

3RD & INGRA

FORMER ALASKA NATIVE SERVICE HOSPITAL Master Plan 2019

Municipality of Anchorage - Heritage Land Bank



IN THANKS

The creation of this 2019 Former Alaska Native Service Hospital Master Plan was made possible by the time and energy from the individuals listed, the organizations they represent, as well as numerous members of the public. Their visions for the Heritage Land Bank property developed this Plan and set a foundation for the future of this unique place. Their time and input is sincerely appreciated.



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ACRONYMS

AWWU	• Anchorage Water Wastewater Utility
HLB	• Heritage Land Bank
ACDA	• Anchorage Community Development Authority
ANMC	• Alaska Native Medical Center
ANS	• Alaska Native Service
ANSH	• Alaska Native Service Hospital
IHS	• Indian Health Service
TB	• Tuberculosis
ANTHC	• Alaska Native Tribal Health Consortium
ADEC	• Alaska Department of Conservation
PCE	• tetrachloroethylene
UST	• Underground Storage Tank
PLI	• Public Lands and Institutions
I-2	• Heavy Industrial
B-3	• General Business
R-O	• Residential Office
U-Med	• University Medical District
2040 LUP	• Anchorage 2040 Land Use Plan
Anchorage 2020	• Anchorage Bowl Comprehensive Plan
OS&HP	• Official Streets and Highways Plan
AMATS	• Anchorage Metropolitan Area Transportation Solutions
PM&E	• Project Management & Engineering Department
MOA	• Municipality of Anchorage
ROW	• Right of Way
ML&P	• Municipal Light & Power
SWG	• Stakeholder Working Group
CIRI	• Cook Inlet Region Incorporated
MOA Parks	• MOA Parks and Recreation Department

CHAPTER 1

Executive Summary

1.1 PURPOSE

The primary purpose of the Former Alaska Native Service (ANS) Hospital Site Master Plan project is to find appropriate reuse alternatives for the ANS site located along the north side of East 3rd Avenue, between the projected right-of-way for Fairbanks Street and Ingra Street. This site was prioritized in the 2018 HLB Work Plan highlighting the need for a master plan for the ANS site, in a transparent, thorough, and innovative method that best serves all people of Anchorage, while both respecting the history of the site and envisioning the future.

1.2 Project Overview

The Heritage Land Bank contracted with The Boutet Company, Inc. (TBC) to prepare a Master Plan, inclusive of evaluating existing site conditions, identify development constraints (including regulatory constraints), conduct a public involvement plan that will encourage community/stakeholder feedback, generate site development recommendations, and recognize implementation strategies.

1.3 Organization of the Master Plan

The Master Plan takes an in-depth review of:

- the site's history (Chapter 2);
- the existing physical environment and identification of the site's environmental constraints (Chapter 3);
- description of the neighborhood land ownership, zoning districts, and land uses (Chapter 4);
- relationship of the site to existing municipal planning documents in context to the overall Anchorage area (Chapter 5);
- review of existing circulation (vehicular and pedestrian) infrastructure, as well as utilities (Chapter 6);
- the public process that lead to the creation of four (4) development alternatives (Chapter 7);
- the creation of the Vision Statement for the site, discussion on the consensus of key alternative elements to advance, presentation of the two (2) preferred development alternatives, known development constraints to consider as the project moves forward, potential infrastructure requirements and order-of-magnitude total development costs, recognition of near-term implementation pre-development entitlement actions, as well as identification of potential interim uses for the immediate future. (Chapter 8); and
- a summary of HLB's next steps of how the Master Plan's findings will guide the future development of the site, including the HLB Annual Work Program and 5-year Management Plan (Chapter 9).

1.4 PROJECT VISION STATEMENT

Developed during the public involvement process the following is a Vision Statement for the Former Alaska Native Service Hospital Site. This statement acts as a guiding philosophy for design and management decisions.

The former Alaska Native Service Hospital Site is a vibrant, mixed-use extension of beautiful Downtown Anchorage. The site remembers its history and culture while creating a future model for neighborhood economic revitalization, community development, and community cohesion.

photo 1: ANSH Aerial 1960

CHAPTER 2

Introduction

2.1 Heritage Land Bank Mission and Goals

The Heritage Land Bank (HLB) division manages uncommitted municipally-owned land in the HLB inventory and the HLB Fund in a manner designed to benefit the present and future citizens of Anchorage, promote orderly development, and achieve the goals of the Comprehensive Plan.

The HLB achieves this mission by inventorying and managing HLB land and resources with the goal of eventually benefiting a variety of municipal purposes that in turn benefit our local community.

The HLB does not manage all municipal land; only parcels in the HLB inventory. The Anchorage Community Development Authority (ACDA) also manages parcels in its own inventory. The Real Estate Services Division manages all other municipally-owned properties.

The HLB land base currently consists of approximately 10,000 acres distributed between Chugiak and Girdwood, with about half its acreage (approximately 5,000 acres) in the Girdwood Valley.

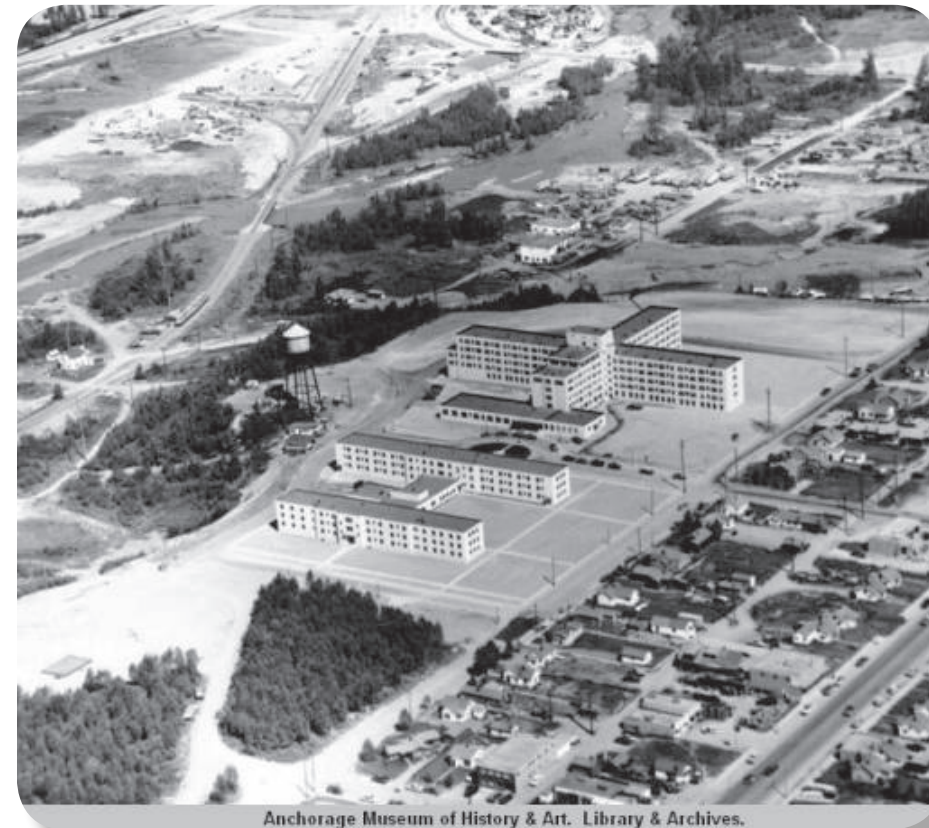
The inventory includes parcels zoned residential, commercial, industrial, and open space areas. The HLB Advisory Commission (HLBAC) oversees the operation of the HLB and the HLB Fund and is the advisory to the Mayor and Anchorage Assembly.

2.2 Project Purpose

The primary purpose of this project is to develop appropriate reuse concepts. This site was prioritized in the 2018 HLB Work Plan highlighting the need for a master plan for the former Alaska Native Service (ANS) site at 3rd Avenue and Ingra Street, in a transparent, thorough, and innovative method that best serves all people of Anchorage, while both respecting the history of the site and envisioning the future.

2.3 History

In 1927, the City of Anchorage was deeded the eastern 10 acres (Block 35) of the HLB site on 3rd Avenue originally for use as a city park, with the western 5 acres to be used as a detention hospital. A ski-jump was then developed over time and the site was also designated as a City Water Reserve. A portion of the site was forested and contained a water tower that served the entire City. The City of Anchorage deeded Blocks 35 and 36 back to the Department of the Interior in 1949.



Anchorage Museum of History & Art. Library & Archives.

photo 2: ANSH Aerial 1953

In the early 20th century, tuberculosis (TB) was the greatest source of mortality, accounting for one third of Alaska Native deaths. Locally, the TB rate was 1,302 per 100,000, 23 times the national rate. During World War II, up to 50% of Native men seeking to join the military were deemed unfit due to being carriers of TB. The Native Health Service (now Indian Health Service) requested funding to build several 1000-bed facilities, including a 400-bed hospital in Anchorage.

Following World War II, the Alaska Native Service (precursor to the Alaska Native Medical Center) was looking for a site to build a 400-bed hospital, to be known as the Anchorage Medical Center of the Alaska Native Service (ANS). In 1948,

a site in Anchorage was selected and the City transferred Blocks 35 and 36 of the Original Townsite of Anchorage to the Department of the Interior in 1949 as noted above, which was then deeded to the Alaska Native Service. Congress provided funding for planning and ultimately construction of the hospital. The U.S. Army Corps of Engineers drilled eight (8), 20-foot holes for a geotech study and concluded that the site was suitable.

Hospital construction began in August 1949. A second building, a 78,000 square foot housing building for 250 unmarried staff was started in 1951. By then, the under-construction six story hospital dominated the city skyline. The plan was for the hospital to open in May 1953, but the project had to be delayed because cracks developed in the plaster and several walls buckled. That summer, Mount Spurr erupted and coated the site under construction in ash. On October 31, 1953, hospital staff celebrated an informal opening, and a subsequent official opening occurred November 29, 1953.

Initially designed as a large, long-term care facility for TB patients, the facility gradually developed into a medium-sized, short-term care general hospital. For years, it was the largest hospital in the state. The hospital contained the first and only mental health facility in Alaska, an 18-bed unit, until opening the Alaska Psychiatric Institute nearly 10 years later.



Anchorage Museum of History & Art. Library & Archives.

photo 3: ANSH Aerial 1960

The Great Alaska Earthquake of March 27, 1964 caused moderate damage. The various wings of the building were connected with expansion joints that opened and closed during the quake, as much as two (2) feet. Many plaster cracks formed, creating clouds of dust, and reduced visibility in the hospital. Much of the parking lot north of the hospital slumped away during the earthquake. There were no injuries as a result of the earthquake. Another earthquake at the end of 1974 caused minor damage.

In 1974, Henry Schmoll and Ernest Dobrovoly produced a U.S. Geological Survey map showing foundation and excavation conditions in Anchorage. The map indicated that the ANS site had good conditions in the south half, with an abrupt change to poor conditions in the north half. As mentioned above, part of the site slumped in 1964; this slump was not the first slump at the site and slumping is probable in future events.



photo 4: ANS Aerial Post 1964 Earthquake

In 1997, the new Alaska Native Medical Center (ANMC) facility opened in Anchorage's University-Medical (U-Med) District north of Tudor Road and east of Elmore Road. By 1998, ANMC's transition to Alaska Native ownership was completed with its transfer to the Alaska Native Tribal Health Consortium (ANTHC) and Southcentral Foundation.

In 2000, the federal government Quit Claim Deeded Block 35 and the eastern half of Block 36 back to the Municipality of Anchorage (MOA) without the reverter clause dictating uses.

In 2008, the MOA transferred the two parcels into the Heritage Land Bank inventory.



photo 5: ANMC Heritage Tree

In 2005, a committee was formed to have a special spruce tree (now known as the ANMC Heritage Tree) transferred from the ANSH site on 3rd Avenue to the new ANMC facility. This special spruce tree grew near the entrance to the ANSH patient pick-up/drop-off area, where it was decorated during the holidays, some people saying it was good luck to just touch it. After two years of planning, the tree was successfully transplanted on October 8, 2007, which was declared by ANTHC's Board of Directors as Alaska Native Traditional Healing Celebration, or ANTHC Day. ANTHC's then-CEO Paul Sherry stated, "The ANMC Heritage Tree serves as living recognition of the many Alaska Native and American Indian people who were born, cared for, and passed away at the Alaska Native Medical Center, and honors the memory and service of the thousands of men and women who provide health care for the people."

The Alaska Native Medical Center has a unique history of services, care, culture and family. In November 2013, the ANMC celebrated its 60th anniversary. Today, ANMC has become a world leader in health care where advanced technology meets human caring. ANMC is also a gathering place where longtime friends celebrate life events, learn ways to maintain wellness, and simply visit one another.

CHAPTER 3

Existing Physical Environment

3.1 Boundary of the Study Area

HLB Parcels 4-046 and 4-047 are legally described as Block 35 and Lot 2 Block 36, Original Townsite of Anchorage East Addition, located within municipal grid SW 1231. Together, the two lots encompass approximately 14.97 acres; the west lot is approximately 5 acres and the east lot approximately 10 acres. These are the largest parcels that HLB manages in downtown and are located within the boundary of the Downtown Community Council and are on the western border of the Fairview Community Council.

3.2 Natural Features

3.2.1 Topography

The topography of the site is relatively flat for approximately $\frac{3}{4}$ of the southern portion of the site. The northern portion of the site, as previously mentioned, was previously a city park and ski jump, with over 40% slopes and up to 70 feet of elevation difference from the majority of the site. The flat portion of the site is potentially well-suited for redevelopment.

3.2.2 Vegetation

The flat portions of the site are generally covered with native grasses; however, the sloped portions of the site include many mature trees and shrubs. The northeast corner of the parcel has regrown so well that it is now frequently used by gulls for nesting in the summer.

3.3 Summary of Environmental Constraints

3.3.1 Soils and Seismic

Geologically, the site has been mapped by Schmoll and Dobrovoly (1972a) as consisting of alluvial sand and gravel that is generally well-bedded and well-sorted and overlies deposits of the Bootlegger Cove Formation (Figure 1).

In the past, the unit was called the Bootlegger Cove Clay; however, more recent work has shown that while dominantly

slit and clay, it is interbedded with sandy silt, fine sand, and local sand and gravel (Schmoll et al, 1984) and hence was renamed. During the 1964 Great Alaska Earthquake, liquefaction of the Bootlegger Cove Formation was a significant factor of damage in Anchorage. At the historic ANS site, the northern part of the site underwent slumping as the liquefaction of the underlying unit allowed the overlying sand and gravel to slump down vertically and horizontally. Much of the parking lot north of the hospital and a fuel tank slumped away during the earthquake.

After the 1964 Great Alaska Earthquake, Schmoll and Dobrovoly (1974) produced a U.S. Geological Survey map showing foundation and excavation conditions in Anchorage; the bulk of the old hospital site is shown as having good conditions, with an abrupt change to poor conditions on the northern part of the site. As mentioned above, part of the site slumped in 1964; this slump was not the first slump at the site and additional slumping is probable in future events. They also produced an interpretive slope stability map by combining their published geologic map (Schmoll and Dobrovoly, 1972a) and their slope map (Schmoll, and Dobrovoly, 1972b). At the ANS site, the resulting interpretation places the northern part of the site in their least stable category (Figure 2). Dobrovoly and Schmoll (1974) characterize this zone as having active erosion processes with continuing downslope

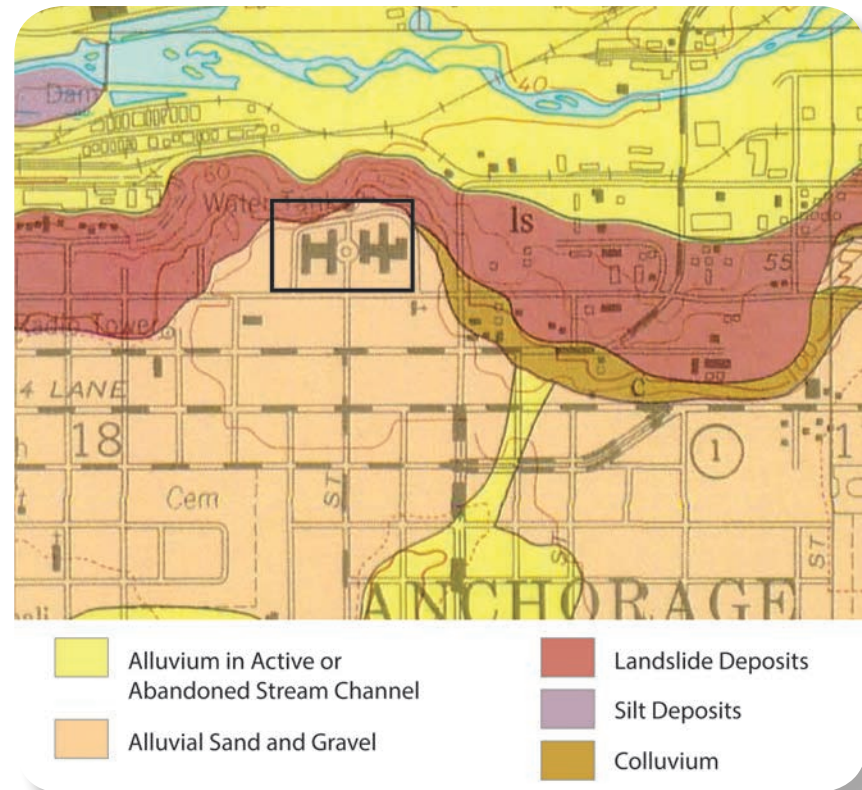


figure 1: Geologic Map (Schmoll and Dobrovoly, 1972a)

movement ranging from nearly imperceptible soil creep, observable viscous earth flows, and small landslides. They point out that sites such as this have been the sites of catastrophic earthquake-induced major slides in the past and that similar landslides will occur in the future. Dobrovoly and Schmoll (1974b) also indicated that much of the site, and especially the northeast part of the ANS site, is one of the most likely sites having potential for a large landslide due to the presence of the Bootlegger Cove Formation at the lower part of the bluff.

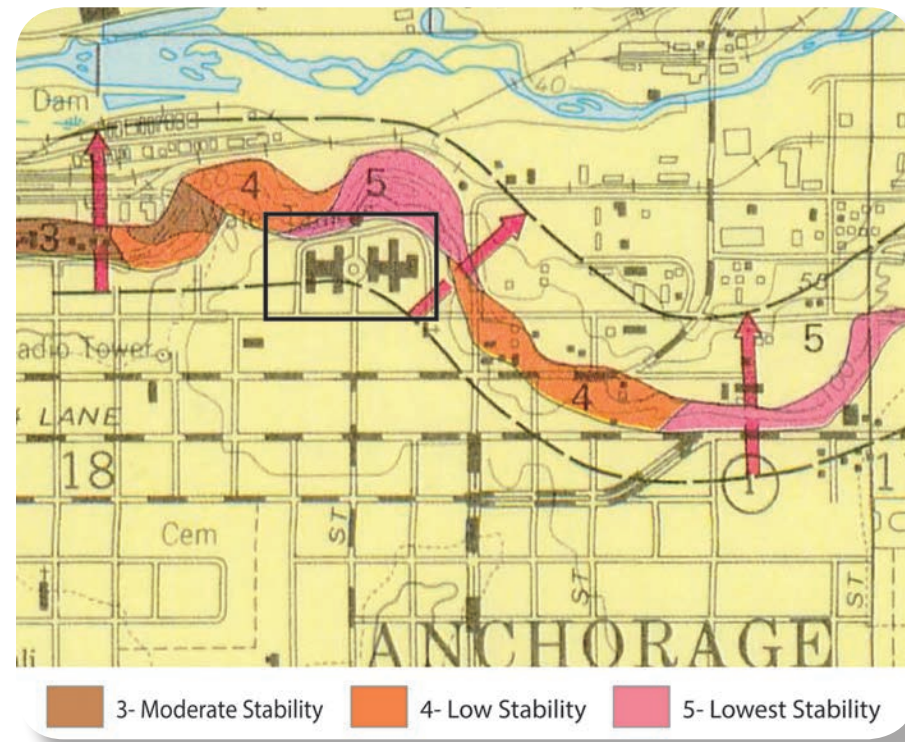


figure 2: Slope Stability Map (Schmoll and Dobrovoly, 1974)

In 1979, the MOA tasked Harding-Lawson to assess areas within the municipality that were susceptible to catastrophic landslide failure during seismic events. The resulting geotechnical hazards assessment study included providing an inventory of all significant geotechnical hazards data, analysis of the data to provide an indication of the degree of hazard, and geographically designating those areas of potential hazards. The developed seismically induced ground failure map for Anchorage (Figure 3) shows the levels of risk due to seismic events. The map presented 5 different zones, with zones 4 and 5 being the high risk areas. This map was developed primarily based on topography and by recognizing areas that appeared to be landslides and included all of the landslides that occurred in 1964. No engineering analysis was completed to delineate these hazard zones.

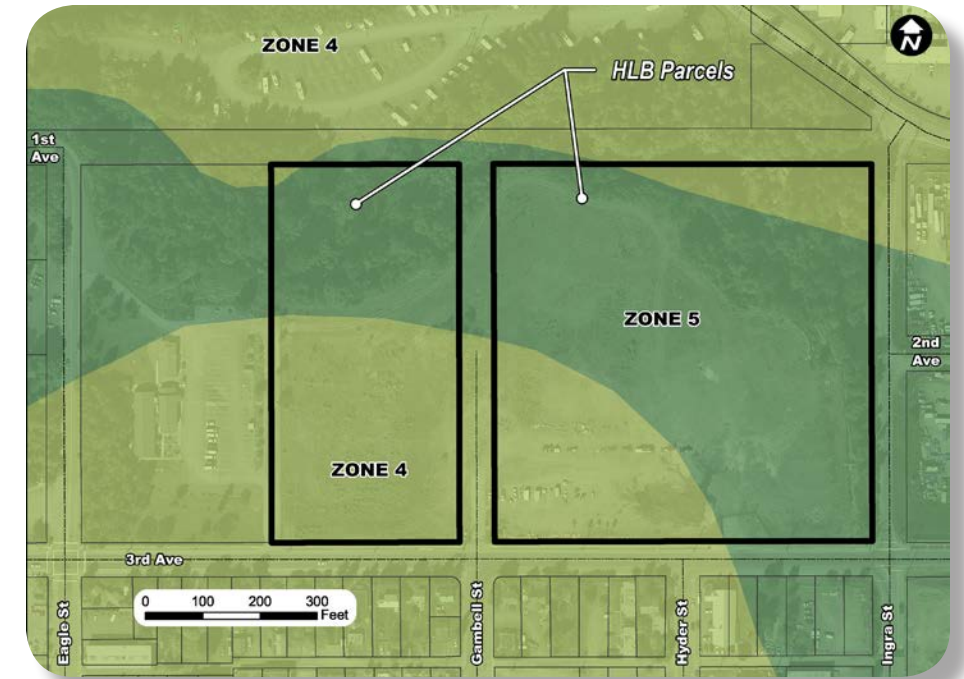


figure 3: Seismic Hazard Zones Map (Harding-Lawson 1979)

MMI Engineering (2013) performed a seismic risk assessment of the downtown Anchorage area. Their analysis used an earthquake scenario coupled with several prototypical building designed to evaluate the risk of fatalities in each building, and the building loss ratio (building damage versus replacement cost). Their study only peripherally addressed the ANS site, the bulk of which was in ground failure zone 5 (very high ground failure susceptibility), and the remainder, the southwest quarter and a sliver of the northeast in zone 4 (high risk). Though defined slightly differently than Dobrovoly and Schmoll's (1974) interpretation, the indicated areas in Figure 3 above are similar. Their recommendation for seismic zone 5 is to **not** allow:

- Buildings with occupancies greater than 500 (all large hotel and offices) (all foundations);
- Large concrete moment-frame or shear-wall offices, hotels, or multi-family residences on shallow foundations; or
- Medium concrete shear-wall offices, hotels, multi-family residences, or multi-use buildings on shallow foundations.

Their recommendation for seismic zone 4 is to not allow large concrete moment-frame or shear-wall offices or hotels on shallow foundations.

While still prone to damage, on the basis of their analysis of smaller offices, multi-use, multi-family residences, and parking structures are potentially supported in these zones.

3.3.2 Environmental Assessments

An upgradient contamination source (circa 1950s drycleaner located on 4th Avenue between Gambell and Hyder) has been documented since 2004 by the Alaska Department of Environmental Conservation (ADEC) showing a ground water plume (primarily tetrachloroethylene (PCE)) that impacts the site. During assessment of the upgradient source, monitoring wells were placed on site and show that there is potential water contamination 30-40 feet below the surface. Soil testing has been limited to the identified underground storage tank (UST) associated with the hospital. In the 1990s an underground tank from the former hospital was removed and there should be no contamination associated with the tank. There is a "hotspot" of chlorinated solvents on the northeast corner of the property that was identified in 2017 during sampling of surface water in the area. Vapor intrusion is a concern as development plans are formulated. Based on a report provided by the State of Alaska Division of Epidemiology after analyzing ADEC records, it was determined that it would be safe to grow vegetables on the site, but not water the plants with groundwater but rather with a public water source.



figure 4: Groundwater Monitoring Wells

CHAPTER 4

Zoning and Land Uses

4.1 Land Ownership

The study area is owned entirely by the Municipality of Anchorage (MOA) with the Heritage Land Bank (HLB) having management authority.

4.2 Zoning Designations

The two HLB parcels are within the Public Lands and Institutions (PLI) Zoning District. The PLI district is intended to include major public and quasi-public civic, administrative, and institutional uses and activities.

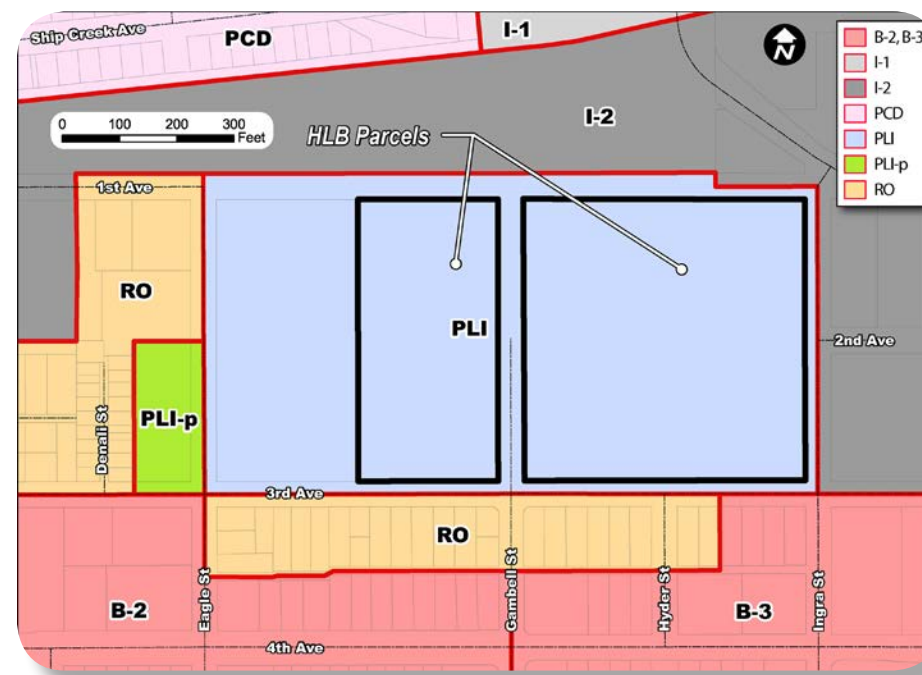


figure 5: Zoning Designations

Immediately adjacent properties are zoned I-2, B-3, R-O, and PLI-p zoning respectively.

The I-2 zoning district allows for Heavy Industrial uses. The I-2 district is intended primarily as an industrial activity area for uses such as heavy manufacturing, warehousing and distribution, equipment and materials storage, vehicle and equipment repair, major freight terminals, waste and salvage, resource extraction and processing, and other related uses. Some commercial uses that support or are compatible with

industrial uses, are also permitted or conditionally allowed.

The B-3 zoning district allows for General Business uses. The B-3 district is intended primarily for general commercial uses in commercial centers and areas exposed to heavy traffic. For uses such as entertainment/recreation, food/beverage services, office, retail sales, commercial horticulture, civic uses, mixed-use or multi-family dwellings, personal services, vehicle/equipment sales and repair, and visitor accommodations.

These commercial uses are intended to be located on arterials, or within commercial centers of town, and to be provided with adequate public services and facilities.

The R-O zoning district allows for Residential Office uses. The R-O district is intended to provide areas for professional, business, and medical offices or outpatient services, or areas with a compatible mix of office and residential uses. The district provides for small- to medium- sized buildings, often in transition locations between residential areas and more intense commercial uses and road traffic, or in commercial locations inappropriate for auto-oriented retail uses or intense mixed-uses. This district also allows multifamily residential, group living, and visitor accommodations.

4.3 Existing Land Uses

With the opening of the new Alaska Native Medical Center in 1997 in Anchorage's U-Med District, the former facility was closed and demolished. Since the transfer of the site to the MOA, it has been mostly vacant. Although HLB has issued short-term permits for uses typically associated with construction; no reuse plan has been considered. In 2018, the HLB issued a short term use permit to the Alaska Food Policy Council to grow vegetables in raised beds in a small area of the site.

Land uses adjacent to the study area include a mix of institutional, commercial, residential, park, community service uses, industrial uses, and vacant land. The largest institutional uses along this corridor include the Brother Francis Shelter and Bean's Café.

The Brother Francis Shelter is managed by Catholic Social Services. It was founded in 1981 after the tragic death of a homeless man at Holy Family Cathedral. The current facility was constructed in the early 2000s. The facility provides clothing, shelter, food, basic medical care, case management, and in-house programs to assist individuals experiencing homelessness.

Bean's Café was founded in 1979 by Lynn Ballew and her daughter, nicknamed 'Bean'. They moved to their current

location in 1985. Bean's is a place for the homeless and hungry to eat, rest, read, watch TV, make a phone call, or just relax. They serve two meals a day 365 days a year. They also provide mail service for individuals with no mailing address; basic necessities such as socks, soap, and cough drops; housing assistance; and referrals for individuals that need assistance with mental issues, financial problems, job hunting, medical concerns, and other miscellaneous concerns.

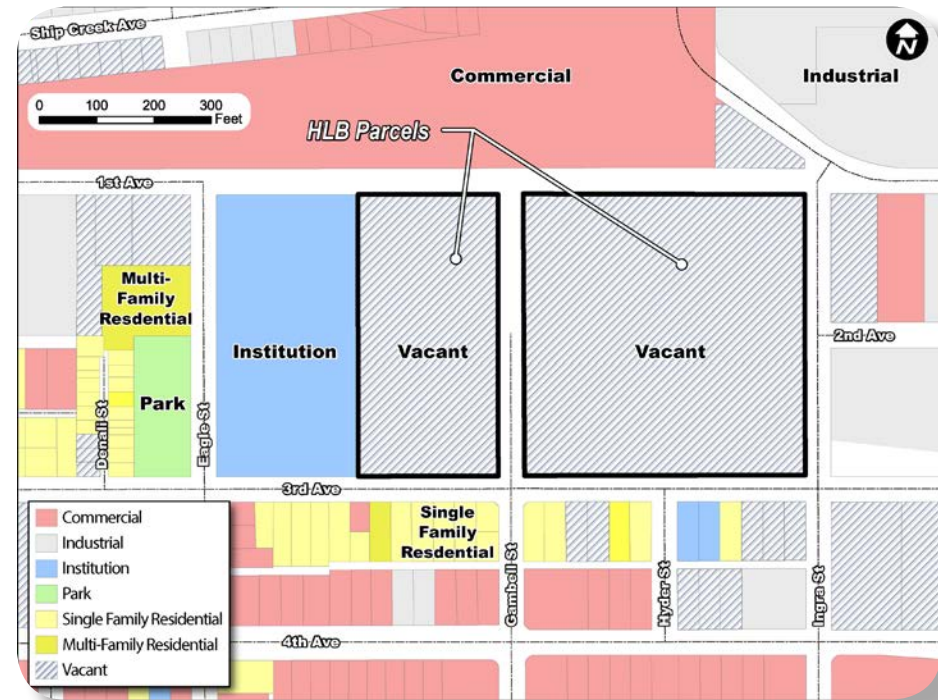


figure 6: Existing Land Uses

The 2040 LUP Map identifies the future uses on HLB's parcels to include the following:

- Park or Natural Area: This designation provides for active and passive outdoor recreation needs, conservation of natural areas and greenbelts, and trail connections. This portion of the site is located at the toe of the bluff, a Seismic Hazard Zone 5 area and a historical land slide area.

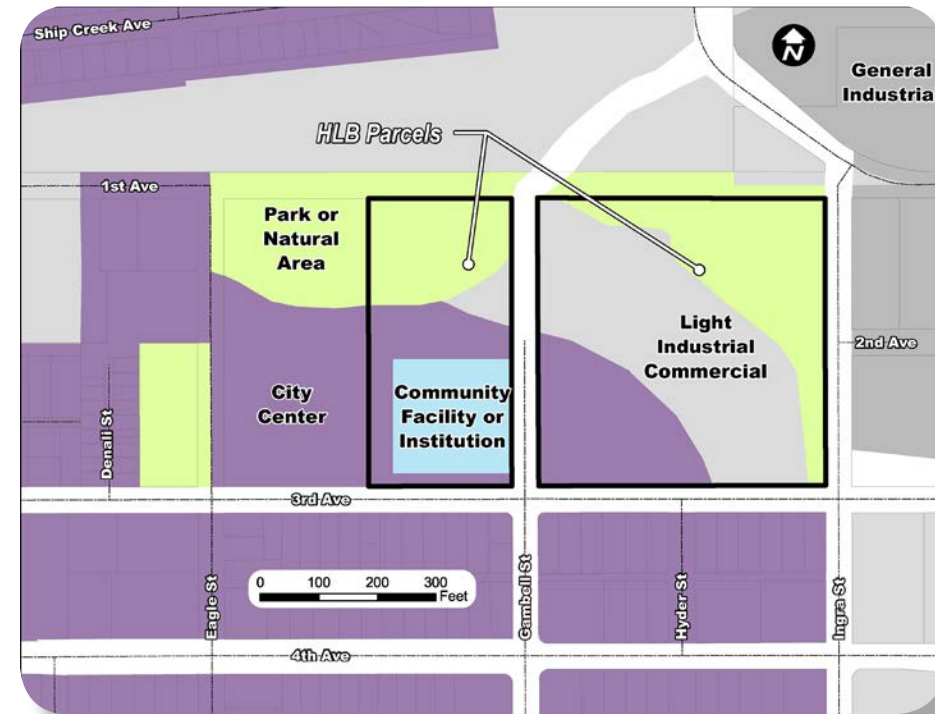


figure 7: 2040 LUP Map

- Light Industrial / Commercial: This designation provides an area for multi-sector employment in an industrial setting, giving priority to light industrial production, distribution, and repair uses. This portion of the site is substantially impacted by Seismic Hazard Zone 5. The 2040 LUP recognized this by designating it for light industrial to allow for temporary uses such as lay down yard and eventually for development with low intensity industrial uses.
- City Center: This designation provides for the highest concentration and diversity of employment, civic and cultural institutions, and regional commercial uses. Urban housing and residential mixed-use is encouraged. This designation also aligns with ARRC Ship Creek Master Plan Planned Community Development District.
- Community Facility / Institution: This designation provides for public or institutional facilities on public or institutional lands. These institutions and facilities are integrated with the neighborhoods and provide a community service or

focus for the area or wider community. Public institutions and facilities help define their community because of their permanence, civic design, and public service function. An undefined portion of the site is designated Community Facility and Institutions as represented by the blue square. The location and acreage of this designation is shown for conceptual planning purposes only. The 2040 LUP, page 52, directs that the location and acreage of this designation will be determined in consideration of long term projections for school, park, and public facility needs in the general area and through area-specific site planning.

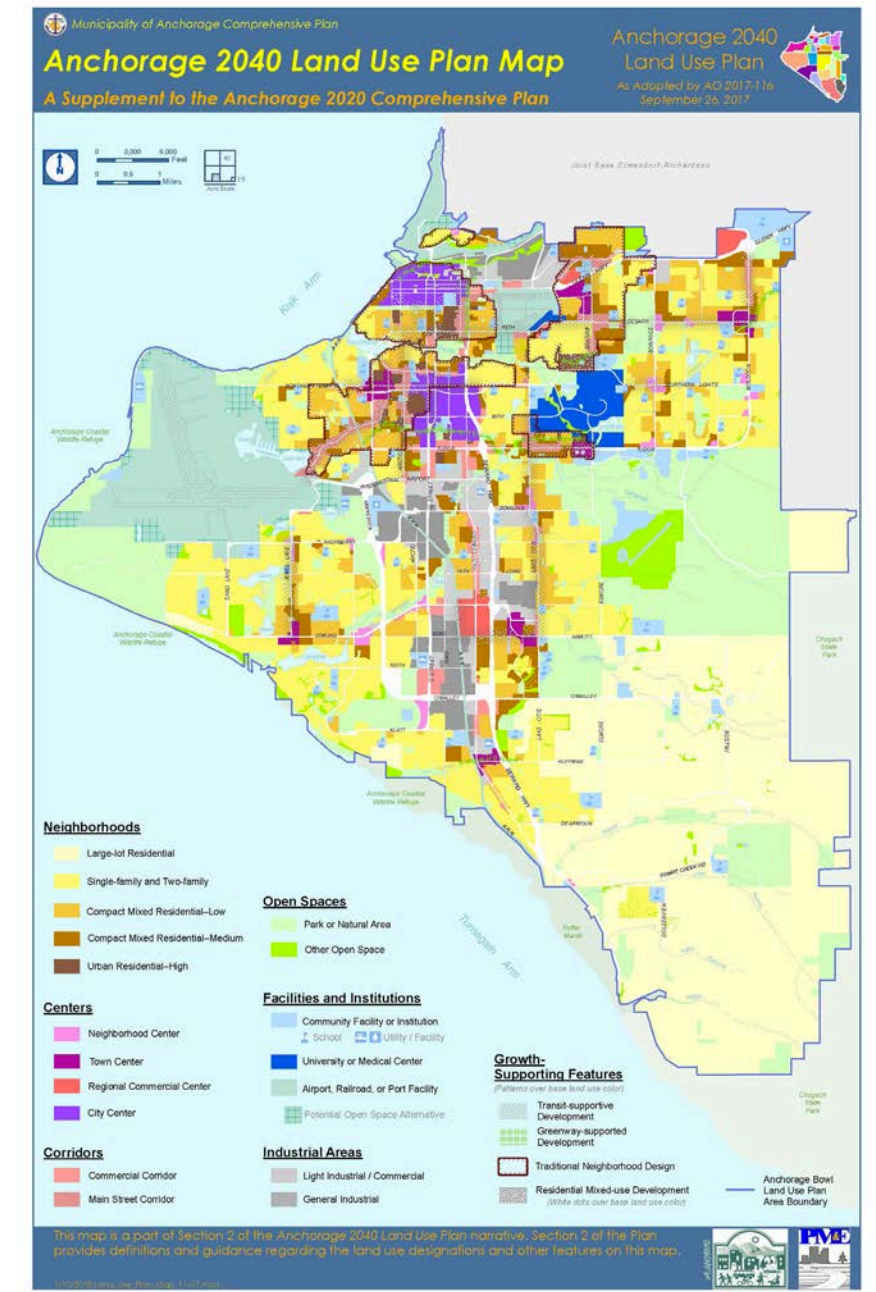


figure 8: MOA 2040 LUP Map

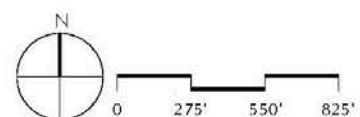
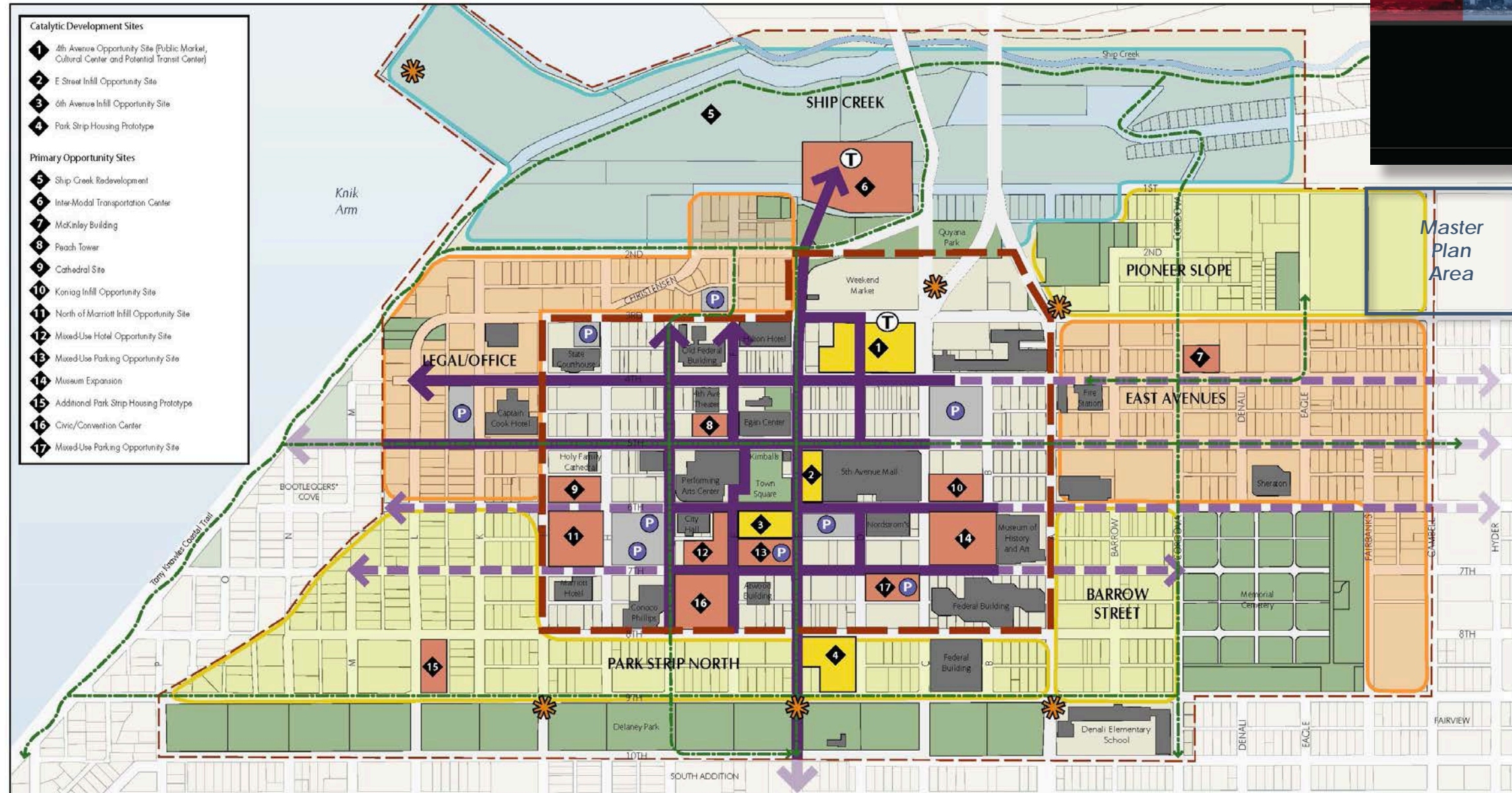
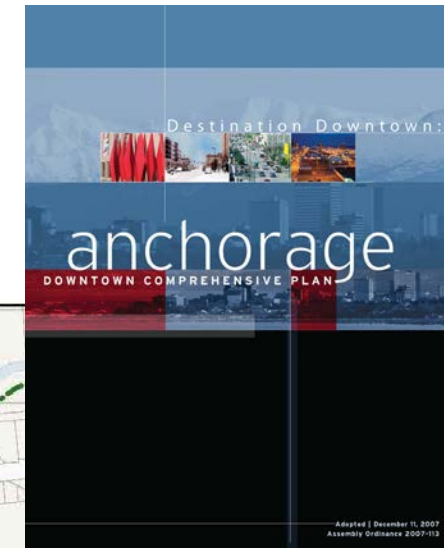
CHAPTER 5 Planning Context

5.1 Anchorage 2040 Land Use Plan

The Anchorage Assembly recently adopted the Anchorage 2040 Land Use Plan (2040 LUP) (September 2017) as a targeted update to the Anchorage Bowl Comprehensive Plan (Anchorage 2020). The 2040 LUP Map is a visual representation for future land uses and patterns of development across the Anchorage Bowl. The 2040 LUP accompanies the map with updated goals, policies, and strategies for how to achieve growth while meeting today's challenges.

5.2 Anchorage Downtown Comprehensive Plan (2007)

The HLB parcels are technically within the Downtown Community Council. However, it is important to note that the eastern parcel does immediately border the Fairview Community Council. The 2007 Downtown Comprehensive Plan Strategy Diagram depicts HLB's western parcel as "Downtown Mixed Use - Focus on Residential". Since the 2040 LUP was adopted in September 2018, the 2040 LUP Map supersedes the 2007 Downtown Strategic Map in relation to the HLB parcels.



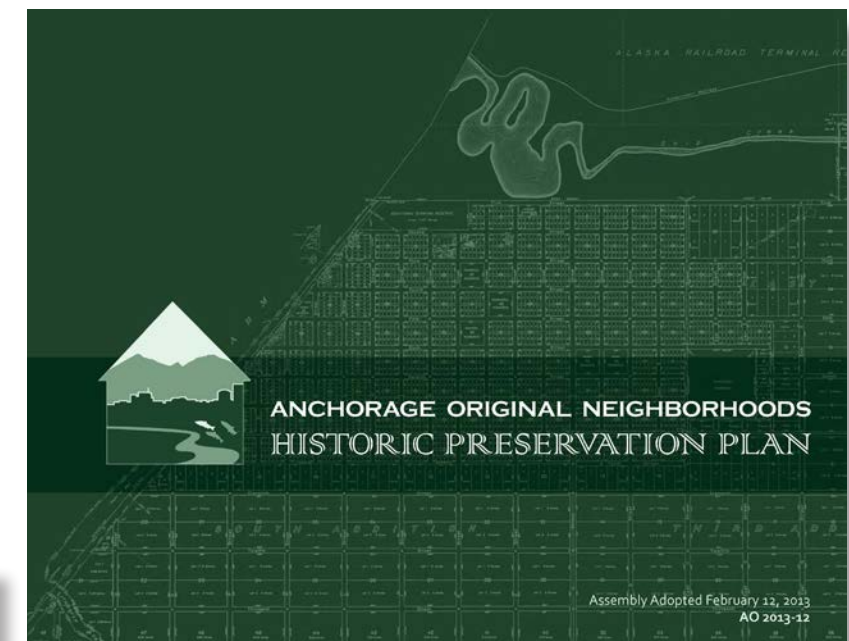
- Legend**
- Downtown Study Area
 - Catalytic Development Site
 - Downtown Mixed Use; Focus on Residential
 - Primary Pedestrian Connection
 - Downtown Core
 - Opportunity Site
 - Gateway
 - Secondary Pedestrian Connection
 - Park/Open Space
 - Ship Creek
 - Transit Station
 - Bike/Pedestrian Connection
 - "Notable" Building Footprint*
 - Downtown Mixed Use
 - Parking Structure

*These footprints are intended to better orient the viewer to the map and do not suggest that these are the only buildings of significance in Downtown.

Strategy Diagram

5.3 Anchorage Original Neighborhoods, Historic Preservation Plan (2013)

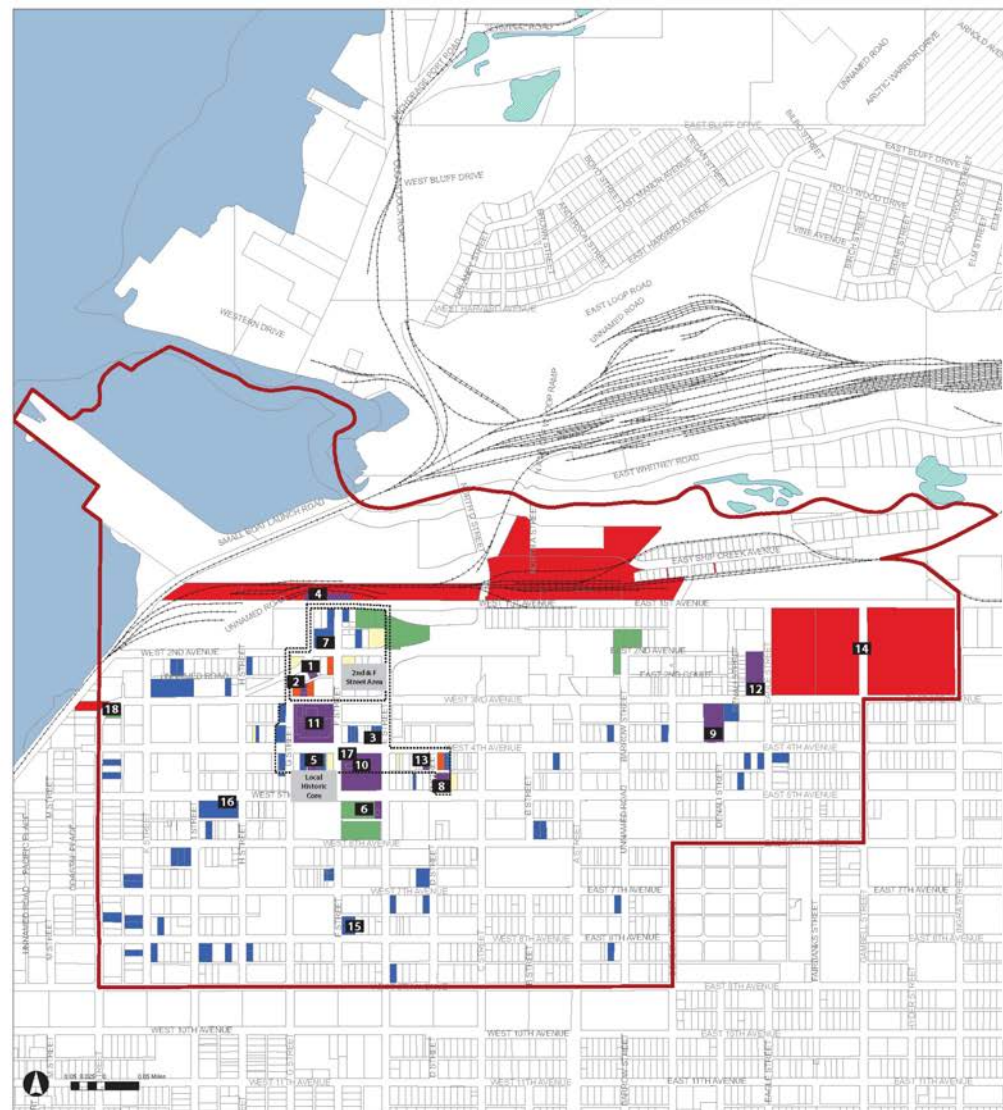
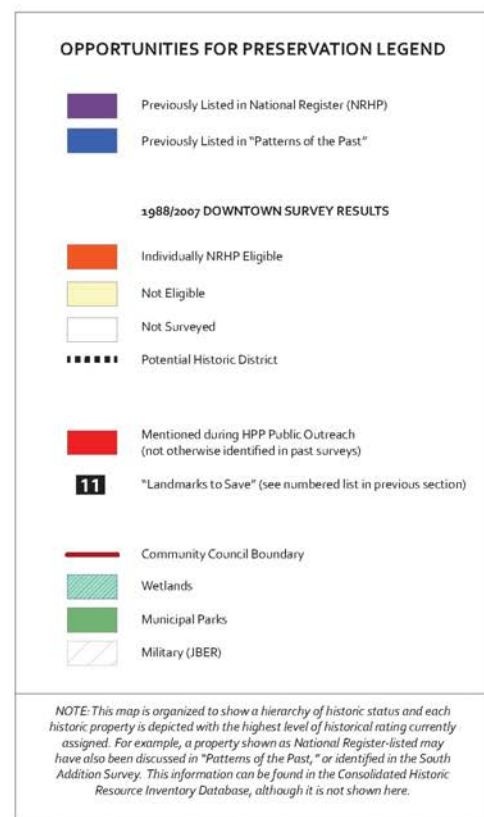
The Historical Preservation Plan (HPP) for Anchorage’s original four neighborhoods (Government Hill, Downtown, South Addition, and Fairview) calls for new and creative ideas that preserves each of the four neighborhood’s unique characters. The Alaska Native Service site was identified in this plan as being located in the “Pioneer Slope” sub-area of Downtown, as well as the preferred location to place an interpretive plaque. The interpretive plaque should incorporate Alaska Native Peoples’ stories into existing and future narratives. Additionally, HPP Policy 2.4 calls for engaging with the Alaska Native Peoples in the community to identify and document “Culturally Modified Trees” in the area, which could then be co-located with an interpretive plaque.



HISTORIC PRESERVATION PLAN FOR ANCHORAGE’S FOUR ORIGINAL NEIGHBORHOODS

Opportunities for Preservation in Downtown

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



Culturally modified trees in British Columbia.

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

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

ADOPTED 2/12/2013 AO 2013-012

figure 11: 2013 Anchorage Original Neighborhoods, Historic Preservation Plan (pg. 112)

186 ADOPTED 2/12/2013 AO 2013-012

figure 10: 2013 Anchorage Original Neighborhoods, Historic Preservation Plan (pg. 185)

CHAPTER 6 Circulation and Infrastructure

6.1 Existing Access and Roads

3rd Avenue travels west along the southern boundary of the study's parcel, consisting of three, twelve and one-half feet (12.5') lanes. 3rd and 4th Avenues form a one-way couplet between A Street and the intersection with Post Road. 3rd Avenue is classified as a Class IIA Minor Arterial in the Official Streets and Highways Plan (OS&HP). There is curb and gutter on both sides of the roadway the entire length of the study area.

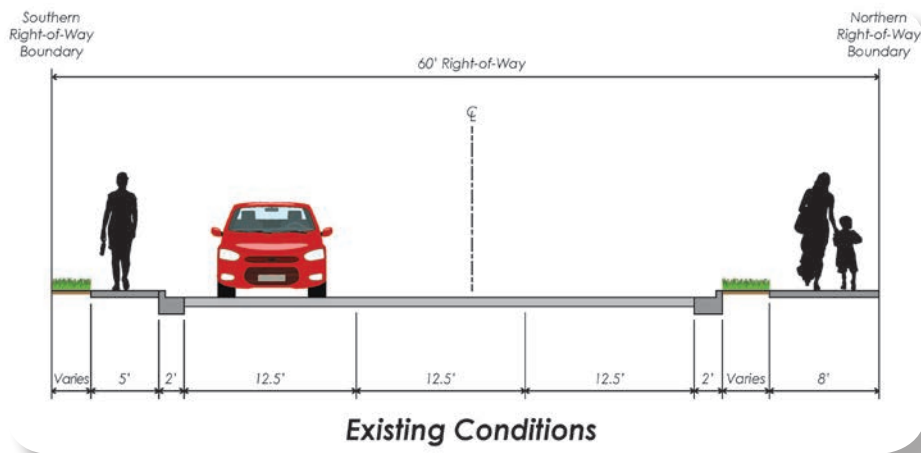


figure 12: Existing 3rd Avenue Cross-Section

The original construction of 3rd Avenue, in the early 1960s, was comprised of one travel lane in each direction. The three-lane couplet design was part of a construction project in 1972. At that time, 3rd Avenue was upgraded from a two-lane section to a three-lane section. In the early 2000s, a review of the accident history at the intersection of Ingra Street and 3rd Avenue, coupled with requests from the freight community resulted in elimination of the third lane on 3rd Avenue approaching the intersection. Construction of a dedicated drop-left lane from Ingra on to 3rd Avenue was also added to reduce traffic incidents.

The intersection of 3rd Avenue and Ingra Street was reconstructed as a Highway Safety Improvement Program (HSIP) project in 2016. There have been several projects in the past attempting to address safety at this intersection. The MOA Traffic Department is still analyzing that intersection to determine if a permanent solution has been found, with the most recent intersection improvements.

6.2 Freight Transportation

2017 Average Annual Daily Traffic Counts along 3rd Avenue between Ingra Street and Gambell Street were counted at over 9,000 trips. Of these trips, it is estimated that over 12% of these trips are freight trucks. According to the Anchorage Freight Mobility Study (June 2017), 3rd Avenue and Ingra Street/Gambell Street (connecting to the Ship Creek/Port of Anchorage), was identified as a "problem location", as 53-foot-long trailers are not accommodated as a design vehicle (historically 40-foot trucks are used as a design vehicle). Additionally, 3rd Avenue has been identified as a potential "Designated Truck Route" within the AMATS region.

6.3 Unconstructed Right-of-Ways

Unconstructed public use Right-of-Ways (ROW)s exist to the north of the site in the East 1st Avenue corridor and between the two lots in the Gambell Street corridor. The E. 1st Avenue corridor is at the bottom of the bluff and forested. The Gambell Street corridor extends north from 3rd Ave with an existing driveway approximately 100 feet.

6.4 Pedestrian Connections

There is a separated 5-foot wide sidewalk along the north side of the roadway, which includes a narrow 3-foot wide planting strip. Along the south side of the road is a connected to back-of-curb 5-foot sidewalk.

The MOA has identified a pedestrian safety issue on 3rd Avenue between Post Road and Ingra Street. The MOA PM&E project is currently evaluating the safety concerns and implementing pedestrian safety improvements that are compliant with current municipal plans and reflect stakeholder input. The recommended improvements to 3rd Avenue are expected to include removal of a travel lane, improved

pedestrian facilities on the north side, new pedestrian facilities on the south side, improved storm drain facilities on the east end of the project, roadway lighting, and other amenities. The project's baseline schedule anticipates construction in 2020. Currently, the Preferred Alternative significantly improves pedestrian safety in the corridor. The width of 3rd Avenue's crossing distance in this segment is reduced by 30%, which considerably shortens crossing time, thereby reducing the amount of time a pedestrian is in direct conflict with vehicular traffic. This alternative also addresses the lack of pedestrian facilities on the south side of the project corridor, providing pedestrians with adequate and ADA-compliant facilities.

6.5 Recreation and Trails

There are very few constructed recreational parks within the immediate site vicinity. The closest dedicated municipal park being the Ben Crawford Memorial Park, which is the site of the Historic Pioneer School House located at 3rd Avenue and Eagle Street.

The Ship Creek Trail system parallels HLB's parcels to the north. Currently, pedestrian access to this trails system from HLB's site is not available.

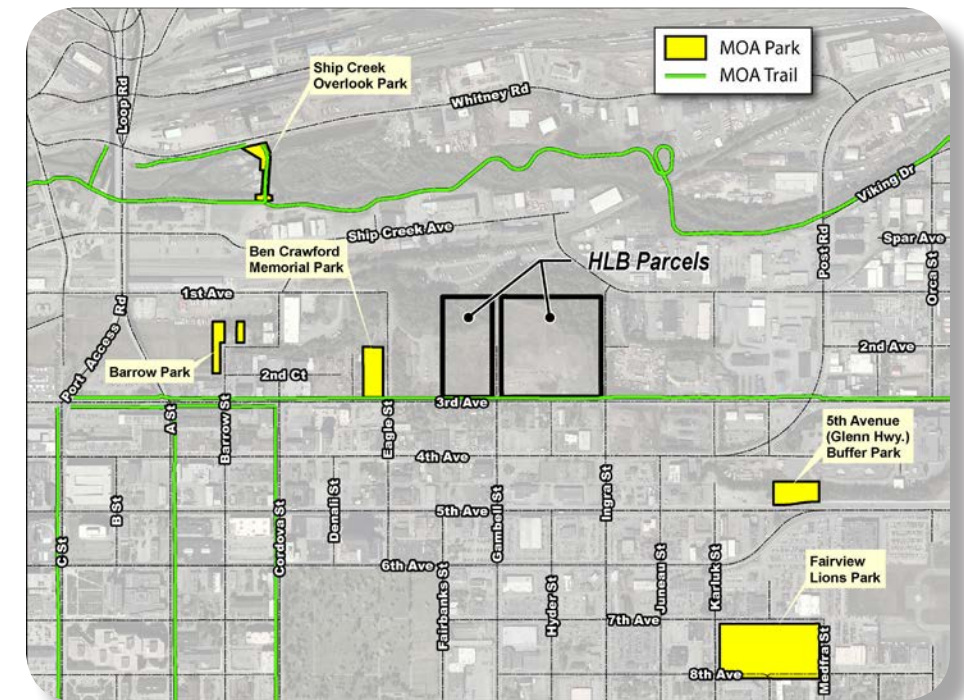


figure 13: Parks and Trails

6.6 Transit

Currently, only one Anchorage People Mover route runs along 3rd Avenue. Route 20 ultimately connects with the Downtown Transit Center, where eight (8) additional bus routes are available. 2017/2018 statistics show between 5 (weekend) to 44 (weekday) boarding and alighting trips per day at the existing bus stop along 3rd Avenue in front of the HLB site.

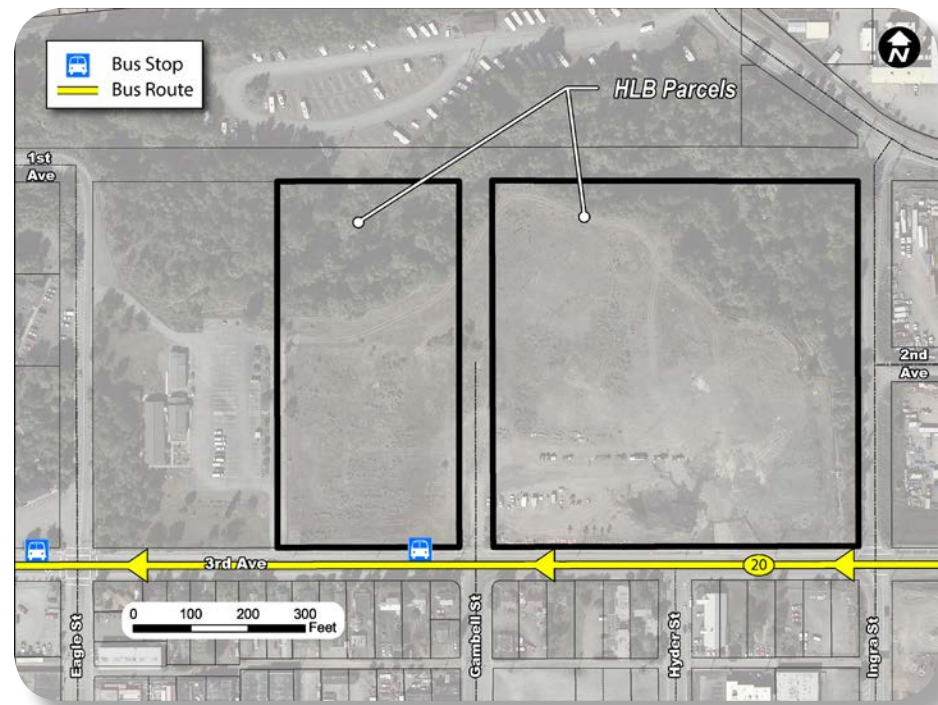


figure 14: Public Transit Routes



6.7 Utilities

6.7.1 Water

The Anchorage Water and Wastewater Utility (AWWU) owns and maintains a twelve-inch (12") ductile iron public water main line within the ROW for Gambell Street. The minimum pipe diameter required by AWWU for water mains providing fire protection is eight inches (8"). Additionally, there are currently two fire hydrants also located within the ROW for Gambell Street. The former hospital completed the loop for this system, connecting the water main into the main north of 1st Avenue. It is assumed that this water main connection can be re-established through a mainline extension permit with AWWU at the time of development.

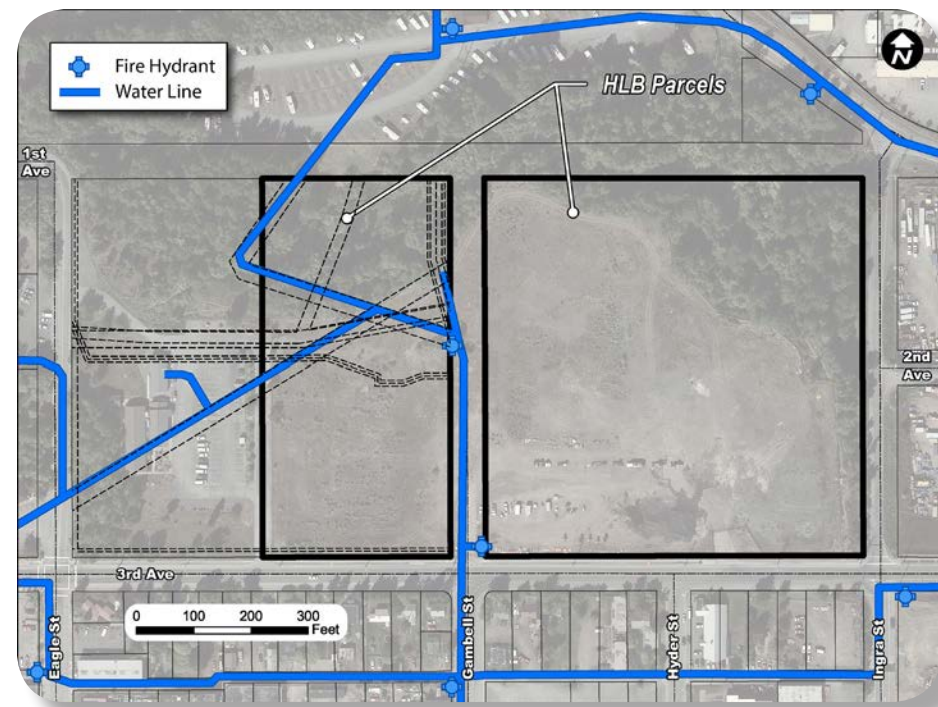


figure 15: Existing Public Water

6.7.2 Sanitary Sewer

AWWU owns and maintains a twelve-inch (12") ductile iron public sewer main line within the ROW for Eagle Street. The minimum pipe diameter required by AWWU for gravity sewer mains is eight inches (8"). The former hospital connected to this system through the 30-foot Sanitary Sewer easement that runs east-west through Lot 1 Block 36 Original Townsite of Anchorage Additional Subdivision (HLB's immediate neighbor to the west). It is assumed that this sanitary sewer connection can be re-established through a mainline extension permit with AWWU at the time of development.

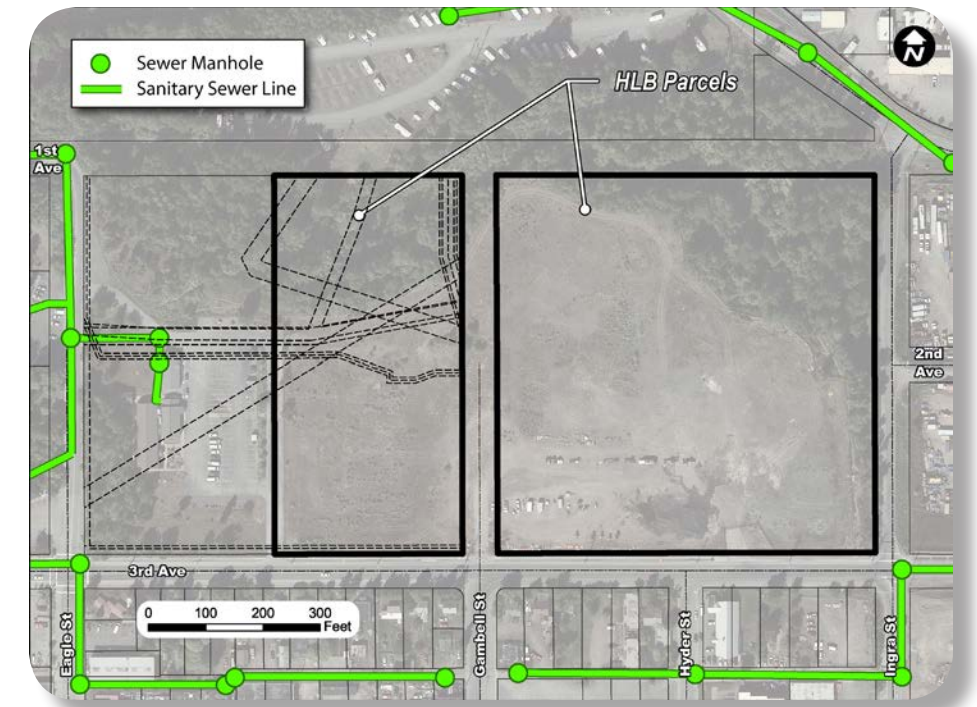


figure 16: Existing Public Sanitary Sewer

6.7.3 Storm Drainage

An existing storm drain system exists within HLB's parcels, as well as within the Municipal ROWs for Gambell Street and 3rd Avenue. It is likely the storm drain infrastructure within the parcels are private and can be relocated easily depending on the final grading plan for the development. This storm drain system is not maintained, and its current condition is unknown.

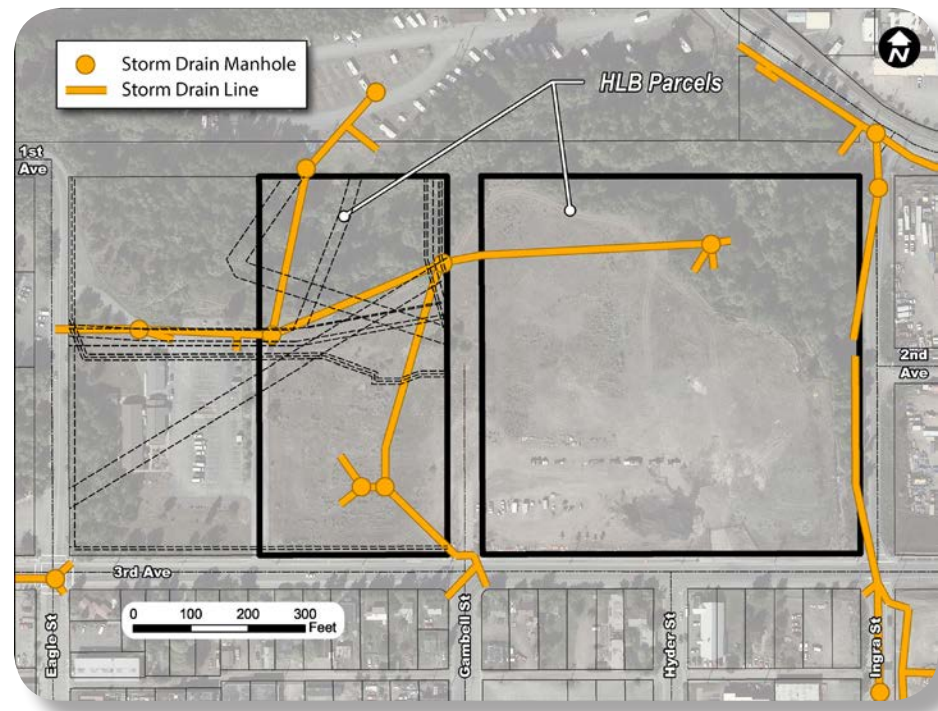


figure 17: Existing Storm Drain Facilities

6.7.4 Electric Power

There is a high voltage power line along the 3rd Avenue ROW that is owned and maintained by Municipal Light and Power (ML&P). As part of their undergrounding requirements, ML&P originally intended to underground this power line in 2018. They are coordinating with the MOA Project Management and Engineering (PM&E) 3rd Avenue Channelization Project team so that their project and the MOA PM&E project for improvements to 3rd Avenue can be constructed in such a way as to minimize disruption of the corridor and maximize construction efficiencies in 2019. ML&P recently requested a ten-foot easement from HLB Advisory Commission along the south border of the site, which will allow them to complete the undergrounding in this area.



figure 18: Existing Street Lighting

6.7.5 Street Lighting

There is sporadic street lighting along 3rd Avenue. The lights are mounted on existing utility poles. The current configuration does not meet existing street lighting criteria for arterial roadways. As noted above, ML&P is developing an undergrounding project for construction in 2019 that extends along the north side of 3rd Avenue from Post Road to C Street.

6.7.6 Natural Gas

ENSTAR owns and maintains a natural gas line along 3rd Avenue.

6.7.7 Telephone

Telephone service is provided by Alaska Communications Systems (ACS).

6.7.8 Cable Television/Fiber Optic

Cable television/fiber optic services are provided by General Communications, Inc. (GCI).

CHAPTER 7

Evolution of the Master Plan

7.1 Public Involvement Summary

The project team implemented a variety of forms of outreach and engagement that facilitated a collaborative process between HLB and all stakeholders to develop a master plan for the site that is publicly supported, built on consensus, and economically feasible.

7.7.1 Stakeholder Working Group

Due to the high level of neighborhood grassroots interest in this project, a Stakeholder Working Group (SWG) was established to inform, involve, and consult with community members and agency staff in a participatory and meaningful manner. The following is a list of agencies, organizations, businesses, and other stakeholders that were invited to participate in the Stakeholder Working Group:

- Third Avenue Radicals
- East Downtown Action Group
- Anchorage Community Development Authority
- Anchorage Community Land Trust
- Anchorage Downtown Partnership
- Fairview Community Council
- Downtown Community Council
- Alaska Food Policy Council
- Anchorage Metropolitan Area Transportation Solutions
- Alaska Native Tribal Health Consortium
- Alaska Railroad
- Southcentral Foundation

- Beans Café
- Brother Francis Shelter
- Catholic Social Services
- Anchorage Police Department – CAP Team
- State of AK, Department of Transportation and Public Facilities
- Indian Health Service
- Municipality of Anchorage Parks & Recreation
- Municipality of Anchorage Long Range Planning
- State of Alaska Department of Environmental Conservation
- Native Village of Eklutna
- Local Residents
- Local Businesses

Four SWG meetings were held between August 2018 and January 2019.

SWG Meeting #1 introduced the project scope to the group, the project team presented an existing condition analysis and participants identified the site's strengths, weaknesses, opportunities, and constraints in addition to developing an overarching vision statement for the project.

During SWG Meeting #2, the group participated in a small group workshop charrette to brainstorm a range of possible site development scenarios which were then refined. Four (4) alternatives were presented to the public for feedback at the Public Meeting.

After the Public Meeting, the project team refined the four (4) preliminary concept alternatives into two (2) possible alternatives for presentation to the SWG at Meeting #3. The SWG reviewed input received from the public and provided input on the two concepts.

SWG Meeting #4 focused on a thorough review of the Draft Final Report before launching the 30-day public review period of the preferred alternative and report. Finally, the group brainstormed interim, feasible activities and/or uses that could activate the site in the near-term before the site is developed.

A list of SWG members, meeting attendance, agendas, meeting materials, and complete meeting summaries can be found in the Appendix of this report.

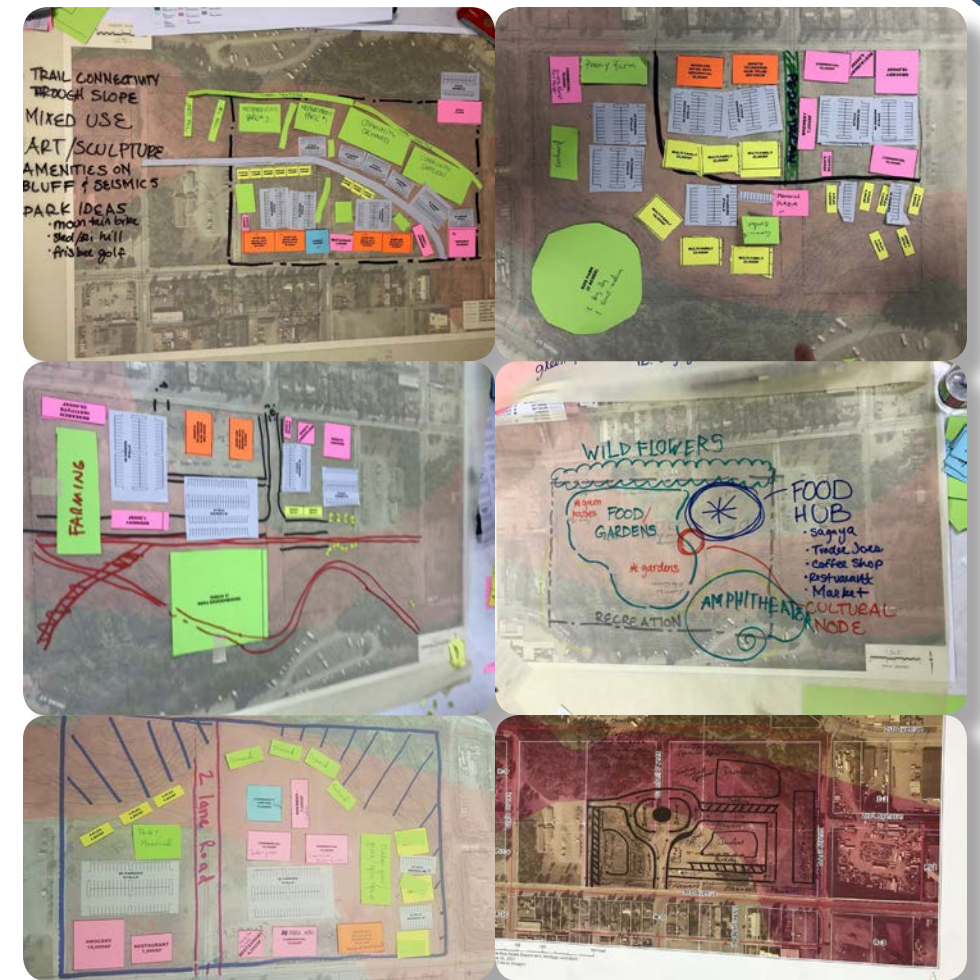


photo 6: SWG Meeting #2 group workshop brainstorming collaborations



photo 6a: SWG Meeting #2

7.1.2 Mail-Out Notifications

A postcard mailer was sent to property owners and occupants to all addresses within 1000 feet of the site. Postcards were mailed two weeks in advance of the Public Meeting. The postcard informed residents and landowners about the project and invited them to attend the upcoming meeting.



7.1.3 Public Meeting

A Public Meeting was held from 4:30 – 6:30 pm on Thursday, November 8, 2018 in the large conference room and meeting facility at the GuestHouse Anchorage located in east Downtown Anchorage at 330 E. 4th Ave. During this meeting, stakeholders and members of the public were invited to learn about the project scope, goals, vision and view, and provide comments on four project alternatives. The project team presented two (2) identical 45-minute presentations to present information, answer questions, and gather comments, ideas, and feedback. Approximately fifty (50) people attended this meeting.

7.1.4 Project Website

An interactive project website (<https://3rdandingra.com/>) was created in order to disseminate project information, the Draft Summary Report, and preferred alternatives. This online resource was used as the primary collector of public feedback.

7.1.5 E-newsletter

One (1) e-newsletter was distributed to the project list-serve. The email provided updated project information, graphics, and notice of the public review period. Additionally, the Federation of Community Councils shared the e-newsletter information with their community list-serve.

7.1.6 Summary of Public Involvement

All public outreach activities that occurred are summarized in Table 1. Copies of announcements, emails, displays and other project communications are included in the Appendix. As the master plan is finalized, stakeholders and members of the public will have the opportunity to obtain information and provide feedback on the project website and through direct feedback, phone calls, and emails to project staff.

TABLE 1: SUMMARY OF PUBLIC OUTREACH ACTIVITIES

Stakeholder Working Group Meeting #1	August 6, 2018
Stakeholder Working Group Meeting #2	September 24, 2018
Postcard Announcing Community Open House	October 25, 2018
Public Meeting	November 8, 2018
Stakeholder Working Group Meeting #3	January 8, 2019
CIRI Tikahtnu Forum	January 26, 2019
Project Blog Launched	February 1, 2019
Project Update E-newsletter	February 12, 2019
Draft Report Public Comment Period	February 12, 2019 through March 14, 2019
HLB Advisory Commission Review and Public Hearing	March 14, 2019

7.2 Initial Sketches

Two design charrettes were conducted with the goal of generating a diverse array of site development concepts with minimal design constraints. The first charrette was led by the planning consultant and included municipal staff directly involved in municipal land use policy, procedures and regulation. The second charrette, also led by the planning consultant, constituted the project’s second SWG meeting.

In both charrettes, participants were asked to generate **Initial Sketches** of site layouts. These sketches identified generalized potential land uses and allocated them across the 15-acre site. The results of these two charrettes- inclusive of the site layouts produced at these meetings- are presented in the Appendix.

Several common themes emerged from both charrettes:

- Mixed uses were preferred, typically a combination of residential, commercial and park/recreation facilities. It is noted that individual concepts tended to emphasize one use over the others.
- Buildings were clustered on the site’s south half, well outside of the most seismically-sensitive and sloped areas.

- Internal traffic circulation was accommodated by an east-west “backbone” road that intersected 3rd Avenue and (in several cases) Eagle Street.
- Urban agriculture (gardens, orchards and/or greenhouses) uses were identified on many concept plans.

Both meetings featured presentation of the site concepts generated therein followed by group discussion.

7.3 Development Alternatives

The planning team integrated the **Initial Sketches** with commentary and reaction to them received in the two charrettes to formulate four (4) detailed site development alternatives.

7.3.1 Land Use Categories

Land uses with Development Alternatives were grouped into eight (8) categories.

7.3.1.1 Mixed Residential and Commercial

In urban neighborhoods, current municipal land-use policy encourages selective integration of commercial and residential units within a single building. Typically, retail businesses would be located on the ground floor with professional services and residential on the upper floor(s).



photo 7: Mixed-Use Development Example

7.3.1.2 Commercial (Retail and Urban Agriculture)

Buildings dedicated to commercial uses within this site are anticipated to be primarily associated with groceries, restaurants, beverages (coffee and craft beer/cider), and complementary small retail.

Although relatively new to Anchorage, urban farming has enjoyed commercial success in other states. Farming options include field crops, orchards, floriculture, and greenhouses.



photo 8: Urban Agriculture with Solar Example

7.3.1.3 Residential

Housing types could include **market** and **affordable** and be either owner-occupied or rental. It is expected that most housing would be multi-family, with a range of sizes and price-points. However, for development with seismic Zone 5 conditions, it is likely only single-family homes would be permitted.

7.3.1.4 Civic/Public Use Spaces

This category could include buildings and facilities owned or operated by associations, corporations, governments, or other persons for social, educational, or recreational purposes. Charrette participants advocated for uses such as a Downtown Library, a Community Center, Educational Facility, or a Civic space specific to the site's Alaska Native history.

7.3.1.5 Park, Recreation, and Greenbelt

Charrette participants all strongly encouraged a large allocation of the site for park and recreation facilities. An extensive network of pathways and multi-use trails, inclusive of a connection to 1st Avenue and ultimately to the Ship Creek Trail were included in almost all **Initial Sketches**.

Another feature that increased in popularity after it was introduced was a proposal for a Native Heritage Memorial commemorating the site's strong connection to Native Alaskans.



photo 9: Amphitheatre Example

Other facilities of recurring interest were neighborhood parks, dog parks, and an amphitheater in the site's northwest corner (an area containing the site's steepest slopes).

7.3.1.6 Community Garden and/or Orchard

Community gardens were also strongly advocated. They are a popular feature in many Anchorage neighborhoods and are linked to strengthening a sense of community.



photo 10: Community Garden/Orchard Examples



photo 10a: Community Garden/Orchard Examples

7.3.1.7 Roadways, Pathways, and Parking

All site concepts allocated area for roadways and paths that connect to the external transportation system and provide for internal traffic circulation. In addition, all uses will generate demand for parking.

7.3.1.8 Lawn, Landscaped Screening, and Natural Vegetation

All site concepts also identified areas where grass and landscaping would be installed and where natural vegetation would be retained. These areas include undevelopable land, municipal-required perimeter screening and interior landscaping, as well as grass to infill spaces between buildings and other improvements. It is noted that the site's large amount of undevelopable and marginally-developable land makes the allocations for this category one of the largest components of all alternatives.

7.3.2 Site Development Focus

Although all concepts proposed mixed land-uses, three concepts emphasized a specific development mode and one presented a balanced mix of uses:

- Concept 1: Commercial Focus
- Concept 2: Residential Focus
- Concept 3: Community Focus
- Concept 4: Balanced Mixed-Use

7.4 Concept 1: Commercial Focus

Concept 1's commercial focus allocates large areas (3 acres) to commercial and mixed-use development. The commercial buildings would be located primarily along 3rd Avenue to promote visibility to the traveling public. As discussed in the summary of environmental constraints, the low stability and seismic hazards that characterize the site's north area constrain the construction of commercial buildings in the site's northern half.

The table below summarizes the approximate allocations of the site's 15 acres to the seven land use categories presented above.

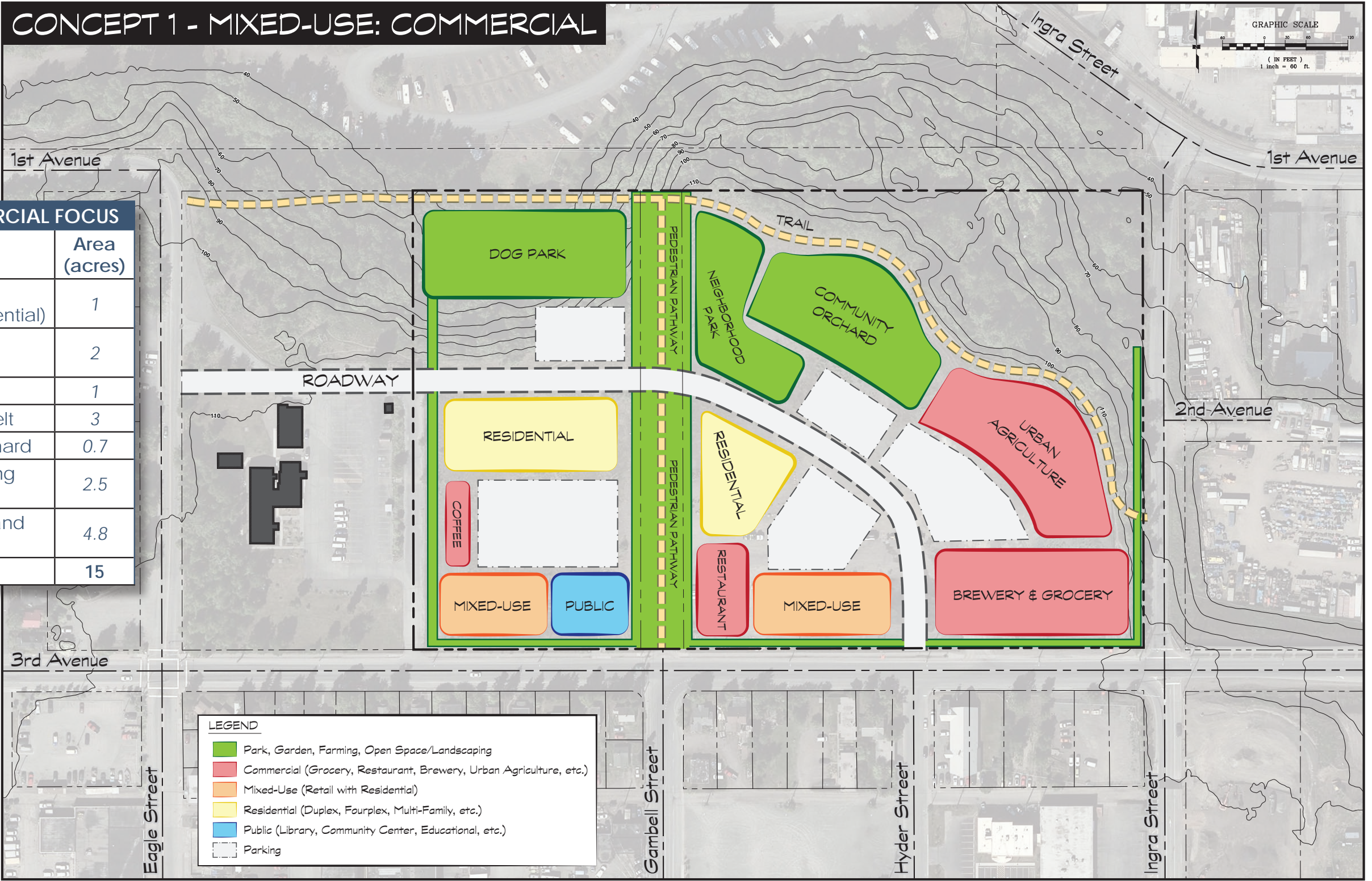


TABLE 2: CONCEPT 1 - COMMERCIAL FOCUS

Land Use	Area (acres)
Mixed (combined commercial and residential)	1
Commercial (retail and urban agriculture)	2
Residential	1
Park, Recreation, and Greenbelt	3
Community Garden and/or Orchard	0.7
Roadway, Pathway, and Parking (paved)	2.5
Lawn, Landscaped Screening, and Natural Vegetation	4.8
Total	15

7.5 Concept 2: Residential Focus

Concept 2's residential focus allocates large areas (3 acres) to residential and mixed-use development. As with Concept 1, the commercial buildings and urban agriculture would be located primarily along 3rd Avenue to promote visibility to the traveling public. Although specialized structural engineering would be required, residential development may be possible within the low stability and seismic hazards that characterize the site's north half. As discussed in the summary of environmental constraints,

residential development within seismic Zone 5 would likely be limited to single-family structures.

The table below summarizes the approximate allocations of the site's 15 acres to the seven land use categories presented above.

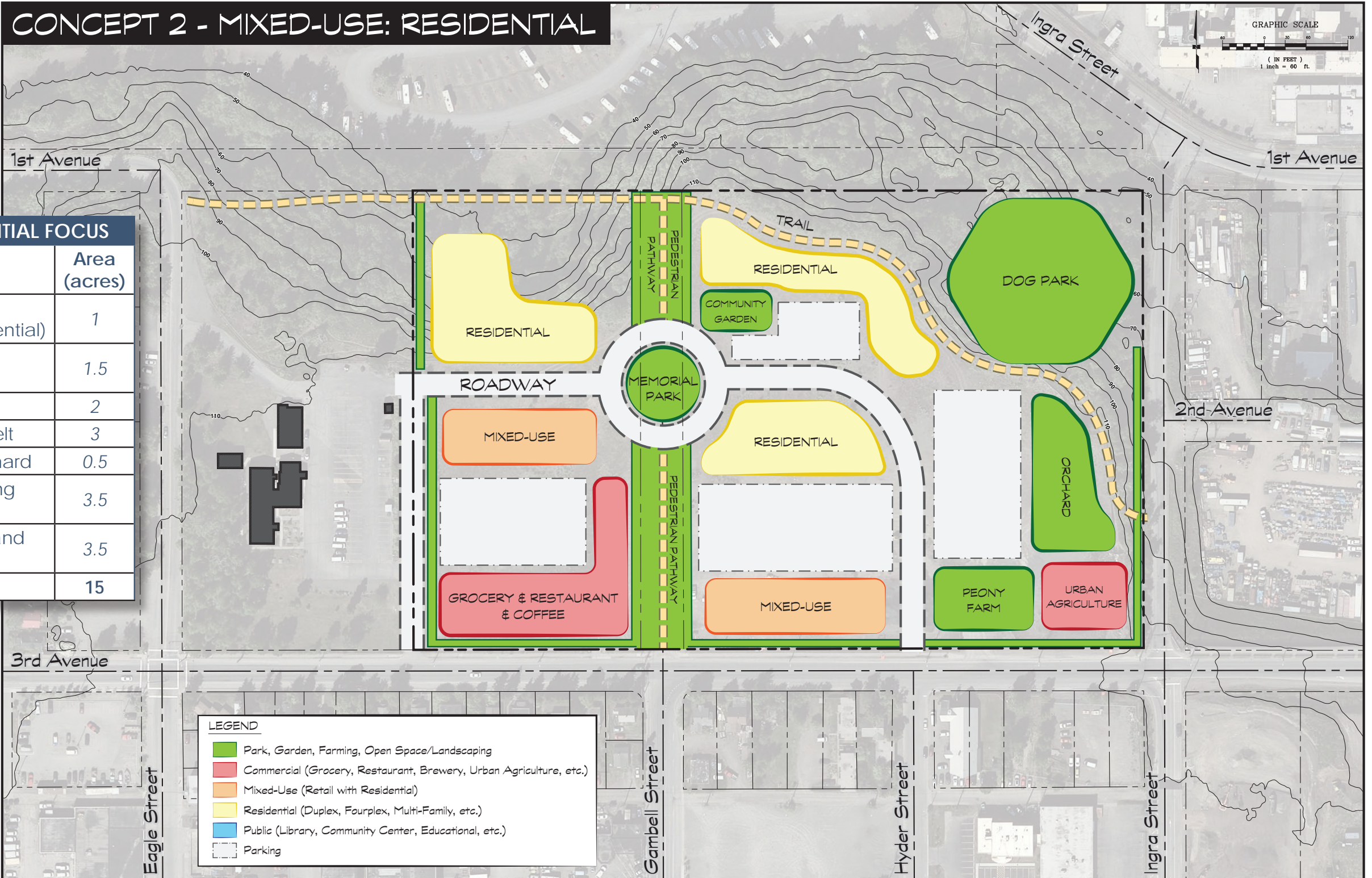


TABLE 3: CONCEPT 2 - RESIDENTIAL FOCUS

Land Use	Area (acres)
Mixed (combined commercial and residential)	1
Commercial (retail and urban agriculture)	1.5
Residential	2
Park, Recreation, and Greenbelt	3
Community Garden and/or Orchard	0.5
Roadway, Pathway, and Parking (paved)	3.5
Lawn, Landscaped Screening, and Natural Vegetation	3.5
Total	15

7.6 Concept 3: Community Focus

Concept 3's community focus eliminates residential development and allocates only a small (one-half-acre) area to commercial development. Half of the site (7.5 acres) is allocated to a community garden/orchard and parks and recreation facilities. The remainder of the site is for supporting roads, pathways and parking, landscaping and retained natural vegetation.

The table below summarizes the approximate allocations of the site's 15 acres to the seven land use categories presented above.

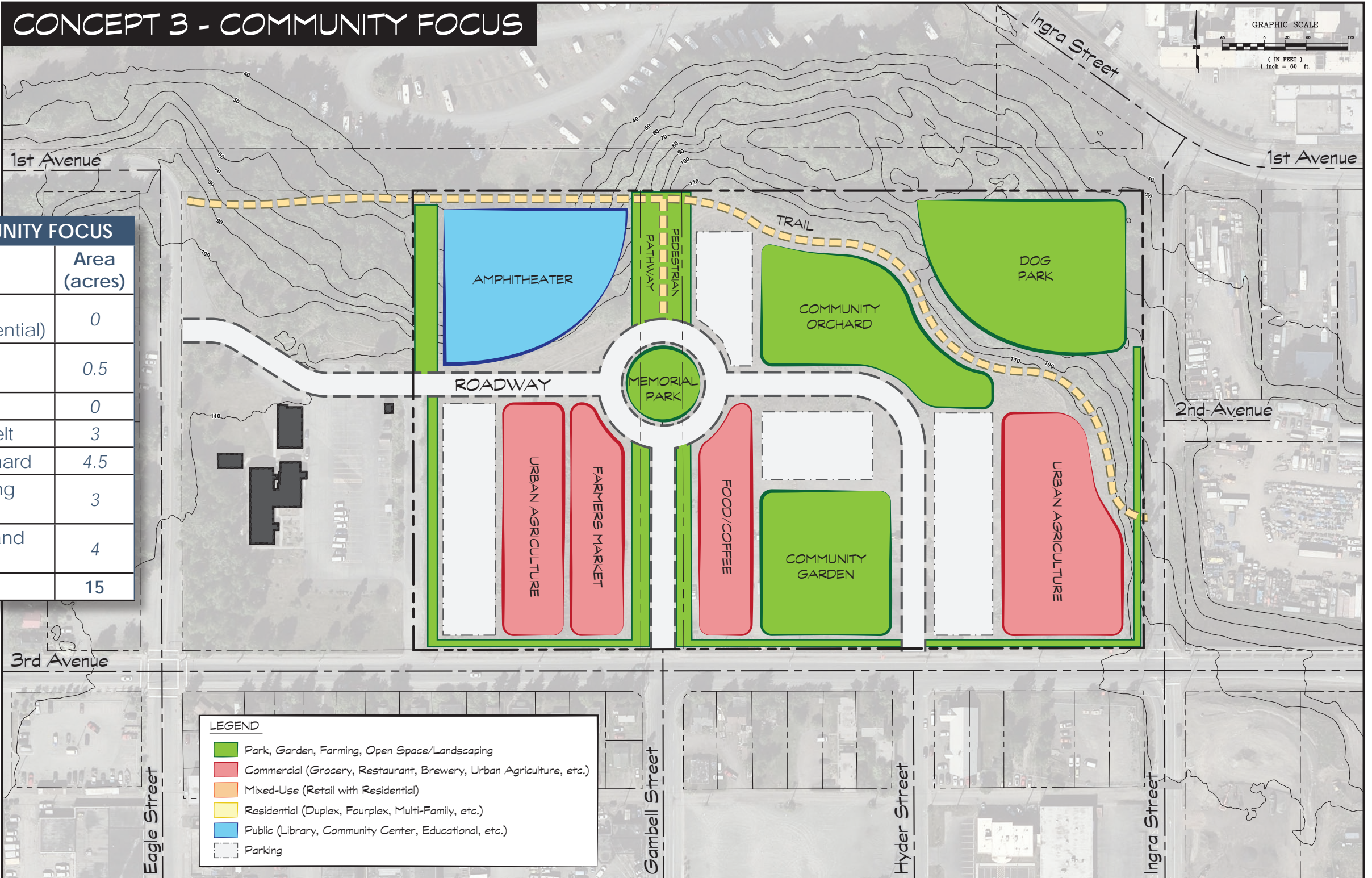


TABLE 4: CONCEPT 3 - COMMUNITY FOCUS

Land Use	Area (acres)
Mixed (combined commercial and residential)	0
Commercial (retail and urban agriculture)	0.5
Residential	0
Park, Recreation, and Greenbelt	3
Community Garden and/or Orchard	4.5
Roadway, Pathway, and Parking (paved)	3
Lawn, Landscaped Screening, and Natural Vegetation	4
Total	15

7.7 Concept 4: Balanced Mixed-Use

Concept 4 provides a balance of residential and commercial development complemented with a substantial allocation for parks, recreation, and greenbelt development.

The table below summarizes the approximate allocations of the site's 15 acres to the seven land use categories presented above.



TABLE 5: CONCEPT 4 - BALANCED MIXED-USE

Land Use	Area (acres)
Mixed (combined commercial and residential)	1
Commercial (retail and urban agriculture)	1
Residential	0.5
Park, Recreation, and Greenbelt	5
Community Garden and/or Orchard	1
Roadway, Pathway, and Parking (paved)	3.5
Lawn, Landscaped Screening, and Natural Vegetation	3
Total	15

LEGEND

- Park, Garden, Farming, Open Space/Landscaping
- Commercial (Grocery, Restaurant, Brewery, Urban Agriculture, etc.)
- Mixed-Use (Retail with Residential)
- Residential (Duplex, Fourplex, Multi-Family, etc.)
- Public (Library, Community Center, Educational, etc.)
- Parking

CHAPTER 8 Preferred Development Alternatives

8.1 Vision/Mission Statement

In analyzing Development Alternatives and identifying Preferred Development Alternatives, the planning team was guided by a Vision/Mission Statement that emerged from early SWG meetings.

During SWG Meeting #1, the group was asked to individually articulate their long-term vision for the site. Participants wrote their ideas on sticky notes. Those notes were documented to highlight the most frequently used words. The words that occurred the most included: development, vibrant, housing, economic, site, active, safe, downtown, multiple, community, recreation, and history.



photo 11: Word Cloud

At the second SWG meeting, the team presented a draft vision statement for consideration:

“The former Alaska Native Service Hospital Site is a vibrant, mixed-use extension of beautiful Downtown Anchorage. The site celebrates the history and culture of what came before while exhibiting a future model for neighborhood economic revitalization and community development.”

After a lengthy discussion, the SWG revised the statement to read:

The former Alaska Native Service Hospital Site is a vibrant, mixed-use extension of beautiful Downtown Anchorage. The site remembers its history and culture while creating a future model for neighborhood economic revitalization, community development, and community cohesion.

It was important for all SWG members and HLB to spend the time to develop a vision statement that was built on consensus so that as development scenarios are implemented, the root intentions of the planning document are clear.

8.2 Overview of Preferred Alternatives

After presentation of the four Development Alternatives to the project’s SWG (SWG Meeting #4), further discussion and review of comments received on the alternatives, consensus emerged regarding a number of key elements.

8.2.1 Native Heritage Memorial

There is overwhelming support for a Native Heritage Memorial on the site. It is viewed by many as not only an important cultural resource, but a centerpiece for the entire site. Consequently, it was decided that all Preferred Alternatives would include this feature. The concept of a traffic circle within the site’s internal “backbone” road that locates the memorial in its center and features a north-south pedestrian greenbelt connecting to the site’s north and south boundaries was also well-received by the SWG.

8.2.2 Mixed Residential and Commercial Uses

With its community focus (at the expense of residential and commercial development), Concept 3 did not enjoy a popular reception. Residents and business owners within the neighborhood emphasized the need to use residential and commercial development as a stimulus for community redevelopment.

8.2.3 Park, Recreation, and Greenbelt Facilities

The SWG and general public input endorsed development of park and recreation facilities on the site’s north half, where slope stability and seismic concerns constrain the placement of buildings therein. As discussed, a north-south pedestrian-only corridor that incorporates a Native Heritage Memorial was also strongly supported.

8.2.4 Multi-Use Trail Link to Ship Creek

There is strong support with the SWG and interested public in establishing a trail connection between the site and the Ship Creek Trail. Although there is over 2,000 linear feet between the site’s northwest corner and a direct connection point to Ship Creek Trail, the site is only 300 feet from Eagle Street, which provides a roadway connection via 1st Avenue and Ship Creek Avenue. Consequently, all Preferred Alternatives include a multi-use pathway connecting with Ingra Street (near 3rd Avenue), proceed northwesterly through the site, along the north boundary and into the 1st Avenue right-of-way until reaching a paved roadway at Eagle Street.

8.2.5 No Direct Access to Eagle Street

While there is logic in establishing connectivity between the site and Eagle Street, development of a roadway/pathway link would require right-of-way through the adjacent property, which is owned by the U.S. Department of Health and Human Services and managed by Indian Health Service (IHS). Discussions with IHS staff established that their site may be reconfigured in the near-term and uncertainty in the direction how this reconfiguration might proceed makes commitment to supporting an access corridor inappropriate. Consequently, this link was removed from consideration in the Preferred Alternatives.

8.2.6 Primary and Secondary Site Access via 3rd Avenue

The site is bounded by 3rd Avenue (south boundary) and Ingra Street (east boundary). Because north of 3rd Avenue, Ingra Street is a narrow, deteriorated strip pavement with excessively steep slopes, a connection between the site and the road is not considered feasible until Ingra Street is reconstructed to appropriate design standards.

With direct access to Eagle Street also infeasible, two access points to 3rd Avenue were identified: at the Hyder Street/3rd Avenue intersection and at the site's southwest corner (midblock between Gambell and Eagle Streets). The Hyder/3rd Avenue intersection currently operates as a "T-intersection", with legs to the east, west and south. A new access into the site would develop a fourth, north intersection leg.

The second (mid-block) access currently exists as a shared driveway with the IHS campus. It is recommended that opportunities for continuing shared access be explored with IHS, inclusive of upgrading the existing driveway to accommodate increased traffic flows.

8.3 Preferred Development Alternative 1: Mixed-Use with Commercial Focus

Like Concept 1, Preferred Development Alternative 1's commercial focus allocates large areas (3 acres) to commercial and mixed-use development. The commercial buildings would be located primarily along 3rd Avenue to promote visibility to the traveling public. As discussed in the summary of environmental constraints, the low stability and seismic hazards that characterize the site's north area constrain the construction of commercial buildings in the site's northern half. In consideration of seismic and slope stability issues, residential and commercial development is clustered in the site's south half, with the north half reserved for parks and recreation facilities, and urban agriculture and/or a solar farm.

It is noted that the Municipality and private developers have initiated feasibility studies for the development of solar farms and cogeneration options. We understand that early analyses have suggested these might prove to be attractive investments in the Anchorage area. Consequently, Preferred

Development Alternative 1 identifies solar farming as a possible use with the site.

Preferred Development Alternative 1's layout is depicted on the following page. The table below summarizes the approximate allocations of the site's 15 acres to the seven land use categories presented above.

**TABLE 6:
PREFERRED DEVELOPMENT ALTERNATIVE 1:
MIXED-USE WITH COMMERCIAL FOCUS**

Land Use	Area (acres)
Mixed (combined commercial and residential)	1
Commercial (retail and urban agriculture)	3
Residential	1
Park, Recreation, and Greenbelt	4
Community Garden and/or Orchard	0
Roadway, Pathway, and Parking (paved)	3
Lawn, Landscaped Screening, and Natural Vegetation	3
Total	15



photo 12: HLB Site Aerial

8.4 Preferred Development Alternative 2: Mixed-Use with Residential Focus

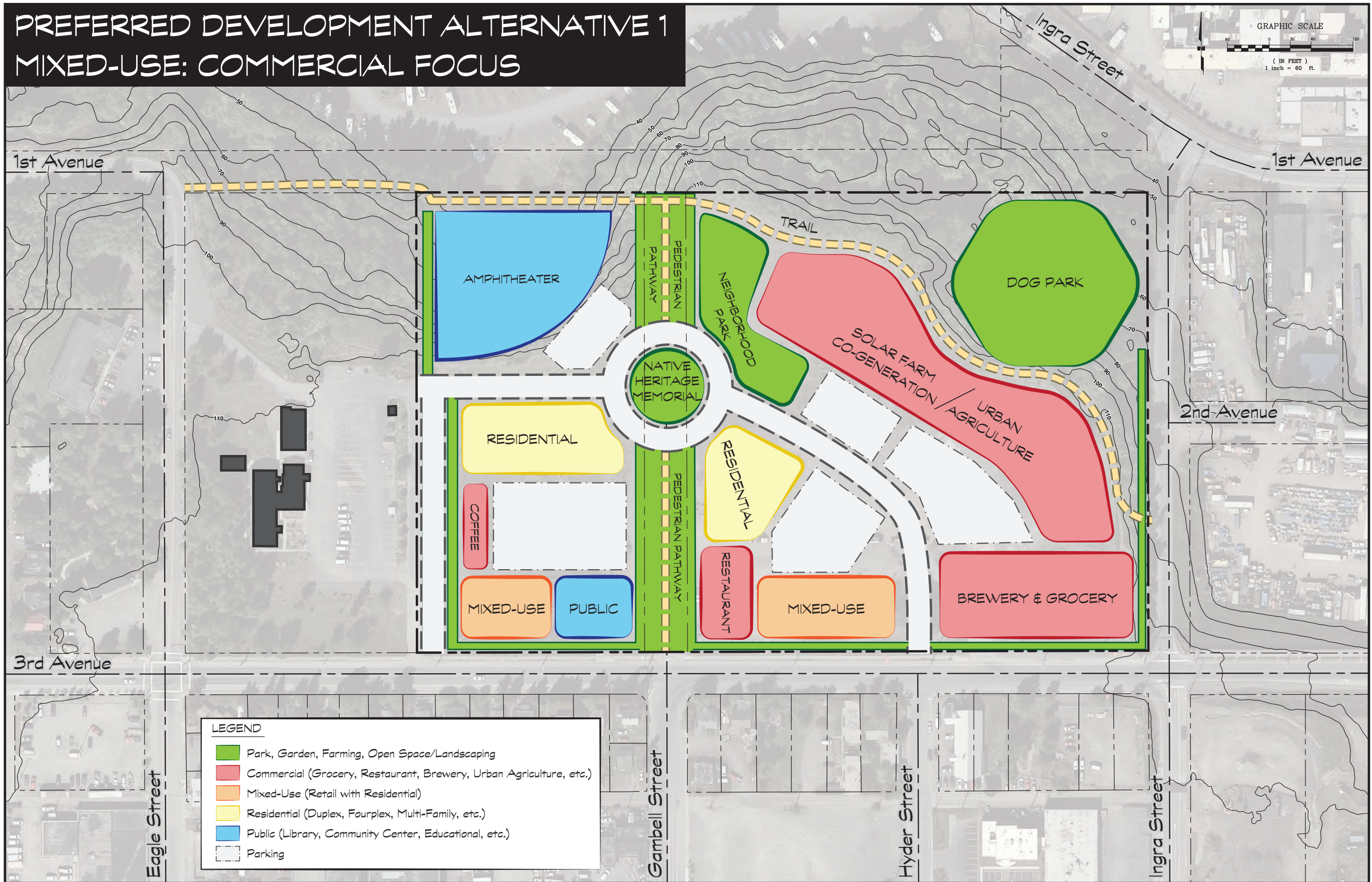
Like Concept 2, Preferred Development Alternative 2's residential focus allocates a significant area (3 acres) to residential and mixed-use development. In consideration of seismic and slope stability issues, residential and commercial development is clustered in the site's south half, with the north half reserved for parks and recreation facilities and a community garden.

Preferred Development Alternative 2's layout is depicted on page 24. The table below summarizes the approximate allocations of the site's 15 acres to the seven land use categories presented above.

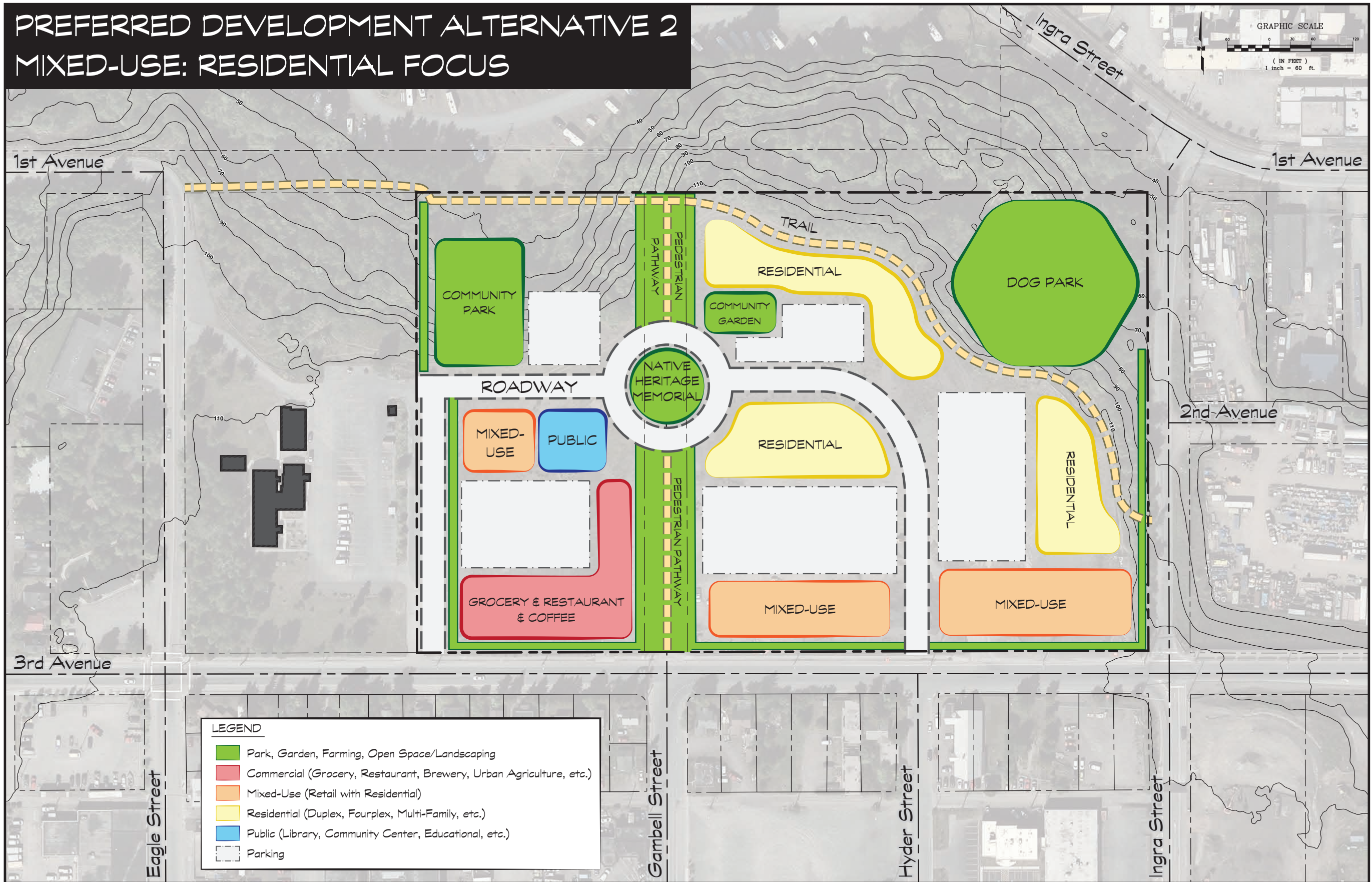
**TABLE 7:
PREFERRED DEVELOPMENT ALTERNATIVE 2:
MIXED-USE WITH RESIDENTIAL FOCUS**

Land Use	Area (acres)
Mixed (combined commercial and residential)	1
Commercial (retail and urban agriculture)	1
Residential	2
Park, Recreation, and Greenbelt	4
Community Garden and/or Orchard	0.5
Roadway, Pathway, and Parking (paved)	4
Lawn, Landscaped Screening, and Natural Vegetation	2.5
Total	15

PREFERRED DEVELOPMENT ALTERNATIVE 1 MIXED-USE: COMMERCIAL FOCUS



PREFERRED DEVELOPMENT ALTERNATIVE 2 MIXED-USE: RESIDENTIAL FOCUS



LEGEND

- Park, Garden, Farming, Open Space/Landscaping
- Commercial (Grocery, Restaurant, Brewery, Urban Agriculture, etc.)
- Mixed-Use (Retail with Residential)
- Residential (Duplex, Fourplex, Multi-Family, etc.)
- Public (Library, Community Center, Educational, etc.)
- Parking

8.5 Development Constraints

Whether site development proceeds with a commercial or a residential focus, implementation will be constrained by a number of factors.

8.5.1 Zoning

As discussed, the property is currently within a Public Lands and Institutions (PLI) Zoning District. As such, long-term land use options are limited to public, quasi-public, and institutional developments. Thus, while public roadways and trails, parks and recreation facilities and non-profit community activities (such as a community garden) can be implemented under current zoning, residential and commercial projects would need to be preceded with a successful rezoning effort.

8.5.2 Seismic and Slope Stability Issues

Development of any structures- whether commercial, residential or public- would require extensive analysis of underlying foundation conditions. To date, most understanding of the sites underlying soils is based on interpolation and observation of foundation behavior on nearby and similar sites. Although there are feasible engineering solutions to address seismic and slope stability issues, the costs of these solutions are significantly higher than more conventional foundations on stable soils. It will be critical to understand both the risks and costs-to-cure as potential investments in the site are analyzed.

8.5.3 Soil, Groundwater, and Vapor Impacts

As with the site's foundation conditions, a full characterization and assessment of site contamination has not been performed. Because there is documented groundwater contamination, most development projects will require further field investigation, analysis and reuse planning in order to proceed. As with the site's foundation conditions, there are feasible engineering solutions, but because costs are unknown at this time, investment decisions are constrained.

8.5.4 Market Conditions

Any prospective investment- private or public- in the site will compete with other locations and development opportunities. For example, there are several redevelopment projects in the Ship Creek corridor (near its outlet into Cook Inlet) underway and new opportunities are being brought forward. While this area has its challenges, it also has competitive advantages such as pre-existing visitor industry development, a visionary Master Plan for Ship Creek, and proximity to Anchorage's Central Business District.

Given the above-described development constraints, some publicly-funded pre-development work or activities would likely be necessary to attract private development interest. This concept will be explored in the **Implementation Actions** section below.

8.6 Infrastructure Requirements

As described in previous sections, the site benefits from strong connectivity to Anchorage's streets and highways network, as well as immediate proximity to public water, sanitary sewer, storm drainage, electricity, natural gas telephone and cable utilities. There will be associated site development costs for which the MOA could play a role in implementation.

Site infrastructure needs were assessed and the table below presents order-of-magnitude Total Development Costs (inclusive of engineering, construction, project management, and contingency) for the required public facilities and utilities.

Facility or Utility	Total Development Concept (order-of-magnitude estimate)
Streets, Sidewalks, Lighting, and Storm Drainage	\$5,500,000
Water	\$1,000,000
Sanitary Sewer	\$2,000,000
Electric, Telephone, and Cable	\$1,000,000
Total Development Costs	\$9,500,000

8.7 Near-Term Implementation (Pre-Development) Actions

Investment (public or private) will become more attractive as some (or all) of the Development Constraints discussed above are addressed. This section discusses potential pre-development work that could be administered and/or performed by the Municipality.

8.7.1 Rezoning

The current zoning of the site is Public Lands and Institutions (PLI). Interim uses that have been identified for the site include: motorcycle training facility, urban community garden/farm, and food trucks. All of these uses can be accommodated through approval of an umbrella Conditional Use Permit within the PLI zoning district.

As for the long term uses identified on the site, such as residential, mixed-use development, brewery, and grocery, these are best addressed through rezoning the site to one of the new Downtown (DT) zoning districts identified in the 2040 LUP. Work has begun on the new DT districts and it is MOA Planning's goal to have these out for public review in 2019. The DT districts will best implement the Comprehensive Plan's vision for the Downtown area. The less desirable options for zoning of this site is a rezone to B-3 with special limitations (SL), a Small Area Implementation Plan (SAIP), or an overlay zone. The SLs, SAIP, or overlay zone are necessary to ensure that future developments carry out the community-oriented vision and recommended land uses of this Master Plan, the

Downtown Comprehensive Plan, and the 2040 LUP. The SLs/overlay zone should also prohibit or discourage "critical" and "high density" structures in the seismically induced ground failure zone 5, specifically prohibiting critical land use types (such as emergency services, schools, assisted living facilities) and high rise multi-storied apartments and office buildings.

Additionally, a concurrent plan amendment will be required to amend the 2040 LUP Map from its current land use designations to replace Light Industrial/Commercial with City Center, including an analysis of why there is a reduced size need for community facilities/institutions on this site.

8.7.2 Further Environmental Site Assessment

As an unknown pre-development requirement, the known presence of contaminated materials on the site is a significant obstacle to attracting investment. One possible approach is for the Municipality to pursue federal-aid for site assessment and cleanup through the U.S. Environmental Protection Agency's Brownfields Program. This program has a wide range of grants available for funding environmental assessment, cleanup, and job training activities.

The EPA has two avenues in which local governments can receive assistance to conduct environmental site assessment work. The first one is through a competitive process, which the MOA submitted a \$600,000 Coalition Assessment Grant application for fiscal year 2019 and the second is through a EPA-provided service called Targeted Brownfields Assessments (TBA). The MOA has identified this site for both funding opportunities and will work toward assessment work on the site in the near-term through one of these opportunities.

8.7.3 Seismic and Soils Stability Assessment

Similar to the unknowns regarding site contamination, the site is constrained by uncertainty with respect to foundation conditions. Although located within an active seismic area, current mapping is based primarily on visual inspection and comparison with similar and/or nearby sites where more extensive soils investigations have been completed. The Municipality could commission a soils investigation (concurrent with an environmental site assessment(s)) to better characterize site conditions and inform prospective builders about subsurface conditions and how they might be addressed in foundation design.

8.7.4 Park and Recreation Development

Both Preferred Development Alternatives include significant parks and recreation facilities. Assuming the MOA Parks and Recreation Department (MOA Park) is willing and able to add these facilities into their Municipal Parks inventory. MOA Parks, as it does in other Anchorage parks and greenbelts, could implement a capital project program to design and construct park and recreation facilities. The table below presents order-of-magnitude Total Development Costs (inclusive of engineering, construction, project management, and contingency) for facilities identified in the Preferred Development Alternatives.

TABLE 9: PARK OR RECREATION TOTAL DEVELOPMENT COSTS	
Park or Recreation Facility	Total Development Concept (order-of-magnitude estimate)
Native Heritage Memorial	TBD
Internal Multi-Use Pathway Network	\$600,000
Dog Park	\$250,000
Community Park/Playground	\$750,000

8.8 Interim Uses for the Site

Given the development constraints and market conditions described above, it is not unrealistic to expect that significant redevelopment of the site could be 10 or more years in the future. Although short-term, a 10-year window could accommodate a number of interim uses. This issue was discussed with the SWG and several interim use options have been brought forward.

8.8.1 Containerized Community Orchard

Growing fruit or other edible landscape features in portable containers is possible on a small-scale basis. The development of new dwarf and miniature varieties that produce regular-sized fruits but at a smaller volume have increased the feasibility of this approach. This concept has been implemented in



photo 13: Example of Containerized Orchard

numerous North American locations, including British Columbia.

Fruits for which containerized farming has become popular include apples (most popular), crabapple, pear, plum, peach, cherry, quince and nectarine trees. Final selections for implementing this option at the site should consider Anchorage's climate and solar conditions along with the variety's optimum soil requirements.

8.8.2 Midweek Market and/or Food Truck Staging

The success of farmers markets throughout Anchorage has generated the idea of hosting a farmers market during the midweek when it would not directly compete with other markets.

Moreover, just as mobile coffee stands have become a ubiquitous feature of Anchorage's roadsides, there is a growing demand for food trucks to provide prepared food



photo 14: Market or Food Truck Staging

for the driving public. Aggregating food trucks in a single location directly accessible from an arterial roadway could stimulate higher visitation and vendor revenues. As with property owners who execute leases with coffee stands, the Municipality could generate leasing revenues. As the photo of a "food truck festival" below suggests, infrastructure requirements are minimal and the area could be developed as an artisan festival featuring local businesses providing food, live music and entertainment.

8.8.3 Creative Placemaking

In creative placemaking, partners from public, private, non-profit, and community groups work together to use art and cultural activities in an attempt to reshape the character of a neighborhood. Some or all of the project site could be used to post/present art or performances. As the photo-collage below suggests, there is a wide and diverse range of possibilities for short-term creative placemaking at the site.



photo 15: Creative Placemaking Examples

8.8.4 Motorcycle Driving and Skills Training

Motorcycle driving and skills training, operated by ABATE, is currently located on municipal property near the Tudor/Elmore intersection. This site is under contract to be developed as a mixed-use residential/commercial/government services campus. The training vendor has expressed interest in leasing some of the project site to relocate their operations. As the photo below suggests, site development requirements to accommodate this use are minimal.



photo 16: Motorcycle Driving and Skills Training

8.8.5 Bicycle Pump Track

Anchorage's cycling community has expressed strong interest in having a bike pump track available to them for skill-building. The photo below presents a simple pump track that has minimal construction requirements and could justify an investment, even on a short-term basis. Moreover as the photo suggests, even a small track can accommodate a large number of users.



photo 17: Bicycle Pump Track

8.8.6 Other Interim-Use Ideas

Other ideas brought forward through discussions with SWG and other stakeholders include:

Social

- Picnic Area with tables, portable outhouses, and trash receptacles
- Drive-In Movie Theatre

Sports and Active Recreation

- Ropes Course
- Rock Wall
- Soft Ball
- Basketball
- Golf Driving Range
- Mini Golf
- Sand Volleyball
- Hay Bale Maze

Events

- Community Volunteer Events
- Neighborhood Block Parties
- Open Venue Concerts

It would be important to note, that any interim-use would be required to enter into a contract with HLB and will need to be operated, managed, and maintained by a specific individual or organization.

CHAPTER 9

Summary

In summary, this Master Plan lays out a longer-range plan while recognizing the importance of site activation through the identification of short-term or interim uses. To realize goals in this Master Plan, HLB has committed to fund components of some of the implementation steps such as rezoning or mini-grants to realize one or more of the preferred short-term uses. The short-term uses that garnered the most support were a community garden or flowers, food trucks, and a pump track. HLB will also be pursuing EPA Brownfield funding to understand how the site characteristics related to contamination impact redevelopment plans. This Master Plan will be the guide for future development of this site; as milestones are met, specific activities may need to be included in the HLB Annual Work Program and 5-Year Management Plan to be prioritized from year-to-year. Stakeholder participation will be key to maintaining the momentum that has been established through the creation of this plan.

CHAPTER 10

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CHAPTER 11
Appendix



3RD & INGRA

FORMER ALASKA NATIVE SERVICE HOSPITAL
Master Plan 2019

Municipality of Anchorage - Heritage Land Bank

