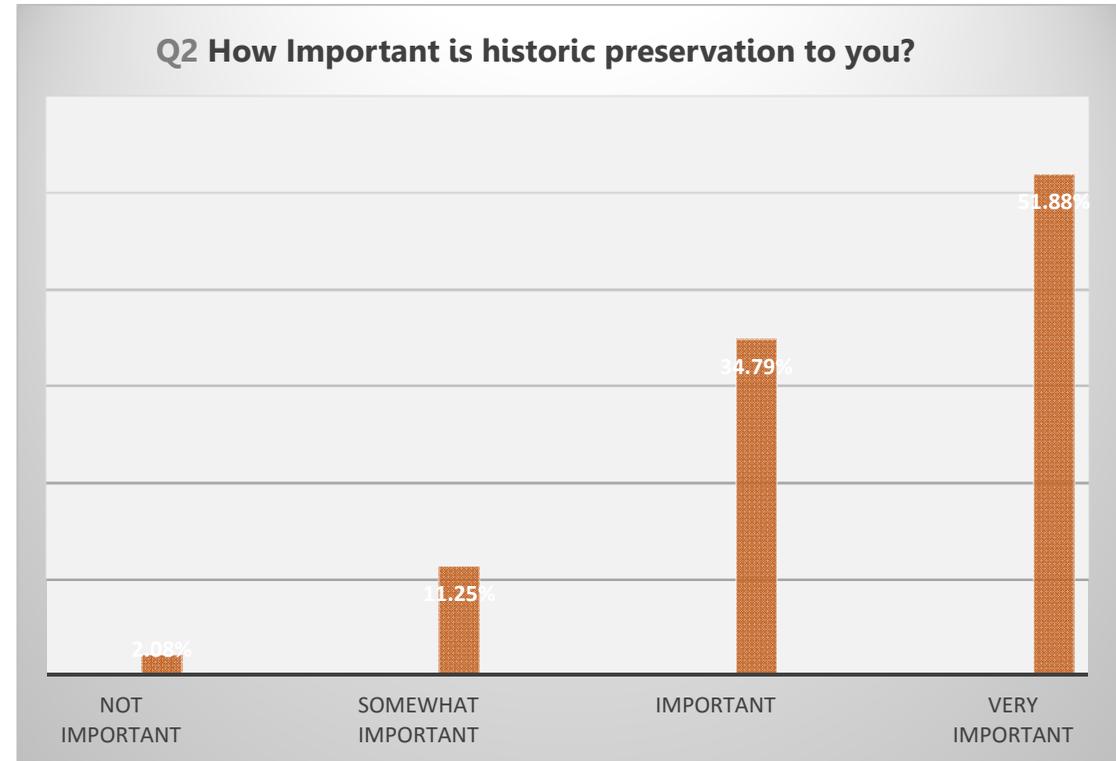


Answer Choices	Responses
Identifying and saving iconic buildings and structures as historic properties that have unique architecture.	80.21% 385
Using historic preservation criteria and potential regulations, to be developed through this process, to protect, renovate, restore, and stabilize historic properties.	76.67% 368
Protecting a wide array of historic places and sites. This may include places like fish camps, churches, trails, or burial places.	67.92% 326
Protecting open spaces and trails, especially those places known as locations where historic events occurred, including the Delaney Park Strip and the National Historic Iditarod Trail.	64.38% 309
Identifying and saving iconic buildings and structures that have interesting stories associated with them.	61.67% 296
Reusing or repurposing existing buildings to give them new life, recognizing their important place in our community. (This has been defined as sustainable development because the "greenest building" is one that already exists).	60.62% 291
Defining our unique Alaska experience, history, and culture, reinforcing the "sense of place," we Alaskans have for our community.	59.17% 284
Protecting archaeological sites.	58.13% 279
Promoting tourism, economic development, and job creation through sharing our history and culture.	52.08% 250
Other (please specify) <span style="float: right;">Responses</span>	7.50% 36
Total Respondents: 480	

A summary follows for each question. Some questions allowed respondents to also enter comments under an "Other" option. The following also summarizes those comments under each question where the "Other" option was available. Contact the MOA Planning Department for additional information.

86.67%, or 416 of 480 survey respondents ranked historic preservation:

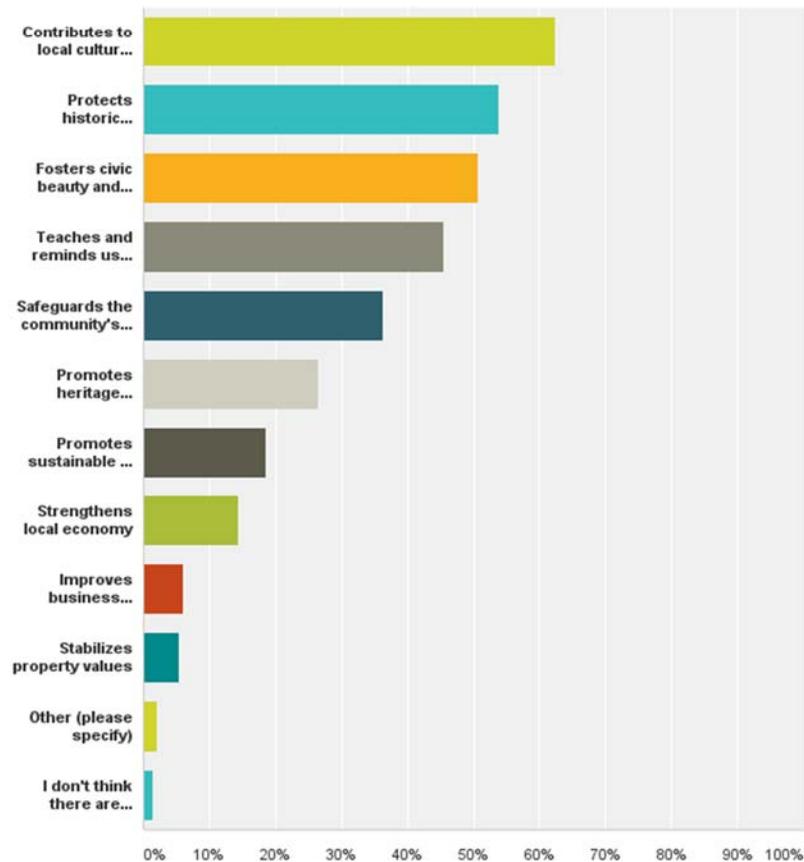
- \* "Important"
- \* "Very Important."



Not important	Somewhat important	Important	Very important	Total
2.08%	11.25%	34.79%	51.88%	
10	54	167	249	480

**Q3 Historic Preservation is an economic and cultural element found in many communities that provides a variety of income and new business opportunities including jobs, heritage tourism, renovations, repurposing, and reuse of historic properties and cultural events. In your opinion, what are the top 3 benefits Historic Preservation can provide to our community?**

Answered: 470 Skipped: 13



Answer Choices	Responses
Contributes to local culture and regional identity	62.34% 293
Protects historic resources	53.83% 253
Fosters civic beauty and community pride	50.64% 238
Teaches and reminds us about the past	45.53% 214
Safeguards the community's heritage	36.38% 171
Promotes heritage tourism	26.60% 125
Promotes sustainable and environment-friendly development	18.51% 87
Strengthens local economy	14.47% 68
Improves business opportunities	5.96% 28
Stabilizes property values	5.53% 26
Other (please specify) <a href="#">Responses</a>	2.13% 10
I don't think there are economic or social benefits to historic preservation.	1.49% 7
Total Respondents: 470	

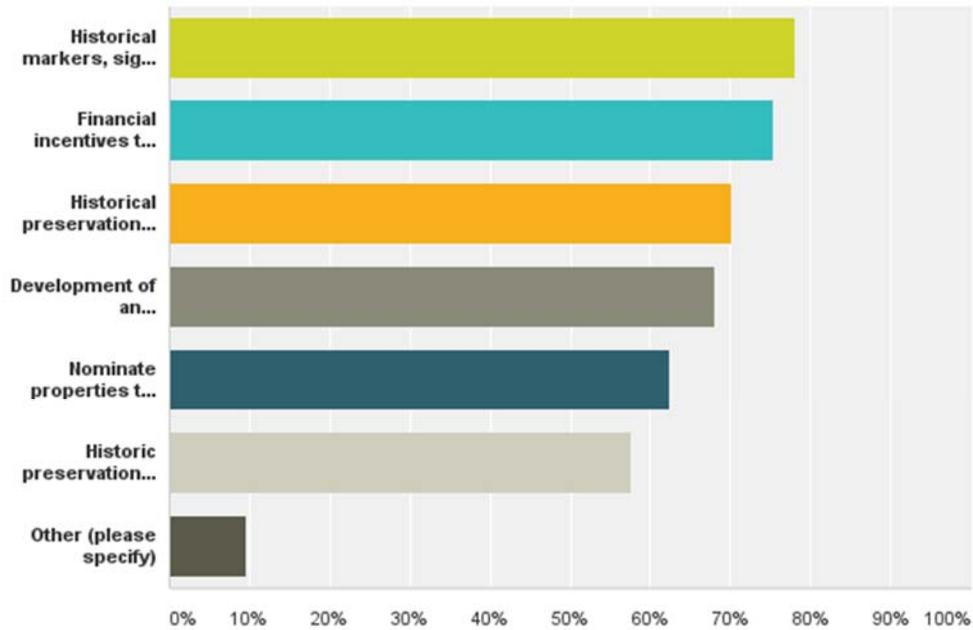
**10 survey respondents chose the "Other" option and contributed a variety of responses. The overall themes of those comments were:**

- \* Social and economic benefits of historic preservation are nice, but secondary to historical and cultural benefits.
- \* Respect the rights of private property owners and the history of native populations.



**Q5 In what ways can historic preservation be encouraged in the Municipality? Please choose all that apply.**

Answered: 439 Skipped: 44



Answer Choices	Responses
Historical markers, signs and plaques.	78.13% 343
Financial incentives to preserve historic buildings.	75.40% 331
Historical preservation planning and ordinances at the local level.	70.16% 308
Development of an Anchorage-specific Historic Register for historic resources and historic districts.	68.11% 299
Nominate properties to the National Register of Historic Places.	62.41% 274
Historic preservation education, including workshops and seminars.	57.63% 253
Other (please specify)	9.57% 42
<b>Total Respondents: 439</b>	

**42 survey respondents chose the “Other” option and contributed a variety of responses. The overall themes of those comments were:**

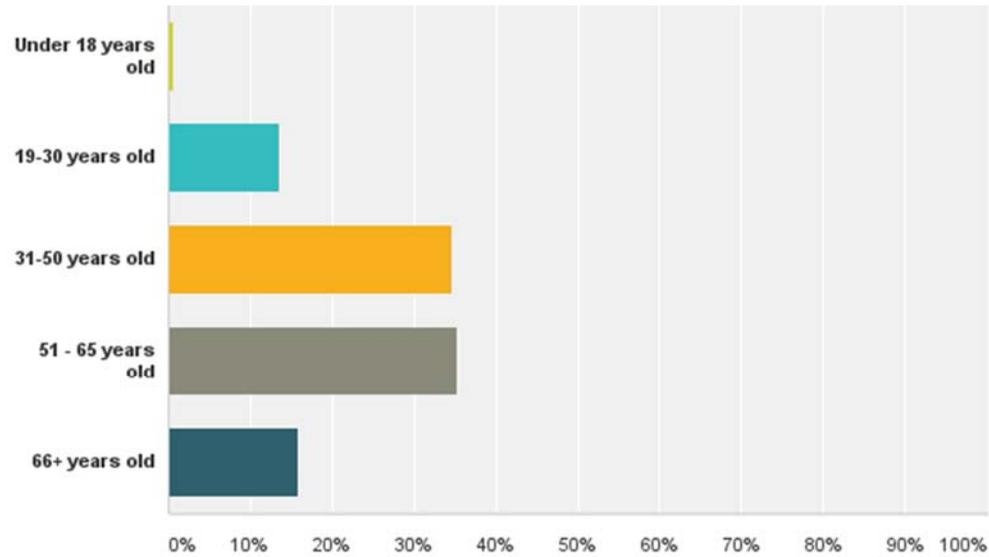
- \* Various methods of storytelling, including coordinating displays with the Anchorage Museum, plaques, signs, walking tours, social media campaigns, and photo displays could be used.
- \* Create mutually beneficial communication and partnerships between the MOA and developers – both entities need to be held responsible for their end of the bargain.
- \* Citizen involvement in the form of grassroots advocacy, awareness, and volunteers can be very helpful.





### Q8 What is your age?

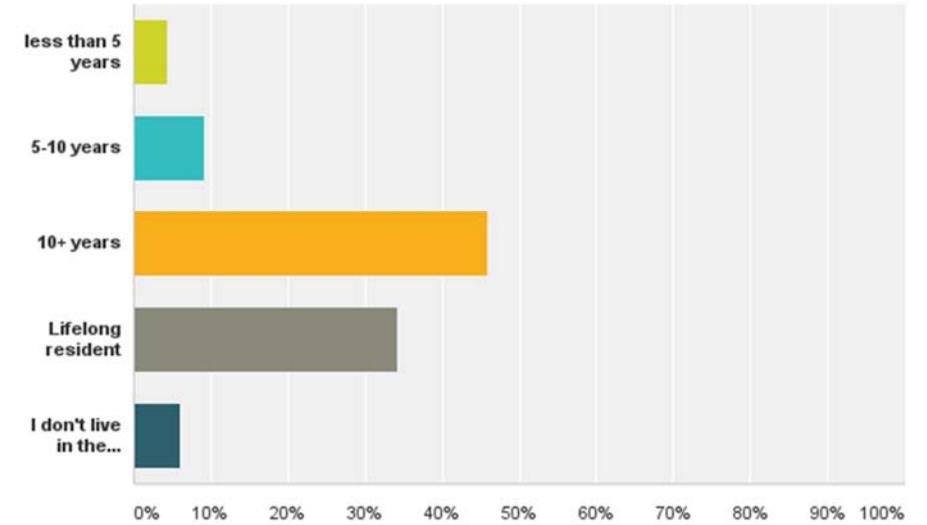
Answered: 425 Skipped: 58



Answer Choices	Responses	Count
Under 18 years old	0.71%	3
19-30 years old	13.89%	58
31-50 years old	34.59%	147
51 - 65 years old	35.29%	150
66+ years old	15.70%	67
<b>Total</b>		<b>425</b>

### Q9 How long have you been a resident of the Municipality?

Answered: 426 Skipped: 57



Answer Choices	Responses	Count
less than 5 years	4.40%	19
5-10 years	9.19%	39
10+ years	46.01%	196
Lifelong resident	34.27%	146
I don't live in the Municipality.	6.10%	26
<b>Total</b>		<b>426</b>



## Q12 Please leave any other thoughts or information here.

265 survey comments are summarized below:

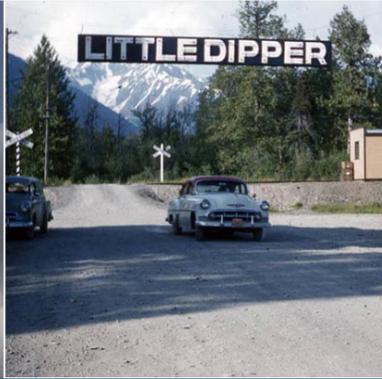
- \* Historic preservation is important, and as a young and developing city NOW is the time to think about what to preserve.
- \* Historic preservation may need to be balanced with the realities of how costly rehabilitating and updating buildings can be. Sometimes it seems impractical due to cost.
- \* Broaden the traditional definition of historical preservation to include tribes, neighborhoods, and diverse community assets.
- \* A few commenters do not want public money spent on historic preservation.
- \* Thank you for your efforts.

The screenshot shows the Facebook page for "Anchorage's Historic Preservation Program". The page header includes the name "Anchorage's Historic Preservation Program" and navigation options like "Kris", "Home", "Find Friends", "Settings", and "Help". The main content area features a large banner image of a snowy mountain range over a city skyline. Below the banner are interaction buttons for "Liked", "Following", "Share", and "Add a Button". The "Albums" section displays four photo albums: "Create Album", "Timeline Photos" (6 Photos), "Profile Pictures" (2 Photos), and "Iditarod - Willow Lake" (3 Photos). The page footer includes "All Photos" and "Add Photos".



MUNICIPALITY OF ANCHORAGE  
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## Looking for the “Greenest” Building? Start with the one that already exists.

A report produced by the Preservation Green Lab of the National Trust for Historic Preservation provides the most comprehensive analysis to date of the potential environmental benefit of building reuse.



'Main Street' buildings, common in historic neighborhoods, are one building type evaluated in the study.

This groundbreaking study, “**The Greenest Building: Quantifying the Value of Building Reuse,**” concludes that, when comparing buildings of equivalent size and function, *building reuse almost always offers environmental savings over demolition and new construction.*

These findings add to the already impressive economic and quality of life advantages offered by building reuse. Studies show that building reuse creates more and better-paying jobs than new construction, and that rehabilitation projects keep more dollars circulating in the local economy. It is also well known that residents, businesses and tourists are drawn to communities that retain their distinctive character and heritage.

The report's key findings offer policy-makers, building owners, developers, architects and engineers compelling evidence of the merits of reusing existing buildings as opposed to tearing them down and building new.

*continued >*

Each year, approximately 1 billion square feet of buildings are demolished and replaced with new construction.



**Preservation  
Green Lab**  
NATIONAL TRUST FOR  
HISTORIC PRESERVATION

Those findings include:

**Reuse Matters.** Building reuse typically offers greater environmental savings than demolition and new construction. *It can take up to 80 years for a new energy efficient building to overcome, through efficient operations, the climate change impacts created by its construction.*



Reuse and retrofit of existing buildings offers immediate opportunities to address climate change impacts

**Scale Matters.** Collectively, building reuse and retrofits substantially reduce climate change impacts. Retrofitting, rather than demolishing and replacing, just 1% of the city of Portland's office buildings and single family homes over the next ten years would help to meet 15% of their county's total CO<sub>2</sub> reduction targets over the next decade.

**Design Matters.** The environmental benefits of reuse are maximized by minimizing the input of new construction materials. Renovation projects that require many new materials can reduce or even negate the benefits of reuse.

**The Bottom Line:** Reusing existing buildings is good for the economy, the community and the environment. At a time when our country's foreclosure and unemployment rates remain high, communities would be wise to reinvest in their existing building stock. Historic rehabilitation has a **thirty-two year track record of creating 2 million jobs and generating \$90 billion in private investment.** Studies show residential rehabilitation **creates 50% more jobs than new construction.**

THE FULL REPORT CAN BE ACCESSED ONLINE AT:  
[WWW.PRESERVATIONNATION.ORG/SUSTAINABILITY](http://WWW.PRESERVATIONNATION.ORG/SUSTAINABILITY)

A Report by:

**Preservation  
Green Lab**  
NATIONAL TRUST FOR  
HISTORIC PRESERVATION

With support from:



Study partners included:



**SKANSKA**



**Quantis**  
Sustainability counts

## Interpretive Themes Overview (excerpted from AFONIP)

Interpretive education is a wonderful way to share our unique culture and history. Many ways of accomplishing this include oral histories (recorded and published), interpretive displays, brochures, recording, museums, and tours to name a few. Much of the public comment received during the completion of the 4NHPP, and then again, during the MOAHPP planning processes indicated the community's desire to know more about our culture and history through interpretive projects. In response to that comment, the AHPC completed the Anchorage's Four Original Neighborhoods Interpretive Plan in 2014. Anchorage's culture and history inspired the themes of the interpretive plan and provide guidance in telling our stories. The interpretive plan is a community resource for everyone, including Federal, State, and Local offices, Tribal groups, ASD school projects, tourism, and economic development agencies. Presettlement and Early History and History of Anchorage sections of this document bore the interpretive themes included in this Plan.

Interpretive themes and subthemes are the central messages readers will understand about a particular interpretive project. Themes foster a sense of continuity and assist project developers when organizing the content for interpretive materials. Each interpretive project proposed through this Plan will support the primary interpretive theme and at least one of the subthemes. The Interpretive Equation provides direction and context to the importance of each interpretive component.

$$(KR + KA) \times AT = IO$$

- \* KR — Knowledge of the Resource
- \* KA — Knowledge of the Audience
- \* AT — Appropriate Techniques
- \* IO — Interpretive Opportunity

The Interpretive Equation illustrates how to identify the elements of successful interpretation. This tool is really just a formulized structure for achieving interpretive results. Besides using it for self-evaluation, it is an effective interpretive planning tool. More than just imparting information, interpreters need to use the techniques and elements that work, and evaluate the effectiveness of their interpretation. The goal is to create opportunities for intellectual and emotional connections.

"Interpretation is an art...art is in some degree teachable." "Through interpretation, understanding; through understanding, appreciation; through appreciation, protection." Freeman Tilden (1883-1980) – National Park Service, co-author "Interpreting Our Heritage."

### Defining the Interpretive Experience

There are two types of interpretation, personal and non-personal, that professionals commonly use to interpret effectively a resource, event, person, architecture, or individual site.

### Personal Interpretation

Occurs when one person delivers an interpretive program to another person or a group of people. This type of interpretation is interactive and allows visitors to discuss the resource with the interpreter and ask questions. It is flexible and can meet the audience's specific needs, and it has the ability to generate publicity and a possible source of income for an individual site.

### Non-Personal Interpretation

Occurs when a type of media, such as a wayside, sign, brochure, website, or exhibit, replaces the interpreter. This type of interpretation does not require the presence of an interpreter; therefore, it is cost-effective. Non-personal interpretive media are not subject to the personality of an interpreter and they provide consistent information over time that can reach large audiences during extended hours of the day.

Offering a variety of personal and non-personal interpretive media provides a greater chance to reach a wider audience. Some visitors prefer attending guided walks or presentations, and feel that reading panels or brochures is cumbersome or difficult. Others prefer to read interpretation at their own pace and may feel that guided walks and presentations are intimidating. Plan recommendations suggest a variety of personal and non-personal interpretive media that have the potential to enhance the experience for many audiences.

### Primary Interpretive Theme:

#### Community:

Beginning with Alaska Native Peoples, the Anchorage community evolved with each period of history, defining each of its neighborhoods in a unique way.

### Interpretive Subthemes:

- ❖ **Alaska Native Peoples:** Alaska Native peoples of Tikahtnu (Upper Cook Inlet) are rooted in ancient, dynamic, and complex cultures that continue to thrive today.
- ❖ **Railroad:** Anchorage began as a boomtown that sprang to life on the banks of Ship Creek in the early 1900s at the first hint of a government-funded railroad.
- ❖ **Aviation:** The introduction of the aviation industry in the 1920s revolutionized transportation in Alaska.
- ❖ **Military History:** The influx of military personnel and infrastructure during World War II and the Cold War transformed Anchorage in ways still apparent today.
- ❖ **Statehood:** With jubilant celebrations and the famous headline exclaiming, "WE'RE IN," Alaska officially became the 49th state in the Union on January 3, 1959.

- ❖ **1964 Earthquake:** On March 27, 1964, a massive earthquake, registering at 9.2, jarred Anchorage and its people, causing significant damage and sparking an urban renewal movement.
- ❖ **Modern Cultures:** Anchorage is a multi-cultural city enriched by a blend of languages, food, art, religions, and other traditions.
- ❖ **Oil Boom:** The development of the North Slope oil fields brought tremendous change to Anchorage.
- ❖ **Maritime:** Cook Inlet provides a lifeline between Anchorage, Interior Alaska, and the rest of the world.
- ❖ **Historic Preservation:** Anchorage boasts properties worthy of preservation because they remind us of our city's past and how it shaped its built environment, while pointing us toward a brighter future.



Recommended MOAHPP Interpretive Theme Elements

### AMC 4.60.030 – Anchorage Historic Preservation Commission

The Anchorage Historic Preservation Commission was founded in January 2007 to “encourage and further the interests of historic preservation by identifying, protecting, and interpreting the municipality’s significant historic and cultural resources for the economic and social benefit of the community.” Powers and duties of the Commission are annotated below:

1. Prepare regulations and submit to the Assembly for approval establishing standards, definitions, procedures for identification of, designation of, and review of actions pertaining to historic resources.
2. Prepare and maintain a comprehensive inventory of historic resources. The local Historic Inventory shall be compatible with the Alaska Heritage Resource Survey and shall be submitted annually to the State of Alaska Office of History and Archeology.
3. Prepare and submit to the Assembly, Mayor, and Planning & Zoning Commission for approval by ordinance, a procedure for designating, without changing or modifying the underlying zoning classification:
  - a) Resources on the Historic Inventory with “HI”; and
  - b) Properties listed in local, state and federal Historic Registries with “HR.”
4. Formulate a Historic Preservation Plan, and submit to the Assembly, Mayor, and Planning & Zoning Commission for incorporation into the *2020 Comprehensive Plan*.
5. Review applications for designation of Historic Properties, Historic Resources or Historic Districts, including nominations to the State and National Registers of Historic Places, and under applicable federal and state laws, nominate such properties, resources or districts for the local Historic Register.
6. Under the Alaska Historic Preservation Act and the National Historic Preservation Act of 1966 [emphasis original], 16 USC 470 et seq.:
  - a. Serve as the historic preservation review commission for the Municipality for the purpose of maintaining the municipality as the Certified Local Government;
  - b. Serve as the local historical district commission for the Municipality under AS 29.55 and AS 45.98, and maintain the local Historic Register;
  - c. Under federal and state law, recommend eligible properties to the state historic preservation officer to nomination to the National Register of Historic Places.
7. Recommend to the Mayor and the Assembly resources and potential incentives to assist historic property owners in the preservation, restoration, rehabilitation and repair of historic property.
8. Advise the Assembly and Planning & Zoning Commission concerning historic preservation planning and its implementation, and recommend appropriate amendments to the Comprehensive Plan, Title 21, and other local development regulations to promote the purposes of this chapter.
9. Recommend to the Assembly and the Planning & Zoning Commission maintenance programs for municipality-owned Historic Properties, Historic Resources or properties within Historic Districts.
10. Make recommendations to the mayor and assembly concerning:
  - a. Acquisition of property or interests in property;
  - b. Availability and use of public or private funds to promote the preservation of properties and districts within the municipality;
  - c. Enactment of legislation, regulations and codes to encourage the use and adaptive reuse of historic properties.
11. Provide information, in the form of pamphlets, newsletters, workshops or similar activities, to historic property owners on methods of maintaining and rehabilitating historic resources.
12. Officially recognize excellence in the rehabilitation of historic buildings, structures, sites and districts, and new construction in historic areas.
13. Develop and participate in public information, educational and interpretive programs and activities to increase public awareness of the value of historic preservation.
14. Establish liaison, support, communication and cooperation with federal, state and municipal governmental entities and departments, as well as boards and commissions, to further historic preservation objectives, including public education.

## AMC 6.100 – Anchorage Historic Preservation Project Fund

### Anchorage Municipal Code, Chapter 6.100 – Historic Preservation Project Fund

#### 6.100.010 – Establishment; purpose.

There is a historic preservation project fund. Monies in the historic preservation project fund are dedicated to financing historic preservation projects in accordance with this chapter.

#### 6.100.020 – Financing of historic preservation projects.

- A. Grants from the project fund may be made with assembly approval. Monies granted from the historic preservation fund shall be used to finance historic preservation projects, and to pay the cost of identifying, initiating, negotiating, and administering. Historic preservation projects. The design of each historic preservation project fund shall be subject to review and approval by the historic preservation board.
- B. Historic preservation projects that may qualify for funding under this section may include, but need not be limited to, the following elements:
  1. Acquiring historic structures.
  2. Acquiring easements or development rights to preserve historic structures.
  3. With respect to historic structures in which the municipality has a property interest:
    - a. Acquiring land for the relocation of such structures.
    - b. Relocating such structures.
    - c. Renovating such structures.
    - d. Landscaping the sites of such structures.
  2. Constructing and acquiring public improvements that identify, interpret or inform the public concerning historic structures, provide public access to historic structures, or otherwise are related to the public use and enjoyment of historic structures.
  3. Costs of planning, designing, administering and acquiring the project elements described in subsections B.1 through 4 of this section.
  4. Programs and events to educate the community concerning historic preservation and historic structures in the municipality and to promote the historic preservation in the Municipality.
- C. The methods of financing historic preservation projects may include but are not limited to:
  1. Purchasing or leasing interests in real or personal property;
  2. Restoring, repairing or improving real property; and
  3. Loans or interest subsidies on loans.
- D. The municipality may contract with any qualified entity for administration of historic preservation projects authorized under this section.

#### 6.100.030 – Revenues.

The following revenues received by the municipality shall be accounted for separately from all other revenues and appropriated annually to the historic preservation project fund, provided that revenue from other sources also may be appropriated to the historic preservation project fund:

- A. Revenue from the sale, lease or other disposition of an interest in real property whose acquisition was financed in whole or in part with monies from the historic preservation project fund.
- B. Payments of the principal of, and interest on, loans from the historic preservation project fund.
- C. Investment earnings on monies in the historic preservation project fund.
- D. Donations to the historic preservation project fund from members of the public.

Revenues that are so appropriated are subject to the dedication in section 6.100.010.

#### 6.100.040 – Annual report.

- A. The operation of the historic preservation project fund shall be reviewed and reported on annually, and appropriate findings and recommendations shall be made.
- B. The annual report shall include but not be limited to:
  1. A financial audit of all fund bank accounts, including all income, expenditures and investments.
  2. An inventory of interests in historic structures acquired with monies from the fund during the preceding year, including a summary of each acquisition involving the fund.
  3. Pertinent discussion of fund operations.
  4. Reports from historic preservation fund grantees concerning grant-financed projects and activities.
- C. The annual report, including any recommendations, shall be completed and submitted to the Assembly not later than the last regularly scheduled assembly meeting in May of each year.

## Anchorage 2020 Relevant Policies

The *MOAHPP* will support the preservation-related goals and policies identified in *Anchorage 2020*. The following land use and design policies excerpted from *Anchorage 2020* are most relevant to the *MOAHPP*.

### **Policy #4** – Zoning Map:

The Zoning Map shall ultimately be amended to be consistent with the adopted Neighborhood or District Plan Maps.

### **Policy #21** – New Commercial Development:

b) In order to use existing commercial land more efficiently, redevelopment, conversion, and reuse of underused commercial areas shall be encouraged.

d) Architectural and site design standards shall improve the function, appearance, and land use efficiency of new commercial development.

### **Policy #25** – Neighborhood Commercial Centers:

(c) Site and architectural design of these centers, as well as operational aspects, should be compatible with surrounding neighborhoods and designed with a goal of reducing vehicle trips and distance for neighborhood residents and to minimize traffic impacts on nearby residential areas.

### **Policy #46** – Residential Neighborhoods:

The unique appeal of individual residential neighborhoods shall be protected and enhanced in accordance with applicable goals, policies, and strategies.

### **Policy #51** – Conservation Strategy:

The Municipality shall define Anchorage's historic buildings and sites and develop a conservation strategy. (Strategies for Implementation: Conservation Easements; Development Rights-Purchase; Development Rights-Transfer).

pal capital improvements.

### **Policy #52** – Residential Streetscape Design:

Site and design residential development to enhance the residential streetscape and diminish the prominence of garages and paved parking.

### **Policy #60** – Affordable Housing:

Design attractive affordable housing that is suited to its environs.

### **Policy #79** – Site Selection Criteria:

Site selection criteria for government facilities frequented by the public shall consider:

(a) Compatibility with nearby uses;

(e) Ability to enhance neighborhoods

### **Policy #84** – Public Land Acquisition Strategy:

Develop an acquisition strategy to secure sufficient and suitable public lands for parks, sports fields, greenbelts, open space, trails, and other public facilities based upon available level of service standards. (Strategies for Implementation: Heritage Land Bank).

### **Policy #87** – Education:

Support the life-long learning needs of community residents through a variety of formal and informal educational opportunities.

### **Policy #88** – Arts & Culture:

Provide opportunities for integrating arts and culture in developments throughout the community.

### **Policy #90** – Municipal Capital Improvements:

*Anchorage 2020: Anchorage Bowl Comprehensive Plan* and adopted level of service standards shall be used to guide municipal capital improvements.

## National Register Nomination Process Flow Chart

The flow chart outlines the process for nominating a property or district to the National Register. This process includes the property owner, HPC, Alaska State Historic Preservation Office, and Keeper of the National Register.



- Individual Properties.
- Historic Districts.
- Multiple Property Submissions.

- Nominations are first submitted to the State Historic Preservation Officer (SHPO).
- SHPO must provide a reasonable opportunity for public comment, including all local tribal entities.

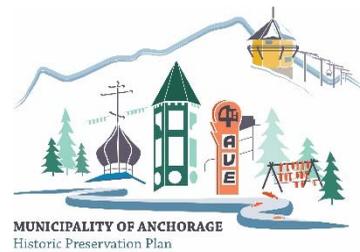
- Property cannot be listed in the National Register above the objection of the owner.
- 51% of owners in a historic district must agree.
- Owner objections and other public comments must be received in writing within 30 days.

- HPC provides written opinion of eligibility within 60 days.

- The Alaska Historical Commission provides written opinion of eligibility within 90 days.

- Keeper of the National Register provides final determination of eligibility within 60 days.
- If owner has objected, Keeper can formally determine the property to be eligible, but cannot complete the listing.

- Importance of property is acknowledged.
- Some protection from adverse impacts of public works projects.
- Property may be eligible to receive incentives, such as 20% Federal Rehabilitation Tax Credit.



Please contact the Municipality of Anchorage – Planning Department  
Long-Range Planning Division for questions and comments on this plan or  
to obtain hard or electronic copies:  
907-343-7993 or [bunnelkr@muni.org](mailto:bunnelkr@muni.org),

