NeighborWorks Alaska

Reconnecting Fairview Corridor Plan

Task 3.1 – Transportation Gaps and Opportunities Memo

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Executive Summary

The Reconnecting Fairview Corridor Plan seeks to improve transportation connectivity in the Fairview neighborhood of Anchorage by reimagining transportation corridors and addressing historic planning decisions that have isolated the community. The following key findings, derived from existing plans and data, field visits, and community input, will inform the next phase of concept design for this project.

- **Historic fragmentation:** The Highway 1 couplets (Gambell Street/Ingra Street and 5th Avenue/6th Avenue) split Fairview into isolated sections, hindering access to goods, services, and community spaces, and reinforcing economic stagnation. The recent closure of Fairview's Carrs grocery store in May 2025 has created a food desert in the neighborhood as well. Future concepts should consider implementing safe crossings for people walking and biking, protected intersections and/or separated bikeways where feasible, and pedestrian-scale lighting. Given the dispersion of existing amenities and businesses within Fairview and its adjacent neighborhoods, non-motorized access should be prioritized to support all road users.
- **Multimodal barriers:** The highway corridor's high vehicle volumes (annual average daily traffic of up to 32,000 vehicles/direction/day) and lack of crossings present major obstacles for pedestrians and cyclists, particularly on Gambell Street, Ingra Street, and 15th Avenue, contributing to high crash rates and inequitable access to schools, senior centers, and grocery stores. Long gaps between crossings, lack of protected infrastructure, and high-speed vehicle traffic expose pedestrians and cyclists to unsafe conditions. Even with these multimodal barriers, bicycle and pedestrian traffic volumes are higher than anticipated on Gambell Street and Ingra Street. Future concepts should prioritize multimodal safety improvements to better support existing and future multimodal demand.
- **Road safety concerns:** Gambell Street, Ingra Street, 5th Avenue, 6th Avenue, and 15th Avenue are hotspots for severe and fatal vehicle collisions, particularly at intersections with major/arterial roadways, underscoring the urgent need for safer crossings, speed management, and conflict point reduction in future design concepts.
- **Bicycle network gaps:** Fairview lacks protected or dedicated bike infrastructure along key corridors. East-west and north-south connectivity is poor, particularly for those with high transportation vulnerability (e.g., children, seniors, people with disabilities) who may prefer separated, protected facilities. Consideration should be given to connecting residents to key destinations, such as recreation/green spaces, commercial areas, and schools with safe, maintained bicycle facilities for a diverse range of cyclists.
- **Transit limitations:** While the edges of Fairview are served by a limited number of high-frequency bus routes, Fairview's transit riders face connectivity, safety, and winter access issues with snow storage hindering pedestrian access to bus stops. Combined with the examination of historic and seasonal transit ridership patterns, future concepts should implement safe crossings to bus stops, consider snow removal and storage impacts to transit service and access, improve transit routing and/or frequencies where feasible within Fairview to connect people with key destinations (e.g., schools, employment, etc.).
- **Green space connectivity**: Trails and parks are valued assets but remain disconnected. Lack of safe multimodal routes to Ship Creek Trail, Chester Creek Trail, and other recreational areas may limit year-round usage. Proposed transportation linkages to trails and parks should be designed and

implemented in collaboration with planned pedestrian and cycling network improvements. Trails may also serve as multimodal corridors and have a role in connecting residents to their destinations safely.

- **Winter city challenges:** Limited sidewalk maintenance within Fairview, significant snowfall, and snow storage challenges reduce year-round walkability and ADA accessibility. Additionally, gaps in pedestrian facilities and seasonal hazards worsen access for people with disabilities. Careful consideration should be given to maintenance of non-motorized facilities (e.g., bicycle lanes, sidewalks, crossings, curb ramps) and transit stops.
- **Seismic and pavement vulnerability:** Fairview sits in a high earthquake risk zone. Key corridors exhibit poor pavement conditions, worsening ride comfort, safety, and vehicle maintenance. Pavement quality can be worsened by Fairview's winter conditions, thus requiring more proactive maintenance.

1. Introduction

The *Reconnecting Fairview Corridor Plan* (the Plan) aims to restore connectivity and revitalization to Fairview, a historically significant neighborhood in Anchorage that has been impacted by the isolating effects of the Gambell and Ingra Streets couplet. The couplet serves as a high-speed, north-south connector between the Seward Highway and Glenn Highway within the Alaskan state highway network. Originally an unincorporated community that grew alongside Anchorage, Fairview saw rapid transformation following World War II and further urbanization by the 1960s. However, historic planning decisions prioritized vehicle throughput over community accessibility, leading to high collision rates and diminished pedestrian and cycling connectivity for Fairview today. The Plan aims to transform Fairview into a thriving winter city destination with safe, reliable, and sustainable corridors.

This memorandum supports Task 3 (Existing Conditions and Limitations) to assess Fairview's past, present, and future to create a comprehensive understanding of its development. These efforts aim to identify challenges and opportunities in transportation planning, economic development, and climate resilience, ensuring that subsequent project deliverables align with Fairview's unique community needs. This opportunities and gaps memorandum is categorized based on key themes identified through existing plans and community outreach efforts, including historic transportation barriers, transportation safety, access to essential goods and services, and the impact of natural hazards.

2. Project Area

Fairview is a neighborhood situated to the east of Downtown Anchorage. It is bordered by Merrill Field Airport to the east, Downtown Anchorage and South Addition to the west, the Chester Creek Greenbelt to the south, and the Ship Creek Greenbelt to the north. **Figure 1** below shows the Reconnecting Fairview project area in relation to Downtown Anchorage.

Major roadways include Gambell and Ingra Streets as part of Alaska Route 1 (AK-1), which provide connections to the Glenn Highway in the north and the Seward Highway in the south. Additional key routes are 15th Avenue that runs east-west near the south end of the neighborhood, and the 5th Avenue and 6th Avenue couplet to the north of Fairview. The neighborhood largely follows a grid street layout, and the terrain is predominantly flat until south of 15th Avenue.

Figure 1. Project Area

Data source: MOA (2019), Fairview Community Council Neighborhood Boundary

2.1 Relevant Plans and Projects

Task 3.1 Existing Conditions Analysis efforts relied on previously developed plans and studies from the Fairview Business Association, Fairview Community Council, Anchorage Metropolitan Area Transportation Solutions (AMATS), Municipality of Anchorage (MOA), and the Alaska Department of Transportation and Public Facilities (DOT&PF). These plans provide much of the existing data and insights from previously conducted community outreach efforts, which were reviewed and analyzed to reveal Fairview's transportation infrastructure gaps and opportunities. Summaries of these plans are provided below.

2.1.1 Gambell Street Redevelopment & Implementation Plan (2013)

The Fairview Business Association's *Gambell Street Redevelopment and Implementation Plan* outlines strategies for improving the Gambell Street corridor, particularly from 3rd Avenue to 20th Avenue through the Reconnecting Fairview project area. The plan evaluates existing and future conditions, incorporates public input, and presents a preferred redevelopment alternative that involves reducing southbound Gambell Street from four to three lanes. The implementation portion of the plan provides steps for executing the project, including funding mechanisms, cost estimates, recommended actions, and future studies. With a focus on creating a safer and more efficient corridor, the plan serves as a comprehensive guide for redevelopment efforts and long-term improvements to accommodate projected population growth and future developments near the Gambell Street corridor. It should be noted that the annual projected household growth of 1% used in this plan was derived from AMATS' *2035 Metropolitan Transportation Plan* (2012) model projections.

2.1.2 Fairview Neighborhood Plan (2014)

The *Fairview Neighborhood Plan* lays out a vision for revitalizing Fairview, aiming to make it a safe, stable, and diverse community while embracing its sub-arctic winter environment. The Fairview Community Council, with support from the Fairview Business Association, Municipal Long Range Planning Section, Planning and Zoning Commission, and the Anchorage Assembly, identified five focus areas to better serve both businesses and residents: enhanced transportation, thoughtful and sustainable land use development, pedestrian safety, social service, and trails and recreation. The *Fairview Neighborhood Plan* provides guidance for the following 10 to 15 years to help achieve this vision. Community involvement played a significant role in shaping this plan. Residents shared their ideas at the Fairview Block Party, an online survey gathered additional feedback, and a working draft was circulated to stakeholders via the Fairview Community Council listserv. Some findings from these engagement efforts include more green spaces, safer and shorter pedestrian crossings, and continuous outreach with the community.

2.1.3 Anchorage Vision Zero Action Plan (2018)

The 2018 *Anchorage Vision Zero Action Plan* lays out a strategic framework to reduce traffic fatalities and severe injuries, with a focus on equity and safer mobility for all. Topics covered include enhancing processes and collaboration, building safer streets for everyone, creating safer speeds, promoting a culture of safety, and improving data collection analysis and accessibility. Notably, the *Anchorage Vision Zero Action Plan* calls for reclassifying streets using a context-sensitive approach, enabling more flexible, multimodal street designs. This directly supports the Reconnecting Fairview project goals of restoring community connections and revitalizing Fairview's transportation network. The Vision Zero Action Plan Solutions Toolbox offers proven safety countermeasures, like enhanced crossings, speed management tools, and low-cost retrofits, that can be tailored to Fairview's unique needs.

2.1.4 AMATS Non-Motorized Plan (2021)

The AMATS *Non-Motorized Plan* (NMP) outlines a vision for developing a comprehensive network of non-motorized travel facilities, including sidewalks, bike lanes, shared-use pathways, and other infrastructure, within AMATS jurisdiction. The NMP details existing conditions, public involvement, network development, prioritization (short-, mid-, and long-term projects), implementation, and design guidelines to create a safer, more accessible environment for walking, biking, skiing, and other non-motorized modes of transportation year-round. By combining separate planning efforts for bicycle and pedestrian infrastructure, the NMP establishes a unified framework for active transportation for the next decade. Within the Fairview neighborhood, the NMP proposes several separated bikeway facilities along major roadways such as Gambell Street, Ingra Street, 5th Avenue, 6th Avenue, and 15th Avenue. In addition, this plan recommends prioritizing 5th Avenue and 6th Avenue as primary pedestrian corridors. In the long term, AMATS may explore the creation of a designated winter network to support active modes. Bicycle boulevards and shared-use pathways may offer a more comfortable travel experience during snow events; unlike major roads where parking and bike lanes are often repurposed for snow storage, thereby forcing cyclists into the roadway, bicycle boulevards provide a lower-stress, winter-friendly route.

2.1.5 AMATS Safety Plan (2024)

The *AMATS Safety Plan* is designed to create safer transportation environments for all users, with a vision of eliminating fatalities and serious injuries across the region. Guided by a Safe System Approach (SSA), the plan aligns policies, programs, and projects to enhance safety through measures such as safer roads, safer speeds, improved road user behaviors, post-crash care, and safer vehicles. An SSA is a comprehensive strategy designed to enhance road safety by reinforcing several layers of protection. Beyond collision prevention and severity reduction, an SSA recognizes both human error and vulnerability, ensuring that systems are built with redundancies to safeguard everyone. Other principles of an SSA are that responsibility is shared, safety is proactive, and redundancy is crucial. The *AMATS Safety Plan* highlights five key risk profiles contributing to severe crashes. It emphasizes the importance of engineering, education, and proven interventions to mitigate these risks, particularly for pedestrians, bicyclists, and motorcyclists in Downtown and Midtown Anchorage and portions of Fairview. The Priority Locations chapter of this plan prioritizes specific high-risk locations, recommending tailored strategies to improve safety along critical corridors such as Gambell Street and Ingra Street.

2.1.6 AMATS 2050 Metropolitan Transportation Plan (MTP) (2024)

The *Metropolitan Transportation Plan* (MTP) serves as the key long-term planning tool for AMATS, shaping transportation needs and solutions for Anchorage and Chugiak-Eagle River over a 20-year horizon. This comprehensive plan covers all aspects of transportation, including streets, sidewalks, trails, public transit, highways, and freight mobility, ensuring that congestion management and air quality standards are met while aligning with broader land use plans. The plan envisions Anchorage and Chugiak-Eagle River as dynamic winter communities with an efficient, multimodal transportation network that is equitable, safe, and reliable, which echoes the vision statement in the *Fairview Neighborhood Plan* (2014).

To address projected transportation needs, trends and scenarios are analyzed, incorporating the updated AMATS Travel Demand Model. This model, using a 2019 base year, validates the necessity of projects outlined in the 2050 MTP while identifying additional infrastructure requirements. Prioritized projects are identified through extensive community engagement and are planned within a fiscally constrained financial framework to ensure feasible implementation. Projects identified in the MTP for the Fairview neighborhood include constructing pedestrian infrastructure along Gambell Street and Ingra Street between 3rd Avenue and 16th Avenue, roadway space reallocation along 5th Avenue and 6th Avenue between M Street and Reeve Boulevard, installing non-motorized crossing infrastructure (e.g., islands or medians, bike detection, curb

bulb outs) at select intersections along Gambell Street and Ingra Street, Phase I of the Hyder Pedestrian Boulevard Project, and the Fairview Non-Motorized Street Network Study. The MTP allocates $11 million in funding for a proposed Hyder Pedestrian Boulevard Phase I project that will create a separated pathway along Ingra Street's east side from 20th Avenue to just south of 15th Avenue, connecting to a bike and pedestrian tunnel. On the west side, it will extend northwest to another improved tunnel under 15th Avenue, ending at Hyder Street. The MTP also allocates $200k in funding for a proposed Fairview Non-Motorized Street Network Study that will evaluate the existing street network for non-motorized travel and provide recommendations for improvements within Fairview. Together, these recommended projects may help reconcile gaps in Fairview's non-motorized network and prioritize safe, sustainable transportation options.

2.1.7 Municipality of Anchorage Long-Range Transportation Strategy (LRTS) (2025)

The *Long-Range Transportation Strategy*, adopted in 2025, centers on three key regions within the MOA: Chugiak-Eagle River, the Anchorage Bowl, and Girdwood. This strategic document establishes a policy framework for translating broad community values into infrastructure investments and funding priorities.

Unlike the AMATS *Metropolitan Transportation Plan*, which outlines transportation projects based on federal criteria and priorities within the AMATS planning area, the LRTS offers locally tailored guidance that better reflects the unique needs of communities across the Municipality. While the MTP serves as a federally aligned project roadmap, the LRTS is designed to inform the Capital Improvement Program (CIP) and influence future updates to the MTP.

The LRTS aims to correct longstanding misalignments between major transportation investments and community priorities. The LRTS provides a strategic foundation to ensure projects like Reconnecting Fairview are part of a larger, community-led vision for equitable transportation.

2.1.8 AMATS Seward Highway to Glenn Highway Connection Planning and Environmental Linkage Study – System Performance Memorandum (2023)

The System Performance Memorandum and other supporting technical progress documentation for the Alaska DOT&PF-led *Seward Highway to Glenn Highway Connection Planning and Environmental (PEL) Study* focuses on identifying transportation challenges and evaluating potential improvements for the Seward-Glenn Highway corridor in Anchorage. The study aims to enhance mobility, safety, access, and connectivity between key highway segments while also improving access to the Port of Alaska. The memorandum outlines existing transportation and land use plans, assesses system performance, and recommends solutions to address major issues. Significant issues have been identified, including wide streets, high traffic speeds, and congestion, which collectively hinder travel for active modes of transportation. The current facility design does not meet modern standards, and non-motorized transport options are insufficiently integrated with recent development plans. Fairview is directly affected by these deficiencies. As of September 2025, the study is still underway to identify preferred alternatives to the Gambell-Ingra couplet that will affect Fairview. The Reconnecting Fairview Planning effort is in coordination with the PEL study team and anticipates a completion of the study by Fall 2025.

2.1.9 Proposed Transportation Projects

From the relevant plans listed above, **Figure 2** summarizes the proposed transportation projects for the Fairview neighborhood. The key findings and considerations that will be advanced in the Plan build on existing plans to create a safer, more accessible transportation network. Recommendations from the *Gambell Street Redevelopment & Implementation Plan* will inform efforts to reconfigure Gambell Street for improved cyclist and pedestrian safety, while the *Fairview Neighborhood Plan*'s vision will be integrated through traffic-calming measures and expanded green spaces as noted from community engagement. The

NMP's proposals for separated bikeways along major corridors will guide infrastructure improvements, ensuring low-stress travel options for cyclists to key destinations such as schools, parks, shopping areas, and senior homes and facilities. Additionally, insights from the *AMATS Safety Plan* will shape strategies to reduce conflict points and mitigate crash risks, while the *2050 MTP*'s priorities for complete streets, non-motorized corridors, and roadway reallocations will advance a cohesive, sustainable transportation network in Fairview tailored to the community's needs.

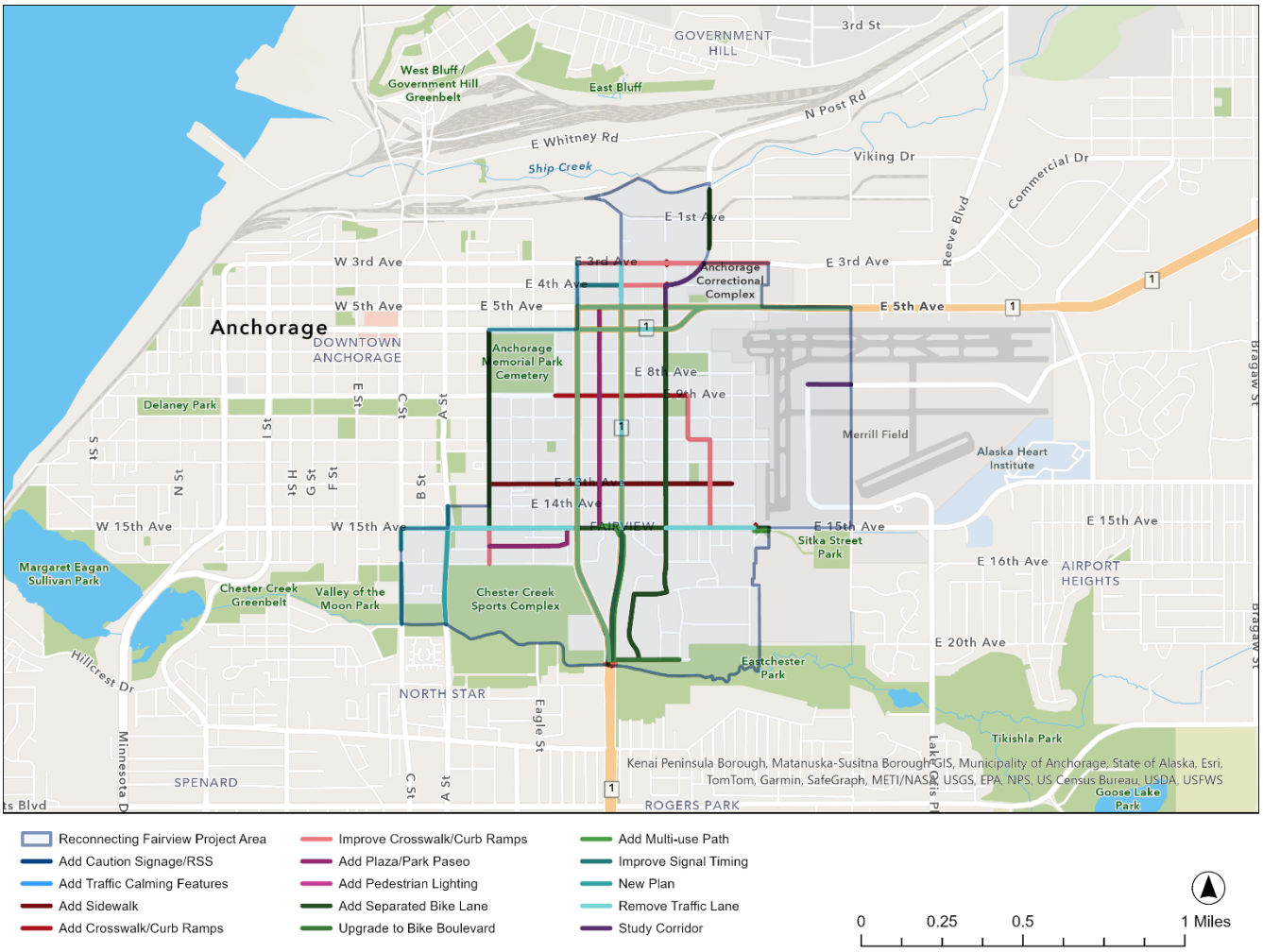

Figure 2. Summary of Proposed Transportation Projects for Fairview

3. Summary of Gaps and Opportunities

This section offers an examination of Fairview's existing conditions. The goal is to pinpoint challenges and opportunities in transportation planning and climate resilience, ensuring future Reconnecting Fairview project deliverables effectively address the community's distinct needs and support economic revitalization. Identified gaps and opportunities are organized based on key themes derived from existing plans and community engagement, including long-standing transportation obstacles, safety concerns, access to essential goods and services, and consideration of natural hazards.

3.1 Historic Transportation Barriers

3.1.1 Alaska Route 1 Couplets

Post-war urban renewal in Fairview led to highway development by the 1960s, integrating the neighborhood into Anchorage but isolating its historic commercial district from adjacent neighborhoods. The Gambell Street/Ingra Street and 5th Avenue/6th Avenue one-way couplets that form the connection between Seward Highway and Glenn Highway (i.e., Alaska Route 1) were originally designed to improve traffic flow (**Figure 3**). The two pairs of couplets are comprised of four northbound lanes on Ingra Street, four southbound lanes on Gambell Street (**Figure 4**), three westbound lanes on 5th Avenue, and three eastbound lanes on 6th Avenue. This effectively split Fairview into fragmented urban spaces with an isolated "island" two blocks wide and ten blocks long within the study area, which was explicitly acknowledged in "A Neighborhood Planning Program for Anchorage, Alaska" produced by MOA in 1965. As noted in prior community engagement findings, this division has made it more difficult for residents to access businesses, services, and community spaces, reinforcing economic stagnation and limiting neighborhood cohesion.

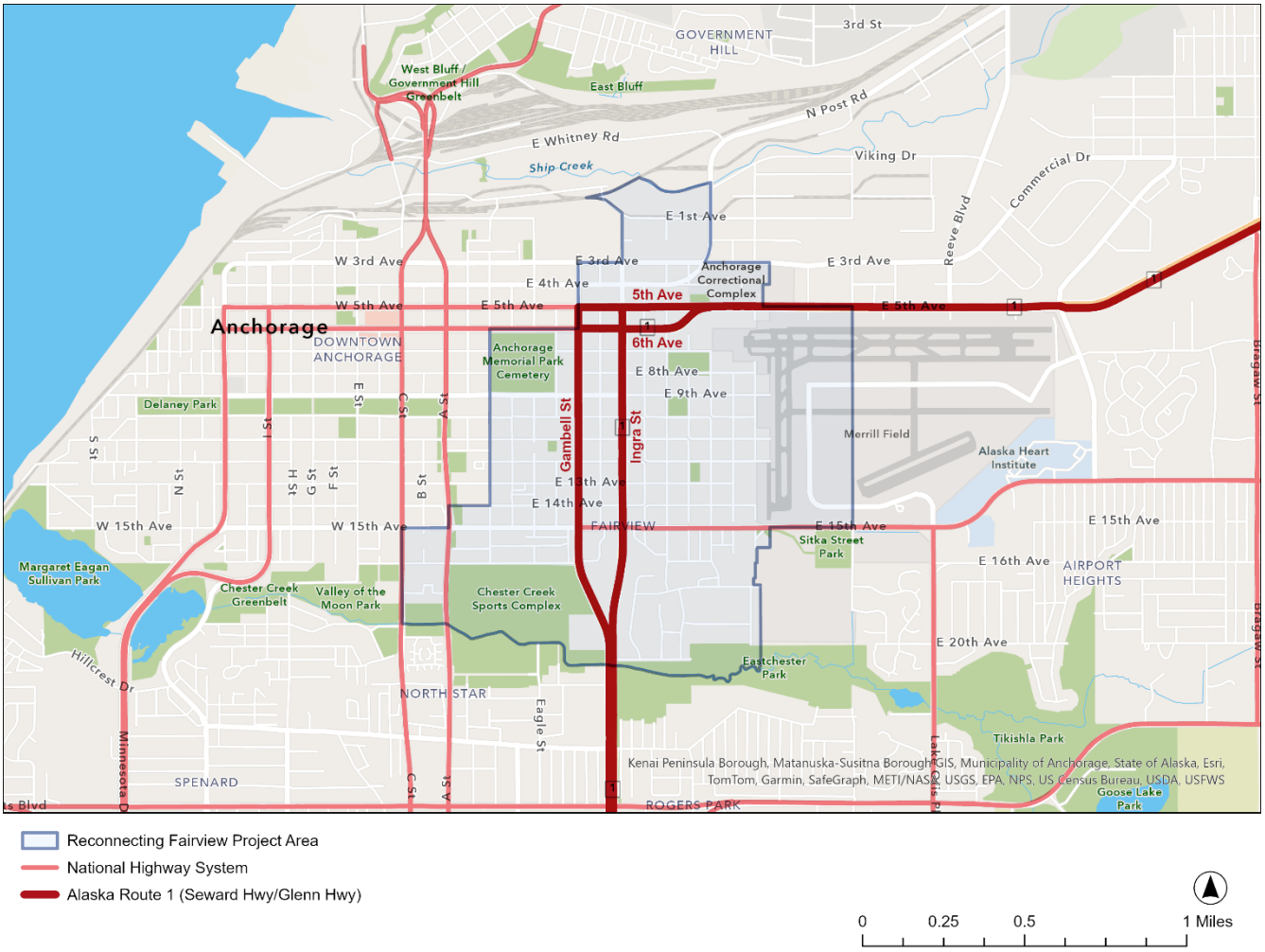

Figure 3. National Highway System

Data source: DOT&PF (2021)

3.1.2 Road Classifications

The Fairview neighborhood is bisected by high-speed highway couplets, which serve as key arterial routes but also create physical barriers between different parts of the community. Additionally, Fairview is fragmented at both its southern end by 15th Avenue and its northern end at 5th and 6th avenues, which facilitate east-west traffic demand within Anchorage and traffic flows to/from the Gambell Street/Ingra Street couplet. 15th Avenue currently serves two lanes of traffic in each direction as well as provides a two-way left-turn lane or buffered median within some portions of the study area, effectively widening this major arterial to five lanes.

Figure 4. Gambell Street at 9th Avenue, Looking Southbound (Transportation Audit February 2025)

Existing crossing opportunities within Fairview at major and minor arterial roads, identified under the Municipality of Anchorage (MOA) functional classification, are also shown in **Figure 5** by direction and quantity. DOT&PF utilizes different functional classifications and identifies the Gambell Street/Ingra Street and 5th Avenue/6th Avenue couplets as interstates, compared to the major arterial designation used by MOA. DOT&PF is currently in the process of reviewing their functional classifications as part of a recurring requirement every ten years to ensure all public roads in Alaska are properly classified, with AMATS recommending to DOT&PF that the highway couplets be reclassified as principal arterials per the *Seward-Glenn Mobility PEL Study* (2023).

It is evident that the highways and arterial roads in Fairview currently prioritize vehicle movement, often at the expense of non-motorized accessibility and neighborhood cohesion. Long segments of 5th Avenue, 6th Avenue, 9th Avenue, 15th Avenue, Gambell Street, and Ingra Street lack pedestrian crossings in any direction. Per 2019 annual average daily traffic (AADT) reported in the *Seward-Glenn Mobility PEL Study* (2023), the 5th Avenue/6th Avenue and Gambell Street/Ingra Street couplets serve, on average, between 15,000 to 32,000 vehicles per day per direction (**Figure 6**). 15th Avenue serves nearly 25,000 vehicles per day within the project area. The 2019 AADT for 5th Avenue east of Medfra Street is reported at approximately 50,000 vehicles/day. However, traffic volumes vary significantly across segments within Fairview, depending on road classification, surrounding land use, and connectivity. While 5th Avenue serves as a major arterial with high throughput, adjacent streets may carry far fewer vehicles (i.e., smaller AADT). Traffic impacts on local infrastructure, safety, and neighborhood livability, especially under a medium-growth scenario based on the Alaska Department of Labor and Workforce Development population projection over the next 30 years, may worsen as traffic could grow to 60,000 vehicles daily in 2050 (DOT&PF, 2023). When considering these high

AADT volumes, non-motorized crossings can be particularly unsafe, especially at unsignalized intersections. It should be noted that more recent Alaska Population Projections from the Alaska Department of Labor and Workforce Development (July 2024) estimate about a 10% decline in total population in Anchorage by 2050. Subsequent updates to traffic forecasts have not been conducted; however, there is a high likelihood that future traffic forecasts will also decrease.

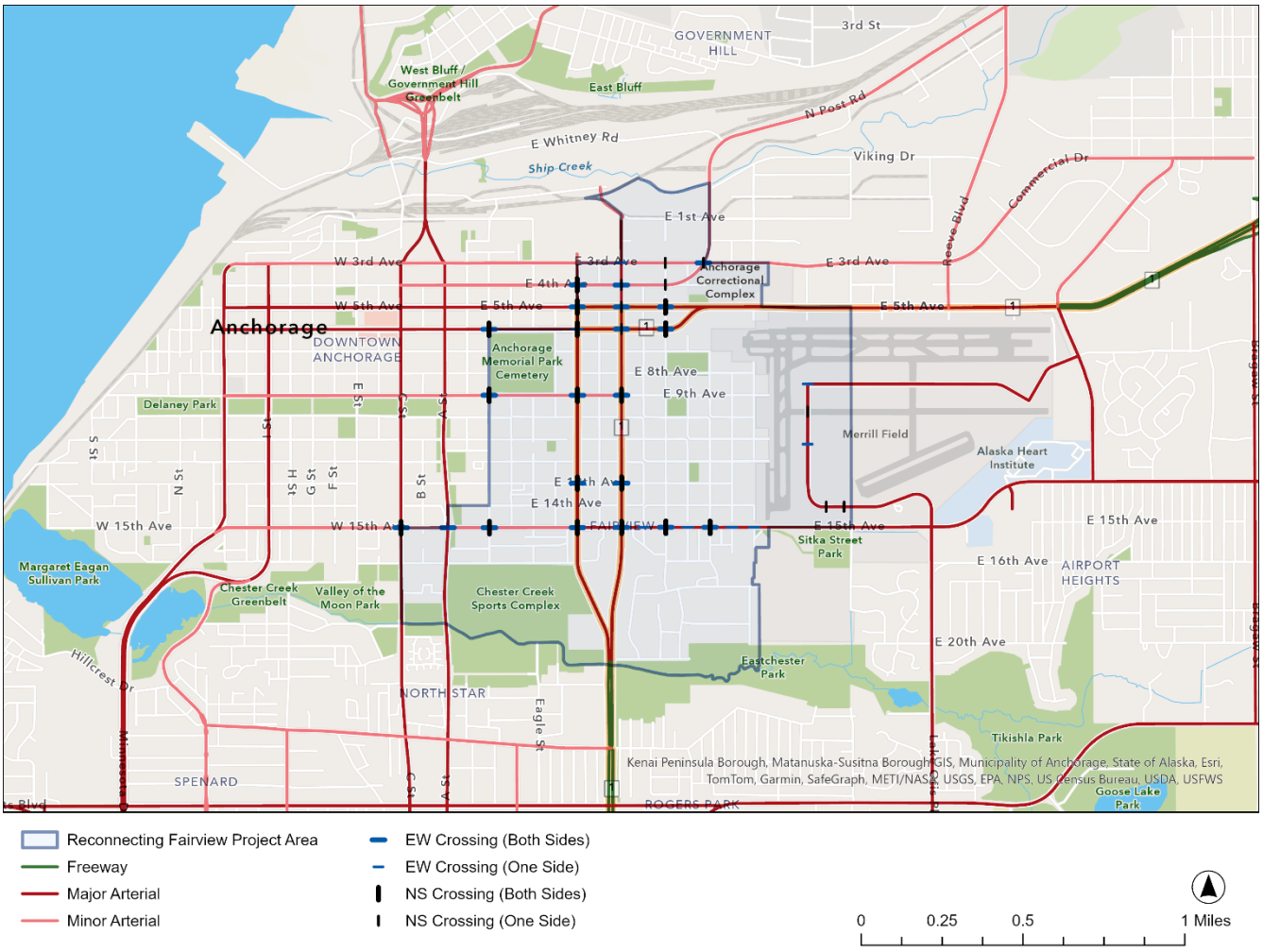

Figure 5. MOA Functional Classification (Major Roadways)

Data source: MOA (2025)

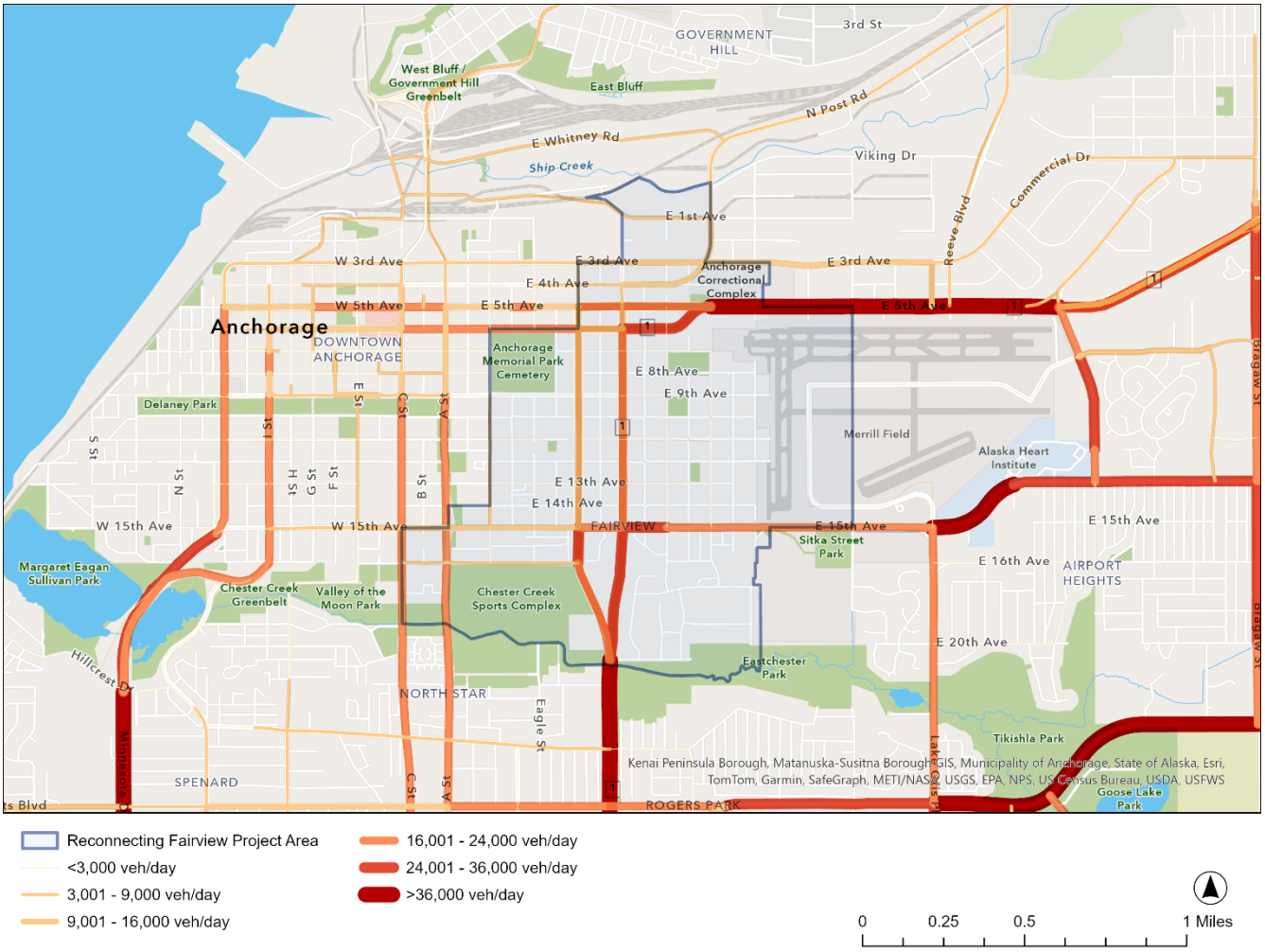

Figure 6. Annual Average Daily Traffic (2019)

Data source: DOT&PF (2023)

3.2 Transportation Safety

3.2.1 Fatal and Major Injury Collisions

Vehicle collision data from 2014 to 2024 (inclusive) highlights Gambell Street, Ingra Street, 5th Avenue, 6th Avenue, and 15th Avenue as hotspots for severe and fatal crashes, particularly at intersections with major arterial roads. **Figure 7** illustrates these collisions, showing clear collision recurrence along these high-speed corridors. **Figure 8** shows the high crash corridors based on 2018 MOA collision data, which indicates large portions of Gambell Street, Hyder Street, Ingra Street, 5th Avenue, 6th Avenue, and 15th Avenue as corridors with high collision frequency. A key limitation in the dataset is the lack of metadata on the modes of transportation involved in certain collisions, which may affect deeper analysis of accident causes and trends.

In the *AMATS Safety Plan* (2024), Gambell Street, Ingra Street, and 5th Avenue were identified as priority corridors given their high collision frequency. These segments scored high in the Safety Plan's priority assessment but are either already part of an existing program or have been, are currently, or will soon be reconstructed as is being developed in the Seward to Glenn PEL Study. The Vision Zero Working Group developed "Taking Action to Prevent Roadway Deaths" update reports, which identifies a short-term action for, "Ingra Street/Gambell Street Road Diet (Fireweed Lane to 4th Avenue): Reduce vehicular through lanes to

no more than 3 lanes, signing, striping, driveway consolidation. Evaluate reducing speed limit with capital projects."

Figure 7. Fatal and Major Injury Collisions (2014-2024)

Data source: DOT&PF (2023, 2025)

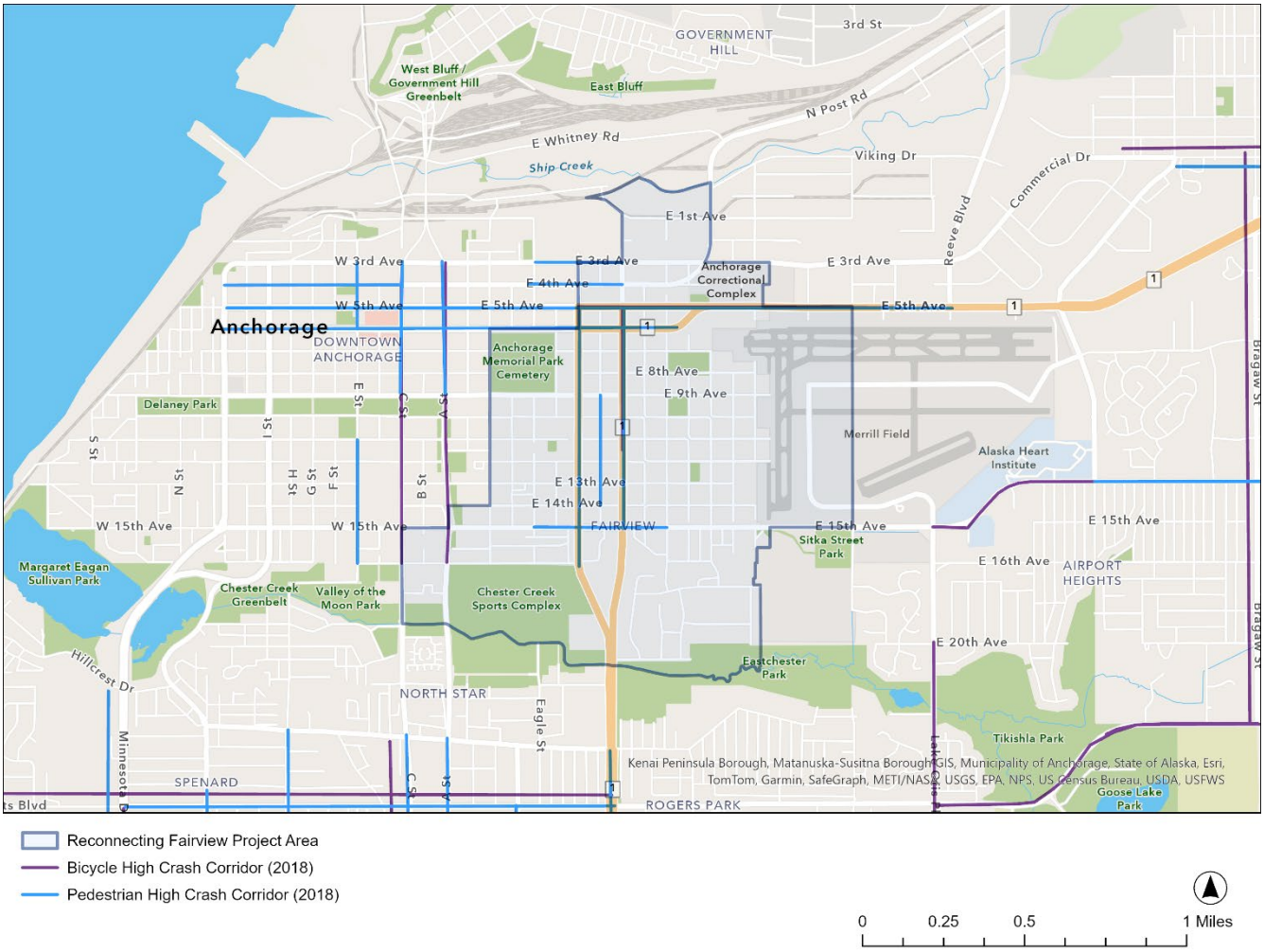

Figure 8. High Crash Corridors (2018)

Data source: AMATS (2024)

3.2.2 Transportation Safety Concerns from Public Feedback

In the Anchorage Bowl, Fairview has the highest concentration of public comments addressing transportation safety concerns, as illustrated in **Figure 9**. From the *AMATS Safety Plan* (2024), community outreach identified numerous safety concerns along Gambell Street (6 comments) and Ingra Street (9 comments) within Fairview, which align with the collision data detailed in the subsection above regarding fatal and major injury collisions.

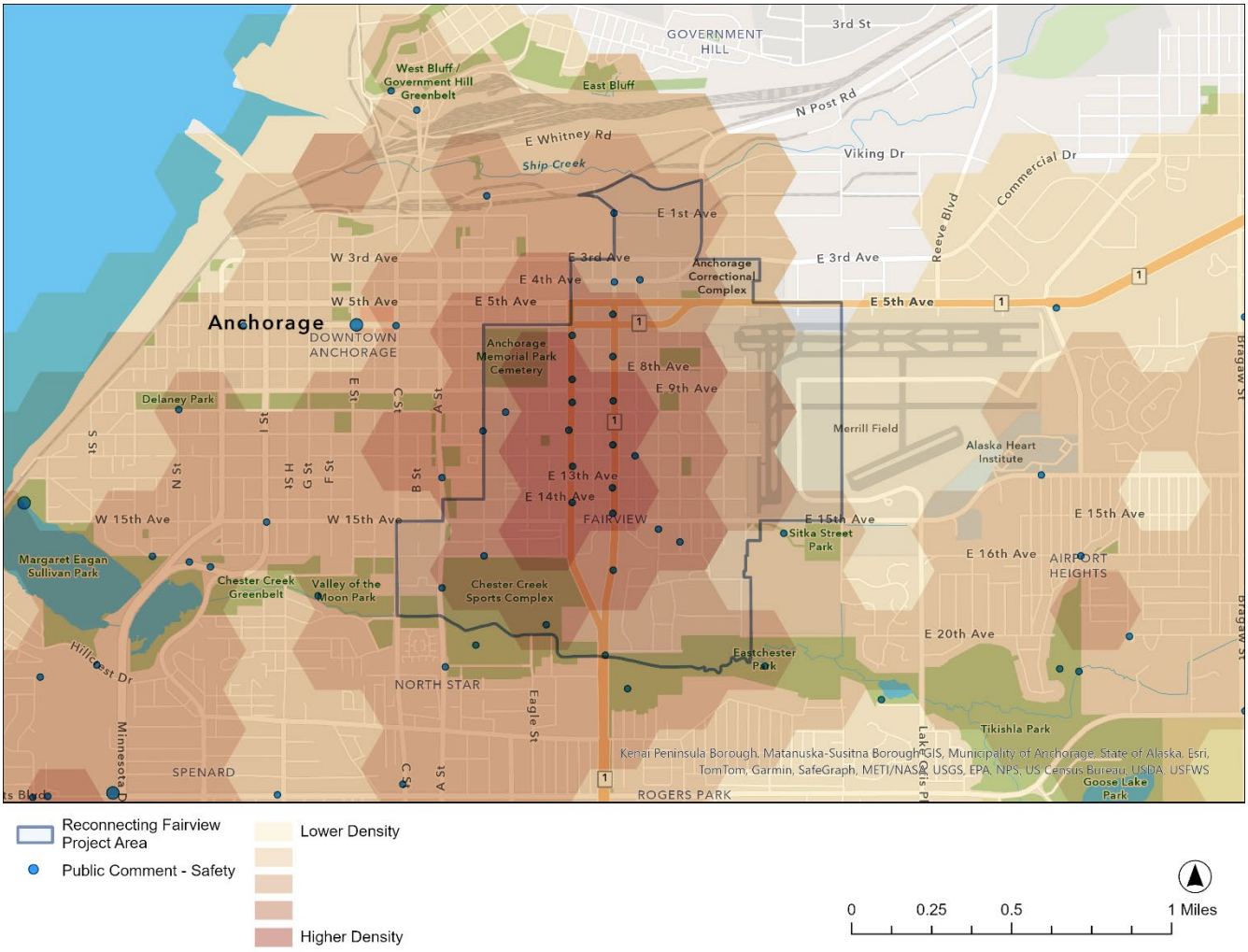

Figure 9. Density Map of Public Comments Regarding Road Safety

Data source: AMATS (2024)

3.3 Access to Goods and Services

3.3.1 Existing Pedestrian Network

Fairview has a relatively complete sidewalk network, but there are gaps in crossing facilities that affect pedestrian access. Cities like Anchorage with heavy snowfall face significant challenges in sidewalk maintenance due to frequent snow accumulation, ice formation, and freeze-thaw cycles that damage pavement surfaces. Limited resources often delay snow removal, creating accessibility and safety issues for pedestrians, particularly for those with mobility challenges including wheelchair users. Seasonal sidewalk maintenance network gaps, as shown in **Figure 10**, highlight the challenges of pedestrian safety and connectivity during the winter season. While the City is balancing several priorities related to snow removal, these impacts should continue to be considered in pedestrian network improvements to ensure that pedestrian infrastructure and, subsequently, Fairview's destinations remain accessible year-round.

It should be noted that there is a data gap in further assessing winter maintenance needs due to the lack of comprehensive information on all sidewalks in the Anchorage Bowl. To improve Fairview's pedestrian network, efforts should focus on cross-examining data against the non-motorized demand map (**Figure 16**), ensuring connectivity between high-demand areas (especially parks and schools), and compiling a

comprehensive dataset of the walking network and crossing locations for detailed analysis. New pedestrian crossing opportunities could be implemented at Hyder Street (slated to be a potential future multimodal pathway) to complement the existing crossings at the Highway 1 couplet with 5th Avenue, 6th Avenue, 9th Avenue, 13th Avenue and 15th Avenue. Further examination of viable intermediate crossing opportunities is needed along 15th Avenue, which bisects areas of high non-motorized demand such as parks, sports complexes, and senior facilities. Proposed overcrossings at 15th Avenue/Latouche Street and 15th Avenue/Orca Street, as well as a crossing at 15th Avenue/Sitka Street, are also suggested in the *2050 MTP*.

Figure 10. Existing Pedestrian Network

Data source: AMATS (2021)

3.3.2 Existing Bicycle Network

Fairview's bicycle network is largely built around shared use pathways and greenbelt trails, with very few existing on-street facilities (bike lanes, bike boulevards, and paved roadway shoulders). The Reconnecting Fairview study area deeply lacks dedicated bicycle facilities, except for off-street shared-use pathways on portions of 3rd Avenue and 15th Avenue, along with a bicycle boulevard along the 10th Avenue corridor (**Figure 11**). The lack of dedicated bicycle infrastructure along Gambell Street and Ingra Street creates significant barriers to safe and efficient cycling; cyclists must share the road with fast-moving vehicular traffic, which increases the risk of collisions as evidenced by the high-crash corridors map in **Figure 8**. Additionally, the highway couplets formed by Gambell Street/Ingra Street and 5th Avenue/6th Avenue pose major east-west

and north-south barriers, respectively, especially when considering the lack of crossings (**Figure 5**). There is a bicycle network gap between Fairview and Downtown Anchorage along 5th Avenue, 6th Avenue, and 9th Avenue. Within Fairview, there is also a major north-south bike network gap between the trails and Hyder Pedestrian Boulevard that punctuate the north and south ends of Fairview.

From the *FHWA Bikeway Selection Guide* (2019), cyclists can be categorized by their comfort level with traffic. "Interested but concerned" cyclists represent most bike users. They typically prefer off-street or separated bike facilities and may avoid cycling altogether if routes don't feel safe. "Somewhat confident" cyclists favor separated facilities but can navigate bike lanes or paved shoulders when necessary. Lastly, "highly confident" cyclists are comfortable riding in traffic and will use roads even without bike lanes. Future bikeway designs should prioritize safety and comfort to encourage more people to cycle, especially in the “interested but concerned” cyclist profile. Creating protected bike lanes, off-street paths, and dedicated cycling infrastructure can help hesitant riders feel more secure. Wayfinding signs, smoother connections, and traffic calming measures can also enhance accessibility.

From the AMATS *Non-Motorized Plan* (2021), bicycle level of traffic stress (LTS) analysis assesses how comfortable streets are for cyclists by examining speed limits, road width, and bike lane quality. Roadways with separated bike paths are generally more inviting, while those with high speeds and no bike infrastructure tend to be stressful. In **Figure 12**, high LTS is shown along 5th Avenue, 6th Avenue, Gambell Street, Ingra Street, and 15th Avenue. This helps identify where improvements are needed to create a safer, more connected cycling network for all people who cycle.

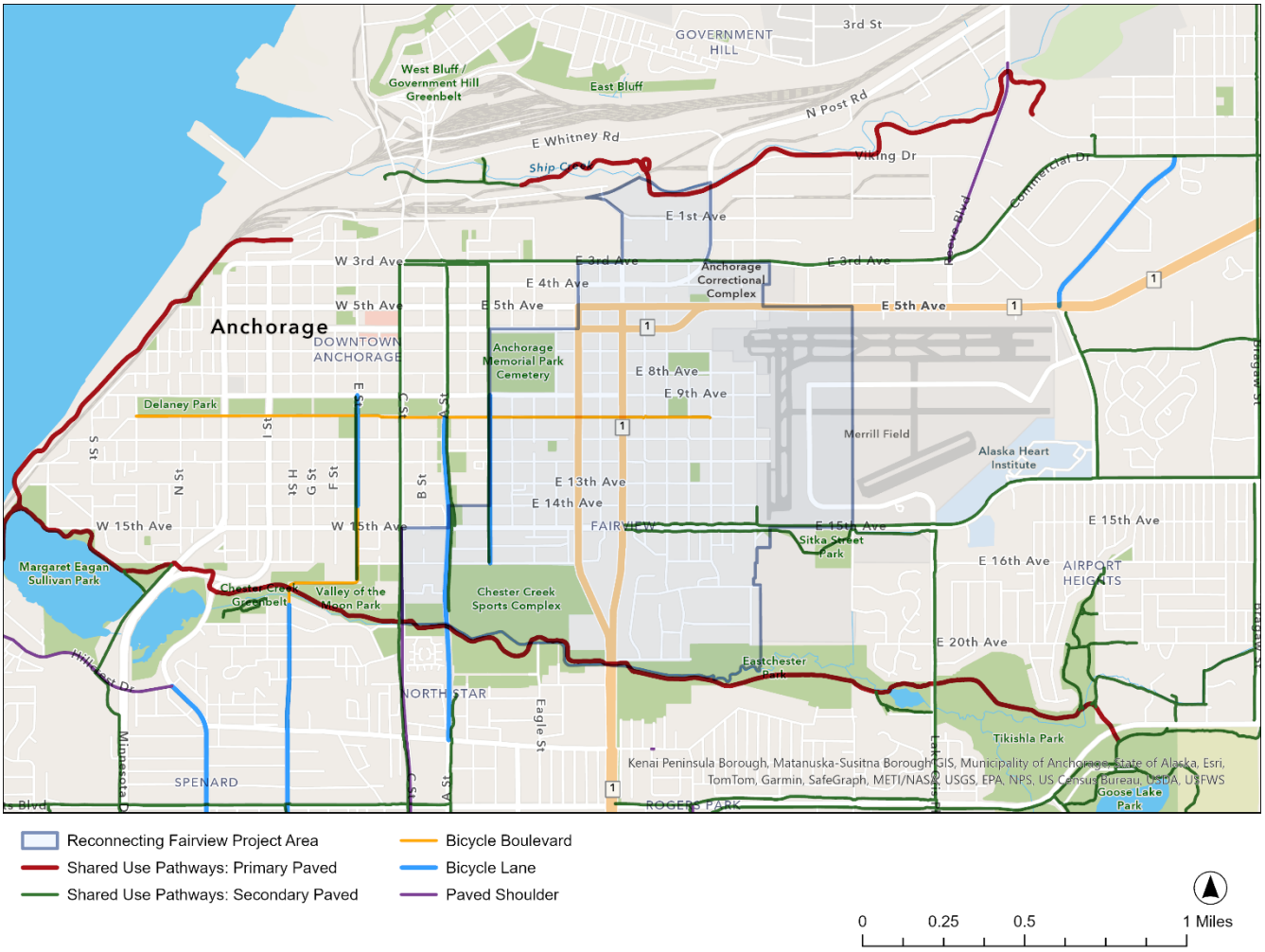

Figure 11. Existing Bicycle Network

Data source: AMATS (2021)

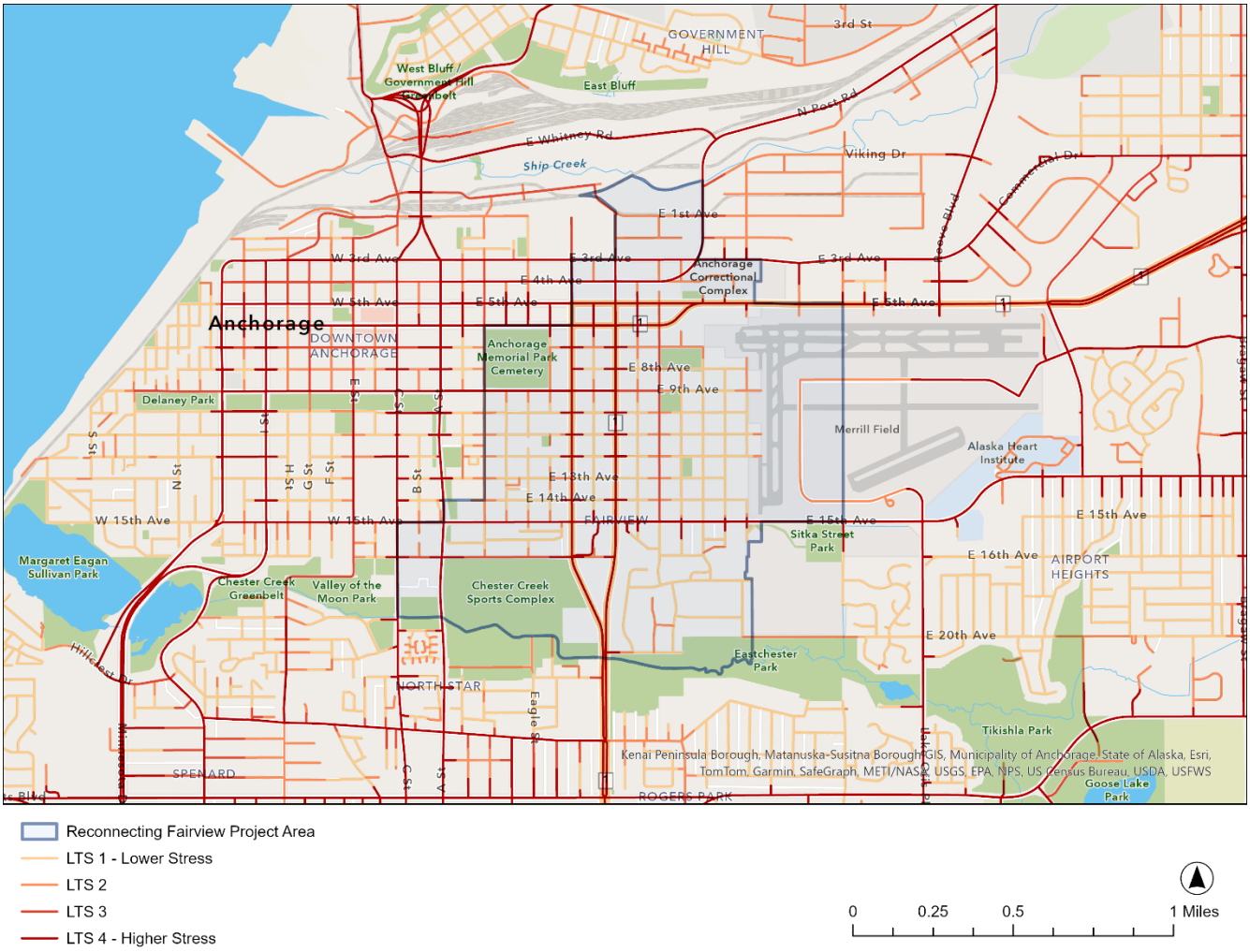

Figure 12. Bicycle Level of Traffic Stress

Data source: AMATS (2021)

3.3.3 Public Transit Stops and Routes

People Mover, the largest public transit provider in Alaska, is operated by the Municipality of Anchorage's Public Transportation Department. Fairview is served by Neighborhood Route 11 (Senior Center Loop), which has several stops throughout the area. Based on 2024 automated passenger count (APC) data, Route 11 served over 33,000 people in 2024 with an average of about 130 boardings per weekday. Route 30 (Debarr), a frequent service with 15-minute frequencies during peak times, has stops along 15th Avenue within the study area. 2024 APC data shows that Route 30 served nearly 270,000 people in 2024 and had over 1,000 boardings per weekday on average. Additionally, Route 20 (Mountain View), another frequent service, and Route 92 (Eagle River), a commuter route, have only a limited number of stops along the northern end of Fairview. Most transit riders are pedestrians if they walk to and from transit stops, so factors like walkability to stops, service frequency, and coverage across the neighborhood are especially important to consider under a winter city context (i.e., snow maintenance, unsheltered wait times, transit infrastructure resilience, etc.). **Figure 13** summarizes the People Mover stops and routes in the project area.

Seasonally, the People Mover system experiences peak weekday ridership in the month of August, with approximately 300,000 riders in 2024. Ridership tends to dip between September and March, with approximately 200,000 weekday riders in November 2024 at its lowest.

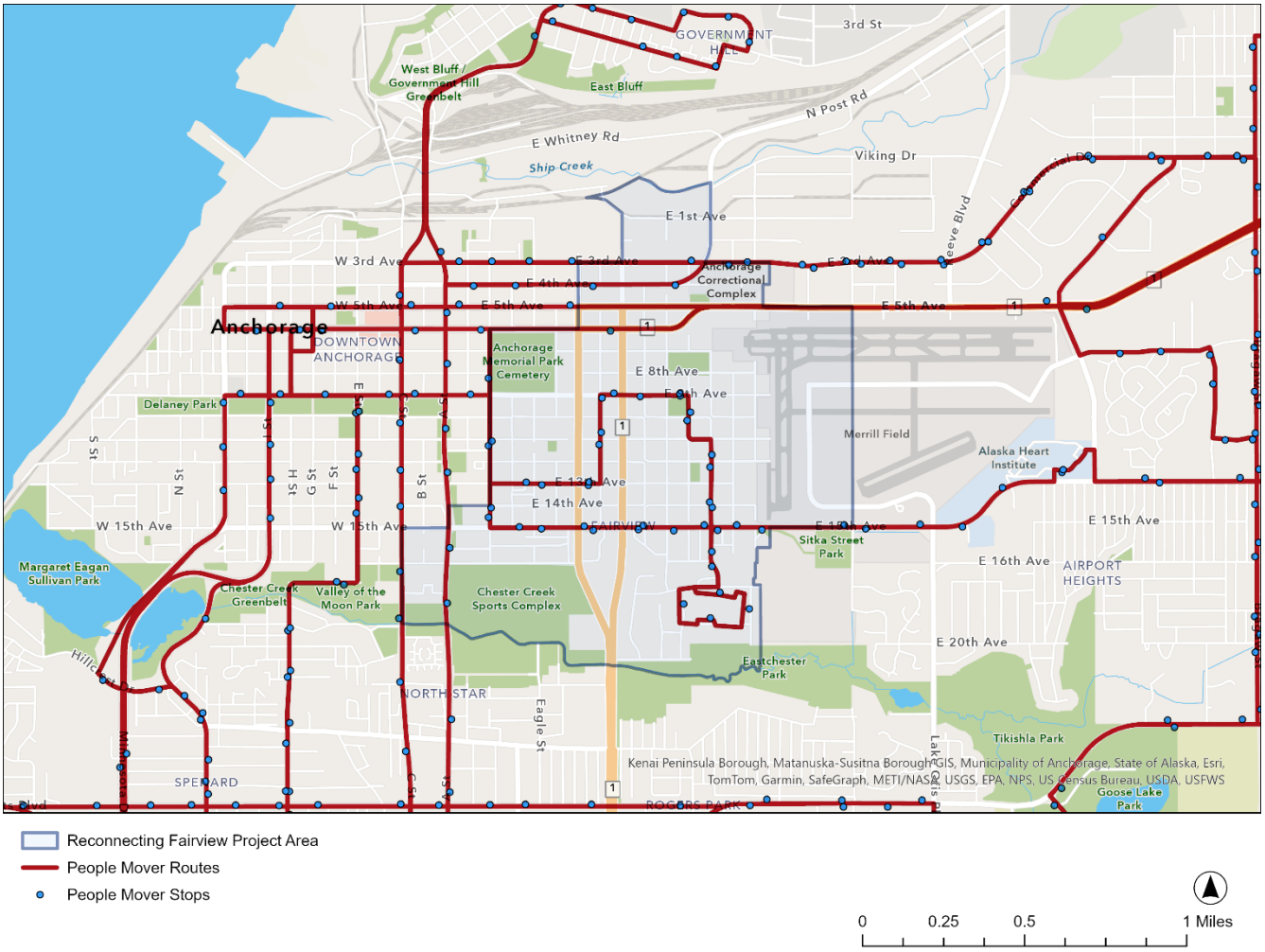

Figure 13. People Mover Stops and Routes

Data source: MOA (2022)

Starting October 27, 2025, Route 11 will be realigned to enhance service between the Fairview community and Midtown. This change follows the closure of Gambell Carrs in May 2025 and aims to improve access to essential services like pharmacies and grocery stores. The updated route (**Figure 14**) will extend southward, offering direct connections to Midtown Carrs, Fred Meyer, and other popular shopping locations in the Midtown area.

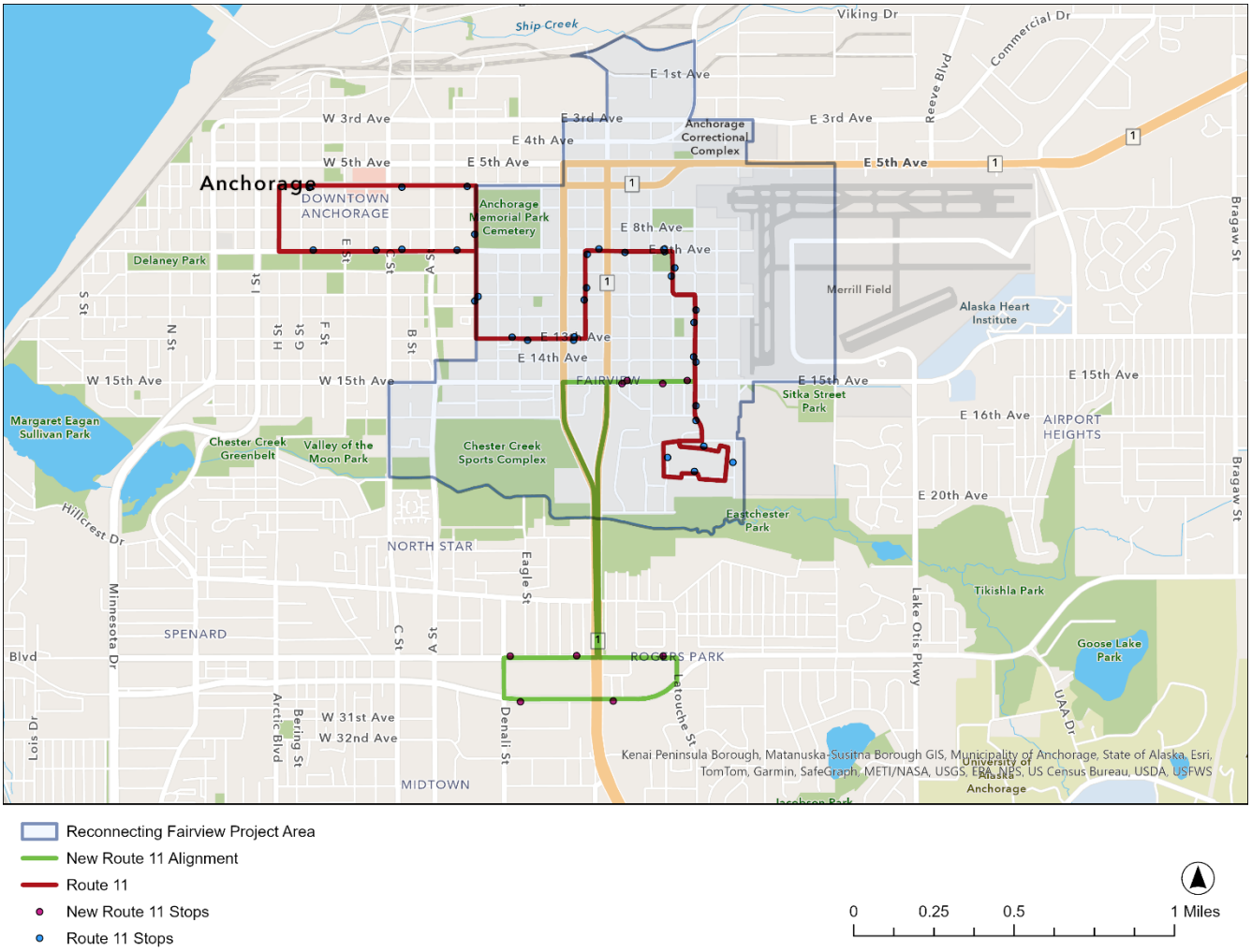

Figure 14. New Route 11 Alignment (October 2025)

Data source: MOA (2025)

3.3.4 Green Spaces

Fairview is situated between natural boundaries, with Ship Creek Trail to the north and Chester Creek Trail to the south (**Figure 15**). Ship Creek Trail served 390 pedestrians per day and Chester Creek Trail at Eastchester Park served approximately 230 pedestrians per day, according to MOA's 2023 trail volume counts. The Anchorage Bowl offers residents extensive trails and parks for recreation. These green spaces, including both trails and parks, serve as vital recreational facilities that provide opportunities for leisure, mobility, and accessibility within the total transportation system. Beyond functionality, they enhance aesthetics, promote well-being, and bring nature closer to people. Green spaces also foster community and social gatherings. Trails range from multi-use paved and unpaved paths to snowmobile routes, cross-country ski trails, and interpretive trails, while parks include both public spaces and natural areas. In an effort to encourage people outdoors and enjoy recreating safely, the Municipality's Park and Recreation Department crew increase grooming and track-setting along trails such as the Coastal Trail and Chester Creek Trail. Summer maintenance focuses on preparing trail surfaces, mowing grass, and ensuring readiness for winter's low snow cover. Additional upkeep includes brush cutting, erosion control, tread work, and trailhead maintenance. Trail maintenance can be a means of ensuring ADA compliance in green spaces, making the outdoors more accessible for all users.

Sitka Street Park includes a paved shared-use path that extends westward through the neighborhood along 15th Avenue but ends at Ingra Street, limiting its connectivity. There is a lack of north-south connections throughout Fairview to connect residents and visitors to the larger parks in the Anchorage Bowl such as Ship Creek Overlook Park, Valley of the Moon Park, Chester Creek Greenbelt Park, and Goose Lake Park. Moreover, east-west access from Fairview to Delaney Park in the southern portion of Downtown Anchorage as well as Westchester Lagoon are deficient for active modes and transit. The *2050 MTP* recommends a multimodal pedestrian boulevard conversion of Hyder Street between 5th Avenue and 15th Avenue, which could provide more access to green spaces in Fairview as well as adjacent natural areas south of Fairview.

Figure 15. Parks and Trails

Data source: MOA (2022)

3.3.5 Non-Motorized Demand

Non-motorized travel includes modes such as walking, biking, rolling, and skiing. From the NMP, potential demand for these non-motorized means of transportation is influenced by where people live, work, shop, go to school, and access transit, with higher-density areas generating more trips. As shown in **Figure 16**, while Downtown Anchorage generates the greatest non-motorized demand, residential, recreational, and educational hubs tend to be located away from major roadway corridors. Additionally, activity generators of non-motorized demand appear on both sides of the Gambell Street/Ingra Street couplet, such as the Fairview Community Recreation Center, Anchorage Senior Activity Center, schools, and parks. Given this

demand distribution, improving multimodal connectivity between known trip generators and attractors is crucial to ensuring safe and efficient access for bicyclists and pedestrians. Moreover, from the NMP, Seasonal Attention Deficit Disorder (SADD) contributes to depression in northern climates and is highly prevalent in Anchorage. Therefore, outdoor activities like walking and biking provide natural relief from its effects. It should be noted that the NMP lacks information/data on the seasonal variations of non-motorized demand, and therefore the composite demand analysis shown in **Figure 16** is season-agnostic. This is highlighted as a data gap and should be considered in future deliberation regarding active modes facility planning and implementation.

Fall 2024 (typical Thursday) walk and bike link volumes for trips originating in Fairview with trip distances less than 2 miles were obtained from Replica, a big-data platform that uses trip data from sources such as TomTom GPS, mobile phone geolocation, and ground-truth data to obtain multimodal insights on trips between geographies. As shown in **Figure 17**, the non-motorized short-trip data from Replica reaffirm the high demand areas illustrated in the non-motorized demand map (**Figure 16**), such as schools and recreational areas. However, the Replica data indicates a high walk and bike demand along Gambell Street and Ingra Street despite the lack of activity generators along these corridors, which may indicate that these roadways facilitate non-motorized flows between destinations in Fairview and could be candidate locations for improved non-motorized facilities.

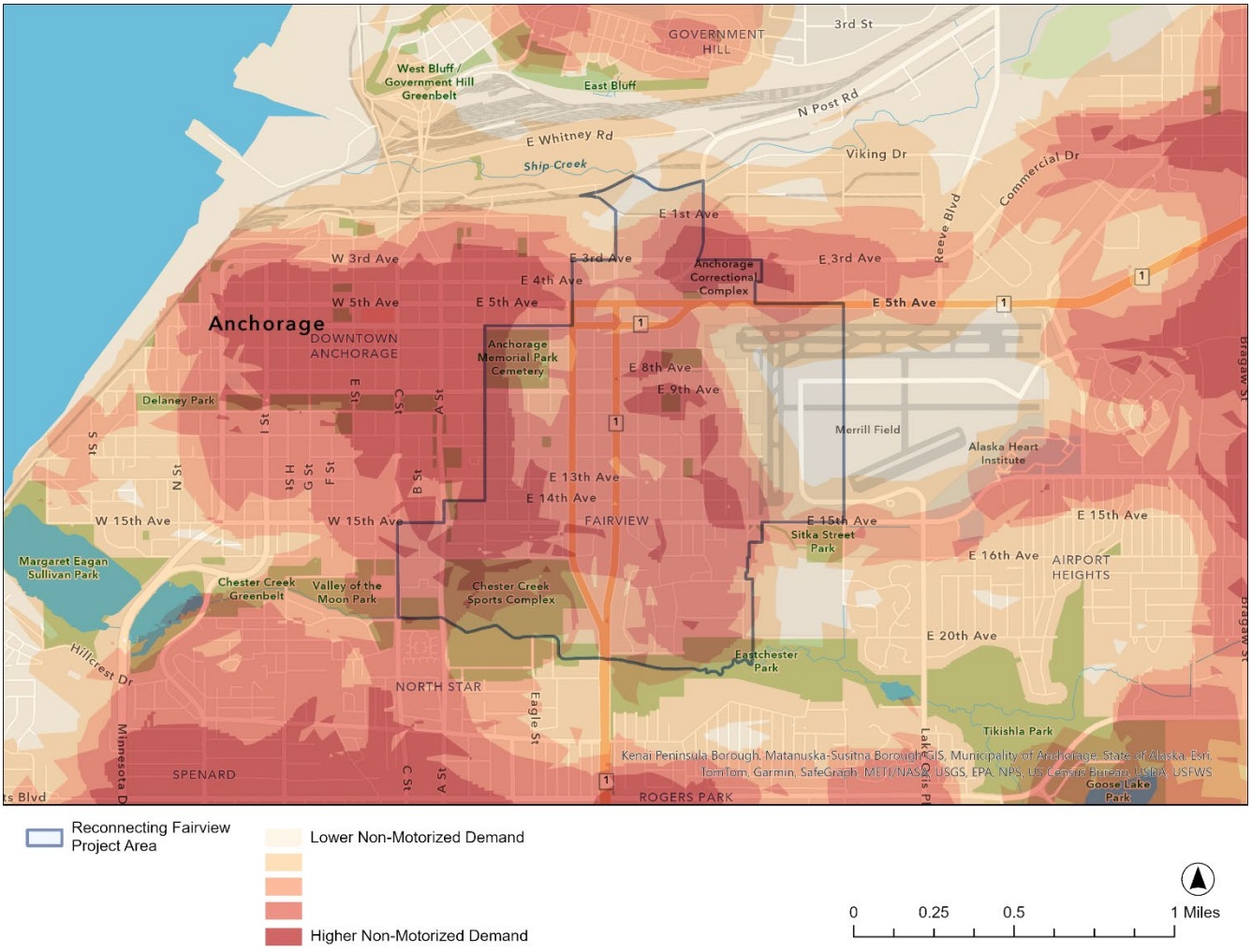

Figure 16. Non-Motorized Demand

Data source: AMATS (2021)

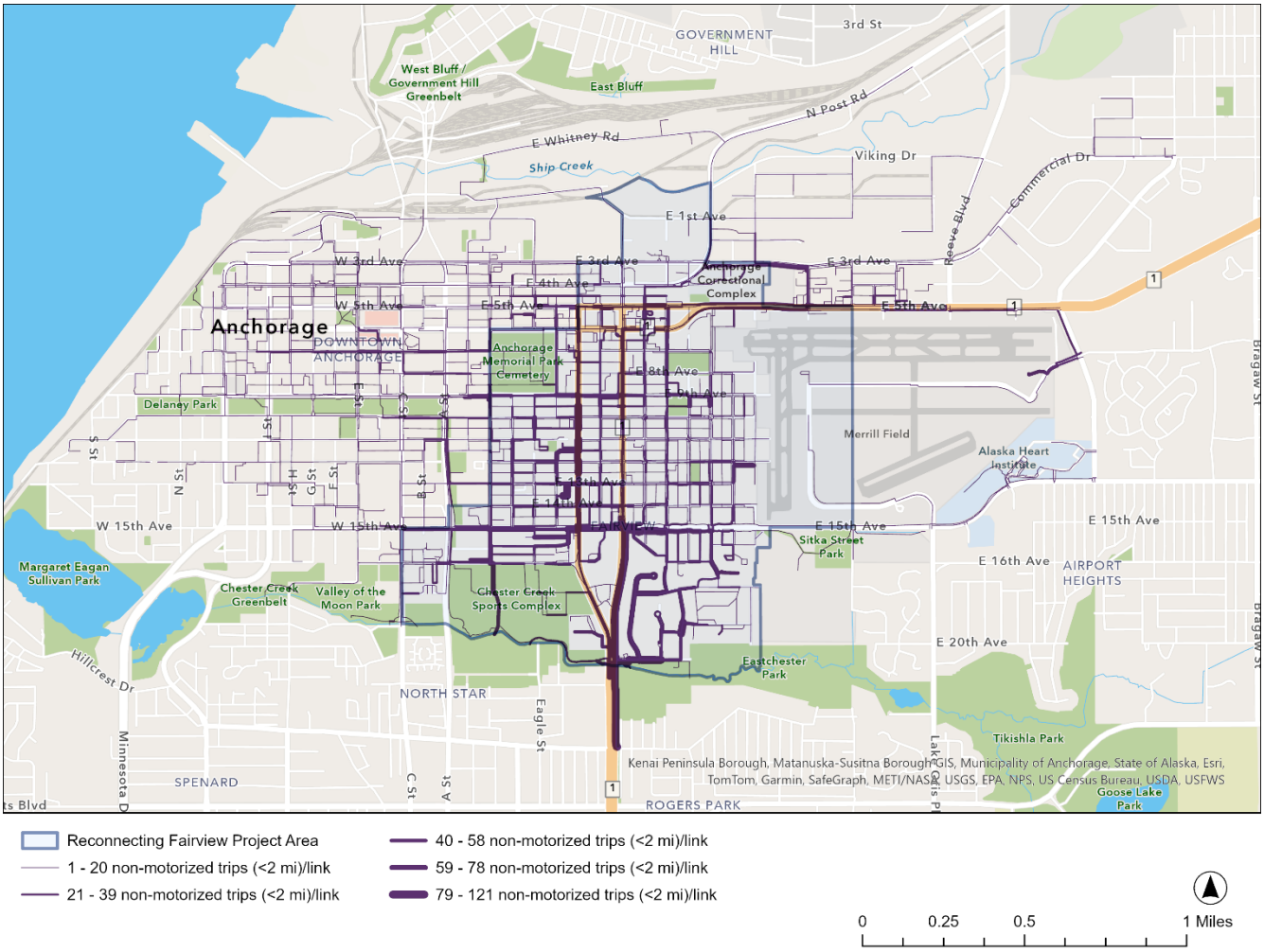

Figure 17. Non-Motorized Trips (<2 mi) Originating from Fairview

Data source: Replica (n.d.); walk and bike trips for a typical Thursday in Fall 2024

3.3.6 Equity Analysis

Equity in transportation recognizes that while some individuals choose to walk, bicycle, or take transit, others rely on these modes out of necessity not only due to financial constraints, but also because of factors such as age, disability, visual impairment, or lack of access to a personal vehicle. Lower-income, lower-education, and other vulnerable populations often depend on non-motorized and public transit options to meet daily needs, making accessibility improvements essential. The NMP equity analysis (**Figure 18**) identifies these groups using six socioeconomic indicators to guide efforts in enhancing transportation access for those who need it most: age, race, income, educational attainment, limited English proficiency, and access to a vehicle. The American Census Survey (ACS) 2017 5-year estimates informed the NMP equity analysis at the census tract level. More than half of Fairview represents areas of higher relative need and may see health, social, and economic benefits from investment in active transportation.

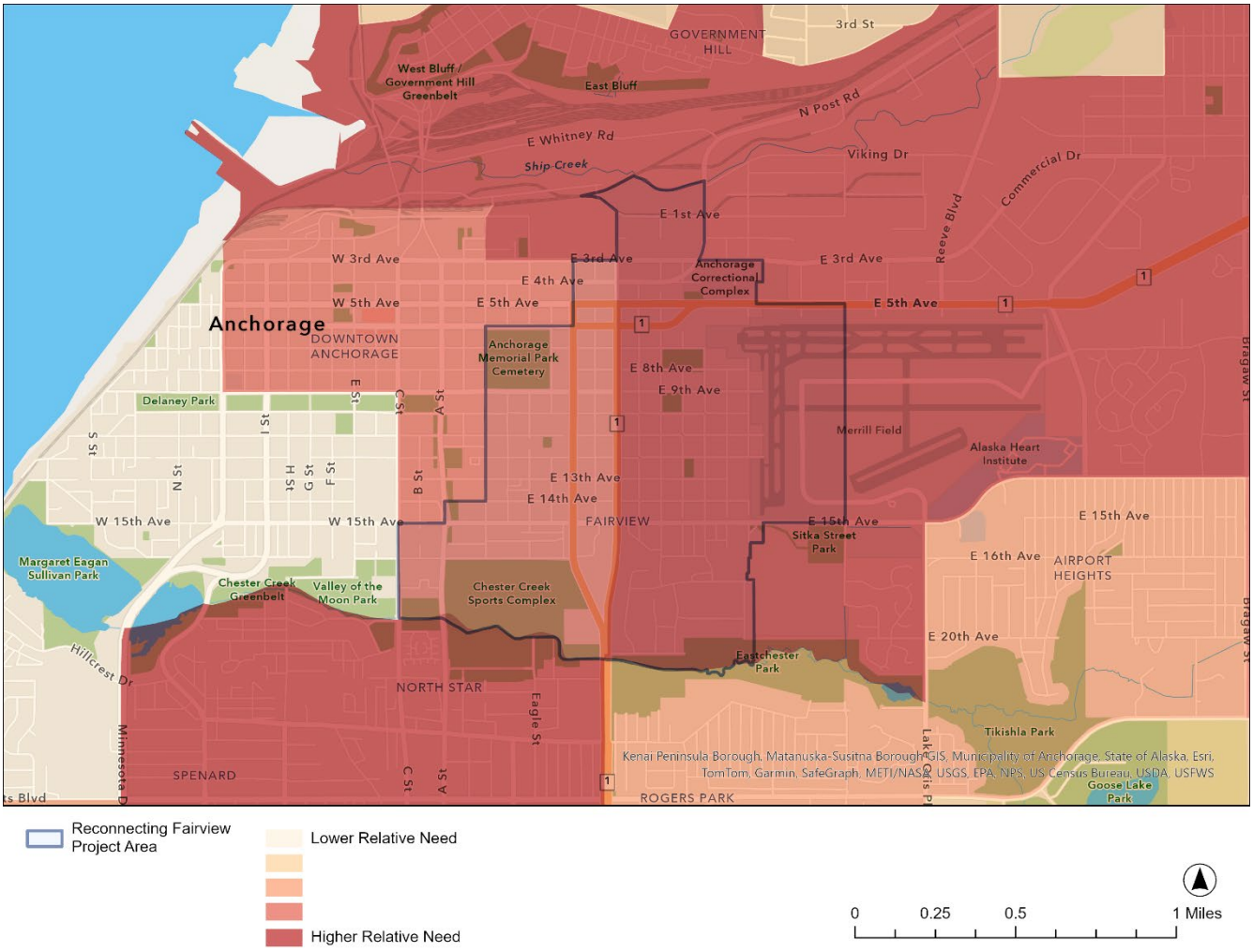

Figure 18. Equity Analysis

Data source: AMATS (2021)

3.3.7 Essential Services and Community Resources

Transportation investments, especially for non-motorized modes, could support a broad range of access to essential services and community resources in Fairview as well as the greater AMATS planning area. Considering the equity analysis presented in the above subsection, some residents may only have walking, bicycling, and transit as their only means of travel. An examination of 15-minute walksheds centered at schools, senior homes and facilities, and grocery stores are presented in **Figure 19** to **Figure 21**. A typical walking speed of 3.3 ft/s (1 m/s) was assumed for this walkshed analysis; however, walking speeds of less than 3.3 ft/s should be considered for older adults, children, and other vulnerable populations.

From **Figure 19** and **Figure 20**, schools and senior facilities, respectively, are located on opposite sides of the Highway 1 couplet formed by Gambell Street and Ingra Street; residents located within these illustrated walksheds have to cross the Highway 1 couplet to reach these destinations. Walkshed boundaries are noticeably truncated at barriers such as Merrill Field Airport, bodies of water, and natural areas with limited or no trails. Similarly, walksheds largely do not span across freeways and major arterials such as 15th Avenue. In terms of grocery stores, with the closure of Carrs in Fairview (**Figure 22**) as of May 2025, Fairview residents will need to travel greater distances to access stores that provide a wide variety of food and fresh produce. Several areas east of Ingra Street are not within the 15-minute walksheds of these grocery stores. Starting

October 27, 2025, the Route 11 bus line will provide access to the Midtown Carrs and Fred Meyer just south of Fairview.

Of note, there are no Anchorage Public Library locations within a walkable (15-minute radius) distance from Fairview.

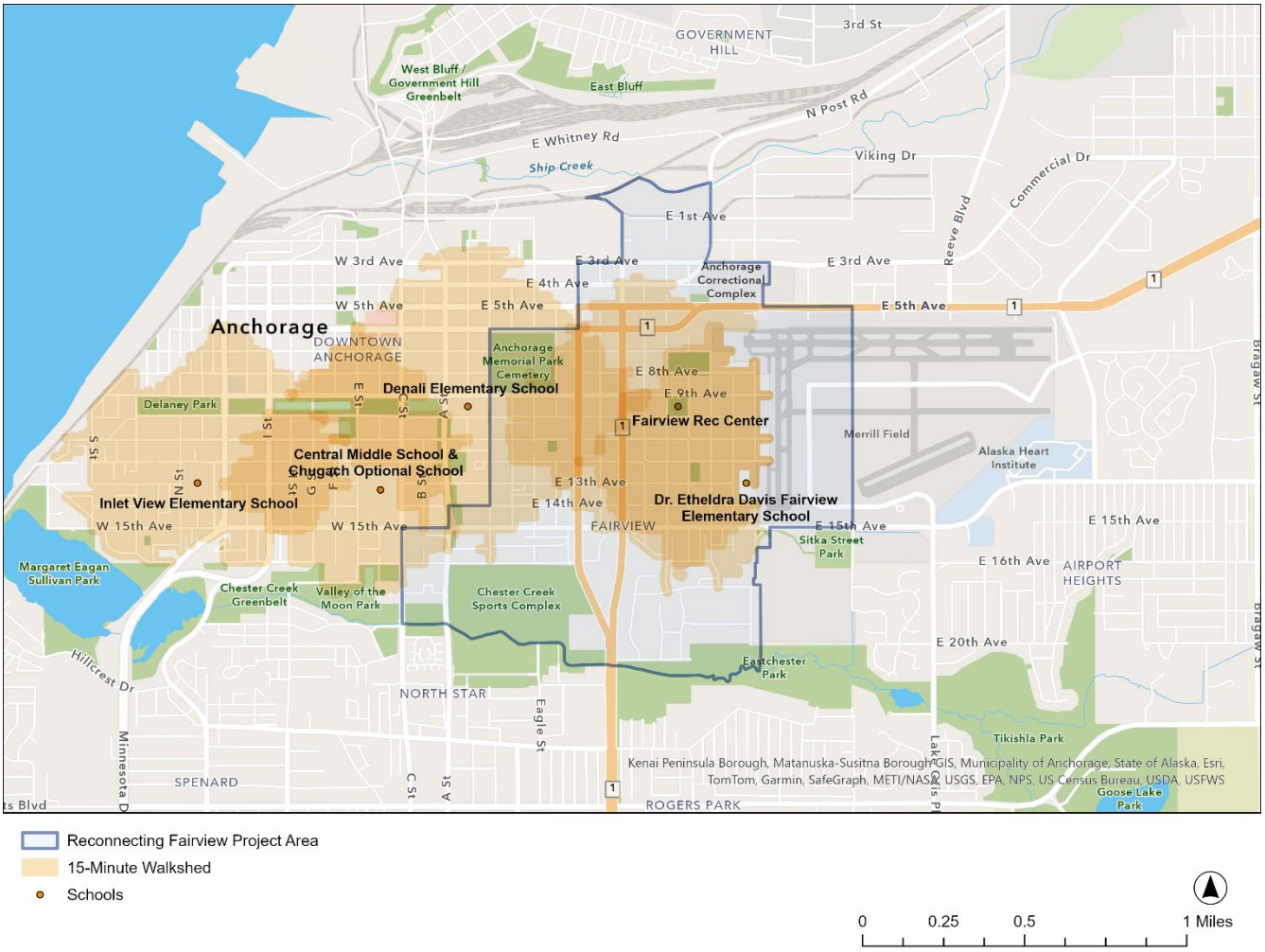

Figure 19. School and Recreation Walksheds

Data source: OSMnx Python package, G. Boeing (2025)

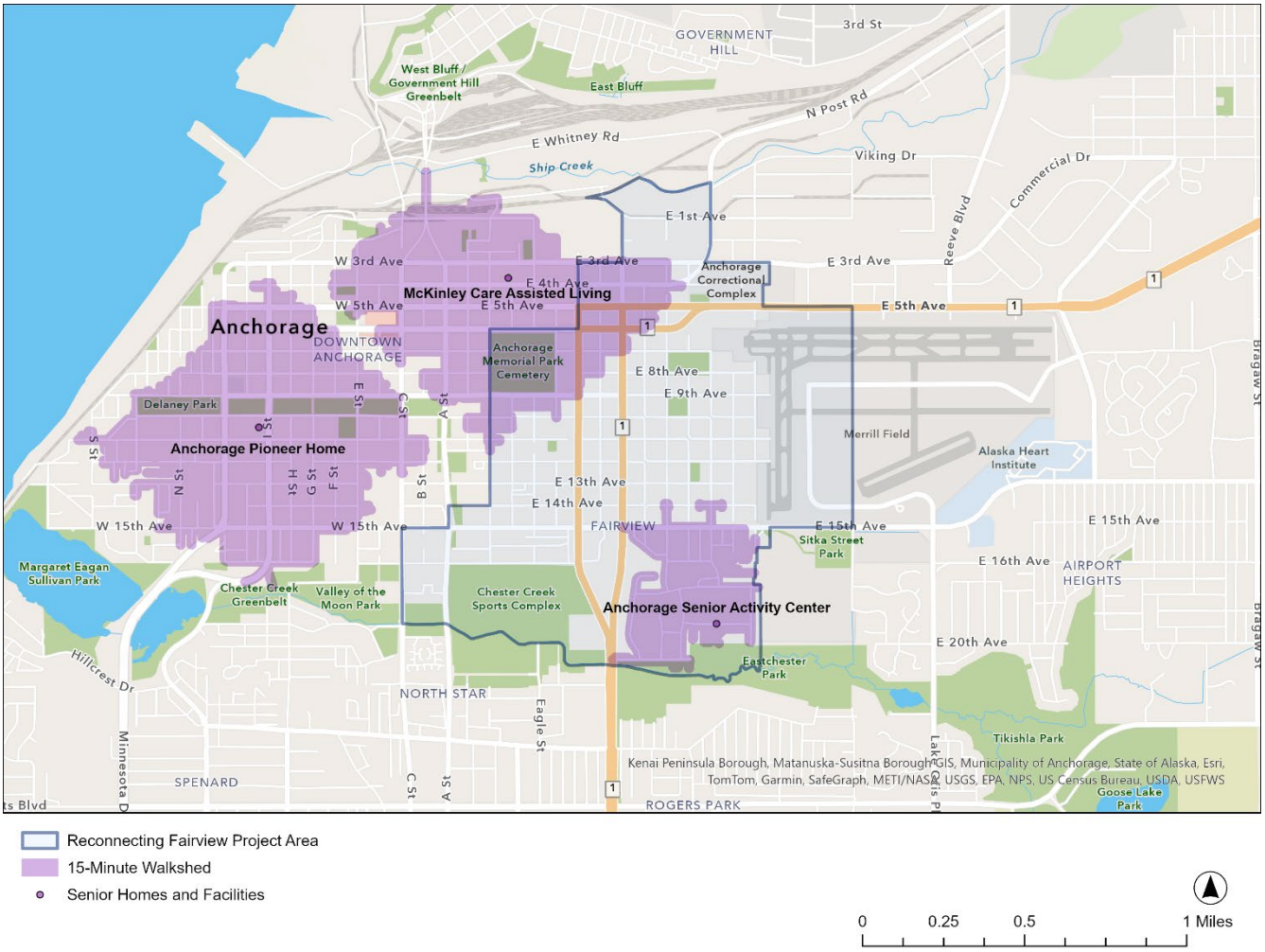

Figure 20. Senior Home and Facility Walksheds

Data source: OSMnx Python package, G. Boeing (2025)

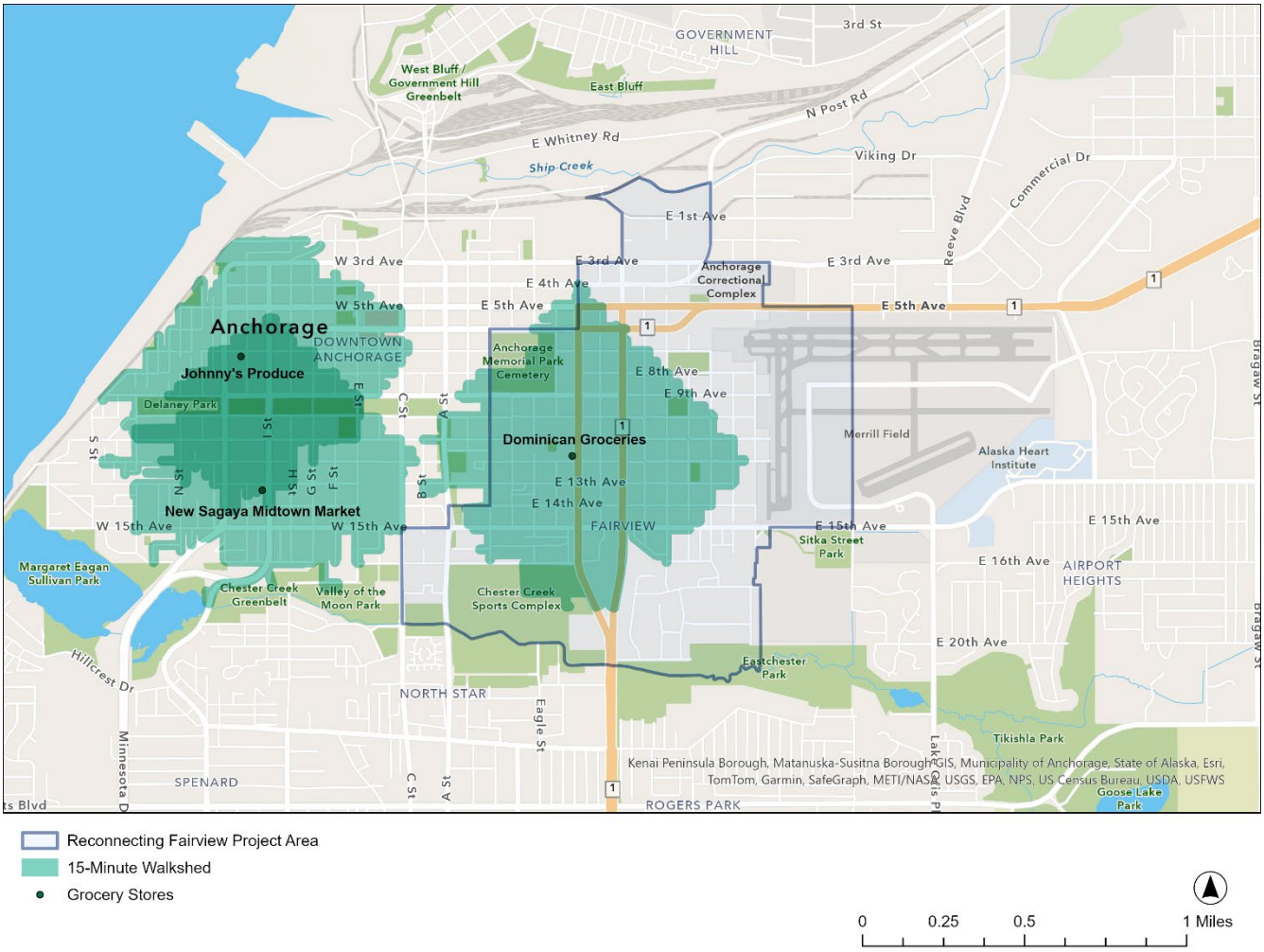

Figure 21. Grocery Walksheds

Data source: OSMnx Python package, G. Boeing (2025)

Figure 22. Carrs in Fairview (Transportation Audit February 2025)

3.4 Natural Hazard Impacts

3.4.1 Snow Removal Responsibilities

Anchorage is well-prepared for snow events, with major roads plowed efficiently. The region experiences a subarctic climate, with an average yearly snowfall of 76 inches from 2000 to 2022 per NOAA data. Per the MOA and DOT&PF street maintenance coverage map (**Figure 23**), Fairview receives thorough snow removal on its roadways, ensuring good vehicular accessibility during winter conditions. **Figure 24** illustrates the winter maintenance responsibilities for sidewalks and reveals a deep contrast to the street maintenance map. Fairview receives winter sidewalk maintenance along a handful of streets, namely 13th Avenue (**Figure 25**), 15th Avenue, Karluk Street, and Medfra Street, indicating lower prioritization of snow removal for pedestrians in this area. Additional consideration should be given to seasonal maintenance impacts of ADA components such as curb ramps, detectable warnings (i.e., truncated domes, shown in **Figure 26**), crosswalks, and pedestrian push buttons.

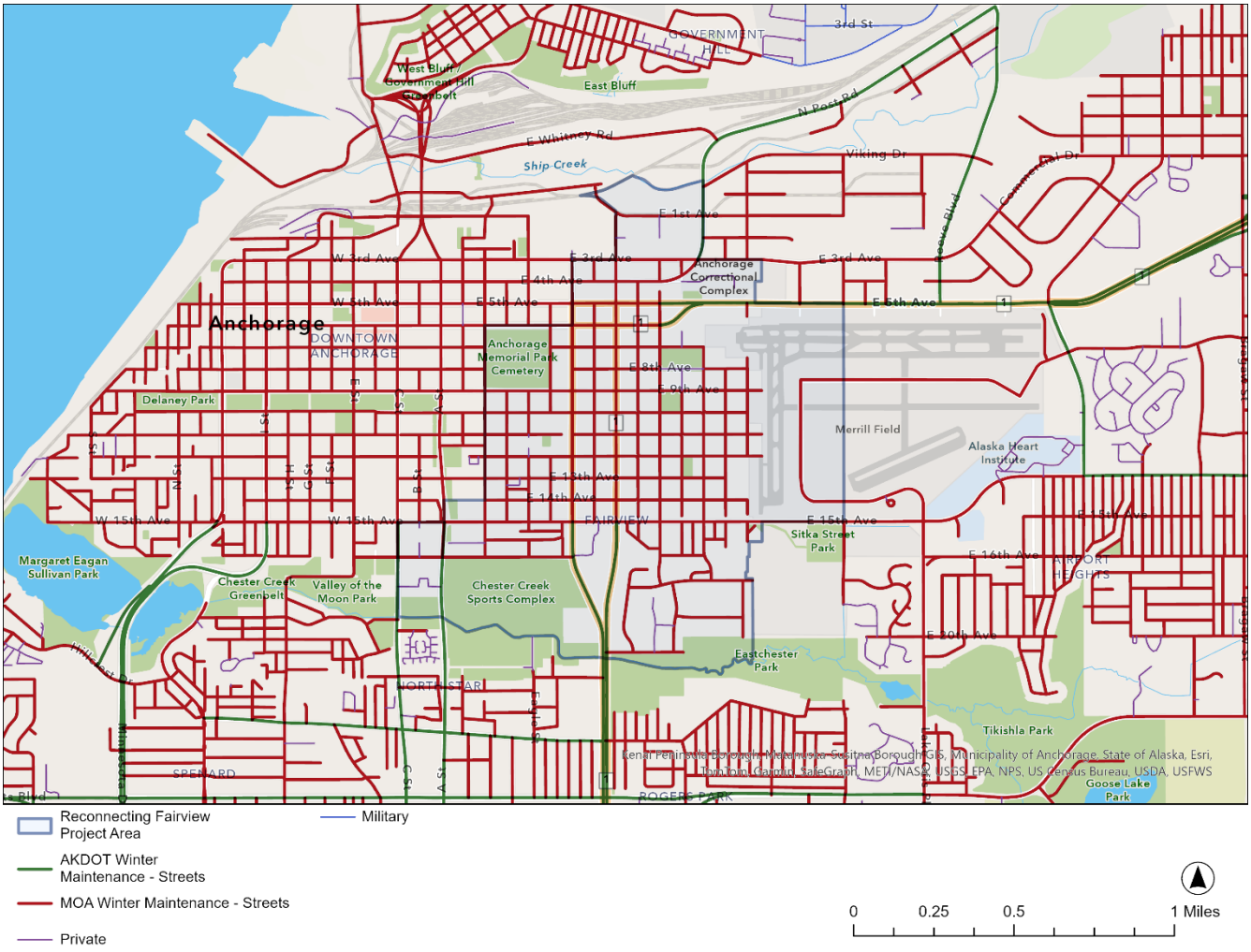

Figure 23. Winter Maintenance – Streets

Data source: MOA (2025)

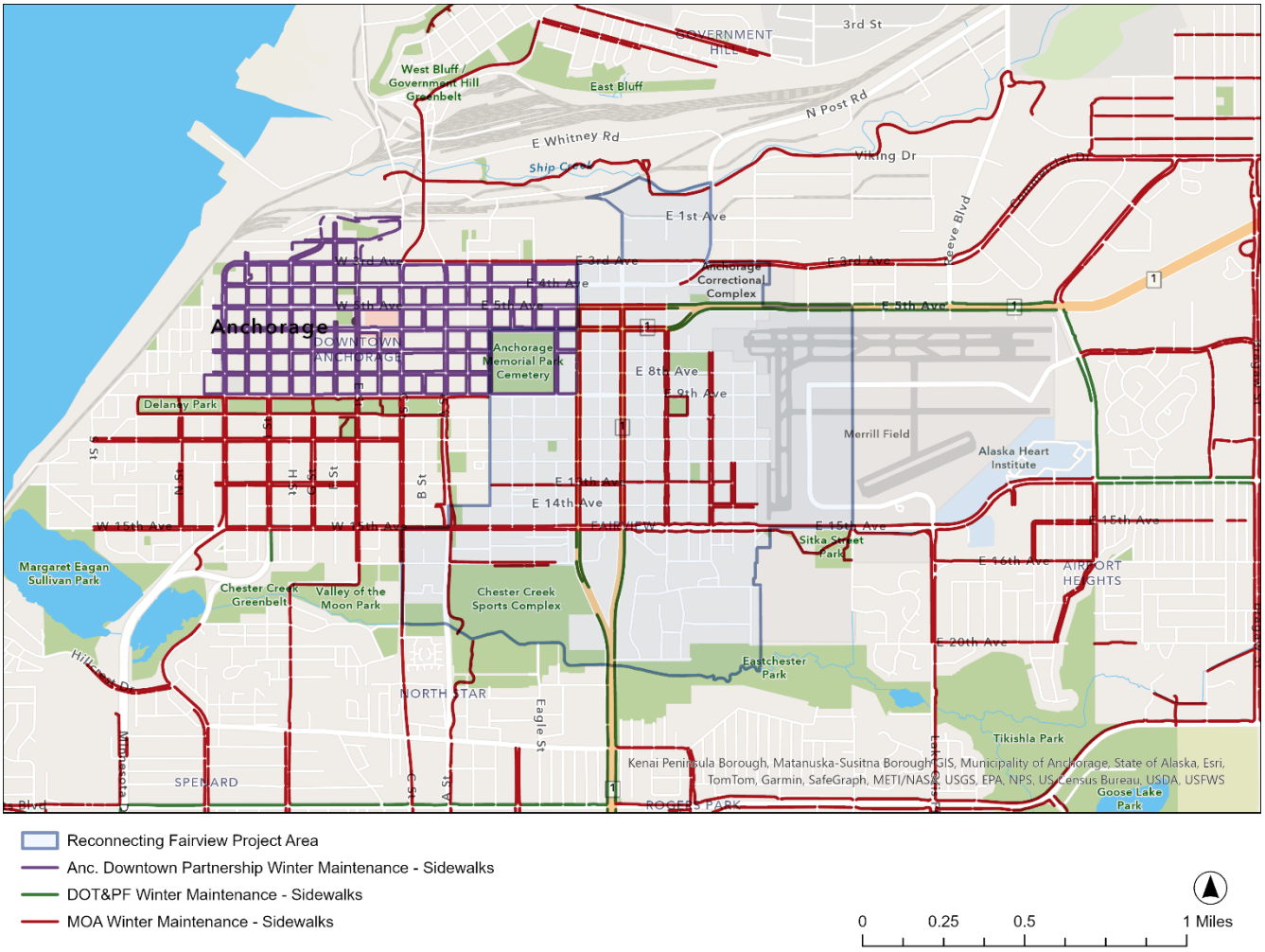

Figure 24. Winter Maintenance – Sidewalks

Data source: MOA (2025), DOT&PF (2025), Anchorage Downtown Partnership (2024)

Figure 25. Sidewalks Along 13th Avenue (Transportation Audit February 2025)

Figure 26. Snow-Covered Truncated Domes (Transportation Audit February 2025)

3.4.2 Seismic Risk

Anchorage is located in one of the most seismically active regions in the United States due to its position along the Pacific and North American tectonic plates. Fairview is bound between Zone 4 (High Ground Failure Susceptibility) and Zone 5 (Very High Ground Failure Susceptibility) as shown in **Figure 27** below. Earthquakes can cause damage to roadways, sidewalks, trails, and other transportation infrastructure.

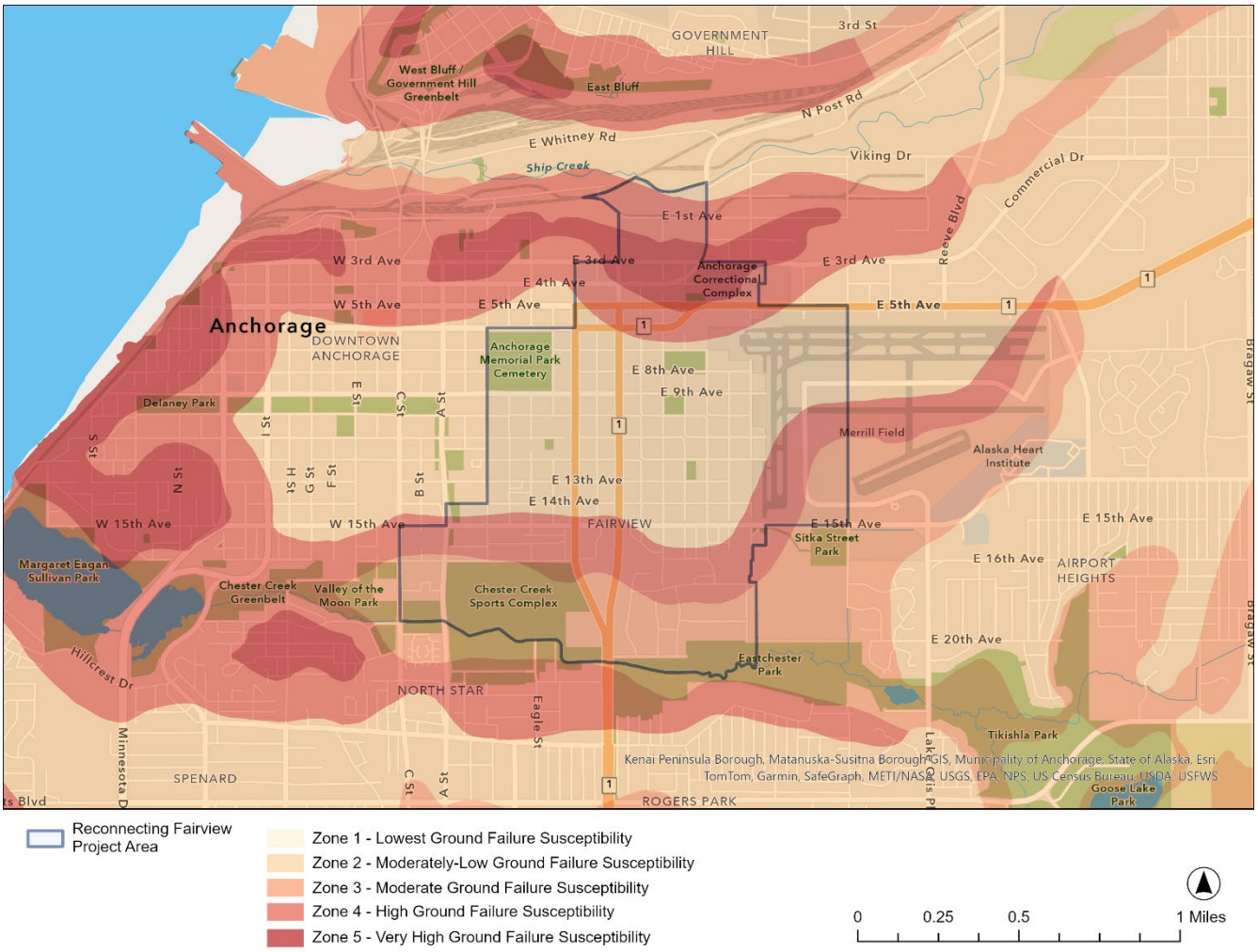

Figure 27. Seismic Zones

Data source: MOA (2019)

3.4.3 Road Surface Quality

DOT&PF evaluates roadway pavement conditions using several measures, including the International Roughness Index (IRI). IRI gauges overall pavement quality, with higher values indicating a rougher surface. The FHWA sets an IRI standard of 170 inches or less per mile for acceptable roads and 95 inches or less per mile for roads in good condition. For new construction, DOT&PF aims for an IRI below 60 inches per mile. **Figure 28** presents IRI data for roads in the study area. The poorest IRI values are seen at intersections between major roadways such as Gambell Street/Ingra Street with 3rd Avenue, 4th Avenue, 6th Avenue, and 15th Avenue.

IRI is a crucial metric for modes like transit and cycling because it directly impacts ride quality, safety, and vehicle maintenance. Additionally, IRI can be worsened by Fairview's winter conditions (via freeze-thaw cycles) and regional seismic activity, thus requiring more proactive infrastructure maintenance.

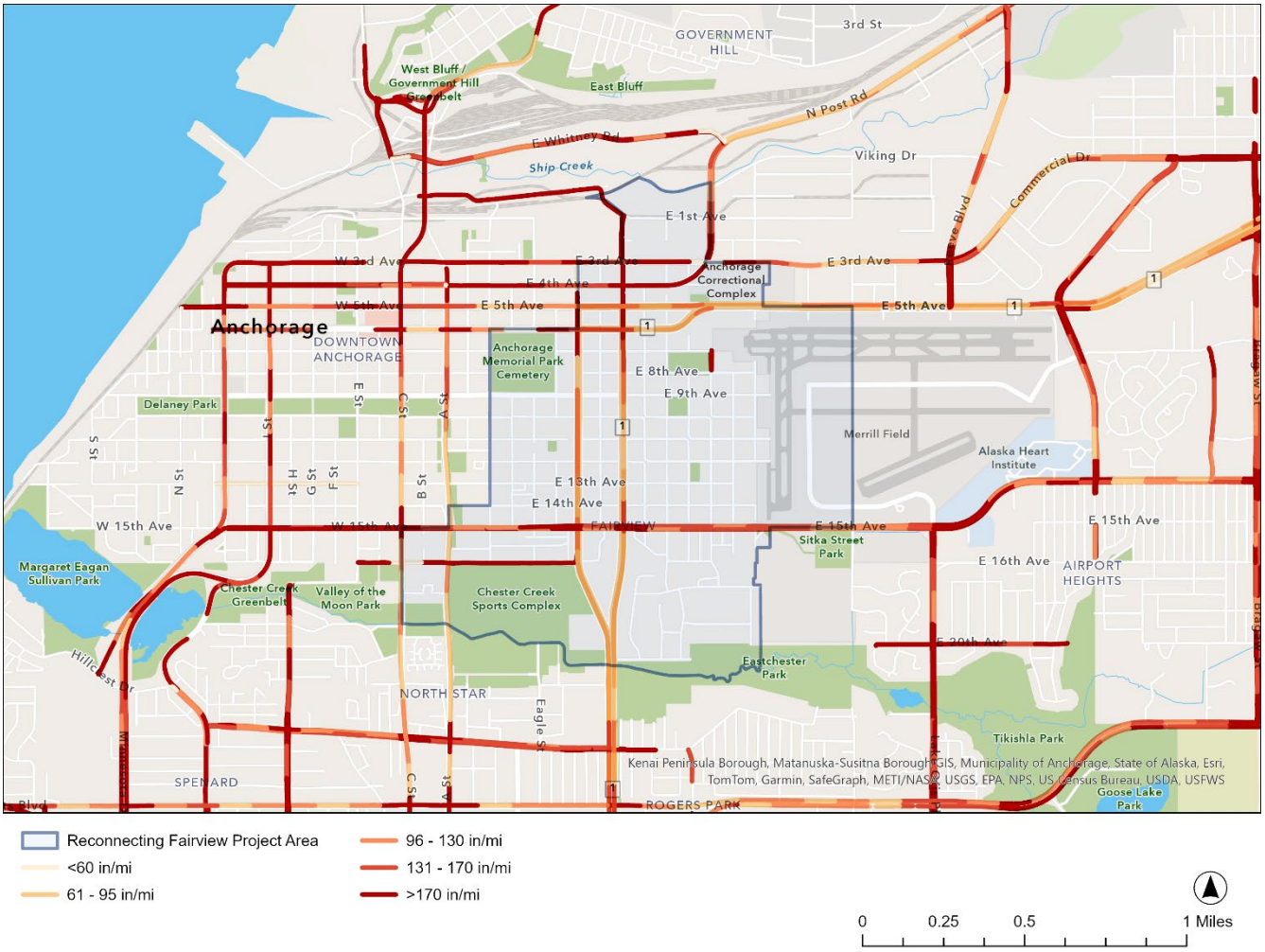

Figure 28. International Roughness Index (2022)

Data source: DOT&PF (2022)

4. Conclusion

The *Reconnecting Fairview Corridor Plan* is a critical initiative to restore accessibility, safety, and economic vibrancy to the Fairview neighborhood. By evaluating existing conditions and transportation gaps and opportunities through previous plans, projects, and community insights, this effort ensures that future improvements align with the needs of those who live, work, and recreate in Fairview. Addressing historical transportation barriers, improving safety measures, and enhancing access to essential goods and services will pave the way for a more connected and resilient Fairview. Moving forward, continued collaboration with local organizations, businesses, and agencies will be essential in advancing short- and long-term transportation solutions for a welcoming and accessible winter city destination.