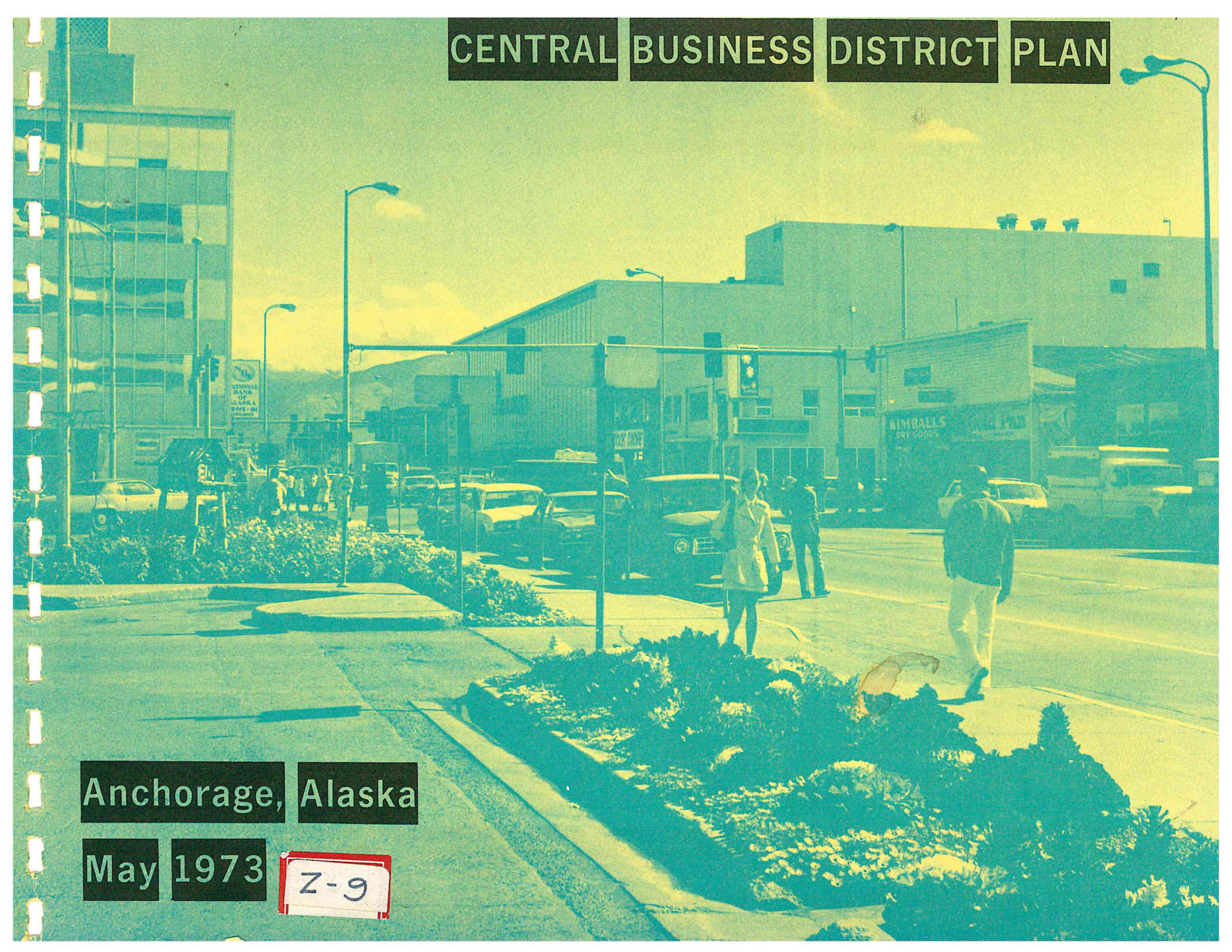


CENTRAL BUSINESS DISTRICT PLAN



Anchorage, Alaska

May 1973

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**“SIR, IF YOU WISH TO HAVE A JUST NOTION OF THE MAGNITUDE
OF THIS CITY, YOU MUST NOT BE SATISFIED WITH SEEING ITS
GREAT STREETS AND SQUARES, BUT MUST SURVEY THE
INNUMERABLE LITTLE LANES AND COURTS.”**

— Samuel Johnson

✓

CENTRAL BUSINESS DISTRICT PLAN

ANCHORAGE, ALASKA

MAY 1973

Original Plan Prepared by:
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Architects Planners Engineers

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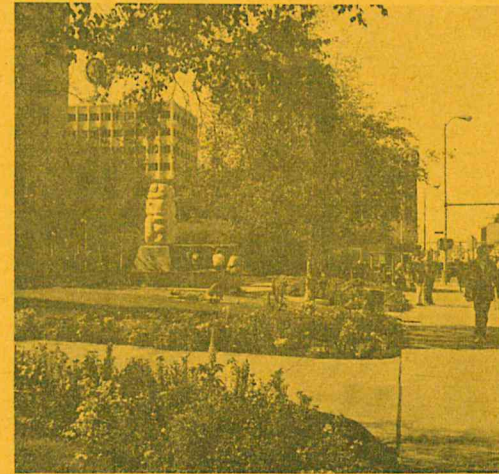
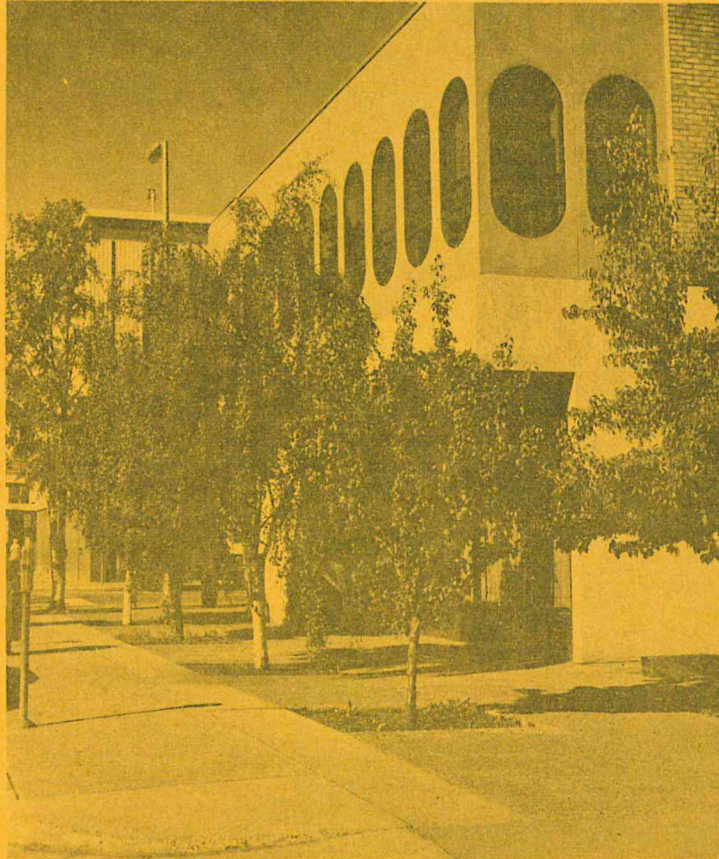
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INTRODUCTION

"I WILL [TELL] THE STORY AS I GO ALONG OF SMALL CITIES
NO LESS THAN OF GREAT. MOST OF THESE WHICH WERE
GREAT ONCE ARE SMALL TODAY; AND THOSE WHICH IN MY
OWN LIFETIME HAVE GROWN TO GREATNESS, WERE SMALL
ENOUGH IN THE OLD DAYS."

— Herodotus

I. INTRODUCTION

Central business districts have historically been the focal point within communities for commercial, governmental, spiritual, cultural, and entertainment activities. They were surrounded by residential development and served by major streets and mass transportation. Everybody naturally gravitated there because this was where all activities were taking place. The automobile changed all this. People moved to the suburbs where housing could be purchased more economically, where the problems were fewer, and where they could pursue a different life style more in tune with the "affluent society".

With the development of new outlying residential areas, it soon became feasible for developers to provide retail convenience centers to serve the day-to-day needs of the people. As the suburban population increased, there soon developed a need for a wider range of merchandise that could only be provided by department stores and specialty shops. The day of the shopping center was here and downtown would never be the same.

Many major downtown retailers opened branches in suburban centers to protect their over-all operation. What they lost in sales downtown was made up by increased sales in the suburban outlets.

The few downtown areas in the United States that are strong, vibrant, and exciting have a number of ingredients that make them enjoyable for shoppers, workers, and visitors - not only during the day but at night. These ingredients include municipal,

state, and federal governmental offices, major department stores and retail shops, banks, office buildings, hotels, and cultural and entertainment facilities. Each of these ingredients serve a different function and their interactions constitute the strength and vitality of a city. For example, residential uses in close proximity to downtown provide a built-in market for supporting all of the activities that take place in a relatively compact area.

The Anchorage Central Business District has all of these elements. Its main weakness is its geographic remoteness from the residential areas. The downtown area is located at the northern extremity of the metropolitan area, and all future residential growth will take place to the extreme south and east, unless higher densities can be encouraged downtown and in the area between 10th and 15th Avenues.

The task of revitalizing the Anchorage Central Business District is dependent on many factors. There must be an awareness on the part of the community that action is needed. This has been documented most recently by a community attitude survey conducted by the Greater Anchorage Area Borough Planning Department.

A plan must be developed to guide the orderly revitalization and future development of the Central Business District. This planning effort is intended to provide that framework. The Central Business District Plan will be an integral part of the Greater Anchorage Area Borough Comprehensive Plan scheduled for completion this year. The Borough Comprehensive Plan

will reflect the wants and needs of the community and provide local government with the basis for decision and policy-making.

Why revitalize the Central Business District when neighborhood and regional shopping centers are absorbing its functions? To answer this question, the role of the Central Business District must first be discussed. The Central Business District contains a variety of uses and functions which serve the entire metropolitan area. It is the location for major retailing outlets, financial institutions, governmental and non-governmental office buildings, hotels, service establishments, and civic, cultural, and entertainment facilities. All of these uses are located in relatively close proximity and are important to the functioning of one another.

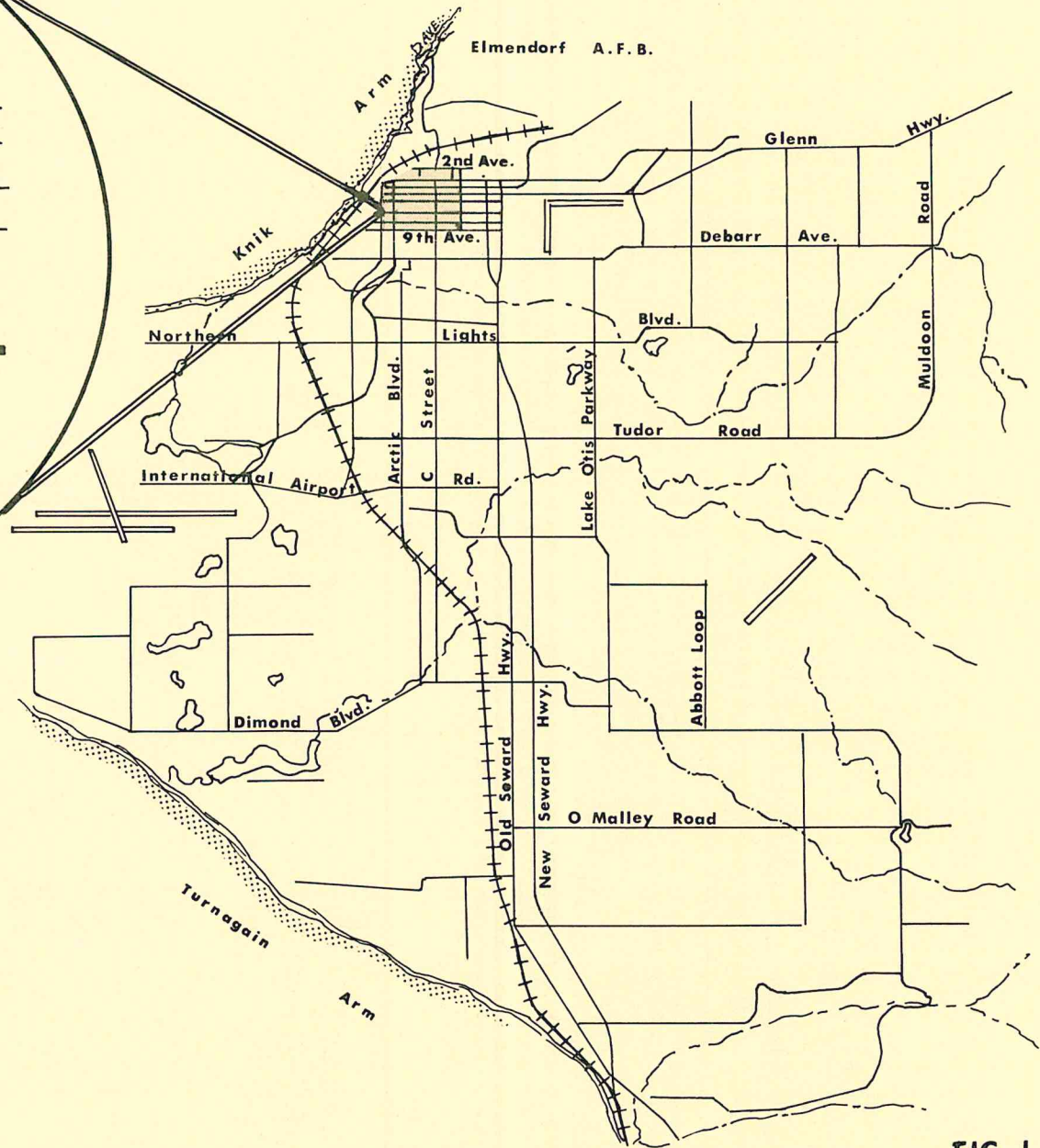
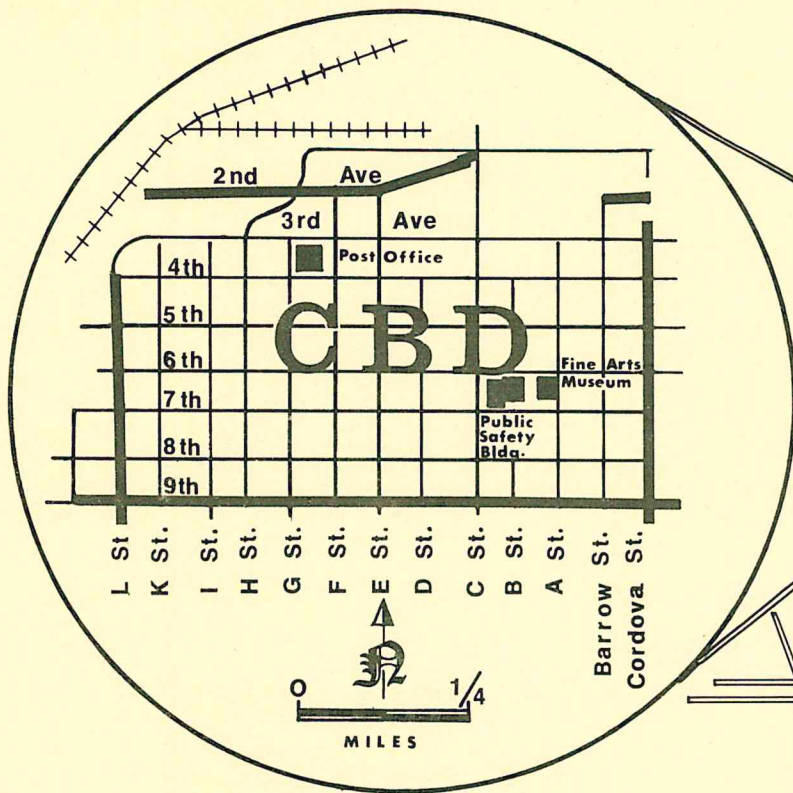
The portion of the Central Business District which contains the greatest concentration of uses is called the retail core. Here are located the departmental stores and retail shops and stores. The core area also has the highest pedestrian volumes. The retail core area is surrounded by uses which are important to the functioning of the Central Business District. State, federal, and city offices are major generators and citizens who visit these agencies also make business transactions with nearby realtors, lawyers, title companies and bankers. The interaction between all of the many uses in the Central Business District cannot be duplicated in the shopping center.

In general, the Central Business District is defined as the area bounded by 2nd Avenue on the north, Cordova Street on the east, 9th Avenue on the south, and L Street on the west. The core area is centrally located within these boundaries and includes 4th, 5th and 6th Avenues between A and F Streets.

The area between Cordova Street and Gambell Street is a transitional zone, containing primarily low-density commercial uses. The area between 10th and 15th Avenues is also a transitional zone which is experiencing increases in residential densities.

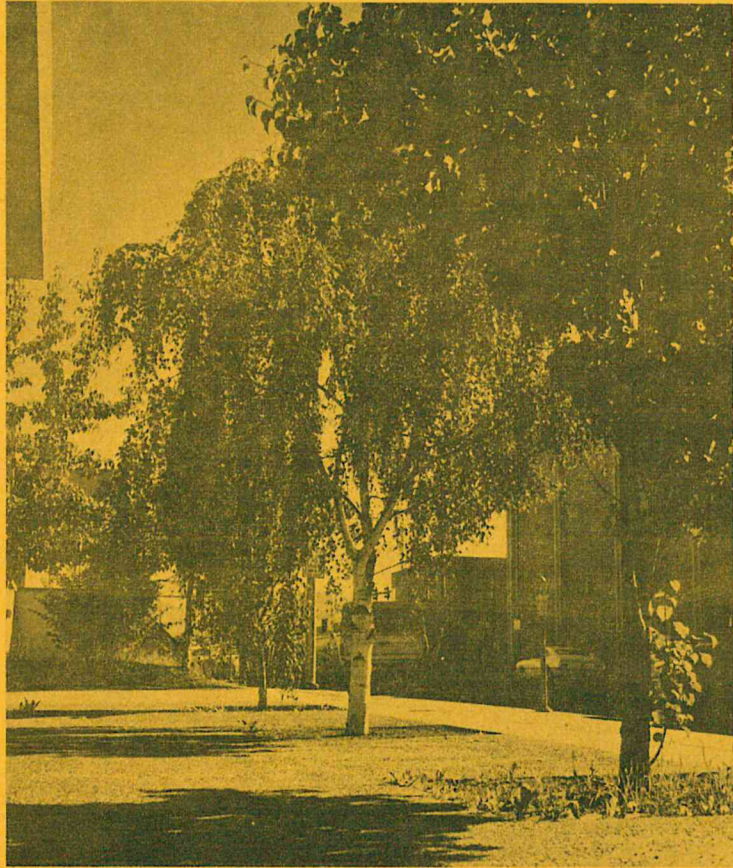
The Central Business District must maintain its economic strength and must be the main center for the entire metropolitan area. Over 50 percent of the taxes paid annually within the borough are generated by the City of Anchorage. Anchorage is a vibrant city and a good investment. It behooves the citizens of the borough to maintain their investment by maintaining a strong downtown.





VICINITY MAP

FIG. 1



SUMMARY

“IF WE COULD FIRST KNOW WHERE WE ARE, AND WHITHER WE
ARE TENDING, WE COULD BETTER JUDGE WHAT TO DO, AND
HOW TO DO IT.”

— Abraham Lincoln

II. SUMMARY

This Central Business District Plan for Anchorage is based on studies conducted by John Graham and Company, architects – planners – engineers, and its economic consultant, Larry Smith and Company. The study was commissioned as an element of the Comprehensive Plan by the Greater Anchorage Area Borough. The work has been conducted as a team effort by the planners and a Citizens' Advisory Committee composed of downtown businessmen and civic leaders.

The problem for Anchorage, as for many other American cities, is that, as suburbia grows and suburban shopping centers are built, there is a resulting incipient decay of the commercial and civic life of the downtown area. The objective of the study was to provide a plan for revitalizing the downtown community, making it more attractive as a place for citizens to work or live in and for those residing in outlying areas to visit for purposes of shopping, transacting business, dining, recreation, attending cultural events, and the like. The planners recognize that the plan must have flexibility to respond to social, political, and technical changes that will occur during the life of the plan.

The study involved several major steps: inventory, analysis, and planning. The inventory phase revealed that the Central Business District had 469,000 square feet of retail floor area, or 39 percent of the total retail floor area within the borough. The downtown area also contained 59 percent, or over 1.2 million square feet, of non-governmental office space within the borough. The planning team also conducted an economic

base study for the borough under a separate contract. The information in this study projected population by five-year increments to 1990. These projections were then utilized to project possible retail and office space requirements for the Central Business District. The projections by five-year increments revealed that an additional 650,000 square feet of retail space and 1,175,000 square feet of non-governmental office space could be supported by 1990, assuming that an improved metropolitan transportation system, including transit, is developed.

Additionally, the study sought to determine in what locations and in the precise manner that the downtown should be developed. Major recommendations are briefly outlined below, and they include not only the nature and location of the various facilities listed, but also recommendations for landscaping, zoning ordinance modifications, and other items that will make the future downtown area more cohesive, attractive and dynamic. Here are the major elements of the proposed program:

THE RETAIL CORE, the planners believe, should be concentrated in a compact area to reduce the walking distance. This is an important factor in almost any city in the nation, but it is especially urgent in Anchorage due to the difficulties of pedestrian circulation during the severe winter months. The planners recommend several enclosed pedestrian malls that will protect shoppers from inclement weather. To further facilitate pedestrian traffic downtown, the study has proposed

a series of covered crosswalks with heat lamps installed and heating coils in the pavement slabs to maintain a snow-free condition at the crossings. These would be strategically located in the eight-block retail core area and would connect buildings on both sides of the street. Office structures, including the new federal and state buildings, should be located adjacent to the core.

ADEQUATE PARKING is considered by the planners to be a critical element of vigorous development downtown. Thus, it is recommended that the retail core area be ringed with multi-story parking garages. Spaces for approximately 10,000 automobiles will be needed by 1990. Over 76 percent of these spaces will be in garages or lots operated publicly and privately, the remainder to be on-street parking.

A TRAFFIC CIRCULATION SYSTEM must be implemented to provide more convenient access to the Central Business District. The planners propose that metropolitan-bound traffic be routed around the Central Business District, thus permitting its streets to be utilized for local traffic. This recommendation is strengthened by the Mayor's Citizens Advisory Committee on the CBD which stated that all future decisions regarding traffic circulation in and around the CBD be made with the goal in mind that through traffic should be eliminated from the CBD area.

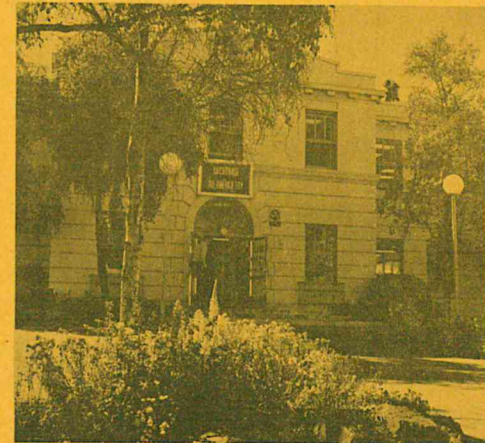
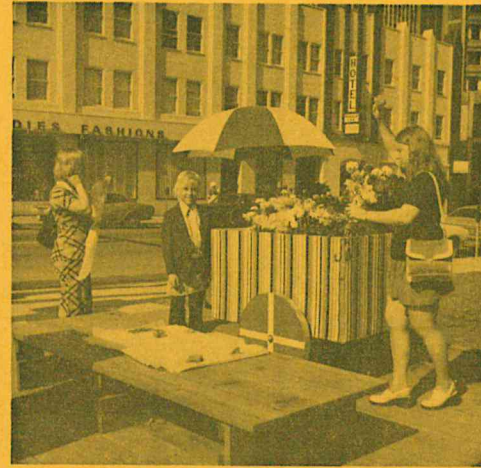
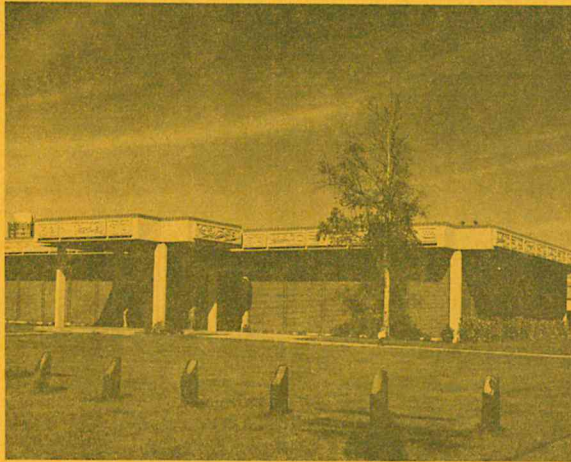
ZONING CHANGES will be required if the overall planning objectives of the community are to be properly implemented. Of special importance is creation of a new zoning district requiring that all developments within the retail core must have retail uses on the ground floor. This is in no way intended to discourage construction of privately financed office buildings in the area; indeed, they will make a healthy contribution to the region,

but the ground-floor retail use requirement must be observed.

PUBLIC PARK AREAS also must be provided in close proximity to the central core area, the planners believe. Two major open spaces are recommended. One of these parks, in the "buttress area", would be created by landscaping the upper deck of a new two-level parking facility. The other park, on the City Hall block, would be developed above an underground parking structure, and the landscaped roof top could include a skating rink if the library is relocated. The parks would thus be both scenic and recreational and would provide pleasant public focal points, particularly in the summertime.

A TREE-PLANTING PROGRAM would help to relieve the monotony of concrete and masonry downtown and to provide a more pleasant and attractive city environment for borough residents and visitors. The planners have thus recommended extensive landscaping for 16 blocks along 4th and 5th Avenues, along both sides of 9th and 10th Avenues fronting on Delaney Park for 12 blocks, and for 6 blocks along C, I, and L Streets. Detailed study on cost and methods of implementing need to be done before these recommendations are finalized.

IN-TOWN LIVING should be encouraged if the downtown area is to evolve properly. Housing in the central area will lend vitality to the city and provide a built-in clientele for shopping, civic, and cultural facilities. There will also be less congestion on highways leading to the city center. The planners thus recommend apartments in the west part of the downtown area along L Street and south of Delaney Park. The number and floor area of apartments that eventually should be built was not quantified in the study, but the conceptual idea of increasing downtown living within walking distance of the central core was strongly stressed.



CITIZEN INVOLVEMENT

**“...FOR ONLY WHEN THE CITIZENS OF A COMMUNITY HAVE
PARTICIPATED IN SELECTING THE GOALS WHICH WILL SHAPE
THEIR ENVIRONMENT CAN THEY BE EXPECTED TO SUPPORT
THE ACTIONS NECESSARY TO ACCOMPLISH THESE GOALS.”**

— President John F. Kennedy
Housing Message, March, 1961

III. CITIZEN INVOLVEMENT

Citizen involvement in the development of the Central Business District Plan was this study's most important priority. The consultant felt that the success of the plan depended heavily on the degree of community participation.

During the course of this study, numerous meetings were held with a citizens' advisory committee composed of leading business and civic leaders in the community. The committee acted as a sounding board for the consultant and provided valuable input in the development of the plan. Several of the committee's most important actions included the organization of a public forum and the distribution of a questionnaire that would afford citizens the opportunity of expressing their opinions on downtown.

The Borough Planning Department also prepared a community attitude survey as part of their comprehensive planning program. The purpose of this survey was to gain insight into the attitudes of the residents of the Greater Anchorage Area Borough relative to various alternative policies, programs, and courses of action which local government could follow in guiding the future growth of the community. A portion of the survey dealt specifically with attitudes toward the Central Business District. In conducting the survey, 1500 questionnaires were sent out on a random sample basis to residents of the community, including Eagle River and Girdwood. A total of 584 questionnaires, or 39 percent, were returned and tabulated. A general summation of the answers provided the following:

1. When asked if they considered the Central Business District as the center of the community and the part that people remembered when they thought of the Anchorage area, 62 percent of the respondents replied in the affirmative.
2. When questioned about the features of the downtown area that bothered them the most when shopping or conducting business, the replies were:

a. Lack of parking	51%
b. Traffic	16%
c. Parking cost	12%
d. Old and unattractive buildings and surroundings	7%
e. The amount of walking needed to get from one store to another	5%
f. None of the above	9%
3. When asked their preference for shopping or conducting business in a shopping center rather than downtown, 68 percent of the respondents replied that they preferred the shopping center.
4. In quoting their reasons for preferring the shopping center, they checked the following items:

- a. Convenience 90%
- b. Easy parking 75%
- c. Free parking 61%
- d. Less traffic 33%
- e. New and attractive buildings and surroundings 25%

5. When asked what they thought should be developed or improved in the downtown area, the following items were noted:

- a. Parking garages 39%
- b. A mall 26%
- c. Appearance of buildings and surroundings 10%
- d. Street improvements 8%
- e. Improved street lighting 3%
- f. None of the above 14%

It is obvious from the above answers that the downtown area must be provided with more parking and better vehicular access in order to be competitive with shopping centers. A significant number of people thought that the downtown should be improved with parking garages and a mall.

OBJECTIVES

Although current community attitudes are very important, previously prepared surveys were examined in order to compare changes in attitudes as they relate to the Central Business District Plan. Two studies that extensively solicited community reaction were Operation Breakthrough¹ and AMATS.² The objectives of any plan are achieved when the plan is implemented. In later sections of this report, the consultant makes specific recommendations to accomplish the objectives expressed by the citizens. The objectives of this planning program, as interpreted by the consultant, based on expressions of the Citizens' Advisory Committee at its various meetings and of citizens at the public forum, and through the questionnaires, are as follows:

- Provide better vehicular access to the Central Business District. The downtown area can never hope to compete with outlying shopping centers if major trafficways are not developed.
- Develop a convention center in close proximity to the major hotels. One faction of the community expressed the opinion that the center should be located on a 10-acre site owned by the Alaska Railroad below 2nd Avenue,

¹*Breakthrough to Tomorrow, Anchorage 1968 - 1989, March 1969*

²*Inventory of Current Travel Demands and Facilities, Anchorage Metropolitan Area Transportation Study, Wilbur Smith and Associates, August 1970*

west of Christensen Drive, in the Ship Creek area. Several members of the Citizens' Advisory Committee have recommended that the center be developed in the buttress area. The consultant retained by the city to study alternative sites has recommended a superblock development bounded by A Street, 9th Avenue, C Street and 7th Avenue.

- Reduce the conflict between pedestrians and vehicles. It is the pedestrian that does the shopping and transacting of business.
- Provide for higher residential densities in the downtown area and south of Delaney Park. This would provide a built-in market to support activities downtown.
- Make downtown more attractive for shopping, working, living, and visiting.
- Develop a more compact Central Business District. This reduces the walking distance for the pedestrian and the number of vehicle trips that must be made.
- Provide open space in the form of parks and plazas. People will remain in the downtown area longer if they can relax either before, during, or after their shopping or business transaction.
- Develop pedestrian malls to provide protection from the elements and to expedite pedestrian circulation.

- Provide bicycle rights-of-way to the Central Business District and provide racks at major land use generators.
- Impose limitations on building heights in relation to ground coverage.
- Locate more parking facilities in close proximity to major generators.
- Provide space for the new federal and state office buildings in the downtown area.



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PHYSICAL CONDITION

"A DISEASE KNOWN IS A HALF CURE."

— Latin Proverb

IV. PHYSICAL CONDITIONS

Among the factors affecting the development of the Central Business District are soil conditions, land use, existing building construction, urban design features, and zoning.

PHYSIOGRAPHY AND HYDROLOGY

The Central Business District is located on an outwash plain. The physiographic features of the area were determined by glacial retreat and advance which occurred at least three times, leaving stratified layers of silt, sand and gravel. The unsorted glacial material that was deposited contained a layer of blue clay, which was responsible for the land slides during the 1964 earthquake. The layer of blue clays is impermeable, but has the ability to absorb water because of its mineral composition. When wet, the clays become soft and plastic and have little bearing capacity. This stratification of blue clay underlies all of downtown Anchorage and is 300 feet thick in some areas.

The Central Business District also contains aquifers or stratified water layers which are confined to sand and gravel outwash plains. The subsurface water was also attributed to being a prime factor in the landslides during the 1964 earthquake.

After the 1964 earthquake, the Federal Reconstruction and Development Commission established Scientific and Engineering Task Force Number 9. Task Force 9 was charged with advising the Commission on those aspects of geology, soils, and

engineering that would affect reconstruction plans. The portions of the study area that are of concern to this plan are the 4th Avenue and the L Street slide areas. In September 1964, Task Force 9 made its final recommendations. The recommendations were in the form of earthquake risk classifications. Both 4th Avenue and L Street areas were classified as unstable. This meant that stabilization was necessary before the high risk classification would be removed.

The 4th Avenue area was subsequently stabilized through the installation of a subsurface water drainage system and a gravel dam which buttressed the area. After this stabilization program, height, load, and excavation restrictions were placed on the area. The L Street slide area was never stabilized and remains a high risk area. After an analysis of the area's soil studies, and conferences with various agencies involved in the reconstruction effort, this consultant recommends that development in the Central Business District conform with the specifications governing the development of both slide areas. This study further believes that it is not in the public interest, in terms of time and money, to reconvene Task Force 9, unless new soils or geological information is available.

EXISTING LAND USE

The Central Business District is laid out on a grid pattern with block dimensions of 300 by 300 feet and street widths of 60 feet, with the exception of 4th and 5th Avenues which are 80 feet wide. The Central Business District contains 380 acres

of retail, commercial, public and semi-public, and residential land use. Anchorage is the retail center of the state and, until recently, the Central Business District contained the major portion of the retail floor space within the community. It now contains only 30 percent of the total retail space and 40 percent of the comparison goods within the borough. The 100 percent corner for retailing (that area having the highest pedestrian activity) is at the intersection of 6th Avenue and D Street, with the major retail space being occupied by J. C. Penney and Northern Commercial. A retail mall has recently been added to the ground floor of the Penney parking garage, and a retail development currently proposed on the northeast corner of 6th Avenue and D Street will anchor this area as the major retail center in the Central Business District. Other retail space is concentrated on the 4th and 5th Avenues and is composed of small retail stores and specialty shops.

The Central Business District contains approximately 59 percent of the non-government office space within the Anchorage area. This constitutes the major strength of the Central Business District. Anchorage is the financial center of the state, and the banks within the Central Business District house a portion of the commercial office space on upper floors. The First National Bank Building, the First Federal Savings and Loan Building, the National Bank of Alaska Building, and the Matanuska Valley Bank Building are major office buildings. The Alaska Mutual Savings Building, when completed, will also be a major office building. Other major office buildings include the Atlantic Richfield Building and the Union Oil Building. The commercial office space is scattered throughout the Central Business District, with the financial institutions located, for the most part, in the core of the Central Business District.

City, state and federal offices are all located within the Central Business District. Municipal offices are located in City Hall and City Hall Annex, and a new facility is being studied to replace these obsolete structures. The projected space needs for the city offices will increase by approximately 95 percent over the next 10 years.³

State offices are disbursed throughout the Central Business District, with a majority of the administrative offices located in the McKay Building. The State of Alaska is planning to construct a new building in Anchorage to house all of the departments which are now located in separate quarters. The State Court Building is currently being expanded at 3rd Avenue and K Street.

Federal offices are located in the Federal Court House/Post Office, Hill Building and Cordova Building. General Services Administration plans to develop a new Federal Building to house all of the existing federal offices. This facility, according to recent reports, will contain 800,000 square feet of net floor area. Parking will also be provided in a separate structure.

Most of the existing government space in private structures is in older, yet sound, buildings. The two key buildings are the Hill Building and the Cordova Building, both of which are to be considered competitive.

³ City of Anchorage, *Facilities A, Civic Convention and Recreation Center Feasibility Study*, prepared by Ellerbe and Consultants, March 1972

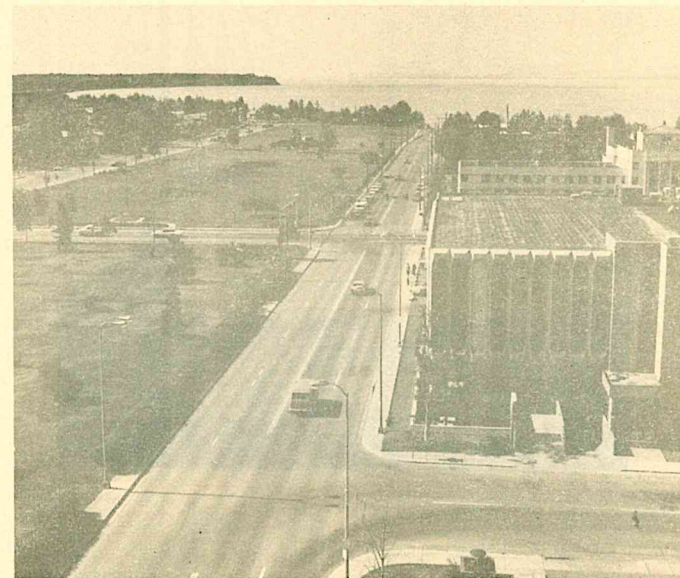
The new city, state, and federal facilities will further strengthen the Central Business District as the focal point of the community. The existing floor space that will be vacated will provide space for non-governmental office needs. There will be vacancies until the market expands to absorb the slack.

The Anchorage Central Business District contains 76 percent of all hotel space and 39 percent of all eating and drinking space within the Greater Anchorage Area Borough. The largest hotel in the Central Business District is the Anchorage Westward with 590 rooms. The other major hotels with 100 or more rooms are the Holiday Inn, the Royal Inn, the Captain Cook, and the Roosevelt. There are also several smaller hotels within the Central Business District.

The Central Business District also contains many other residential uses, primarily on the south and west sides of the district. Residential land uses are composed primarily of single-family dwellings.

Public land usage in the form of park land and open space is prevalent on the periphery of the Central Business District. Delaney Park, a 24-acre park strip between 9th and 10th Avenues exists to the south of the Central Business District. To the east is open space in the form of a cemetery, and the northern and western fringe contains a bluff that rings the city and remains in a fairly natural state.

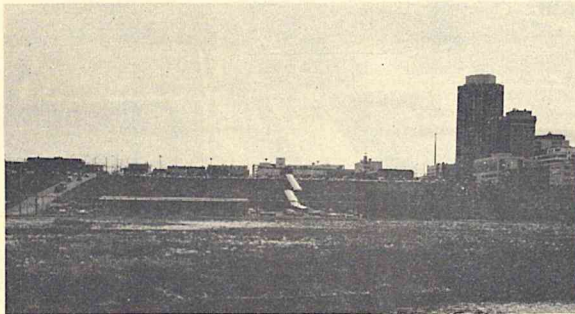
A portion of the acreage within the Central Business District is occupied by private, off-street parking. In 1968 there were 151 private off-street parking facilities which had 2570 spaces. Private off-street parking is made up of many scattered lots that will be developed more intensely as the demand for land



in the Central Business District increases. At present these lots are privately owned and leased to parkers on a monthly basis. These private lots make up approximately 50 percent of the parking within the Central Business District.

The City of Anchorage provides 26 percent of the parking within the Central Business District. All municipal lots are metered. Commercial lots and garages provide for the remaining 24 percent of parking. The commercial lots and garages provide a service to the patrons of the associated commercial development.

There are many planned developments which will create a stronger downtown. In addition to the governmental buildings, the community is considering the development of a civic and convention center, which would include a performing arts center. Other facilities being discussed include an all-weather sports arena and a pioneers' home .



The 4th Avenue frontage of the buttress area has been committed for development by the Alaska State Housing Authority. This land is within the R-20 Urban Renewal Project and construction of banking and retail facilities is expected to start within the year.

The patterns of land use development within the Anchorage area are clearly in a state of change. The expansion of the suburbs over the past decade, and the corresponding decentralization of retail and some commercial activities, have served to expand the developed land within the urban area. This expansion has created demands for public facilities such as roads, sewer systems, schools, etc. Population growth has provided opportunities for retail and commercial development,

although the concentration of land uses within the City of Anchorage and the Central Business District have not increased proportionally. Consequently, some of the expansion has occurred at the expense of those areas. These changes and many others have all contributed to making the current land use pattern substantially different, both in scope and in size, from that of a decade ago.

As an initial step in determining land use development opportunities for the Central Business District, an inventory of existing land use patterns by type of activity was undertaken throughout the entire urban area. The results of this inventory are summarized in Table 1.

TABLE I. EXISTING LAND USE INVENTORY *

<u>Type of Land Use</u>	<u>Central Business District</u>	<u>Balance of Borough</u>	<u>Total</u>	<u>Percent in Central Business District</u>
Comparison Retail**	469,000	742,400	1,211,400	39
Other Retail***	161,300	556,900	718,200	22
Non-Governmental Office Space	1,220,900	843,900	2,064,800	59
Eating and Drinking	117,600	180,500	298,100	39
Hotels/Motels	324,900	100,400	425,300	76
Personal Services	<u>49,200</u>	<u>69,000</u>	<u>118,200</u>	<u>42</u>
Total	2,342,900	2,493,100	4,836,000	48

* Inventory undertaken by Larry Smith & Company, February 1972

** Department stores, apparel, furniture, and appliances

*** Specialty stores, such as gifts, records, music, jewelry, etc.

Despite the suburbanization trends of the past decade, 48 percent, or almost half, of the retail, commercial, and office space of the Anchorage area is still located in the Central Business District. Because of the substantial increase in employment and population expected over the next two decades, additional retail, commercial and office space will be required to serve and accommodate this growth.

Central Business District land values throughout the Anchorage metropolitan area have fluctuated and can be expected to continue to fluctuate over time as a reflection of the volatility of the economy. With increased land values, investors have intensified the scale of development on Central Business District sites. This is a reflection of the maturing of Anchorage and its emergence as a major city. The costs of building high-rise office and apartment complexes and multi-level retailing structures can be justified only when the gross rents and the residual returns to the developer counterbalance the land costs. Anchorage has now reached a point where a compact and concentrated level of development can be justified from the standpoint of the potential return to the investor/developer. This intensity of development can provide a base for such amenities as parking garages, covered walkways, and other urban design features that cannot be provided in sparsely developed sprawling complexes. The higher land values associated with an intensely developed core area are being evidenced in Anchorage and are thus a reflection of its urban dominance, with an increasing orientation towards major office buildings, high-rise hotels, and complex and sophisticated retail shopping structures. The development of such activities cannot be financially justified if they are allowed to locate virtually at will throughout the Anchorage urban area.

There are several property owners having extensive land holdings in the Central Business District. The consultant has discussed the future use of these properties with the known developers and has determined that their plans are in accord with the objectives of this study. The development of large tracts is advantageous because it obviates the time-consuming task of assembling small parcels and it creates projects that can be better oriented to adjacent properties and other uses in the Central Business District.

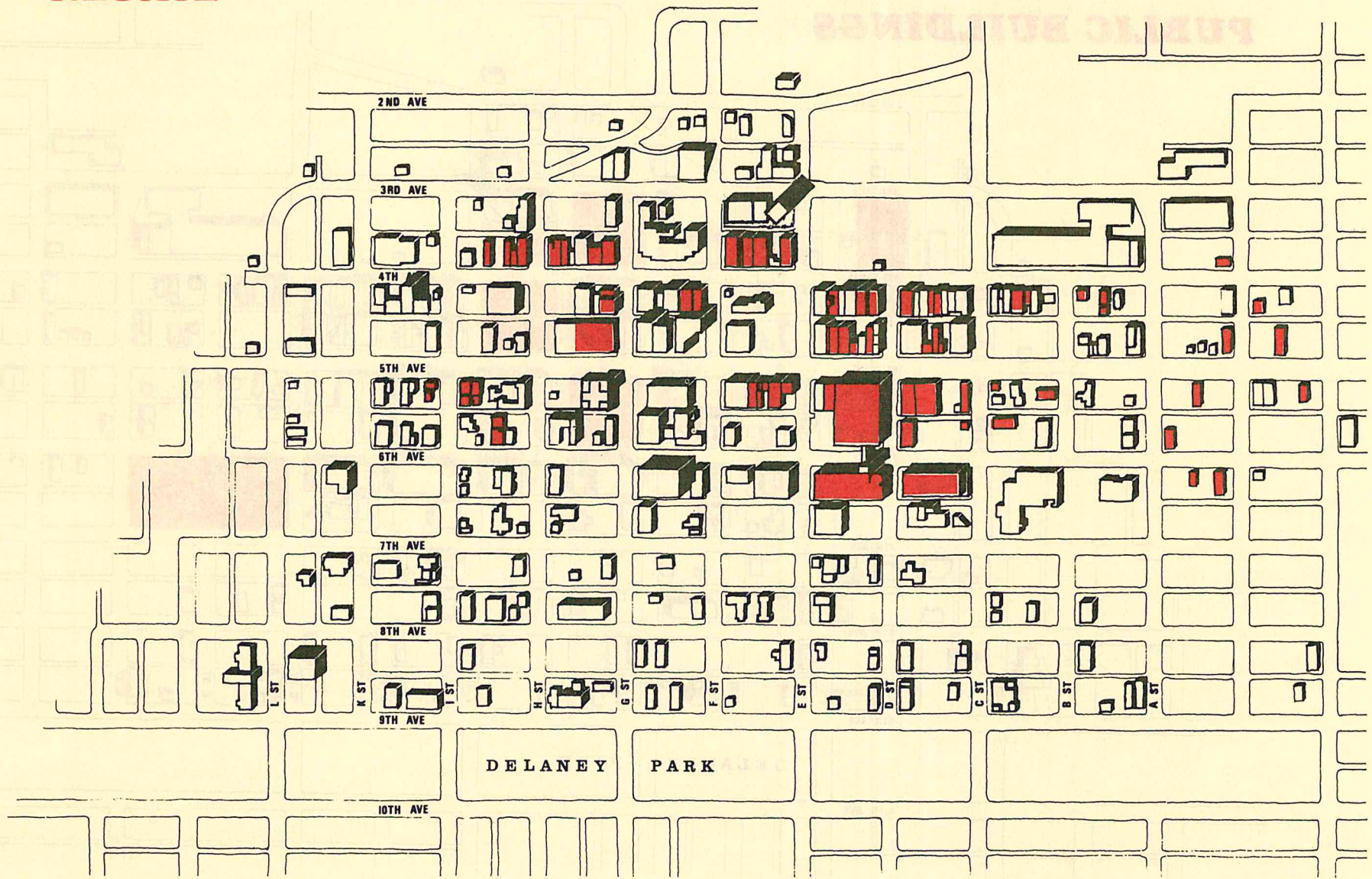
BUILDING CONSTRUCTION

Many structures within the Central Business District are classified as Type V construction. This is a building code term that relates to building type. In general, Type V construction includes those structures being of frame construction. Within the Central Business District, the business zoning districts are classified as Fire Zone 1. None of the buildings within this fire zone may be expanded or remodeled, except as permitted by the code.

Type V construction is significant in terms of land use planning for a downtown area because the buildings in this category are normally the first to be displaced by new construction. These buildings, being essentially of frame construction, can usually be acquired and demolished for far less money than a fireproof or fire-resistive building having components of concrete or protected steel.

The identification of Type V buildings in the Central Business District was based on information contained in the Sanborn Map Company's fire insurance plats and on field surveys. Sanborn plats indicate the type of construction for all buildings, the

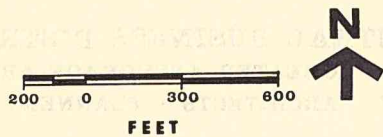
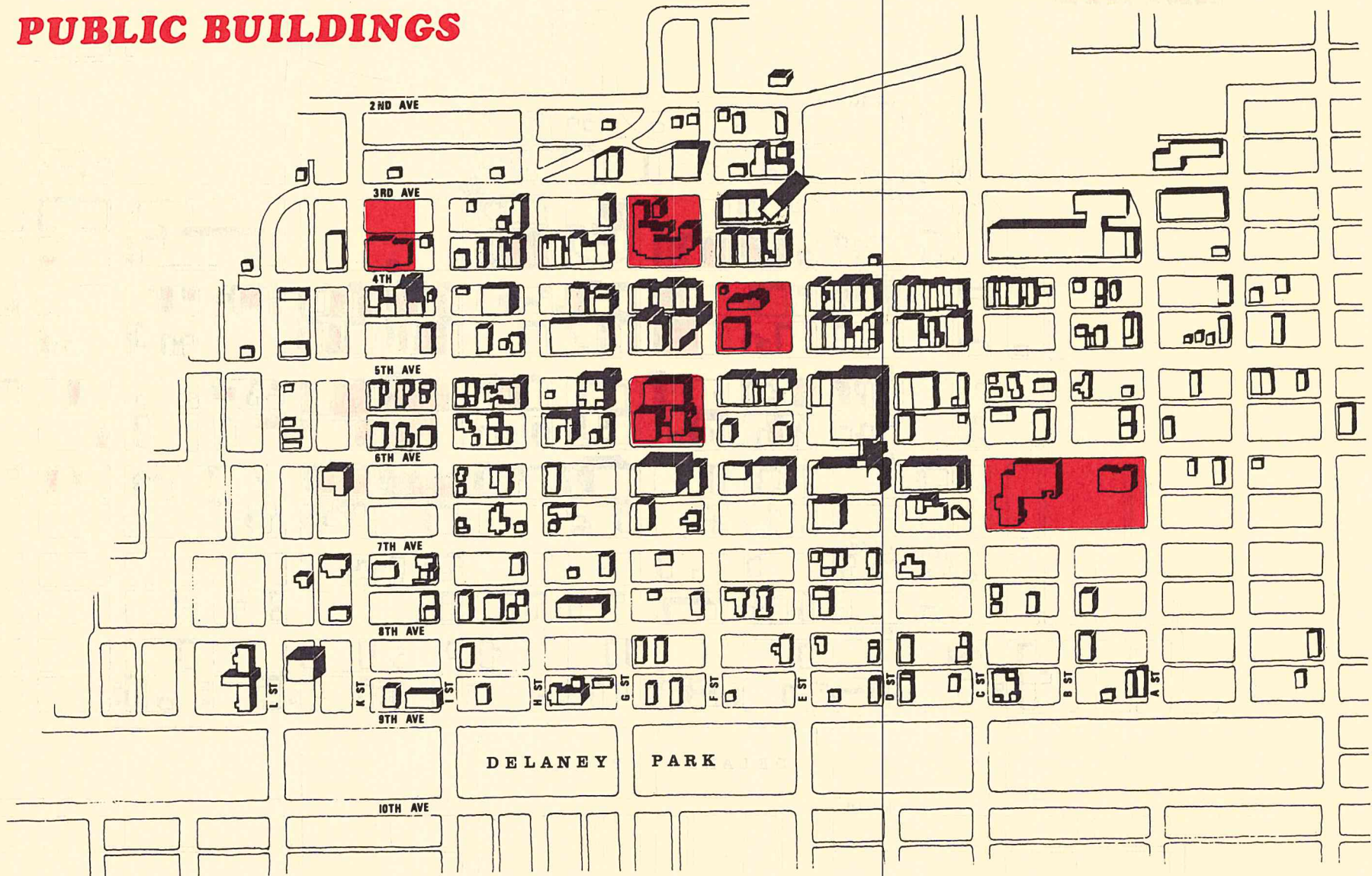
RETAIL



ANCHORAGE CENTRAL BUSINESS DISTRICT
CITY OF ANCHORAGE
GREATER ANCHORAGE AREA BOROUGH
JOHN GRAHAM AND COMPANY ARCHITECTS - PLANNERS - ENGINEERS

FIG. 2

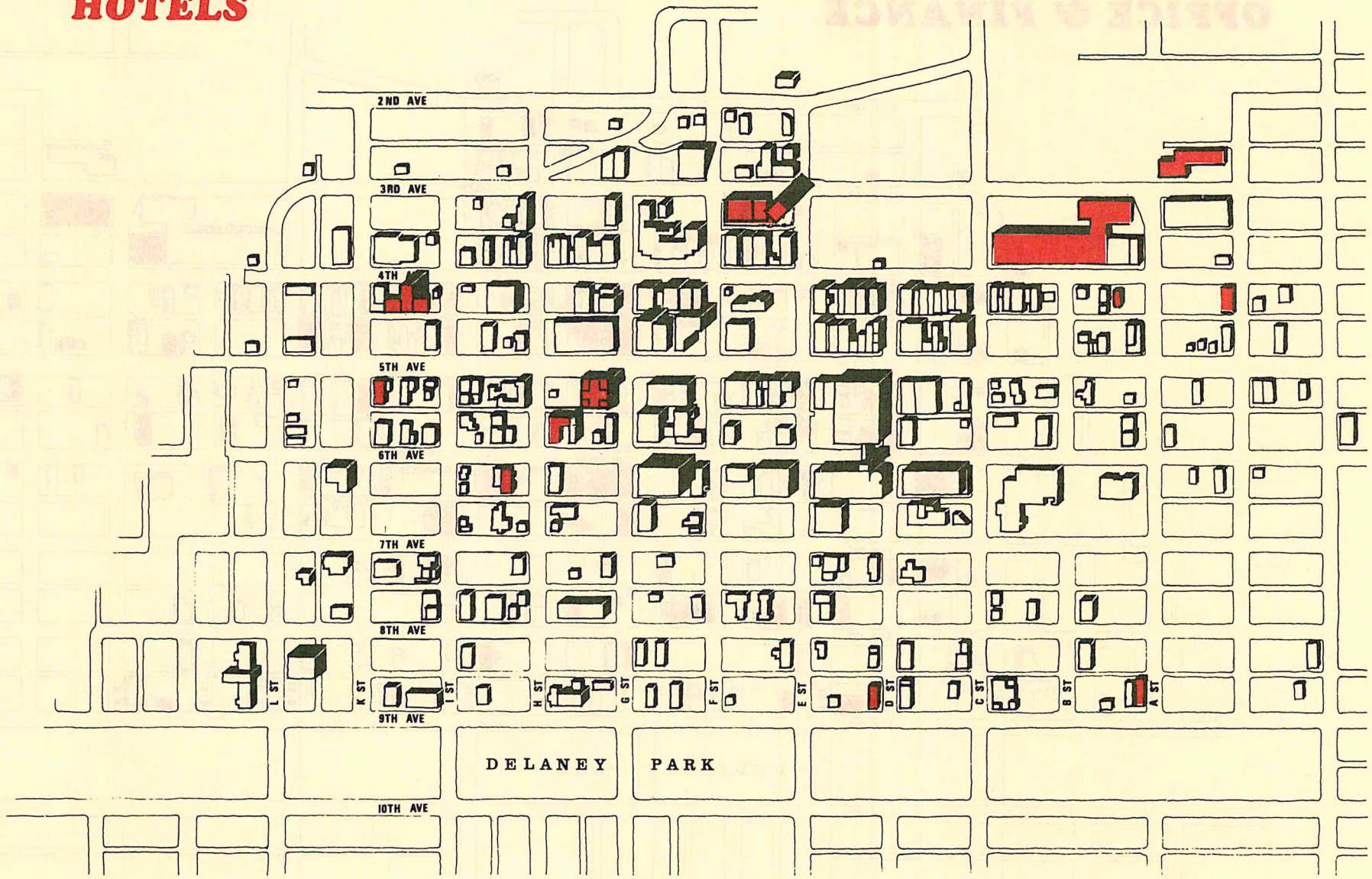
PUBLIC BUILDINGS



ANCHORAGE CENTRAL BUSINESS DISTRICT
CITY OF ANCHORAGE GREATER ANCHORAGE AREA BOROUGH
JOHN GRAHAM AND COMPANY ARCHITECTS - PLANNERS - ENGINEERS

FIG. 3

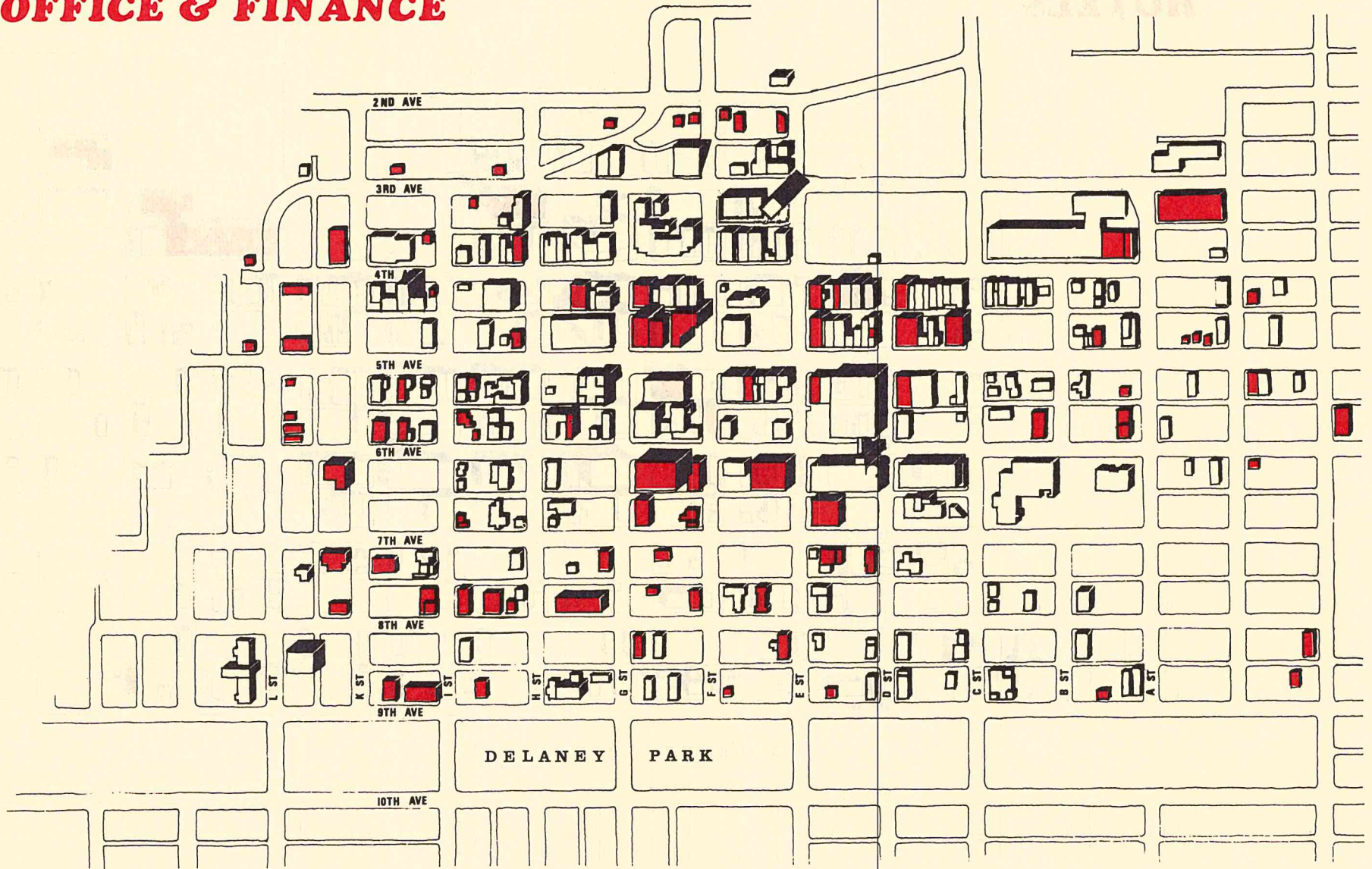
HOTELS



ANCHORAGE CENTRAL BUSINESS DISTRICT
CITY OF ANCHORAGE GREATER ANCHORAGE AREA BOROUGH
JOHN GRAHAM AND COMPANY ARCHITECTS - PLANNERS - ENGINEERS

FIG. 4

OFFICE & FINANCE

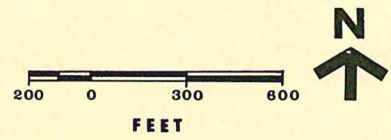
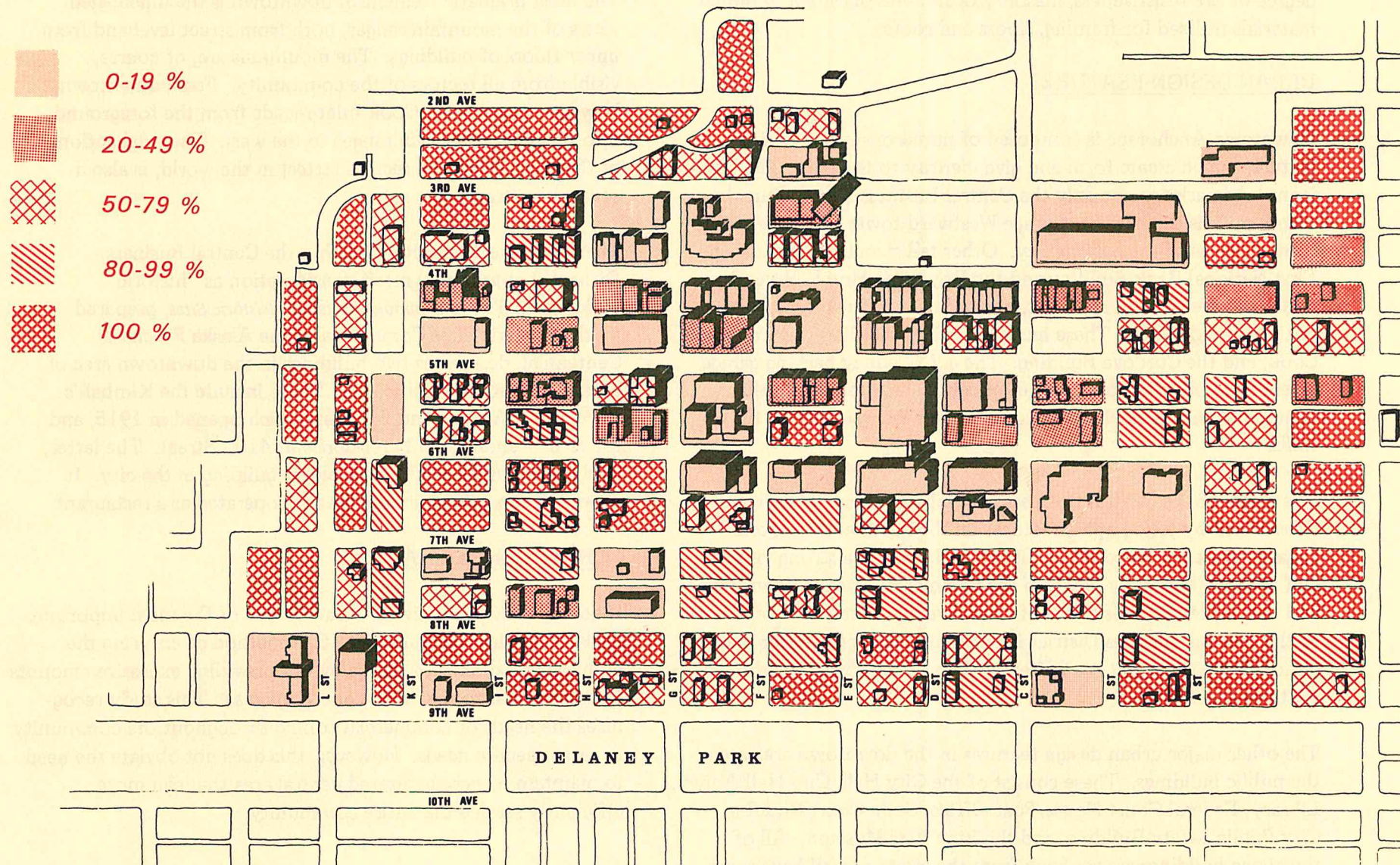


ANCHORAGE CENTRAL BUSINESS DISTRICT
CITY OF ANCHORAGE GREATER ANCHORAGE AREA BOROUGH
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FIG. 5

TYPE V CONSTRUCTION

Based On Structures/Half Block



ANCHORAGE CENTRAL BUSINESS DISTRICT
CITY OF ANCHORAGE
JOHN GRAHAM AND COMPANY

GREATER ANCHORAGE AREA BOROUGH
ARCHITECTS - PLANNERS - ENGINEERS

FIG. 6

degree of fire-resistiveness, masonry or non-masonry, and building materials utilized for framing, floors and roofs .

URBAN DESIGN FEATURES

Downtown Anchorage is composed of numerous urban design features which create form and give identity to the area. The dominant landmark for not only the Central Business District but the community is the new Anchorage Westward tower, which is visible from all areas of the community. Other tall structures include the First National Bank Building and the Royal Inn Hotel. Several structures are visually apparent, not so much for height or bulk, but because of color. These include the Hill Building, the Captain Cook, and the Cordova Building. The J. C. Penney parking garage offers an interesting form, based on light valued exterior walls contrasted with dark shadows cast through the openings of the walls.

The shape of the Central Business District is rectangular and was determined by topographic features on the north and west and Delaney Park on the south. Delaney Park creates a strong visual and physical boundary between the commercial uses of downtown and the residential uses south of 10th Avenue. The east boundary of the Central Business District is not as precise as the other ones, although the cemetery is an effective barrier to growth for the area south of 6th Avenue.

The other major urban design features in the downtown area are the public buildings. These consist of the City Hall, City Hall Annex, Library, Federal Court House/Post Office, State Court Building, City Public Safety Building, and the Fine Arts Museum. All of the above buildings are set back from the street and all have some form of landscaping.

The most dramatic element of downtown is the unexcelled views of the mountain ranges, both from street level and from upper floors of buildings. The mountains are, of course, visible from all sectors of the community. From downtown, however, one can see Cook Inlet recede from the foreground into the great mountain ranges to the west. The tidal action of the Inlet, being the second fastest in the world, is also a source of attraction.

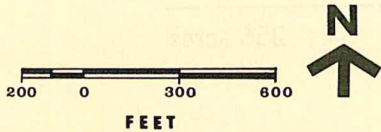
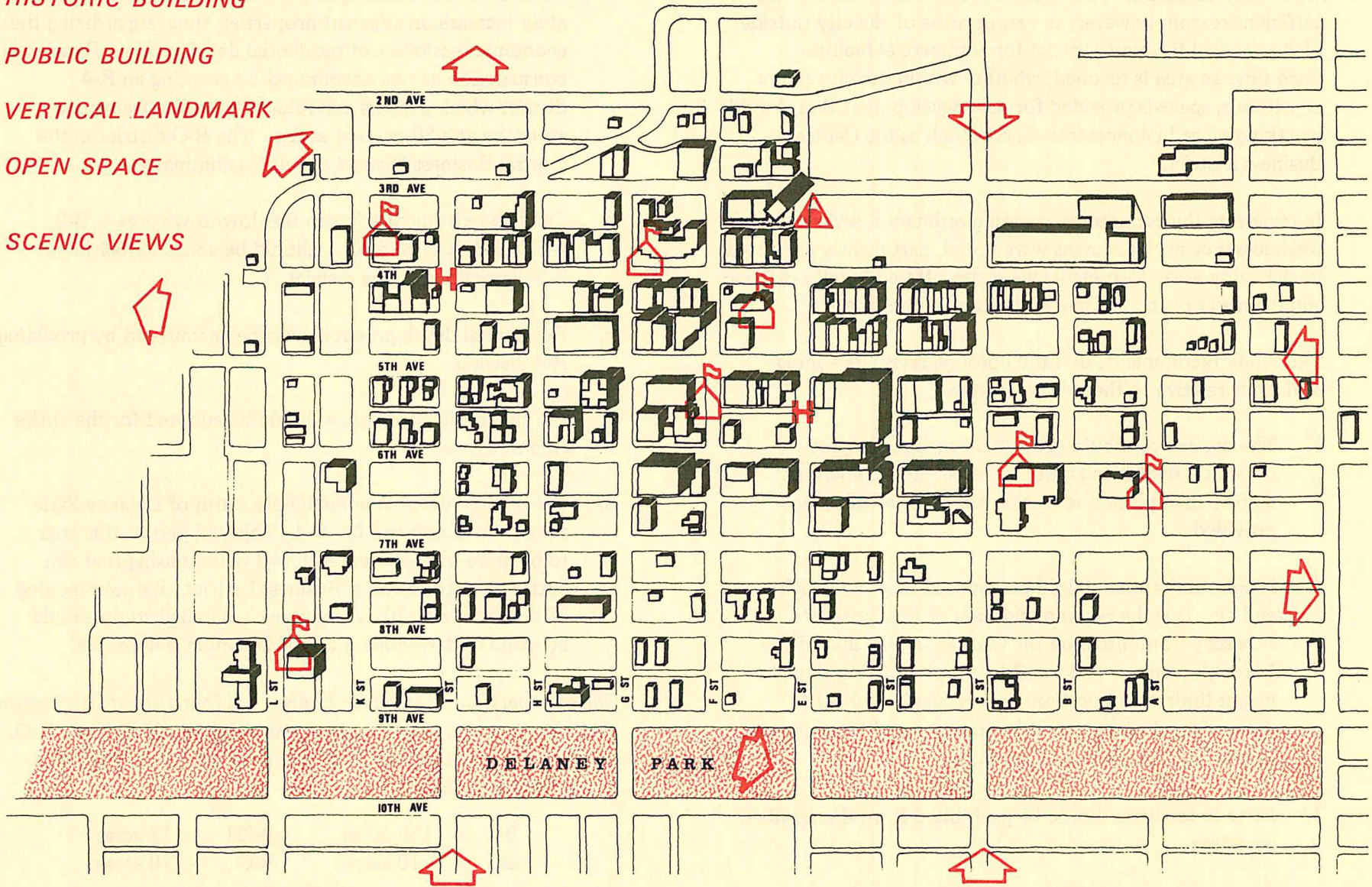
There are several structures within the Central Business District that probably merit consideration as "historic buildings". The *Handbook of Alaska's Historic Sites*, prepared by the Historic Sites Committee of the Alaska Purchase Centennial, designates two buildings in the downtown area of particular historic significance. These include the Kimball's store at 5th Avenue and E Street, which opened in 1915, and the A. J. Wendler family residence at 410 I Street. The latter, now known as Club 25, is the oldest building in the city. It appears to be well maintained and is operated as a restaurant.

ZONING CONSIDERATIONS

If zoning is used positively, it can be one of the most important tools in shaping a community. One method of ensuring the dominance of the core area is by not providing excessive amounts of commercial zoning in the outlying areas. This study recognizes the need for commercial zoning throughout the community to serve specific needs. However, this does not obviate the need to maintain one concentrated central area that can more efficiently service the entire community.

URBAN DESIGN

- H** HISTORIC BUILDING
-  PUBLIC BUILDING
-  VERTICAL LANDMARK
-  OPEN SPACE
-  SCENIC VIEWS



ANCHORAGE CENTRAL BUSINESS DISTRICT
 CITY OF ANCHORAGE GREATER ANCHORAGE AREA BOROUGH
 JOHN GRAHAM AND COMPANY ARCHITECTS - PLANNERS - ENGINEERS

FIG. 7

The Anchorage Central Business District is in competition with those developments outside the city limits. This is not sufficient reason, however, to rezone areas of the city outside of the Central Business District for commercial facilities. Each time an area is rezoned, whether within the city limits or without, space is provided for new development that should be taking place in concentrated areas such as the Central Business District.

In reviewing the community's zoning ordinance, several weaknesses or problem areas were noted, particularly as related to the study area. Comments were also offered by city officials and members of the Citizens' Advisory Committee.

This study recommends that the borough revise its zoning ordinance relative to the following items:

1. The ordinance should provide incentives for good design by permitting more intensive development of land to take place if setbacks, plazas, or arcades are provided.
2. Height limitations should be imposed to provide light and air. It is the recommendation of the Citizens' Advisory Committee on the CBD as well as that of the Borough planners and the City Administration that the height limitation question be thoroughly studied to determine what the actual limitation should be and where in the CBD it should be applied.
3. Drive-in facilities should be prohibited from the retail core area.

4. The R-O district does not encourage residential development. When an office building is erected, the land costs immediately increase on adjacent properties, thus jeopardizing the economic feasibility of residential development. Residential construction can be encouraged by enacting an R-4 district which permits a developer to utilize frame construction at a 50-percent saving. The R-O district in the Central Business District should be eliminated.
5. The five existing districts in the downtown area – B-2, B-2H, B-3, R-O, and I-2 – should be consolidated into a B-2 district and a new district.
6. Residential development should be encouraged by providing R-4 districts.
7. A uniform sign ordinance should be adopted for the entire Anchorage area.
8. The residential area immediately south of Delaney Park should be considered for R-4. This will permit this area to be more intensively developed with housing that can better serve the Central Business District. Before rezoning of this area takes place, however, a detailed study should be made to determine if any R-O zoning is desirable.

The existing Central Business District has four zoning classifications that permit commercial development – B-2, B-2H, B-3 and R-O. As of January 1, 1973, these districts contained the following amounts of land area:

B-2	–	155	acres	B-2H	–	13	acres
B-3	–	10	acres	R-O	–	78	acres

Total	–	256	acres
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The entire Anchorage Community contains six zoning districts that permit commercial development. The land area for the above areas follows:

B-1	-	313 acres	B-2	-	176 acres
B-2H	-	13 acres	B-3	-	1731 acres
R-O	-	291 acres	B-4	-	34 acres
<hr/>					
Total	-	2558 acres			

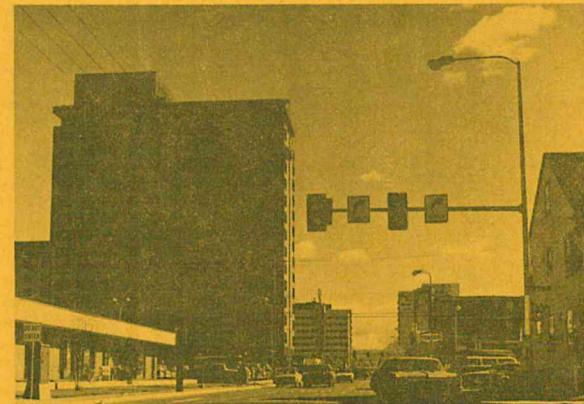
It is obvious from the above figures that the Central Business District contains some 10.0 percent of the land area that can be utilized for commercial development. In terms of retail area only (excluding the R-O district), the Central Business District contains 7.8 percent of the total land in the community zoned for this purpose.

In comparison, the *1980 Anchorage Metropolitan Area General Plan*, prepared by Wilsey, Ham, and Blair, made specific recommendations relative to commercial needs. In 1961, when this plan was developed, the population projected for 1980 was 225,000 for the entire metropolitan area. It is interesting to note that the study recommended 428 acres of commercial land to meet the 1980 needs. The 428 acres included 125 acres in the Central Business District, with the remaining acreage located in well-distributed neighborhood and regional shopping centers. The 125 acres in the Central Business District is equivalent to approximately 75 city blocks. Today there are more than 1600 acres of commercial zoning within the borough, or almost four times more than was projected as necessary for the entire borough by 1980. The Central Business District now has twice as much commercial zoning as the plan deemed necessary to meet the community's 1980 needs.

The projections were based on a land use factor related to population. The figure used to determine commercial land use needs was 0.18 acres for every 100 people. This factor is still widely used today. If it is applied to the current borough population, the amount of necessary commercial land would be 229 acres.

Zoning has occurred in Anchorage on a random basis with no comprehensive plan to follow. This type of excessive zoning leads to development that is not in the best interest of the community. This Central Business District study recommends that further commercial zoning should be stopped until the area-wide comprehensive plan is completed. The consultant believes that the existing commercial zoning should be evaluated on the basis of meeting total community needs, which includes the effects of excessive zoning in outlying areas on the Central Business District.





CIRCULATION

"ALL RIGHT YOU INVENTED FIRE AND THE WHEEL BUT WHAT
HAVE YOU DONE LATELY?"

— Saturday Review

V. CIRCULATION

During the past several years, traffic and parking in the Anchorage area has been the subject of numerous studies by the Anchorage Metropolitan Area Transportation Study (AMATS). The study resulted from the work and cooperation between the city, the borough, the state, the U. S. Bureau of Public Roads, and their consultant, Wilbur Smith and Associates.

The statistical information gathered by AMATS technical committee was evaluated and is a partial basis for this study's recommendations. This consultant's experience in dealing with human needs in urban areas and the review of the community response to the AMATS's recommendations forms the other portion of the basis of the recommendations.

In terms of traffic corridors planned to serve the Central Business District, the AMATS study recommended the following:

- SHIP CREEK FREEWAY — A freeway running east and west in the Ship Creek area that connects with the Glenn Highway on the east and the proposed Tidewater Freeway below the 3rd Avenue and L Street bluff on the west.
- TIDEWATER FREEWAY — A north-south freeway running from the connection of the Ship Creek Freeway along the beach area to the Earthquake Park vicinity and south to Anchorage International Airport

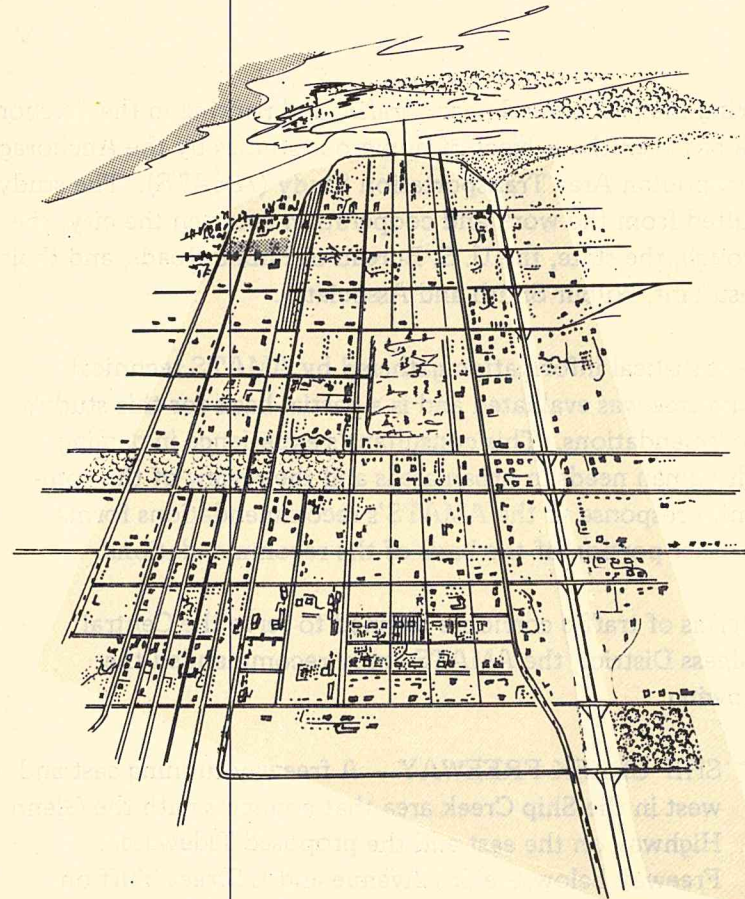
- A-C COUPLET — A north-south one-way couplet originating at the Port of Anchorage and crossing a viaduct to 4th Avenue and continuing south to the vicinity of 33rd Avenue where A Street merges into C Street.
- GAMBELL-INGRA COUPLET — A north-south corridor running from 5th Avenue south to the Seward Highway.

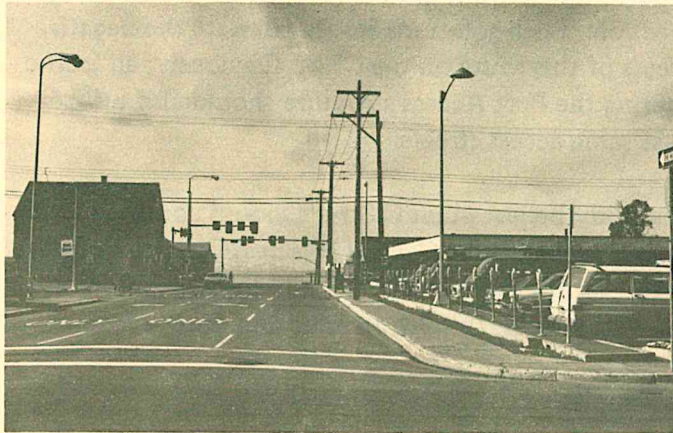
The major recommendations of the AMATS study were reviewed at a January 1972 public hearing, and considerable opposition was expressed relative to the A-C Couplet, Tidewater Freeway, and the Ship Creek Freeway. Opposition was based on the lack of environmental considerations, the fact that the freeways would utilize prime park lands and bisect the Central Business District core area, and the lack of consideration of alternate means of transportation. After the January public hearing, both the state and the borough commissioned mass transportation feasibility studies which are reviewed later in this section. The AMATS technical committee, composed of governmental representatives, also began meeting to consider the community's adverse reaction and to review alternatives to the original recommendations. The city, state, and borough each developed study proposals that reflected the need for improved traffic facilities and responded to the environmental, social, and economic problems associated with developing a highway system. The following is a brief description of each:

1. The City Study Proposal

The city asked the State Highway Department to study a limited-access transportation corridor that ran north and south from the Port of Anchorage to the Seward Highway. Such a freeway would parallel the Gambell-Ingra Couplet and be depressed from the Ship Creek Valley to Chester Creek Valley. The freeway would be provided with ramps connecting to downtown streets and most existing major east-west streets would be constructed over the depressed section. Through right-of-way acquisitions, the city would develop an all-day parking facility for downtown employees which would hold between 1500 and 2500 cars. A bus system would shuttle the employees to and from their places of employment.

Such a facility would obviate the need for the proposed A-C Couplet, but would also make the Tidewater Freeway a necessity. Another suggestion by the city was a modified Tidewater Freeway link to the airport. This link would originate at the Ingra-Juneau Freeway where it crossed the Ship Creek Valley and runs west and then south to the airport area, utilizing the existing Alaska Railroad right-of-way. This route was also proposed by the state of Alaska as a transit link to the airport in a feasibility study prepared by the Henry J. Kaiser Co. The transit system proposal provided for a limited-access four-lane divided facility, with one lane each way utilized exclusively by buses. A terminal was proposed in the 4th Avenue buttress area.





2. The Borough Study Proposal

The borough's proposal was the proposed official street and highway plan which included the completion of the A-C Couplet and an upgrading of all major highways and streets.

3. The State Study Proposal

The state's plan proposed to develop the A-C Couplet and Bragaw Street as the major north-south transportation corridors. This proposal also included a general upgrading of the existing major streets within the Central Business District.

Traffic data was fed into the computer for all three systems. The results showed that the city's proposal decreased traffic volumes within the Central Business District on most of the major streets, though it is understood that there are design problems involved in the proposed Ingra-Juneau Freeway. The AMATS technical committee reviewed the results of each plan and agreed to combine their strongest elements. This resulted in a new plan that has been adopted.

This AMATS Plan, adopted by both the Borough Assembly and City Council, proposes to run the A-C Couplet from the Port of Anchorage to 9th Avenue. South of 9th Avenue the system would utilize C Street for two-way traffic. The Ingra-Juneau Freeway concept, the Ship Creek Freeway and the Tidewater Freeway are all deleted from the AMATS Plan. In addition, the Borough Official Streets and Highways Plan (OS & HP), which has been adopted by the Assembly, deleted all references to freeways except for the Glenn Highway and Seward Highway.

Upon reviewing the various alternative highway plans, one realizes that there is not one solution to the traffic problem but various alternatives. In the final evaluation, all of the problems associated with highway development must be weighed. Social and environmental problems, for example, are not fed into a computer when a highway program is run. These problems are as real as traffic problems and have to be weighed in the light of the development of a total highway system. The ability to choose the best alternative not only comes from experience in transportation planning and engineering, but also from experience in dealing with a wide range of problems in urban and suburban areas.

This study recommends a conceptual approach to the traffic problems for the Anchorage Central Business District. It is first recommended that traffic within the Central Business District be limited exclusively to trips destined for it, or originating within it, and that all other traffic be routed around the District. As stated previously, this concept is strongly recommended by the CBD Advisory Committee and the City and Borough. The consultant believes that the upgrading of existing street and highway rights-of-way is far preferable to developing new rights-of-way.

The following alternative traffic concepts are recommended:

1. Port Access

The ultimate solution to the dispersion of traffic from the Port Access overpass would be to route it to a Ship Creek Freeway that would disburse traffic west to the I-L Couplet or a Tidewater Freeway or east to the Seward Highway or suggested Ingra-Juneau Freeway. A temporary

solution would be to utilize 3rd and 4th Avenues to disburse traffic from the Port Access in an east and west direction. Both solutions would alleviate the negative effects of this route on the CBD. Obviously, all traffic entering the Port Access structure should also utilize these same access streets.

This study believes that C Street should continue to be a major access to the Central Business District from the south. Traffic from C Street could be distributed on east-west streets, i.e., 9th Avenue and 15th Avenue.

2. I-L Couplet

This study believes that the I-L Couplet complies with the recommendation of routing traffic around the Central Business District, but only as an interim solution. Eventually, a Tidewater Freeway will be necessary.

3. Tidewater Freeway

This study believes that the Tidewater Freeway will eventually be necessary in order to route traffic around the Central Business District and that the existing railroad right-of-way should be utilized. This facility would have less impact on the environment if it followed an existing right-of-way, and Earthquake Park and other open space would not be affected. This route could also be developed as the transit link between the airport and the Central Business District, with possibilities for future expansion on the railroad right-of-way. The cost involved in developing this route would be less than the AMATS Tidewater Freeway.

This freeway need not be a physical barrier between the community and Cook Inlet. The design of the freeway should include the development of park land along the Inlet side. Access should be provided from one side of the freeway to the other for pedestrians and bicyclists.

4. Ship Creek Freeway

This facility would provide connections to the Tidewater Freeway, the I-L Couplet, the Ingra-Juneau Freeway, and Glenn Highway. This link need not affect the quality of the Ship Creek area and could be an incentive to develop additional open space, bike paths, and trails along the Creek.

This study recommends that 3rd and 4th Avenues become one-way to improve traffic circulation within the Central Business District, and that 5th and 6th Avenues remain as one-way streets. In another section of this report, a parking system is described that proposes the removal of curb parking on several streets to permit bike trails and landscaping.

MASS TRANSPORTATION

This section is based on information contained in the *Public Transportation Feasibility Study*, prepared by Bivens and Associates, and the *Feasibility Study for Transit Access, Anchorage and International Airport*, prepared by Henry J. Kaiser Company. The recommendations of this Central Business District study are based on a review of these reports and the consultant's experience in transportation planning in other communities.

Public transportation versus the automobile can be equated with downtown versus the shopping center. The common denominator is "convenience". For the average citizen the automobile provides a mode of transportation that has flexibility and convenience. This is not the case in every urban area. New York City, for example, has a public transportation usage that surpasses most other urban areas throughout the world. The reason for this high patronage is because travel by automobile is so inconvenient that it is easier to travel in crowded subways and commuter trains than to compete with other vehicles on the overcrowded streets and highways and to find parking spaces.

Nearly 70 percent of the peak-hour trips between the Central Business District and the Central City of Pittsburgh are via transit, and over 50 percent of such Central Business District/Central City trips are via transit in Baltimore. These are cities where transit is relatively more convenient than the private automobile and where central business district parking is at a great premium.

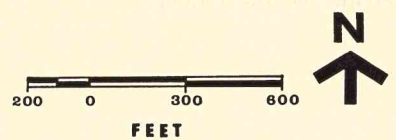
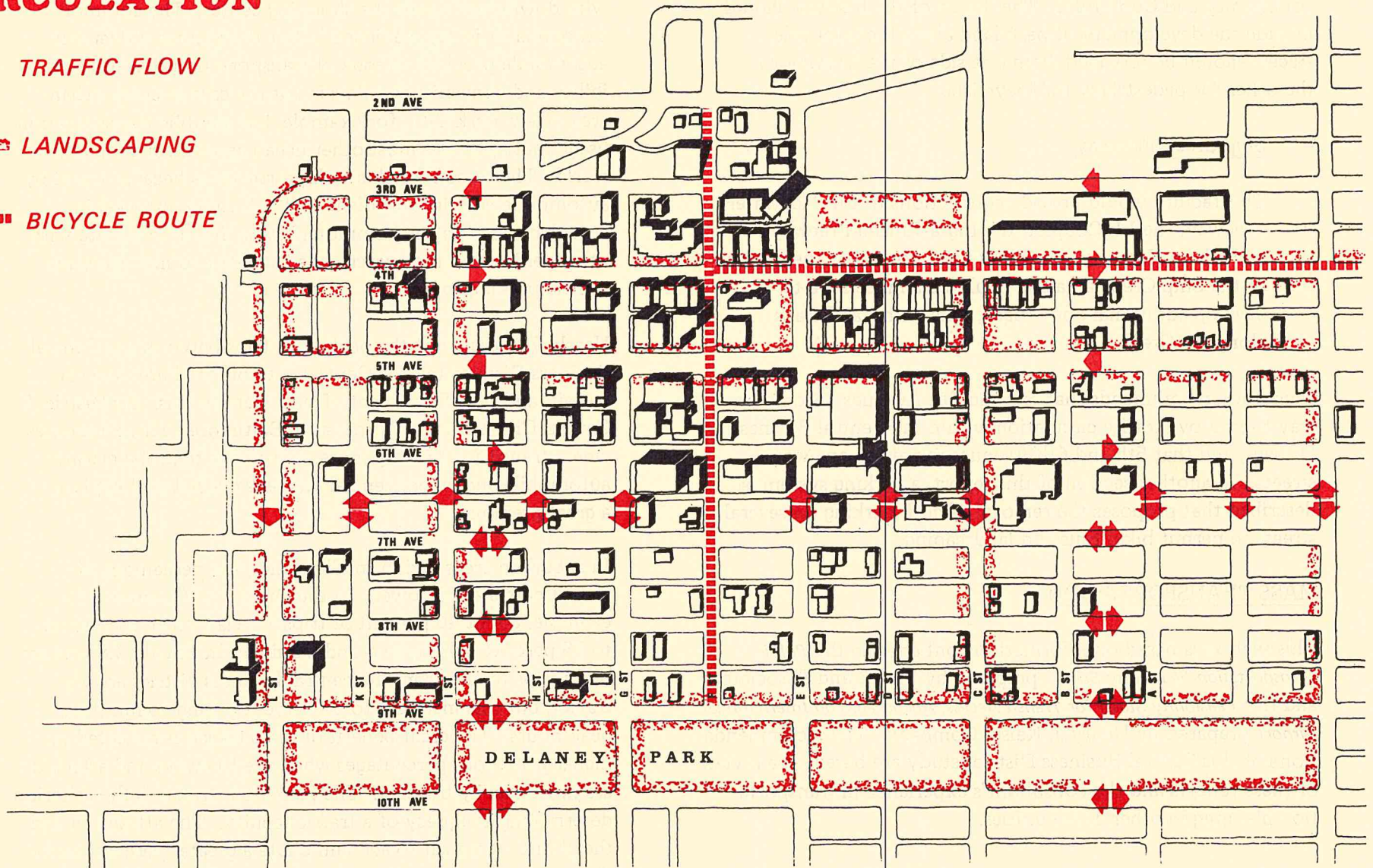
In suburban areas and in smaller cities, the percentage of transit patronage is lower. In the District of Columbia, for example, about 40 percent of trips are via transit in contrast to 13 percent in Maryland and Virginia. In Seattle, 28 percent of all trips to and from the central business district are via transit, but this increases to 37 percent during commuting peak hours. The great benefit of mass transit is reflected in higher peak-hour percentages when the freeways and arterials are most heavily traveled. The peak-hour traffic is the criterion determining adequacy of a traffic facility. The attraction and the ability of transit to accommodate a greater percent during these critical hours is a fair measure of its benefit.

CIRCULATION

◀ TRAFFIC FLOW

LANDSCAPING

BICYCLE ROUTE



ANCHORAGE CENTRAL BUSINESS DISTRICT
CITY OF ANCHORAGE GREATER ANCHORAGE AREA BOROUGH
JOHN GRAHAM AND COMPANY ARCHITECTS - PLANNERS - ENGINEERS

FIG. 8

This study recommends that mass transit be an integral element of the CBD circulation plan. This system will be in two forms: (1) "internal", which will involve movement between parking areas, major retail areas and areas of public assembly, possibly by shuttle buses, and (2) "external", which will involve movement between outlying areas and the CBD itself.

In Anchorage, where relatively low densities exist throughout most of the community, the overall transit patronage will be relatively low. It is expected that the peak-hour transit travel to and from the Anchorage Central Business District will not exceed 35 percent. Mass transit will not solve the transportation problem of Anchorage, nor will the private automobile. There must be a balanced program. The transportation system in a growing metropolis like Anchorage must be flexible to meet the varying needs of the total community. As densities increase, however, one can expect transportation problems to increase. The current problem areas in Anchorage are in those areas most extensively developed.

A public bus system would help meet the needs of Anchorage for several reasons:

- The bus system provides an alternate mode of transportation.
- The system provides area-wide mobility for all of the community's residents, especially those without cars.
- The system provides a more efficient mode of transportation to and from the Central Business District and obviates the need for developing many parking facilities and highways.

- The system provides a standby service if the automobile is not available.
- The system eliminates the need for more traffic facilities and frees land for development that would otherwise be taken.
- The system provides an alternate means of transportation during inclement weather.
- The system frees more adult time by providing a safe and efficient way for children to travel.
- The system lessens the air pollution caused by carbon monoxide emissions from the automobile.
- The system can be expanded or routes changed according to community growth.

For a bus system to be a success in Anchorage, the following criteria must be met. The system must be publicly owned to keep rates as low as possible. It also must be area-wide and as convenient as possible. This study recommends that, when the Tidewater Freeway is developed, it be designed to include the bus lanes running between the airport and the Central Business District.

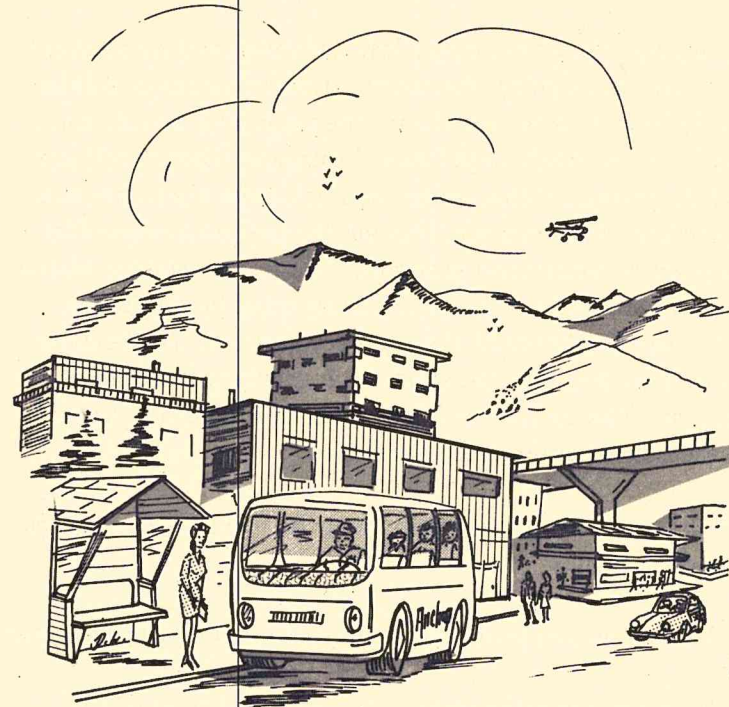
It is interesting to note that the borough planning department analyzed the transportation section of the *Community Attitude Survey* to affirm the need for a balanced transportation system, including all modes of transportation. The following is an excerpt from that survey.

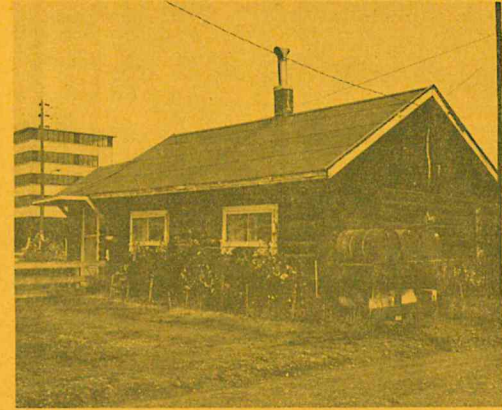
Transportation

Eighty-six percent (86%) of the sample population considered congestion a problem, but only 23% thought it a problem at all times and not just during rush hour. Two solutions to the traffic congestion problem, mass transportation and limited access freeways, were dealt with in the survey. We can be 95% certain that if the personal property taxpayers were asked if they thought limited access freeways should be built in the Borough the percentage of positive responses would fall between 58% and 66%.

Mass transportation also received support from the sample population, even though the survey is probably somewhat biased against mass transportation because the people who would presumably use it most, the poor and the young, were not as well represented in the personal property tax list. Of those sampled, 79% would walk at the most three blocks to catch a bus in the winter. We can be 95% sure that 47.9% to 56.1% of the personal property owners would regularly use mass transportation if it came within the walking limits people checked as being acceptable. With the same degree of probability we can say that between 52.9% and 61.1% of the personal property owners would support a bus system which would pay for itself as opposed to one which is even partially supported by taxes. The respondents in their comments emphasized the importance of a dependable schedule and warm-up shelters. The responses to the transportation section indicate the people of Anchorage recognize the importance of a balanced transportation system which includes all modes of transportation.

This Central Business District study questions the statistics 47.9 and 56.1 percent, which indicate a high potential usership of a bus system. This consultant is aware of many similar studies where people in good faith have responded positively to using a bus system. However, in actuality, the degree of usership has usually been less than 35 percent





ECONOMIC CONSIDERATIONS

**“THE IMAGE OF THE FRONTIER IS PROBABLY ONE OF THE
OLDEST IMAGES OF MANKIND, AND IT IS NOT SURPRISING
THAT WE FIND IT HARD TO GET RID OF.”**

**— Kenneth Boulding
The Economics of the Coming Spaceship Earth
1966**

VI. ECONOMIC CONSIDERATIONS

A Central Business District Plan can only be prepared after an analysis has been undertaken of the economic base of the Anchorage area in terms of its present and future employment and population levels. From this basic information, it is then possible to make specific recommendations relative to future floor space, parking, and locational requirements of the various land uses which best meet the objectives of the plan.

As a part of a separate contract for the Greater Anchorage Area Borough, Larry Smith and Company, Inc., Real Estate and Economic Consultants, was retained by John Graham and Company to prepare an economic base study and a land use analysis. The projections for space allocations in the Central Business District are based on the findings and results of these studies, plus the following assumptions:

- A viable Central Business District will be developed containing a mixture of retail, commercial, and residential uses.
- An adequate transportation system, including mass transportation, will be constructed which provides easy access to the Central Business District from the suburban areas.
- An appropriate amount of conveniently located parking will be constructed within and near the Central Business District to provide spaces for both shoppers and office workers.

- The size of the Central Business District will remain essentially the same as currently defined.
- The proposed civic convention center will be located within or adjacent to the Central Business District.
- The proposed federal and state office buildings will be located within or adjacent to the Central Business District.
- The anticipated retail space improvements include concentrating most of the space in the Central Business District and the addition of another major department store at some future date.

The Anchorage area economy is clearly in a state of flux and uncertainty. The delays in the construction of the Alyeska Pipeline, the increase in tourism, the shifting military posture of Alaska, and continuing oil exploration in Cook Inlet are all examples of the types of factors that have made today's economy in Anchorage substantially different, both in scope and in size, from that of a decade ago.

The economic growth of the past decade resulted in an average annual increase in employment of about 6.5 percent. The most significant aspect of this growth was the expansion of the private sector, led by the wholesale and retail trade and the service industries. The outcome of this development is an economy that was much more

diversified in 1970 than in previous years, with less dependence on government activities as a major source of income and employment. In fact, the percentage of total employment within government dropped by 10 percentage points during the last decade as the economy continued to mature and diversify.

Over the past decade, the major industry with the highest average annual growth rate (in percentage terms) in employment was mining, caused by the expansion of the petroleum industry. This growth occurred primarily in the latter part of the decade in tandem with the exploration and development of different oil fields within Alaska. For Anchorage, the significant feature of this development is the use of the area as an administrative and headquarters center.

Anchorage has a white collar occupational structure with about 61 percent of the total employment currently in professional, technical and managerial, and clerical and sales occupations. If service occupations are also included which contain a mixture of white and blue collar jobs, the percentage jumps to 73 percent. This high proportion of white collar jobs indicates the type of occupational requirements of the Anchorage economy and the type of skills to be developed by manpower training. Table II summarizes the employment trends of the Anchorage area for the past two decades and illustrates the shifts that have occurred between industry types during this time period.

Corresponding to this economic growth, the population of the Anchorage area has increased at an average annual rate of 4.4 percent over the past decade. This has resulted in an increase in the total population of 42,500 over the 1960 level of 82,833 people. While this increase is substantial, the most significant change is the increase in the number of individuals under the age of 20 years. Two other important changes are

the increase in native in-migration from bush villages and the increase in in-migration from the lower 48 states, especially during the latter part of the decade. In total, this population expansion has provided large increases in the available number of workers seeking employment within the Anchorage economy.

Since 1929, the population of the Greater Anchorage Area Borough has increased approximately 46 times to reach a 1970 level of approximately 126,000. The recent period of growth, and its relation to the state since 1960, is summarized in Table III.

It is especially noticeable from these figures that, of the state's total population increase since 1965, 75.8 percent, or three out of every four persons, has been in the Anchorage area.

Employment is expected to continue to increase in the future. The detailed investigations of the economic base analysis resulted in the employment projections listed in Table IV.

In any region, the projection of population for future years has built in many assumptions with respect to birth and fertility rates, job availability, in-migration patterns, and the like. Because of the volatility of the Anchorage economy, growth in the future will not follow a steady upward pattern. Rather, periods of substantial population increase can be expected, followed by periods of stability or, in some events, possibly slight declines. Accordingly, a series of population projections (Table V) were prepared indicating a range of possible population levels in the Anchorage area through 1990. In each range, it has been assumed that the military population of the Anchorage area would remain constant at its 1970 level of approximately 23,300.

The basic source of data used to obtain the gross square footage of the floor area within the different land use categories was

TABLE II. HISTORICAL EMPLOYMENT TRENDS

	<u>1950</u>	<u>1961</u>	<u>1970</u>
Mining (includes petroleum)	33	328	960
Construction	534	1,908	3,510
Manufacturing	143	562	1,020
Transportation, Communications, and Utilities	1,057	2,299	3,910
Wholesale and Retail Trade	978	3,903	8,620
Finance, Insurance, and Real Estate	126	860	1,980
Services and Miscellaneous	950	2,763	6,460
Government (civilian)	4,000	11,249	15,550
Not Elsewhere Recorded	—	—	<u>5,100</u>
Total	7,821	23,872	47,110

Sources: State of Alaska, Department of Labor Statistics, and Larry Smith & Company estimates

TABLE III. ANCHORAGE AND ALASKA POPULATION TRENDS

	<u>1960</u>	<u>1965</u>	<u>Average Annual Increase, 1960-1965</u>		<u>1970</u>	<u>Average Annual Increase, 1965-1970</u>	
			<u>Number</u>	<u>Percent</u>		<u>Number</u>	<u>Percent</u>
State of Alaska	226,167	271,000	8,967	3.7%	302,647	6,329	2.2%
Greater Anchorage Area Borough	82,833	102,337	3,901	4.4%	126,333	4,799	4.4%
Percent of State	36.6%	37.8%	43.5%		41.7%	75.8%	

a complete field survey conducted during February of 1972. This survey determined the square-foot floor area of each establishment and its location within the Anchorage borough. The results of this extensive and detailed survey were then tabulated to provide the land use inventory for each community area of the borough.

The results of the land use projections for the entire borough and the Central Business District are presented in Table VI by five-year intervals up to 1990. Separate projections are given for the different categories of land uses. When taken together, these projections provide the over-all forecast of land use. The total amount of space required through 1990 throughout the Anchorage urban area to accommodate this growth will be quite substantial.

Some of this space will be oriented to the day-to-day needs of the growing residential communities of the borough and, as such, should appropriately be located in proximity to the people they serve. Much of this space, however, should be located in the Central Business District as a means of ensuring its vitality and growth. The space allocation projections listed in Table VI indicate expected possible levels of Central Business District growth and development. Whether or not these figures are actually achieved will be a function of whether or not a strong concentrated effort is made to implement a downtown master plan on the part of governmental agencies, local businessmen, and concerned citizens alike.

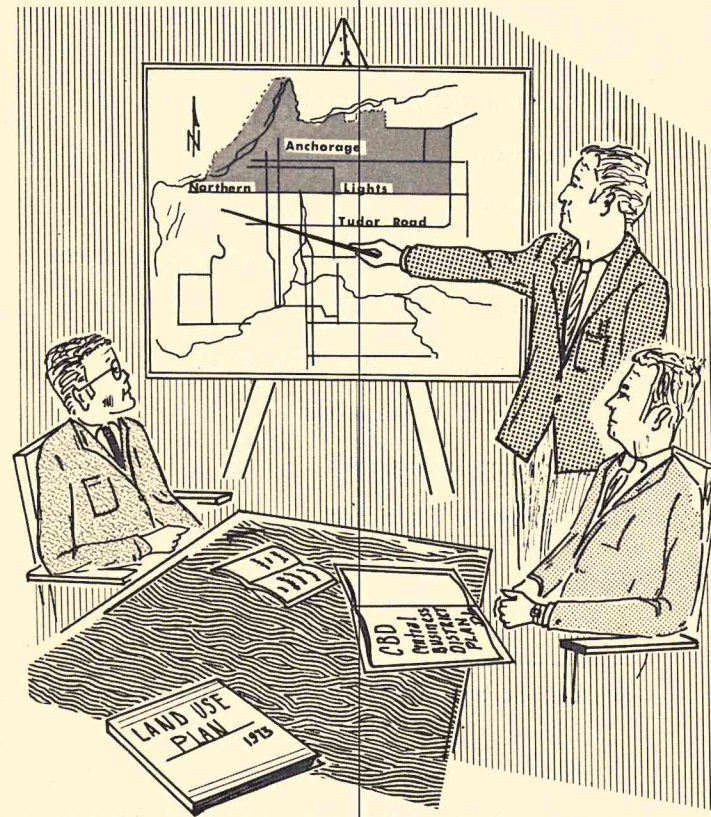


TABLE IV. EMPLOYMENT PROJECTIONS BY MAJOR INDUSTRY TO 1990

<u>Industry</u>	<u>1970</u>	<u>1975</u>	<u>1980</u>	<u>1985</u>	<u>1990</u>
Mining (includes petroleum)	960	1,540	2,480	3,170	4,050
Construction	3,510	4,480	5,720	6,960	8,470
Manufacturing	1,020	1,240	1,510	1,880	2,340
Transportation, Communications, and Utilities	3,910	5,110	6,670	7,740	8,970
Wholesale and Retail Trade	8,620	11,260	14,720	17,910	21,780
Finance, Insurance, and Real Estate	1,980	2,650	3,550	4,530	5,780
Services and Miscellaneous	6,460	8,840	12,120	15,460	19,740
Government (civilian)	15,570	17,590	19,900	22,520	25,470
Other Civilian Employment	<u>5,100</u>	<u>5,100</u>	<u>5,100</u>	<u>5,100</u>	<u>5,100</u>
Total	47,110	57,810	71,770	85,270	101,700

Source: Larry Smith & Company projections

TABLE V. PROJECTED TOTAL POPULATION TO 1990

	<u>1970</u>	<u>1975</u>	<u>1980</u>	<u>1985</u>	<u>1990</u>
Low Range	126,300	147,400	172,500	197,800	227,100
High Range	126,300	152,700	185,200	212,500	244,200

TABLE VI. SUMMARY OF GREATER ANCHORAGE AREA BOROUGH AND
CENTRAL BUSINESS DISTRICT SPACE INVENTORY AND PROJECTIONS

(space in square feet)

	<u>1971</u>	<u>1975</u>	<u>1980</u>	<u>1985</u>	<u>1990</u>
<u>Office Space</u>					
Borough Total	2,069,000	2,583,000	3,229,000	3,928,000	4,703,000
CBD Total	1,225,000	1,447,000	1,738,000	2,051,000	2,401,000
CBD Increase Each Period		222,000	291,000	313,000	350,000
CBD Cumulative Increase		222,000	513,000	826,000	1,176,000
<u>Comparison Goods Space</u>					
Borough Total	1,211,000	1,403,000	1,700,000	2,066,000	2,497,000
CBD Total	469,000	566,000	716,000	898,000	1,113,000
CBD Increase Each Period		97,000	150,000	182,000	215,000
CBD Cumulative Increase		97,000	247,000	429,000	644,000
<u>Eating and Drinking Space</u>					
Borough Total	298,000	378,000	478,000	587,000	718,000
CBD Total	118,000	146,000	181,000	219,000	265,000
CBD Increase Each Period		28,000	35,000	38,000	46,000
CBD Cumulative Increase		28,000	63,000	101,000	147,000

TABLE VI. SUMMARY OF GREATER ANCHORAGE AREA BOROUGH AND
CENTRAL BUSINESS DISTRICT SPACE INVENTORY AND PROJECTIONS (Continued)

(space in square feet)

	<u>1971</u>	<u>1975</u>	<u>1980</u>	<u>1985</u>	<u>1990</u>
<u>Other Retail Space</u>					
Borough Total	311,000	367,000	435,000	509,000	599,000
CBD Total	138,000	155,000	175,000	197,000	224,000
CBD Increase Each Period		17,000	20,000	22,000	27,000
CBD Cumulative Increase		17,000	37,000	59,000	86,000
<u>Food Store Space</u>					
Borough Total	352,000	460,000	593,000	739,000	917,000
CBD Total	17,000	22,000	28,000	35,000	44,000
CBD Increase Each Period		5,000	6,000	7,000	9,000
CBD Cumulative Increase		5,000	11,000	18,000	27,000
<u>Hotel Space</u>					
Borough Total	425,000	650,000	875,000	1,145,000	1,415,000
CBD Total	325,000	475,000	625,000	805,000	985,000
CBD Increase Each Period		150,000	150,000	180,000	180,000
CBD Cumulative Increase		150,000	300,000	480,000	660,000
Borough Total Rooms	1,440	2,190	2,940	3,840	4,740
CBD Total Rooms	1,080	1,580	2,080	2,680	3,280

TABLE VI. SUMMARY OF GREATER ANCHORAGE AREA BOROUGH AND
CENTRAL BUSINESS DISTRICT SPACE INVENTORY AND PROJECTIONS (Continued)

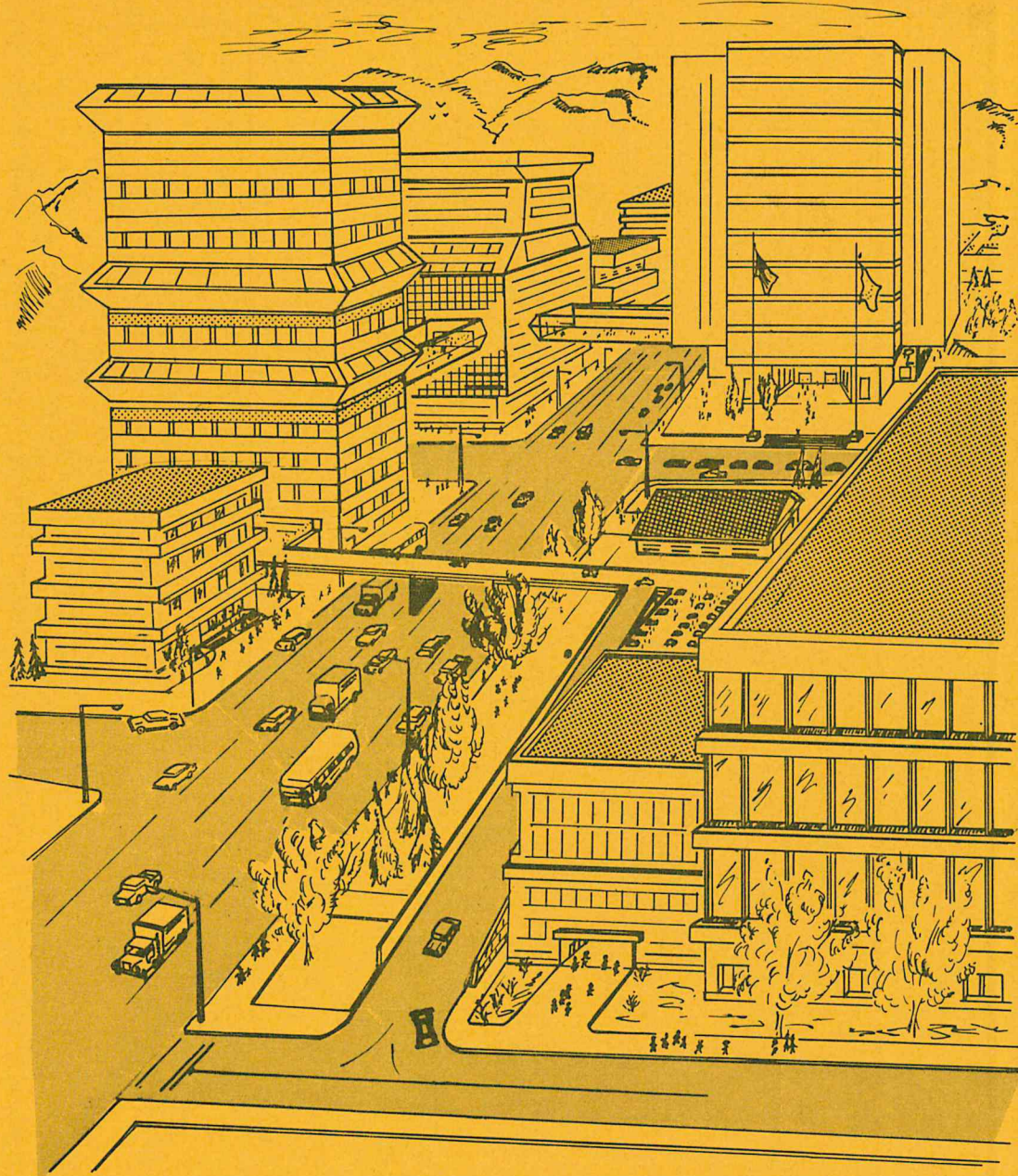
(space in square feet)

	<u>1971</u>	<u>1975</u>	<u>1980</u>	<u>1985</u>	<u>1990</u>
<u>Personal Service Space</u>					
Borough Total	108,000	126,000	146,000	169,000	194,000
CBD Total	49,000	56,000	64,000	73,000	83,000
CBD Increase Each Period		7,000	8,000	9,000	10,000
CBD Cumulative Increase		7,000	15,000	24,000	34,000

Source: Larry Smith & Company Field Survey and Projections

Notes

1. The categories of Office Space, Comparison Goods Space, Other Retail Space, and Personal Service Space also include appropriate quantities of vacant office or retail space, but the other categories do not contain vacancy figures.
2. Personal services include beauty parlors, barber shops, etc., but excludes laundries and dry cleaners.
3. The remaining inventory of Central Business District land uses for 1971 includes 4,200 square feet in other repair services, four theaters and amusements, ten auto repair services, four laundries and dry cleaners, seven gas stations and auto dealers, one lumber and building material outlet, and 6,500 square feet in hardware and other supply stores.



DEVELOPMENT PLAN

"IF YOU CAN LOOK INTO THE SEEDS OF TIME, AND SAY
WHICH GRAIN WILL GROW AND WHICH WILL NOT, SPEAK
THEN TO ME."

— William Shakespeare

VII. DEVELOPMENT PLAN

This section of the report deals with specific recommendations relative to land uses, public improvements, phasing, zoning, and implementation, including the role of both the public and private sectors.

This study recommends that the Central Business District be developed with uses that are inter-related and in close proximity to one another. Densities must be increased through the maximum usage of the available land area.

The study's economic projections illustrate a growth range that will occur over the next 20 years. There will be a doubling of population in the Greater Anchorage Area Borough and a need for 2.6 million square feet of space in the Central Business District. Basically, the District can be developed according to two concepts. The following examples are offered for illustrative purposes: Low-density development could occur with the projected growth being distributed over a larger land area. If the projected 2.6 million square feet were to be developed in single-story buildings, 30 blocks would be needed. This development can be equated with Los Angeles, where the urban area has been spread throughout the valley and now has crept up and over the surrounding mountains.

The other extreme would be a high-density development, possibly taking place on one block (90,000 square feet of land area), with 30 stories necessary to absorb the 2.6 million

square feet of additional space. Such a development is not feasible from either an economic or urban design standpoint.

It is recommended in this study that development should occur somewhere between the two extremes. Land values within the Central Business District, for example, prohibit single-story development by not allowing the developer to maximize the return on his investment. On the other hand, the 2.6 million square feet projected include office, retail, eating and drinking establishments, hotels, and personal services. Some of these functions relate well to one another, but all of them are not desirable within one structure.

The Central Business District contains in excess of 72 blocks. None are developed to their highest capacity. This plan provides adequate land area for the projected 2.6 million square feet of additional space.

Questions are often raised as to what development should take place in the generally non-residential area between Cordova and Gambell Streets and the residential area between Delaney Park and Chester Creek. These areas are classified as transitional zones and are developing with a mixture of low-density commercial and residential.

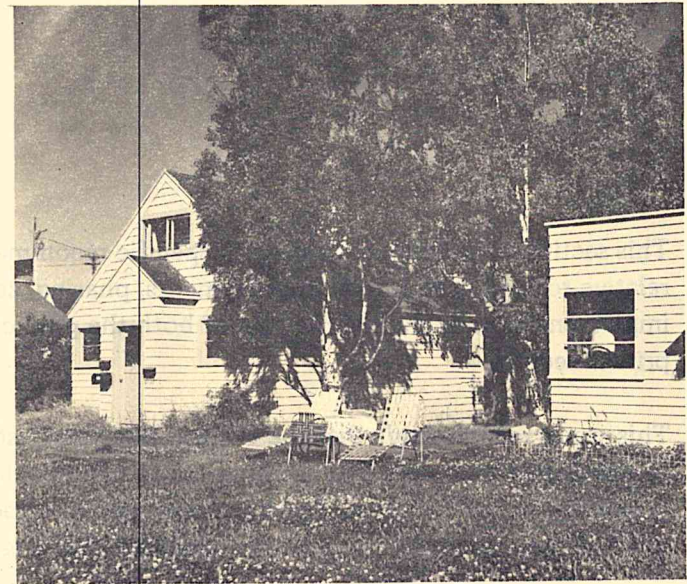
This study recommends that the transitional zone between Cordova and Gambell Streets be left to develop naturally, with the major emphasis placed on the area west of Cordova Street. It is also recommended that, when the Central

Business District is developed to near capacity, these transitional zones be re-evaluated. This study would expect this to occur between 1985 and 1990.

The transitional zone between Delaney Park, 15th Avenue, L and Cordova Streets is primarily a residential area. In the past, the trend in this area has been to rezone for more office and commercial uses. This study believes that the area should be rezoned for higher residential densities. The area is important not only to the Central Business District, but to the entire community:

- It provides a built-in residential market for the downtown area.
- It offers a location to live close to work, shopping, recreational, cultural, and entertainment facilities.
- The distance between this area and the Central Business District is short and makes walking more appealing.
- As densities increase, it will make mass transit possible to other areas of the community, and reduces the need for more vehicular trips.
- Vehicular traffic would be decreased between this area and the Central Business District.
- The residential area has existing educational and recreational facilities.

This study recommends that no new office or commercial zoning districts be created in this transitional zone and that





residential densities be increased. As this occurs, the advantage of the residential area to the Central Business District will also increase. In adoption of this plan, however, the Assembly and City Council both stated that a more detailed study be made before office zoning is rejected from this area south of Delaney Park.

LAND USE PLAN

The Land Use Plan is a document consisting of a map and text that serve as a guide for future development by both the public and private sectors. The plan indicates the location and extent of various land uses.

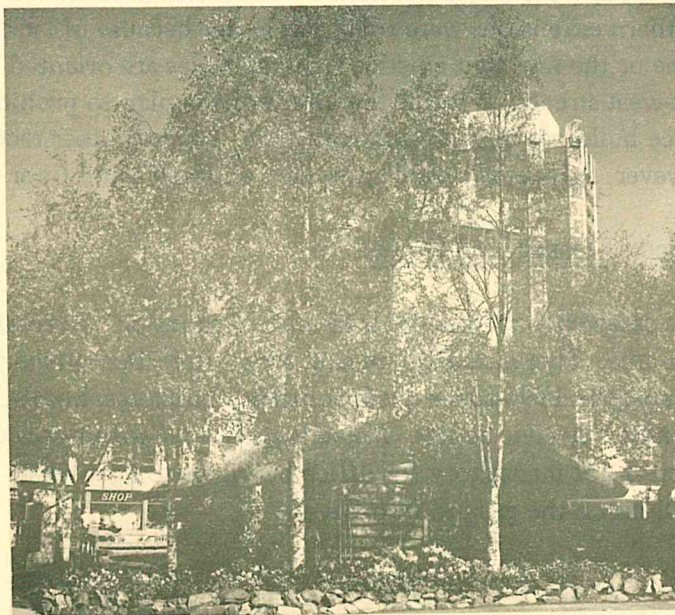
The various categories that are delineated on the plan are the following:

- Retail
- Services, including offices, finance and hotels
- Major parking
- Public, including parks and open space
- Residential

Land allocations for the above uses are based on the Larry Smith and Company space projections, described in a previous section of the report, Economic Considerations.

Retail

One method many cities have used in revitalizing downtown areas is by the development of pedestrian malls. Because of the Anchorage winters, any mall which is developed should be environmentally controlled. Enclosed malls provide shoppers



with protection from the elements; they permit the pedestrian to shop in an area free of automobiles; and they provide a more pleasant atmosphere.

In a downtown area, malls can be developed in several ways. Streets can be closed and malls developed if abutting property owners agree to pay their proportional share. This method has not been too successful except in cities that have utilized the federal urban renewal process. Agreement is usually impossible to get when many property owners are involved.

Another method is by developing a mall on property controlled by one owner. This eliminates having to get concurrence from many abutting owners and the project can be expedited in a shorter time.

Two alternatives are offered in this plan. The first, shown on the plan entitled Alternative A, provides for the development of a mall in the alley or along the northern portion of the half block bounded by 6th Avenue between E and F Streets. Most of this block is currently owned by the city and used as a parking lot. The west and east ends of the block contain a church and record store, respectively. If the mall is constructed on the alley, it would be necessary to acquire the church and get the concurrence of the property owners on the half block fronting on 5th Avenue. The record store would be retained, but its interiors would have to be modified to provide access to the mall.

The second method (Alternative B) provides for the closure of 6th Avenue between C and E Streets. This would be a collaborative effort of J. C. Penney, Northern Commercial, and the owners of property in the block immediately north of the Northern Commercial Store.

Before this version can be developed, metropolitan traffic must be removed from the east-west streets in the downtown area. This either requires ~~the construction of the Ship Creek Freeway~~ or the improvement of east-west major streets south of the Central Business District. When the freeway is completed, the 6th Avenue mall can be developed, but parking must be removed from 3rd, 4th, and 5th Avenues to accommodate the traffic that would otherwise utilize 6th Avenue.

The retail core area is defined generally as that area between A and G Streets and 4th and 6th Avenues. The center and western portions of this area contain the two major department stores and the majority of the retail shops and stores. With the population growth that is expected to occur by 1990, it was deemed necessary to expand the retail core area. An expansion westward was not possible because of the major office buildings that occupy the major portions of all blocks. Northern and southern extensions were ruled out either because of lack of space or the fact that existing retail facilities are oriented to east-west streets. It is not the intent of the plan to prohibit office buildings in this retail core area. The plan does recommend, however, that retail uses be provided on the ground floor level.

Offices, Finance, and Hotels







This category occupies the land area surrounding the retail core area. There is adequate land area within this category to serve the 1990 space needs for office buildings, hotels, and the new city civic center. Retail is permitted within this district, but it is not mandatory for office buildings to have retail facilities on the ground floor level.

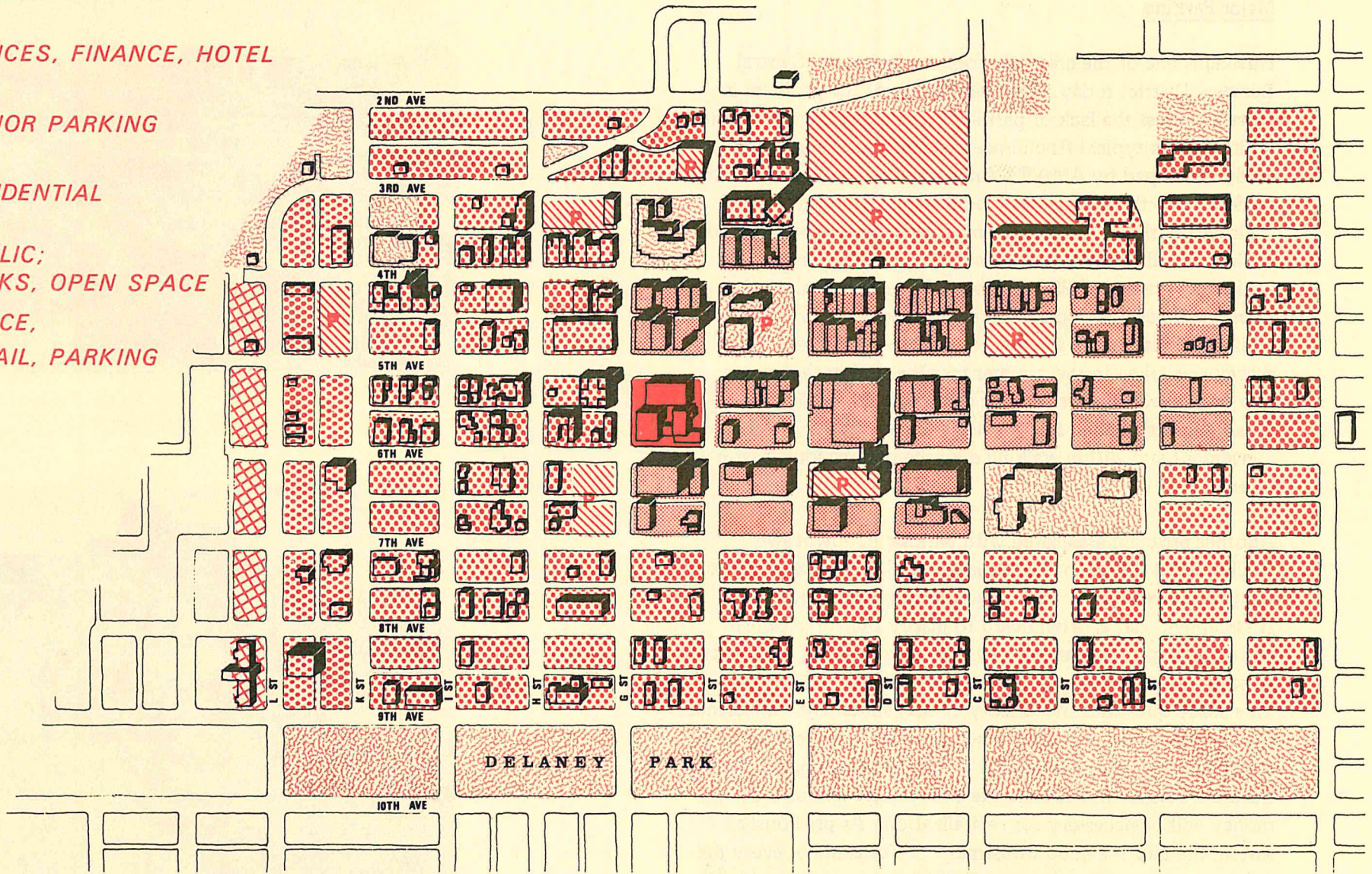
MAPS

EF
A B 6th

D

LAND USE PLAN

-  RETAIL
-  OFFICES, FINANCE, HOTEL
-  MAJOR PARKING
-  RESIDENTIAL
-  PUBLIC;
PARKS, OPEN SPACE
-  OFFICE,
RETAIL, PARKING



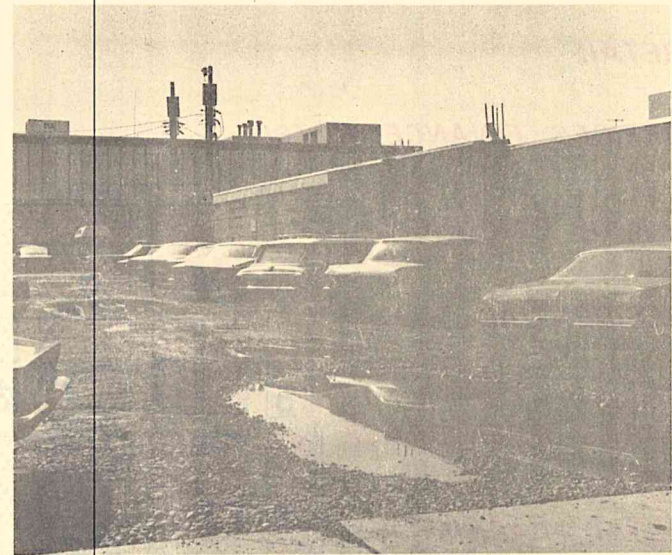
ANCHORAGE CENTRAL BUSINESS DISTRICT
 CITY OF ANCHORAGE GREATER ANCHORAGE AREA BOROUGH
 JOHN GRAHAM AND COMPANY ARCHITECTS - PLANNERS - ENGINEERS

FIG. 9

Major Parking

Parking is one of the greatest problems facing the Central Business District today. The complexity of the problem is more than just the lack of parking. It relates generally to the desires of the typical Anchorage resident. In the parking study developed by AMATS, Anchorage residents were surveyed to determine the average walking distance from their car to their destination. The survey found that the average distance walked for all trip purposes was 341 feet. Business parkers walked an average of 289 feet, with 56 percent walking less than one block. Shoppers walked an average of 320 feet while workers walked the longest distance, 447 feet. This survey was taken in the summer months, and in the winter you can expect shorter walking distances. These figures illustrate that parking alone is not enough; it must also be convenient and within walking distance of a person's destination.

Another problem associated with parking in downtown Anchorage is the financing necessary to develop parking. In the past, several parking referendums have been defeated. A statement that is often heard to justify the vote against bonding for parking facilities is, "We are not going to finance parking structures for the downtown business interest." This study questions the validity of that statement. In essence, the statement means, "We are not going to bond to help Anchorage remain a viable city." Without parking, the Central Business District will deteriorate and massive amounts of money will be necessary for revitalization. As previously stated, the city is a good investment. Fifty cents of every tax dollar is generated by the city. Parking is necessary and will ensure the generation of these tax revenues.

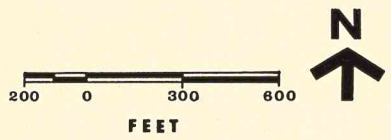
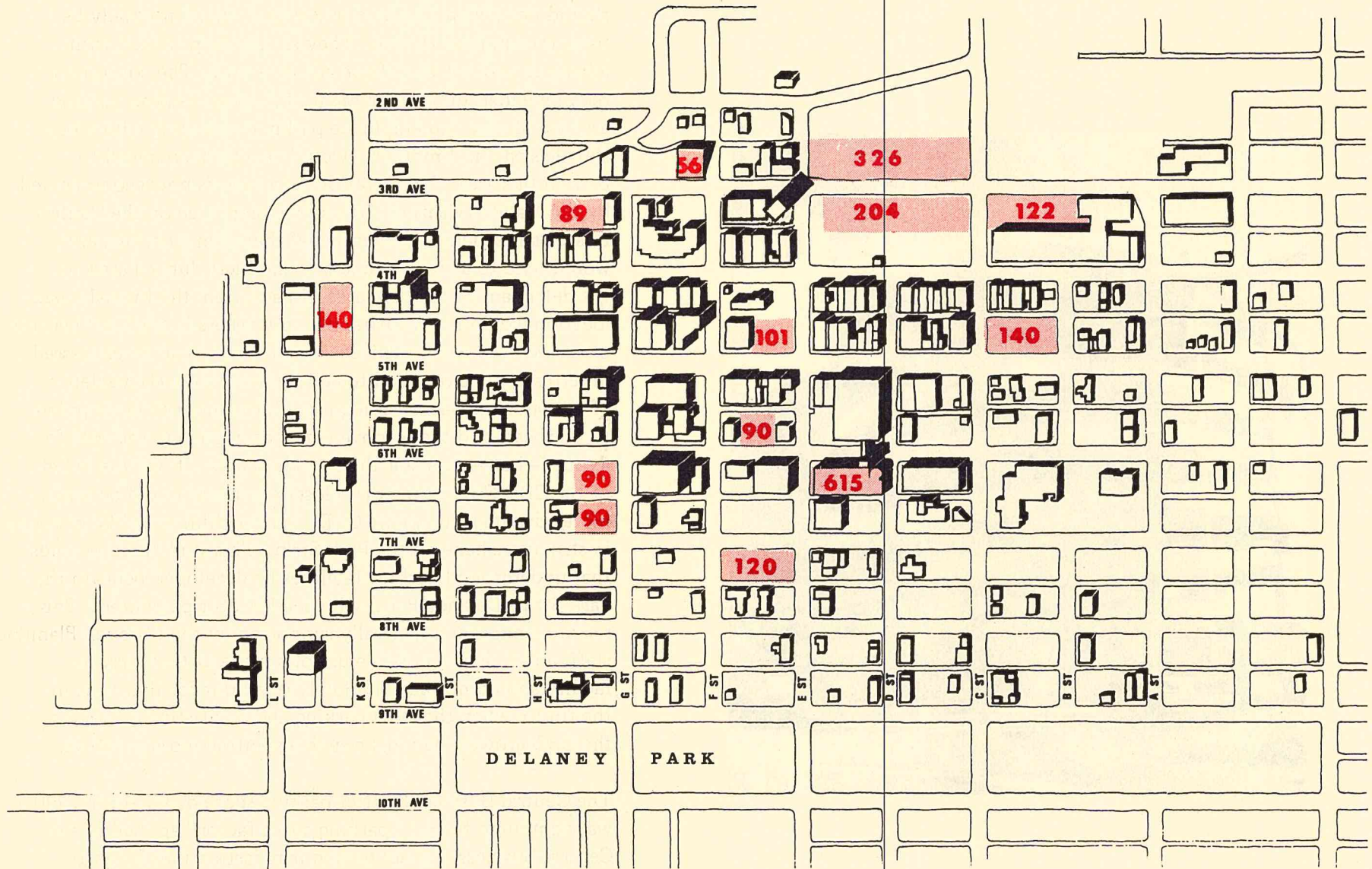




Many of the parking areas in the Central Business District today are occupied by employees. People who work downtown should not occupy parking spaces that would normally be used as customer parking. They should be provided with adequate parking away from the core area. The consultant recommended the development of an Ingra-Juneau parking area for all-day and employee parking, operating with a bus shuttle system. Employers would also be encouraged to park in this area. This solution, however, is not recommended by the Mayor's Citizens' Advisory Committee on the Central Business District. It is their belief that such a parking area would tend to attract business to the Ingra-Juneau area to the detriment of the core area. In addition, the Ingra-Juneau location would not be attractive to workers in the CBD because of its inconvenience. This inconvenience would be expressed in terms of time required to get to work, the inconvenience of transporting packages acquired during noontime shopping to their cars and the inconvenience of waiting in the cold for a shuttle bus to transfer them to their cars. It was the belief of the CBD Committee that close-in parking would be much more advantageous to the CBD. This parking could be provided in structures beneath the Park Strip. This study recommends that underground parking facilities be developed beneath the Park Strip (Delaney Park) with the Park Strip restored. This recommendation is generally supported by the Borough Planning staff, although the possible use of a more distant parking facility should not be completely ruled out for that time in the future when the CBD parking and congestion as well as the CBD growth may make such a solution more practical.

The Central Business District parking space demand for 1990 was computed from a "parking space factor" applied to the Central Business District person-trip destinations by auto.

PARKING



ANCHORAGE CENTRAL BUSINESS DISTRICT
CITY OF ANCHORAGE
JOHN GRAHAM AND COMPANY
GREATER ANCHORAGE AREA BOROUGH
ARCHITECTS - PLANNERS - ENGINEERS

FIG. 10

In an urbanized population of 100,000, approximately 0.16 space is desirable for each Central Business District destination by auto; when urban population reaches 1 million, 0.26 space is desirable for each downtown destination.⁴ Anchorage is projected to grow to a range of 227,100 to 244,200 persons by 1990. For purposes of this computation, a figure of 236,000 was used. This figure was then converted to a "parking space factor" of 0.175, based on the ratios described earlier.

The number of 1990 trips for the Central Business District, including both origins and destinations, is estimated to be 121,162 by the Anchorage Metropolitan Area Transportation Study. Applying the 0.175 parking space factor to the 60,581 destination trips results in a parking demand for 10,600 spaces by 1990. It is interesting to note that if all of these spaces were provided in surface parking lots it would require approximately 30 downtown blocks.

This CBD plan includes 6,157 spaces in major facilities, 1,500 spaces in other areas in close proximity to the retail core such as the facilities under the park strip, and 2,424 curb spaces or a total of 10,081 spaces. This figure does not include the 2,500 spaces which are in private lots. There is thus an adequate parking supply for 1990, even though some of the private parking lots will be converted to buildings and some of the on-street parking will be removed for bike trails and landscaping.

⁴ *Transportation and Parking for Tomorrow's Cities*, Wilbur Smith and Associates, 1966.

This study recommends a parking system that satisfies the projected 1990 parking needs and satisfies the desires of the community while remaining flexible. Flexibility in the parking system of a maturing urban area is extremely important. Parking surpluses and deficiencies change annually according to development in any area. This study recommends that an annual parking survey be conducted to determine where deficiencies exist, to allow the city of Anchorage to develop parking before the situation becomes critical. The parking survey will also determine surplus parking. This study recommends that where parking surpluses occur, on-street parking be removed to provide an additional traffic lane if necessary, or to allow landscaping or bike trails to be developed. The removal of parking on 3rd, 4th and 5th Avenues should be considered as soon as alternative parking is developed.

Table VII contains a list of the major parking facilities which this study recommends for the Central Business District by the year 1990. The recommended parking system will provide parkers with a facility not more than two blocks from any area within the core.

The Land Use Plan indicates the location for most major parking facilities, with the exception of the facilities needed to serve the new federal and state office buildings and the new city civic center. In general, the proposed parking facilities are located on city-owned properties currently being used for surface parking. It is not the purpose of this report to specify the size and capacity of each proposed garage. The method eventually utilized to construct each facility must be determined based on demand at that particular time and on new projects that materialize as the downtown grows over the next 20 years.

TABLE VII. POTENTIAL PARKING CAPACITY
(excluding private commercial lots)

	<u>Levels</u>	<u>Spaces</u>
6th Avenue and G Street	Five	750
5th Avenue and C Street	Five	525
5th Avenue and K Street	Five	490
Buttress Area	Two	368
City Hall Block	Two	420
City Hall Annex Block	Five	420
3rd Avenue and H Street	Five	435
Anchorage Westward	Two	156
Buttress Area - 2nd to 3rd Avenues	One	326
J. C. Penney	Eight	615
3rd Avenue and C Street - North of Holiday Inn	One	122
Federal Office Building (location not determined)		1,000
City Civic Center (location not determined)		<u>500</u>
	Subtotal	6,157
Underground parking at Delaney Park or other facilities in close proximity to retail core		1,500
Curb parking		<u>2,424</u>
	Total	<u>10,081</u>

Note: These facilities are not necessarily listed in order of priority.

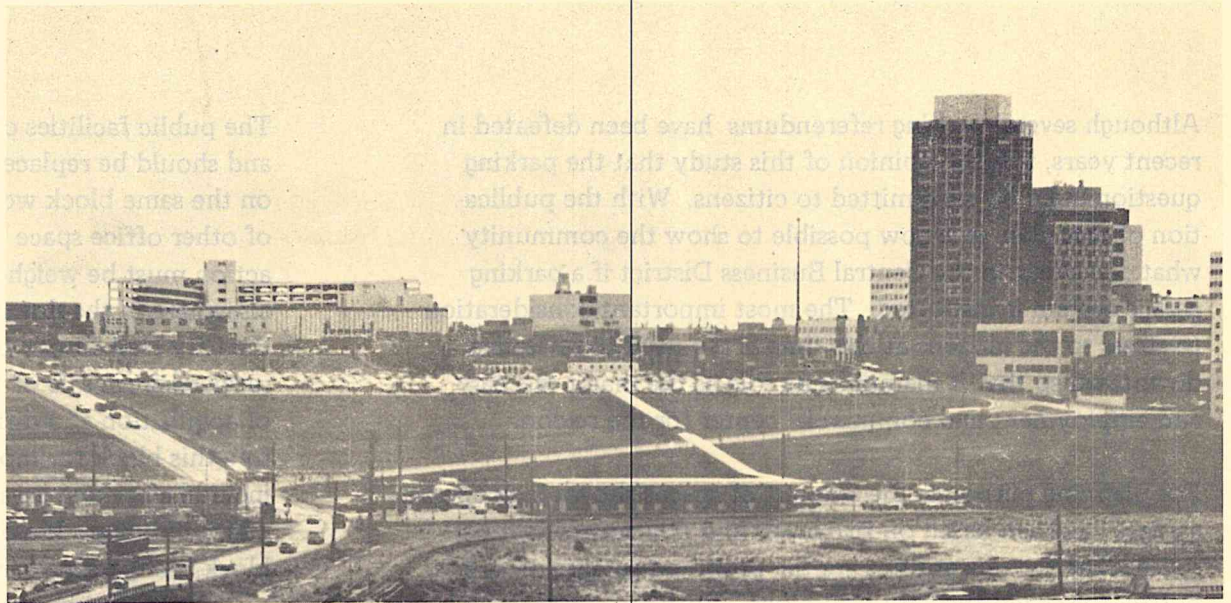
Although several parking referendums have been defeated in recent years, it is the opinion of this study that the parking question must be resubmitted to citizens. With the publication of this plan, it is now possible to show the community what can occur in the Central Business District if a parking garage system is instituted. The most important consideration to stress to the citizens at this time is the need to revitalize downtown so that it maintains its role as the major tax base and employment and commercial center for the region.

For planning purposes, the amount of spaces shown in proposed garages has been based on five levels and 400 square feet per space. The two exceptions are the proposed garages on the buttress area and the City Hall block. Both are suggested for two underground levels with landscaped plazas on top. The plaza in the buttress area would be located at approximately the same level as 4th Avenue and would provide citizens with a place to gather and to enjoy the views of the mountain ranges and Cook Inlet.

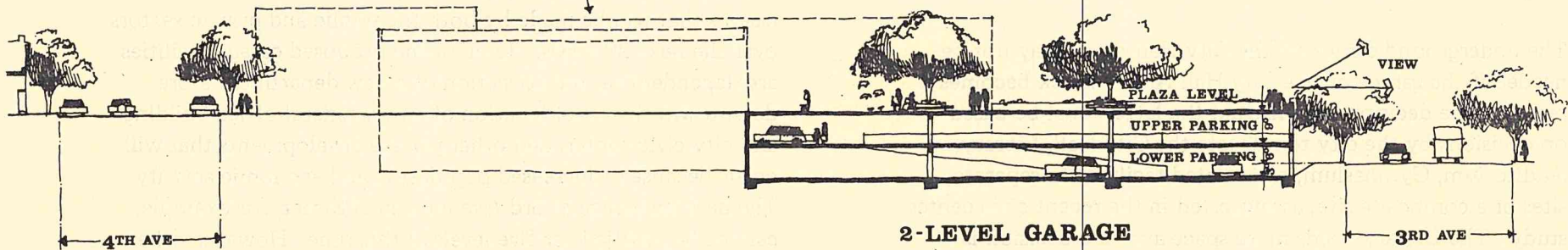
The underground garage on the City Hall block may not be needed if the garage on the City Hall Annex block becomes a reality. The decision to construct the latter must be based on decisions by the city to relocate the City Hall, Library, Auditorium, Gymnasium, and related facilities to separate sites or a composite site, as suggested in the recent civic center study. The Library needs more space and, if a decision is made to retain the Library on the City Hall block, it could be expanded either to the east or north. This would, of course, reduce the capacity of an underground garage by half.

The public facilities on the City Hall Annex block are outdated and should be replaced. A decision by the city to rebuild on the same block would necessitate the temporary leasing of other office space until a new facility is constructed. This action must be weighed against the advantage of building elsewhere in the downtown area and selling all or portions of the City Hall Annex block to private enterprise. The revenues received from sale of the land would partially offset the cost of acquisition at a different site. More important, it would free this block for more intensive development, which could include a parking garage and either a major retail facility or office building. If a department store can be attracted to this block, the parking garage should be built on the same block to serve it. Depending on the timing of such a development, it may not be necessary to construct an underground parking facility on the City Hall Block.

Table VII includes the location of existing and proposed major parking facilities. There must be flexibility because of decisions that will be made by both the public and private sectors over the next 20 years. Some of the proposed garage facilities are dependent on the attraction of a new department store downtown, the exact location of a new federal office building and city civic center, and other private developments that will occur because of increased population and economic activity. The parking garage at 3rd Avenue and H Street, for example, cannot be justified for five levels at this time. However, when any of the proposed garages are being designed, consideration must be given to constructing the foundations to support additional levels at a later date when the demand is evident.

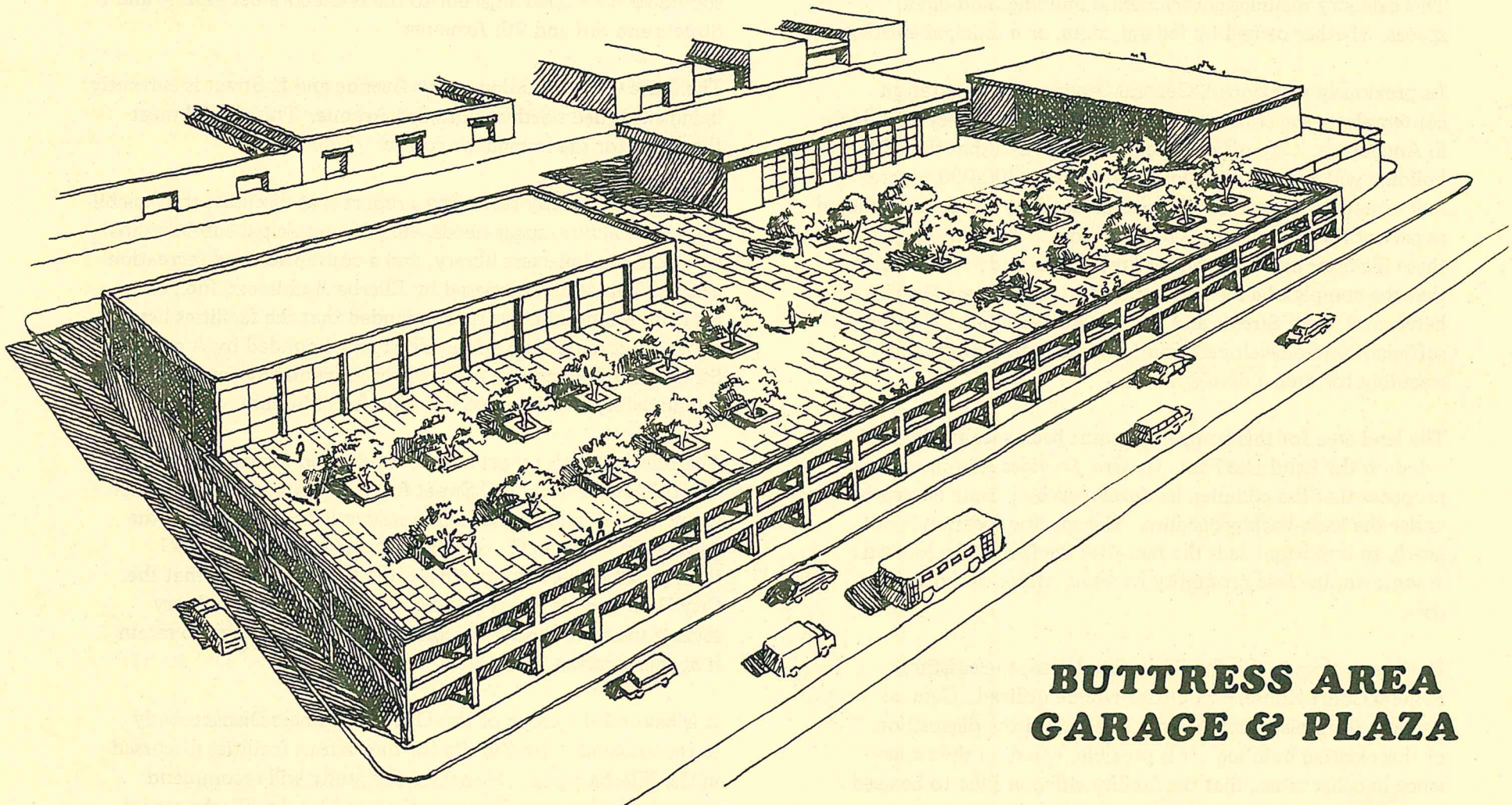


FUTURE BANK AND OFFICE BUILDINGS



BUTTRESS AREA GARAGE & PLAZA

FIG. II



**BUTTRESS AREA
GARAGE & PLAZA**

Public, Including Parks and Open Space

This category includes governmental buildings and open spaces, whether owned by federal, state, or municipal entities.

As previously mentioned, General Services Administration contemplates the construction of a new federal office building in Anchorage. City officials have been advised that the office building will occupy one block and contain 800,000 square feet of net floor area. A 1000-car garage will also be constructed as part of the complex on a second block. The location for these facilities has not been selected. This study recommends that the complex be located in the Central Business District between A and I Streets and 3rd and 9th Avenues. There is sufficient underdeveloped land in this area to permit land assembly for such a development.

The land area for this complex has not been specifically indicated on the Land Use Plan. General Services Administration proposes that the complex be developed by private enterprise under the lease-back procedure. The specific location is not nearly so important as is the fact that the facility be located downtown, in close proximity to retail, office, and other uses.

Until such time as this facility is developed, the existing Federal Court House/Post Office will be utilized. General Services Administration has not announced the disposition of this existing building. It is possible, based on the experience in other cities, that the facility will continue to be used for federal purposes after the new building has been constructed.

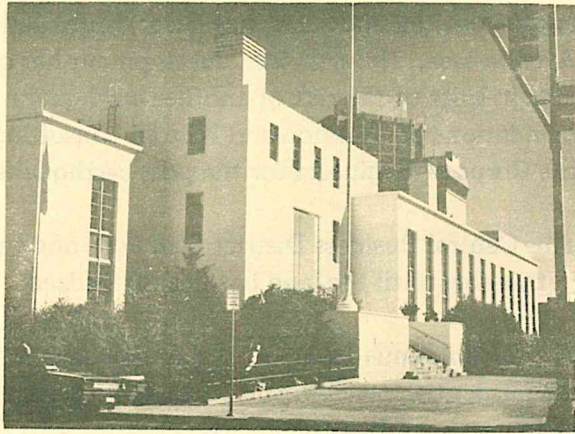
The State of Alaska is also planning an office building in downtown Anchorage. This development is planned in the near future and should be developed adjacent to the retail core between A and I Streets and 3rd and 9th Avenues.

The State Court Building at 4th Avenue and K Street is currently being expanded northward to 3rd Avenue. This should meet the needs for the immediate future.

The city is presently reviewing a report that discusses the feasibility, site selection, space needs, etc., for municipal administrative offices, a headquarters library, and a convention and recreation center. This study, prepared by Ellerbe Architects, Inc., of St. Paul, Minnesota, has recommended that the facilities listed above be developed in a four-block area bounded by A and C Streets and 7th and 9th Avenues, or immediately south of the Public Safety Building and the Fine Arts Museum.

The Ellerbe firm's report also comments on the suitability of two other sites west of C Street for such a superblock development. These include the four contiguous blocks north of the parks strip between C and E Streets and between E and G Streets. Elsewhere in the report, the firm comments that the City Hall block is an acceptable site for an enlarged library serving the community's needs should the city desire to retain it at this location.

It is beyond the scope of this Central Business District study to recommend a specific site for the various facilities discussed in the Ellerbe report. However, this study will recommend general sites for each function discussed by the Ellerbe report. The convention-recreation facility should be within walking distance of the major hotel district. The city administration



offices should be located between A and I Streets and 3rd and 9th Avenues. The performing arts theater should also be sited within this area. This study recommends to the city that consideration be given to the development of such facilities where they can be served by parking garages which serve a dual function; that is, parking in the daytime to serve retail, office, and governmental needs, and parking during the evenings to serve the civic, cultural, and/or recreational events.

As discussed, the Central Business District contains federal, state, and city offices. The remaining governmental agency in the community is the Greater Anchorage Area Borough, now located at 3500 East Tudor Road. The borough has recently leased new office space and will probably remain in this location for a considerable time. This study believes that all governmental entities who have daily contact should be located in close proximity. Communication and coordination would be greatly improved by the borough relocating to the downtown area. This study recommends that, when the borough is located in the Central Business District, it should be located between A and I Streets and 3rd and 9th Avenues. The borough should also consider developing offices in cooperation with the city of Anchorage.

Residential

The Land Use Plan depicts areas for high-density residential developments. These include the L Street area and the 10th Avenue frontage of the park strip. These areas are already partially developed by residential uses. The plan recommends that residential densities be increased in these areas. This will provide in-town living accommodations for many people who work and shop downtown and who want to enjoy the activities

that occur only in this area. The development of the civic and cultural center will be within walking distance of these two residential areas.

The L Street area suffered severe damage during the 1964 earthquake, but this slide area was never buttressed as was the 4th Avenue area. Nevertheless, development has continued in this area in spite of the risk of another earthquake and the recommendations of Shannon and Wilson, consulting engineers for the Corps of Engineers for the post-earthquake study.

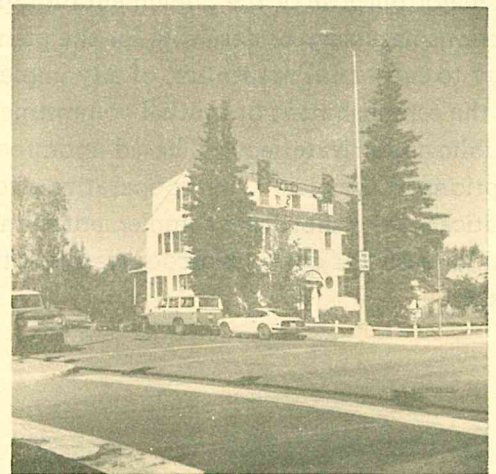
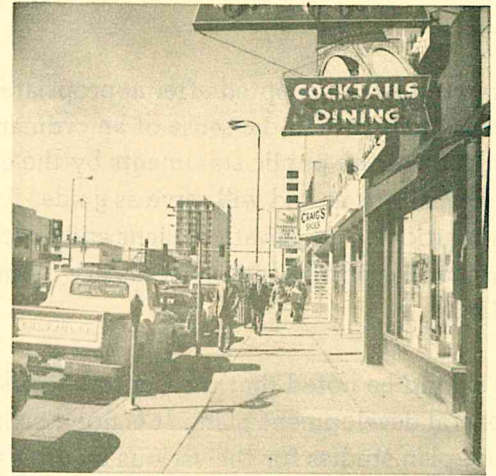
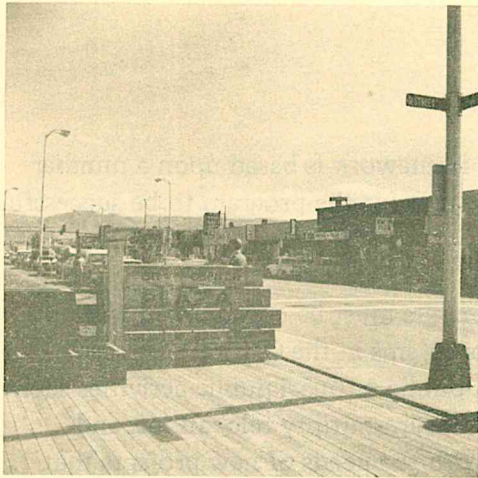
This Central Business District Plan does not encourage development in this area until the land has been stabilized.

The 10th Avenue frontage of the park strip is also designated for residential development. Residents can enjoy the amenities of the park while being in close proximity to the many activities offered in the Central Business District.

This study considered high-density residential development on the 9th Avenue frontage of Delaney Park. Office buildings are currently under construction or are being designed that will make residential development economically unfeasible. Land values in excess of \$10 a square foot are considered too high to support residential development.

IMPLEMENTATION

If forecasts of Central Business District growth opportunity are realized, substantial benefits to the community will occur through expansion of the tax base, creation of additional employment, and support for existing downtown activities. The Central Business District Plan and this implementation



program, when adopted after appropriate reviews and action, will not be laws in the sense of an ordinance. Rather, they will constitute public statements by the city and borough administrations and will serve as guides for the public sectors, institutions, and private citizens and developers who will be taking the specific actions necessary in implementation of the plan.

It should be noted that the Central Business District Plan is a general development plan. It is not a project-level plan. Specific plan studies for the various features and elements that are proposed will need to be carried out as part of the general plan's implementation, at which time accurate public costs, capital program and private investment scheduling, and detailed project feasibility tests must be established. In this implementation program only the most general orders of magnitude of such costs for the plan's various projects and actions are possible, and appropriate. Indeed, because even the appearance of accurate detail in any costs cited must be avoided at present, estimates are made in broad ranges.

A major purpose of the implementation program is to anticipate actions necessary or desirable for the plan to be realized. A key to successful realization of any implementation program is the establishment of mutual commitments to action by both public and private sectors, based upon recommendations and options of the plan. This cooperative effort is particularly critical in the short-range implementation period, so that an initial basis for continued cooperative action can be established.

Implementation Objectives

The entire implementation framework is based upon a number of objectives which must be met for the program to be successful over time:

1. Public sector improvements must be coordinated with private development programs in the Central Business District to ensure that public or quasi-public activities such as street widenings or closures, utility relocations, and parking are balanced with the needs of new projects that will create new strength and revenues for the downtown.
2. A balance should be maintained in the long-range program between market demand levels, community needs, and the actual amount of development that takes place. Overbuilding should be avoided without stifling investor interest. Vacancy rates in the Central Business District today are quite low and conditions are healthy for continued development. Near-term retail and office expansion is thus a realistic objective.
3. To the greatest extent possible, the cost of public developments should be self-liquidating, thus minimizing costs to the general public. This can be done with the use of "user-generated" revenues, revenue bonds, and other similar means to defray costs of these projects.
4. Improvements of total or partial benefit to a specific sector of the community (geographic and/or economic) should have a proportionate share of their development cost borne by those users benefiting from the improvements

(except where the improvement is an obvious responsibility of government, such as streets, etc.).

5. The development of off-street parking should be treated as a public/private partnership, using the existing powers of the city of Anchorage to develop adequate public parking and to control and coordinate parking within private developments.
6. The pooling of local development capital could be accomplished through formation of local development corporations or similar entities. These could combine forces with each other and with interested community sources to have a maximum economic impact on the creation of large-scale developments.

Implementation Mechanisms and Tasks

The implementation program will be a four-way program, involving the city administration, the Borough Planning Commission, the Mayor's Citizens' Advisory Committee, and potential developers. While the interests, responsibilities, and authority of these groups will vary, the primary goal is one of communication between the public sector, as represented by the governmental agencies, and the private sector, as represented by the Citizens' Advisory Committee and investors.

The City Council and Borough Assembly, through the use of the city's Capital Improvement Program, can encourage implementation of the plan through establishing a priority of programs and capital allocations. By coordinating the efforts of both the private and public interests, the Capital Improvement Program can encourage and help move forward the

development programs in the Central Business District that will be of benefit to the community through increased employment, services, and taxes.

An initial task, after review and acceptance of this program, would be to retain, on a full-time basis, a paid professional with experience in private development, real estate financing, public investment, and land use planning. While this position would probably be funded jointly by the city, the borough, and possibly a private non-profit development corporation, the primary objective would be to improve the investment character for the downtown area as an encouragement for further growth and development.

The Mayor's Citizens' Advisory Committee is a valuable asset to the downtown, and its role as a guiding and recommending body should be encouraged and supported. This group can be of assistance in supporting programs such as parking, zoning changes, street improvements, landscaping, etc.

Given the limited financial resources of local government, the accomplishment of a significant revitalization program requires the following actions:

1. Form a Local Development Corporation Study Commission. Composition of the commission would represent the following groups: potential investors, lenders, and developers; existing downtown area property owners; and representatives of concerned public and private groups such as the City Council, Planning Commission, Chamber of Commerce, and other community organizations. This group, which obviously could be an outgrowth of the Citizens' Advisory Committee, would then undertake

on-going reviews and analyses to determine (a) development possibilities for urban core and other appropriate central area locations; (b) financial characteristics of development proposals in terms of the costs and benefits to the community; (c) possible public improvements desired or needed; and (d) appropriate redevelopment area, parking district and improvement district boundaries.

2. Obtain a development coordinator to oversee program implementation on a day-to-day basis.
3. Analyze financial implications of development concepts (construction cost, land acquisition, management, etc.) for private development corporation participation and management capabilities, and possibly locate general partner or co-venturer with resources and actual development experience and capability.
4. Determine public participation and/or public meetings required.
5. Incorporate the Central Business District Plan recommendations into the city's Capital Improvement Program. The most important tool for implementing any plan is a capital improvement program. This program articulates future public improvements by a governing body and permits private enterprise to coordinate their developments in a more efficient manner. The city of Anchorage already maintains an efficient capital improvement program.

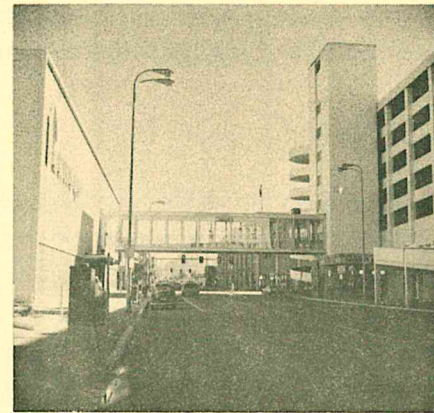
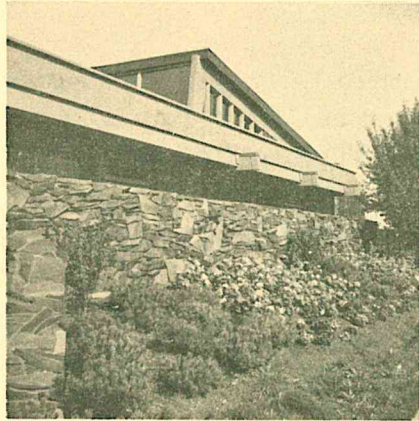
Zoning is a critical problem to the city and the borough. At the present time, the amount of business-oriented zoning

throughout the borough is substantially in excess of the most liberal market forecast of space required. As a consequence, the zoning "envelope" is so loose as to be of no use as a regulatory device or as an incentive to guide and control implementation by private actions consistent with the plan and public policy. Subordinate zoning issues such as proportions of on-site parking and setbacks become almost irrelevant in the face of such massive overzoning.

The revision of downtown zoning to encourage coordination with master plan objectives cannot be undertaken without a corresponding upgrading and improvement of borough-wide zoning. Height limits, bonuses for setbacks, and tax incentives for open areas and public conveniences are pointless at this time. The excessive zoning elsewhere simply would place downtown developers at a major financial disadvantage if they had to provide public amenities or conform to a general development plan program when their competitors in the suburbs have no such restrictions. A reduction of business-zoned areas and a refinement by the planning department of what type of development is allowed outside the Central Business District would be a necessary input to the Anchorage Area Comprehensive Plan.

Parking districts, or parking authorities, should be formed in conjunction with expanded retail, office, and commercial projects. Necessary voter support can be promoted by the advisory committee through public relations, information releases on increases in over-all area tax benefits expected, etc.

The city administration and staff members of the Local Development Commission should initiate discussions with potential major retailers to interest them in locating in the



“SUPPOSE THAT WE COULD THINK OF ARCHITECTURE NOT AS
A THING, BUT AS A PROCESS FOR PERFECTING THE EARTH...
IF YOU THINK OF MOST BUILDINGS AS A PROCESS FOR PERFECTING
THE EARTH, MOST OF THEM ARE SIMPLY UNNECESSARY.”

— Arthur Drexler



downtown area and to determine possible department store locations, space needs, and parking requirements.

PHASING

In a 20-year period it is impossible to articulate all the developmental possibilities that could transpire, not only in the private sector but in the public domain. One of the reasons that so many planning reports "collect dust on the shelves" is because a plan was published that said "this is it." This consultant does not subscribe to that philosophy. Planning must be flexible in order to meet changing conditions brought about by technological changes and political and social factors prevalent at a particular time.

The alternatives listed below are a means of achieving a viable downtown through a series of development increments. Any or all of these can be changed to meet conditions of the times.

Alternative A can be implemented without street closure. Alternative B provides for the closure of two blocks on 6th Avenue and the development of an enclosed mall.

Alternative A - 1975

- ☛ City determines uses to be included within the first stage of a civic center and selects site.
- ☛ City acquires civic center site, vacates streets if necessary, and develops first stage.
- ☛ Owner(s) of Block B develop(s) complex with retail on ground level.

- ☛ City constructs parking garage on 6th Avenue and G Street.
- ☛ The western portion of Block D is developed as a department store. Property is acquired and developed by private enterprise.
- ☛ Pedestrian connections are developed across streets between Block C and D, B and D, B and Penney store, and B and Northern Commercial.
- ☛ Northern frontage of 4th Avenue is developed by parties now having commitments with ASHA (Block A).
- ☛ City constructs parking garage at 5th and C (Block C) and at 4th and K.

Alternative A - 1980

- ☛ City selects site for City Hall and Library and constructs. If the City Hall is relocated and the Library remains, the latter is expanded to the north or east and the remainder of the site is developed for a public park.
- ☛ City sells south 170 feet of City Hall Annex block (Block F) to private enterprise with stipulation and that it be utilized for major retailing facilities on the first floor.
- ☛ City constructs parking garage on north 120 feet of City Hall Annex Block (Block F). The garage capacity is determined by the requirements of the department store. If the parking garage does not materialize, underground parking is developed on the City Hall block.

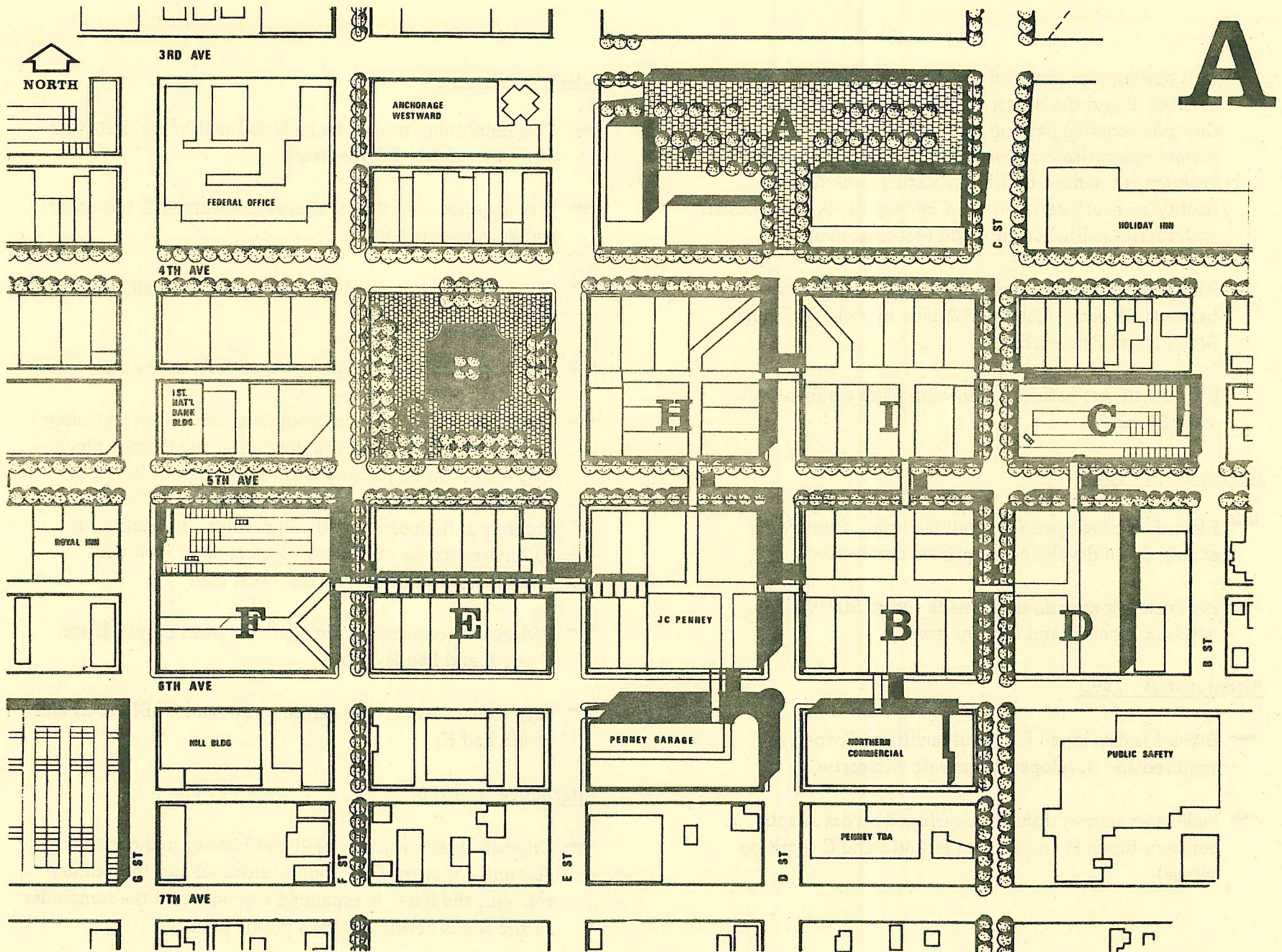


FIG. 13

City develops an enclosed pedestrian mall down the alley in Block E and the western portion of the Penney block. City sells existing parking lot in south half of Block E to private enterprise for development as retail facilities. Program is financed by LID. Existing bank drive-in facility on southwest corner of Penney block is developed with retail facilities fronting on east-west mall.

Pedestrian connections are developed across streets between Blocks F (City Hall Annex block) and E, and Block E and Penney Block.

City constructs parking garage and plaza on Buttress area (Block A).

Alternative A - 1985

- Block H is developed for retail facilities. Property is acquired and developed by private enterprise.
- Pedestrian connections are made across 5th Avenue between Block H and Penney store.

Alternative A - 1990

- Block I is developed for retail facilities. Property is acquired and developed by private enterprise.
- Pedestrian connections are developed across streets between Block H and I, I and B, and I and C (parking garage).

Alternative B - 1975

- City determines uses to be included within the first stage of a civic center and selects site.
- City acquires civic center site, vacates streets if necessary, and develops first stage.
- Owner of Block B develops complex with retail on ground level.
- City constructs parking garage on 6th Avenue and G Street.
- City develops an enclosed pedestrian mall down the alley in Block E and the western portion of the Penney block. City sells existing parking lot in south half of Block E to private enterprise for development as retail facilities. Program is financed by LID. Bank drive-in facility on southwest corner of Penney block is developed with retail facilities fronting on east-west mall.
- Pedestrian connections are made between Blocks E and F and B and Penney store.
- City constructs parking garage at 5th and C (Block C) and at 4th and K.

Alternative B - 1980

- City selects site for City Hall and Library and constructs. Assuming that the City Hall is relocated and the Library remains, the latter is expanded eastward and the remainder of the site is developed for a public park.

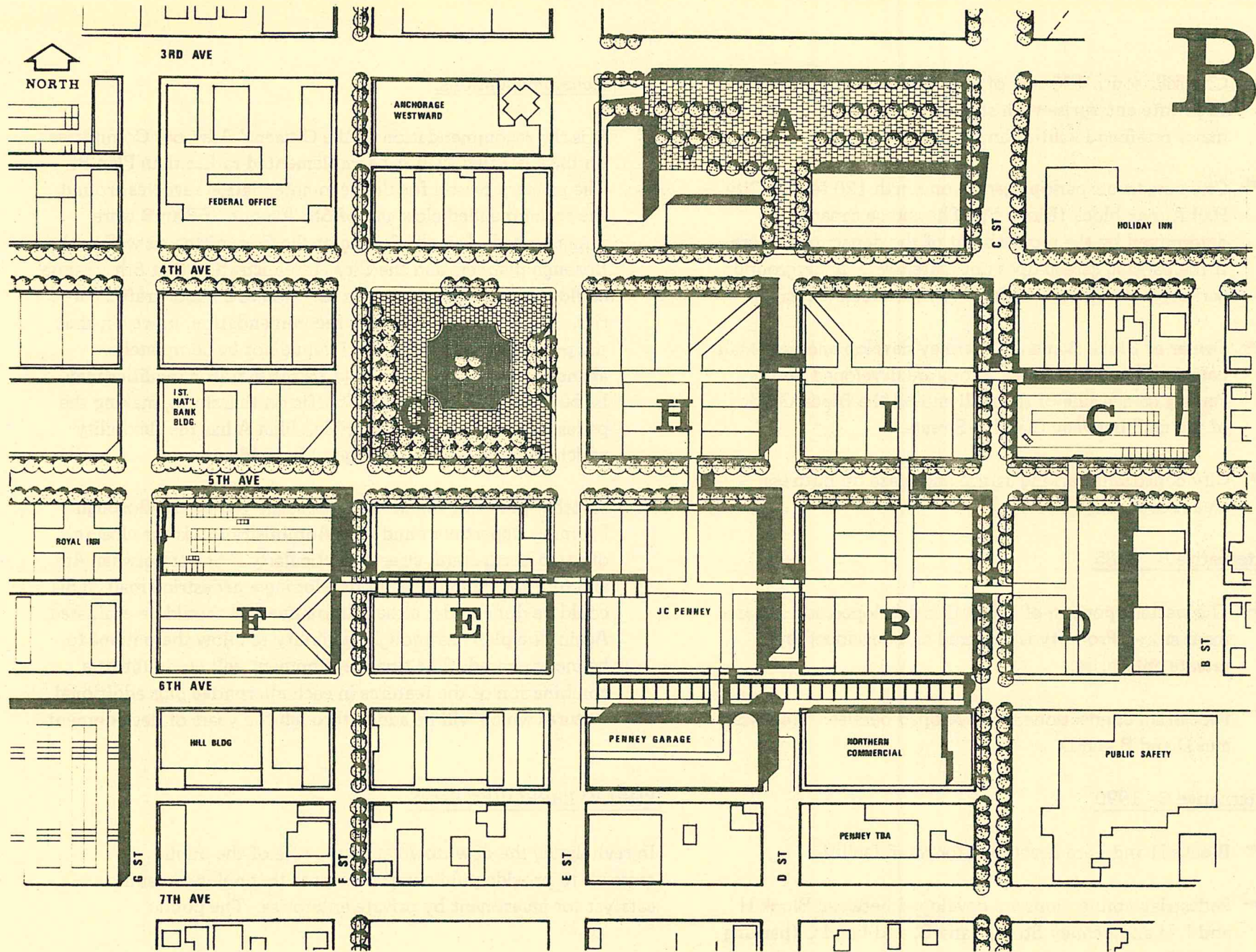


FIG. 14

- City sells south 170 feet of City Hall Annex block (Block F) to private enterprise with stipulation that it be utilized for major retailing facilities on the first floor.
- City constructs parking garage on north 120 feet of City Hall Annex block (Block F). The garage capacity is determined by the requirement of the department store. If the parking garage does not materialize, underground parking is developed on the City Hall Block (Block G).
- Owner of Block B and J.C. Penney develop enclosed mall between C and E Streets. Shops are developed on the Penney garage side of the mall and on the Block G side of the mall between C and D Streets.
- City constructs parking garage and plaza on buttress area (Block A).

Alternative B - 1985

- The western portion of Block D is developed as a department store. Property is acquired and developed by private enterprise.
- Pedestrian connections are developed between Blocks C and D and B and D.

Alternative B - 1990

- Blocks H and I are developed for retail facilities.
- Pedestrian connections are developed between Block H and I, H and Penney Store, I and B, and I and C (parking garage).

Recommendations:

It is the recommendation of the Citizens' Advisory Committee on the CBD that Plan A be implemented rather than Plan B. The primary reason for this recommendation revolves around the recommended close use of 6th Avenue, if Plan B were implemented. It is the feeling of the Committee, as well as the Borough planners and the City Administration that 6th Avenue could not be closed due to its function as a major traffic carrier. It was the Committee's recommendation, however, that the possibility of closing 6th Avenue not be completely abandoned since in 15 or 20 years other traffic facilities may be built which would reduce traffic on this street, making the pedestrian mall proposal possible. Plan A has the flexibility which would allow this change to be made.

Another proposal which has been suggested by the Borough Planning Department and City Administration is the closure of some north-south streets, particularly F Street between 4th and 6th, for the purpose of developing a pedestrian mall. This could be done under either alternative and should be evaluated. Again, the plan has enough flexibility to allow these items to be incorporated. The final development will no doubt be a combination of the features in each alternative plus additional features which will be added through the years of development.

PUBLIC IMPROVEMENTS

In revitalizing the downtown area, the role of the public sector is to provide public improvements that will serve as a catalyst for investment by private enterprise. The public

improvements represented in the plan include parking garages, pedestrian canopies and bridges, bicycle paths, and landscaping.

Garages

The proposed garages are all located on existing publicly owned properties. One developer has already indicated interest in developing a garage connected with a complex that he proposes on an adjacent block. If mutually agreeable terms can be reached between the two parties, the objectives of the plan would have been met.

Pedestrian Canopies

One of the plan's objectives is to create comfort for the pedestrian as he or she walks between stores. Two types of facilities can be utilized – pedestrian canopies, which partially protect the walker from the elements, and the completely enclosed pedestrian bridge. Both have their advantages and disadvantages.

The pedestrian canopy, which is suggested for consideration in the Anchorage Central Business District, is intended to provide a snow-free walking surface across streets under a 14-foot-wide canopy. Radiant lamps would provide warmth and coils in the pavement slab would keep the pavement surface bare. Storm water drains would be heated to permit water to flow to the storm sewers.

This facility is a relatively new approach to protecting pedestrians from the elements. It is possible that automobiles crossing the bare concrete "walkway" will deposit moisture on the unheated pavement adjacent to the crosswalk. This

could create ice bumps similar to the asphalt speed bumps which are often installed on parking lots or on private streets to reduce speeding. Methods of minimizing or eliminating these bumps would be by keeping the streets snowplowed to the bare pavement, by grading the bumps periodically as they are formed, or by designing the pavement heating system so that the coils are spaced progressively further apart towards the outside of the network, which would extend beyond the 14-foot crosswalk.

The consultant recommends that the city first construct a prototype to determine the effects of weather on such a facility and the acceptance by the general public.

Pedestrian Bridges

This form of pedestrian circulation has been widely used in other cities and is much heralded as the solution for downtown. Bridges have the following advantages:

- The separate pedestrians and vehicles.
- They protect pedestrians from inclement weather.
- Moving sidewalks could be installed inside to facilitate movement of freight and trash collection at night.

Bridges have several disadvantages that a city must consider before adopting the use of them. They are expensive to construct and must connect to buildings having two stories.

A study was made of multi-story buildings in the Anchorage Central Business District. With few exceptions, there were

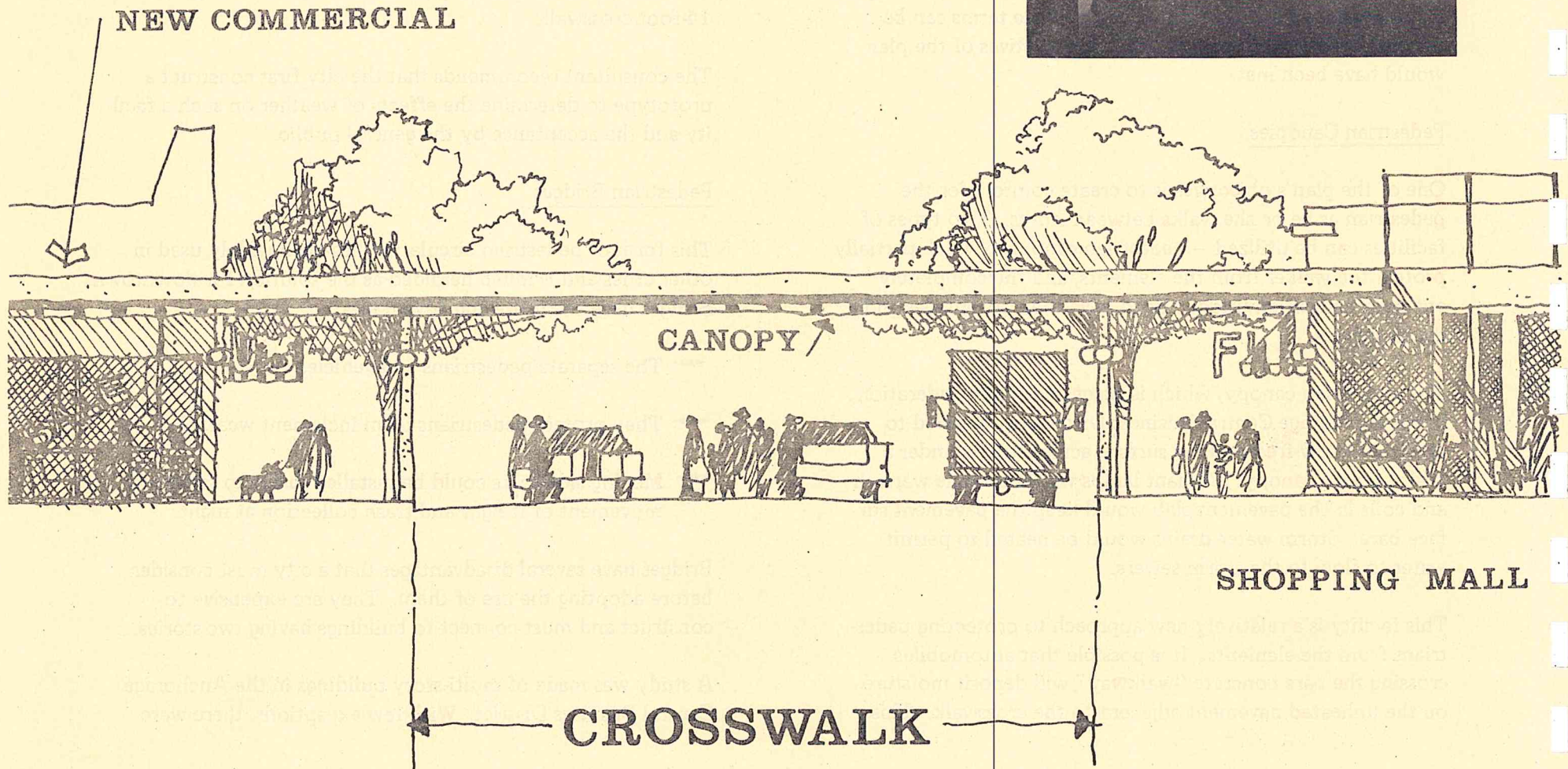


FIG. 15

not sufficient concentrated areas that would justify a feasible system connecting existing major generators.

The Minneapolis skybridge program is probably one of the country's most advanced systems. It provides for pedestrian circulation through the downtown area by a series of bridges which connect to hallways within buildings. The system presently connects office buildings, parking garages, and a department store. It is being developed by the private sector, and the city's role has been confined to the granting of easements for the bridges. Before the City of Anchorage commits itself to a publicly built system, it must consider not only the initial construction cost but the future operating costs of police protection, maintenance, and liability. Superimposing the Minneapolis privately built system on Anchorage would not produce a pedestrian network that would adequately serve the downtown area. In Minneapolis, most of the pedestrian system, including bridges, is closed at night and on weekends when the office buildings are vacant.

Another disadvantage of a skyway system is the removal of a portion of the pedestrian traffic from the street level. This lowers the rentals for the variety and specialty stores that depend on large pedestrian volumes. Department stores are benefited by the bridge system because it funnels pedestrians directly into the stores from adjacent garages and office buildings.

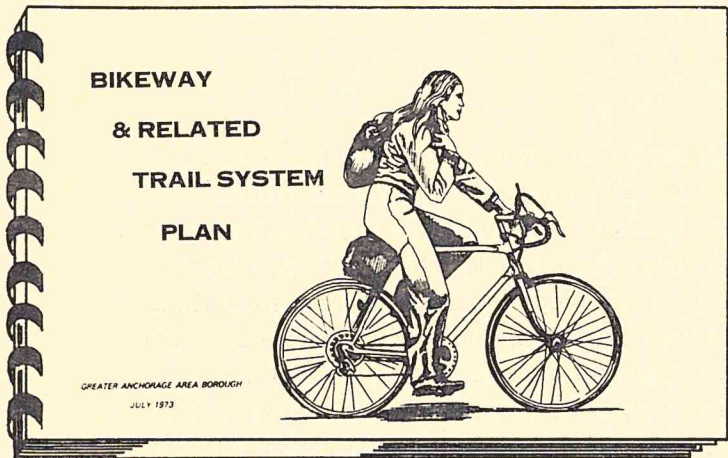
Bridges also interrupt the line of vision for the pedestrian at street level and block his view. This feature is of particular significance in Anchorage.

The mid-block pedestrian crossings are a progressive step in separating dissimilar traffic types in the interest of safety, convenience, and facility. The mid-block crossings are not in conflict with turning vehicle traffic. Drivers see pedestrians much more easily at mid-block crossings where there is little competition for their attention. Sidewalks separate dissimilar traffic to a lesser degree; pedestrian bridges do this to the ultimate. Freeways separate the faster long-haul traffic from the more local arterial volumes, and the arterials separate through traffic from use of principally residential streets.

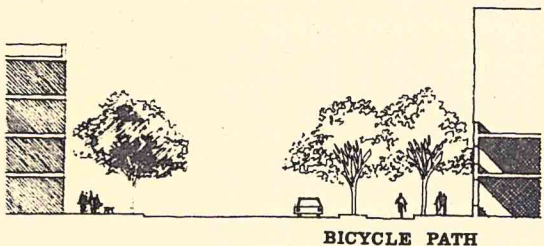
The mid-block pedestrian crossings being located nearer the east side of the block will provide the longer portion of the block for the westbound waiting vehicles at the signals to the west of each pedestrian crossing. The signal progression of one-way westbound traffic on 5th Avenue will provide clear intervals between the through westbound traffic. The traffic entering 5th Avenue from the intersection ahead of the pedestrian via a turn will be slow and of relatively smaller volumes. The driver will have adequate view of the pedestrian crossings ahead. A mid-block signal is not necessary. Should a decision be made, however, to install these, the cost will be approximately \$5000 per installation. These signals would be easily interconnected to the progressive system so added delays to vehicle traffic are minimized.

Bicycle Path

One of the forms of recreation that is currently popular throughout the country is bicycling. This sport is highly organized and some cities have regularly closed-off streets on weekends to permit bicyclists to use the entire pavement. The popularity of this sport can be contributed to citizens'

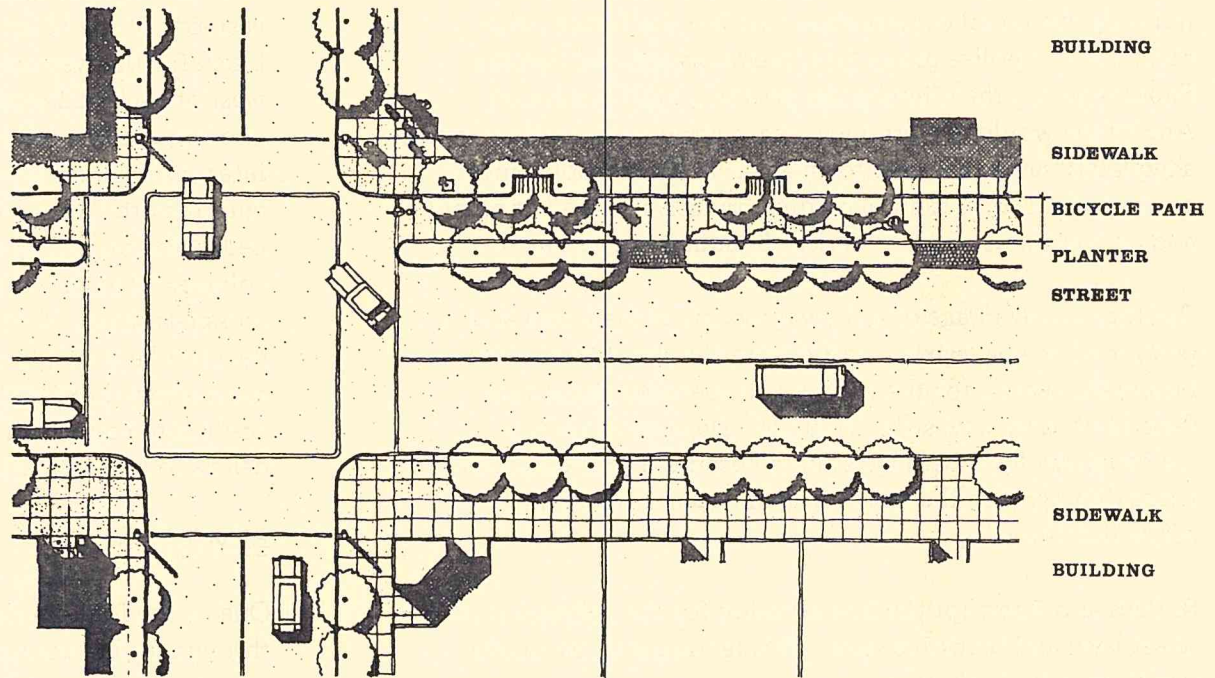


BICYCLE PATH



BICYCLE PATH

SECTION



PLAN

FIG. 16

TABLE VIII. PUBLIC IMPROVEMENT PHASING

	<u>Subtotal</u>	<u>Total</u>
<u>Alternative A - 1975</u>		
One canopy @ 80 feet	\$ 37,000	
Three canopies @ 60 feet	\$ 85,800	
Garage - 6th Avenue and G Street (750)	\$4,275,000	
Garage - K Street, 4th to 5th Avenues (490)	\$2,793,000	
Garage - 5th Avenue, B to C Streets (525)	\$2,992,500	
		<u>\$10,183,300</u>
 <u>Alternative A - 1980</u>		
Two canopies @ 60 feet	\$ 57,200	
Annex garage - 450 spaces	\$2,565,000	
Mall - 400 feet @ 36 feet @ \$27	\$ 389,200	
Buttress garage and plaza (368)	\$2,436,000	
		<u>\$ 5,447,400</u>
 <u>Alternative A - 1985</u>		
One canopy @ 80 feet	\$ 37,000	
		<u>\$ 37,000</u>
 <u>Alternative A - 1990</u>		
One canopy @ 80 feet	\$ 37,000	
Two canopies @ 60 feet	\$ 57,200	
		<u>\$ 94,200</u>
	Total	<u>\$15,761,900</u>

These estimates exclude land acquisition, architect-engineer fees, sales tax, etc.

TABLE VIII. PUBLIC IMPROVEMENT PHASING (Continued)

	<u>Subtotal</u>	<u>Total</u>
<u>Alternative B - 1975</u>		
Mall - 400 feet @ 36 feet @ \$27	\$ 389,200	
Garage - 6th Avenue and G Street (750)	\$4,275,000	
Garage - K Street, 4th to 5th Avenues (490)	\$2,793,000	
Garage - 5th Avenue, B to C Streets (525) @ \$6000	\$2,992,500	
		<u>\$10,449,700</u>
 <u>Alternative B - 1980</u>		
Mall - 660 feet @ 36 feet @ \$27	\$ 642,000	
One canopy @ 60 feet	\$ 28,600	
Annex garage - 450 spaces	\$2,565,000	
Buttress garage and plaza (368)	\$2,436,000	
		<u>\$ 5,671,600</u>
 <u>Alternative B - 1985</u>		
One canopy @ 80 feet	\$ 37,000	
One canopy @ 60 feet	\$ 28,600	
		<u>\$ 65,600</u>
 <u>Alternative B - 1990</u>		
Two canopies @ 80 feet	\$ 74,000	
Two canopies @ 60 feet	\$ 57,200	
		<u>\$ 131,200</u>
		<u>\$16,318,100</u>

These estimates exclude land acquisition, architect-engineer fees, sales tax, etc.

TABLE IX. GARAGES

City Hall Annex

120 feet x 300 feet = 36,000 square feet ÷ 400 square feet = 90 spaces per level
90 spaces @ 5 levels = 450 spaces @ \$5700 per space \$2,565,000

5th Avenue, B to C Streets

140 feet x 300 feet = 42,000 square feet ÷ 400 square feet = 105 spaces per level
105 spaces @ 5 levels = 525 spaces @ \$5700 per space \$2,992,500

4th Avenue and K Street

140 feet x 280 feet = 39,200 square feet ÷ 400 square feet = 98 spaces per level
98 spaces @ 5 levels = 490 spaces @ \$5700 per space \$2,793,000

Buttress Area

73,575 square feet ÷ 400 square feet = 184 spaces per level
184 spaces @ 2 levels @ \$5700 = \$2,097,600
Landscaped plaza - 73,575 square feet @ \$4.60 = \$ 338,445
\$2,436,045 \$2,436,000

City Hall (Underground Garage)

280 feet x 300 feet = 84,000 square feet ÷ 400 square feet = 210 spaces per level
210 spaces @ 2 levels = 420 spaces @ \$6100 = \$2,562,000
Landscaped plaza - 84,000 square feet @ \$4.60 = \$ 386,400
\$2,948,400 \$2,948,400

Land costs, architect-engineer fees, testing, etc., are not included.

TABLE IX. GARAGES (Continued)

6th Avenue and G Street

200 feet x 300 feet = 60,000 square feet ÷ 400 square feet = 150 spaces per level
150 spaces @ 5 levels = 750 spaces @ \$5700

\$4,275,000

4th Avenue and H Street

140 feet x 250 feet = 35,000 square feet ÷ 400 square feet = 87 spaces per level
87 spaces @ 5 levels = 435 spaces @ \$5700

\$2,479,500

Land costs, architect-engineer fees, testing, etc., are not included.

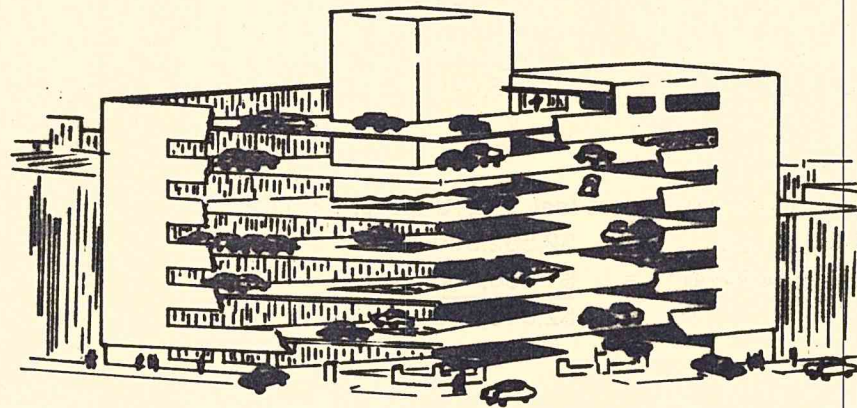


TABLE X. PARKING PHASING

Alternative A

1975	6th Avenue and G Street	750 cars	\$ 4,275,000
1975	5th Avenue and C Street	525 cars	\$ 2,992,500
1975	K Street, 4th to 5th Avenues	490 cars	\$ 2,793,000
1980	Buttress garage, including plaza	368 cars	\$ 2,436,000
1980	City Hall Annex	450 cars	\$ 2,565,000
	<u>Optional Parking Developments As Demand Dictates</u>		
	City Hall block, including plaza	420 cars	\$ 2,948,400
	4th Avenue and H Street	435 cars	\$ 2,479,500
	Total	<u>3438 cars</u>	<u>\$20,489,400</u>

Alternative B

1975	6th Avenue and G Street	750 cars	\$ 4,275,000
1975	Block C, 5th Avenue and C Street	525 cars	\$ 2,992,500
1975	K Street, 4th to 5th Avenues	490 cars	\$ 2,793,000
1980	Buttress garage and plaza	368 cars	\$ 2,436,000
1980	City Hall Annex	450 cars	\$ 2,565,000
	<u>Optional Parking Developments As Demand Dictates</u>		
	City Hall block, including plaza	420 cars	\$ 2,948,400
	4th Avenue and H Street	435 cars	\$ 2,479,500
	Total	<u>3438 cars</u>	<u>\$20,489,400</u>

5700
SPM

Parking Structures That Could Be Leased for Private Development with Ground and Air Rights

5th Avenue and C Street 6th Avenue and G Street 4th Avenue and K Street 4th Avenue and H Street

TABLE XII. BICYCLE PATH

F Street, 9th to 2nd Avenues (8 blocks)

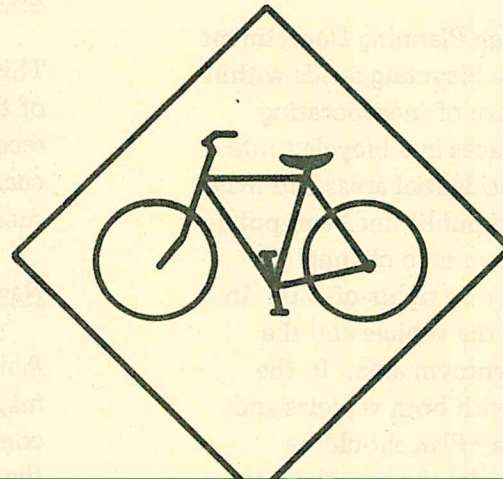
Remove parking on east side of street

7 blocks @ \$14,000 (includes planter bed and landscaping)

\$98,000

4th or 5th Avenues, Gambell to City Hall Block

Remove parking on north side of street during summer months



concern for ecology and the environment, a partial refutation of the automobile and its polluting elements, an increased awareness of the need for exercise, the fun of traveling as a family unit or in groups, the economy of the sport, and, as particularly related to Anchorage, the winter cabin fever syndrome. The latter is significant because the long and cold winters preclude most outdoor forms of recreation for many age groups.

There is no evidence to indicate that bicycling is a fad, but it is necessary for the community to assess the sport's proper role in community life before expending funds to provide necessary bicycling facilities.

The City of Anchorage and the Borough Planning Department are currently developing a study of the bicycling needs within the entire community with the objective of incorporating certain streets, easements and open spaces in a bicycle route system. The system would connect residential areas and major generators, such as the downtown, and public and semi-public uses. The basic concept of such a system is to channel the bicyclists to designations on relatively safe rights-of-way. In residential areas, the conflict between the vehicle and the bicycle is not as extreme as in the downtown area. In the latter, the bicyclist is in competition with both vehicles and pedestrians. The Boroughwide Bikeway Plan should be adopted in July of 1973 and would depict the actual routes chosen within the CBD area.

The consultant has recommended two streets in the downtown area for incorporation in the proposed boroughwide system. North-south traffic would be handled on F Street and east-west traffic on 4th Avenue. This report contains a schematic

drawing that depicts how a bicycle path could relate to an existing street. The parking lane on one side of the street would be removed and designated for bicycling use only. An informational campaign would advise the public so that vehicles would not encroach on the bicycle "path".

Regardless of which routes are finally chosen within the CBD, a pilot study should be conducted to determine if bicyclists would utilize these "paths" in sufficient numbers to warrant the expenditure of public funds. Improvements could consist of a raised planter that would form a physical barrier between the path and the vehicular lanes.

ZONING REVISIONS

This study recommends several changes that will require revision of the existing zoning ordinance text and maps. It is strongly recommended by the Citizens' Advisory Committee that these changes be implemented immediately since much of the plan's success depends on these zoning changes.

New Business District

A new business district (indicated as B on the Proposed Zoning map) should be adopted that would ensure the development of compatible uses on the ground floor of all development within the district. The purpose of this district is to create a concentrated development of retail and related facilities so that the pedestrian's walking distance between major generators is reduced. The following provisions are recommended as a part of this new district:

1. Principal Uses Permitted Outright at View from Street Level

Retail store
Window displays
Personal service establishment, beauty, barber, and shoe repair shops
Restaurant, cafe, bars
Bank or other financial institution
Hotel
Theater

2. Principal Uses Permitted When Not in View from Street, but Occupying Street Level Floor Space

Business or professional office
Catering firm
Taxidermy shop
Wholesale store for jewelry, optical and photographic goods, pharmaceuticals, cosmetics
Telephone exchange
Meeting hall, auditorium, theater, bowling, skating rink, pool and dance hall
Radio-television studio
Appliance repair

3. Principal Uses Permitted on Other than Street Level Floor Space

All prior identified uses
Trade or business school
Custom manufacture for sale at retail from materials, canvas, bone, cellophane, cloth, etc.

Fraternal clubs
Art, dance, music studio
Printing and publishing establishment

4. Permitted Conditional Uses

Commercial parking lot
Parking garages located in other than street level floor space
Apartment hotel, apartment house, condominiums, elderly housing on other than street level floor space
Government Building

5. No parking required.

6. Floor Area Ratio of 5:1

The existing zoning ordinance permits unlimited building heights. The recommended revision would eliminate this provision by substituting the process known as floor area ratio. This process permits a developer to build a tall structure if certain design features are included; for example, setbacks, plazas, and arcades. The more open space he provides, the higher the structure can be built. This provides an incentive for good design through the provision of plazas, arcades, and setbacks.

B-2 District

The existing B-2 district would remain basically unchanged, with the following exceptions or notations:

1. Permitted Conditional Uses

Apartments, elderly housing, and condominiums
Drive-in restaurants and dry-cleaning establishments

2. No parking required.

3. Floor Area Ratio of 5:1

This provision offers incentives for a developer to incorporate plazas, arcades, and setbacks in his design. For each square foot of plaza provided, the gross floor area could be increased by 10 square feet. For each square foot of arcade provided, the gross floor area could be increased by 6 square feet.

R-O District

The R-O district would be eliminated in the downtown area. One of the major proposals of the Land Use Plan is the development of high density in close proximity to downtown. Although the existing district has had success in the L Street area, it has not been effective in the R-O district along 9th Avenue. Whenever an office building is constructed in this district, the land costs of adjacent properties increase, making it difficult for developers to acquire land for residential uses.

R-4 District

The existing R-4 district would be revised and portions of the project area would be zoned. The following provisions are recommended:

1. Permitted uses

Apartments, elderly housing, and condominiums
Hotels

2. Lot Area Requirements

Minimum of 14,000 square feet in area
A minimum of 500 square feet of lot area per dwelling unit (when the lot area is less than 50 percent of a lot, the minimum lot area per dwelling unit decreases proportionately by 10 percent and the minimum lot area per dwelling unit decreases to 300 square feet.)

3. Height of Building

No specific height (when the height of any base structure exceeds 50 percent lot coverage, the height of the base is limited to 20 feet maximum).

4. Floor Area Ratio

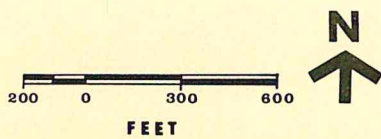
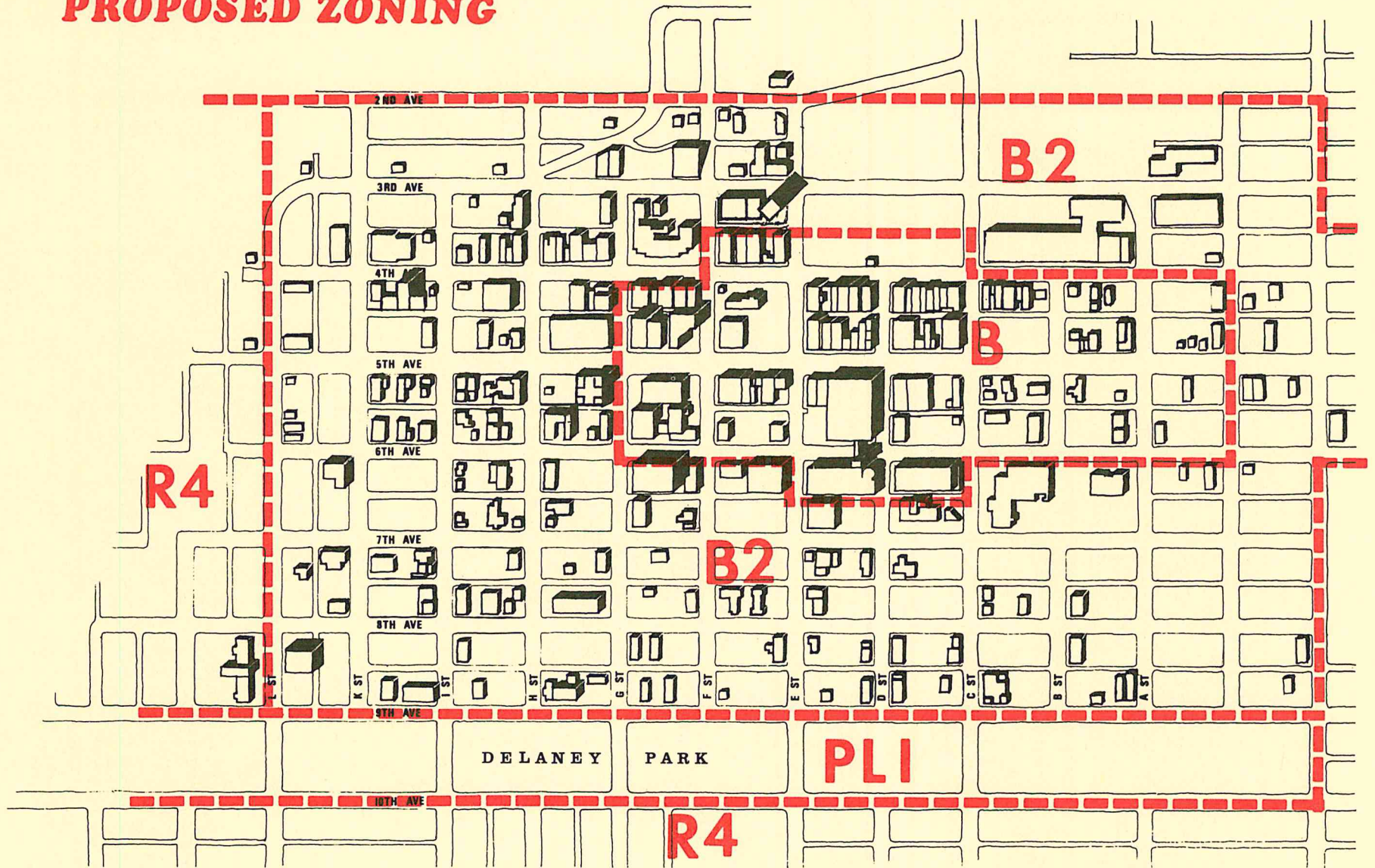
At 50 percent lot coverage, the gross floor area of a building, not including accessory parking, would be 2.5 times the lot area. When percentage of lot coverage by the tower complex decreases to 10 percent, the FAR increases to 3.5.

The longest dimension of a tower should not exceed 120 feet.

5. Off-Street Parking Requirements

Apartments and condominiums – one space per unit
Elderly housing – one-half space per unit
Off-street parking must be provided within 300 feet of the main structures.

PROPOSED ZONING



ANCHORAGE CENTRAL BUSINESS DISTRICT
CITY OF ANCHORAGE
GREATER ANCHORAGE AREA BOROUGH
JOHN GRAHAM AND COMPANY ARCHITECTS - PLANNERS - ENGINEERS

CITY OF ANCHORAGE

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COUNCILMEN

Peg Benkert

William A. Besser

James O. Campbell

Mike Gordon

Gordon Hartlieb

Wilda G. Hudson

Bennie Leonard

David Rose

Robert E. Sharp, City Manager

GREATER ANCHORAGE AREA BOROUGH

John M. Asplund, Chairman
(retired October, 1972)

Jack Roderick, Mayor

BOROUGH ASSEMBLY

Peg Benkert

Jessie Dobson

James M. Garrigues

Mike Gordon

Joe Graham

Wilda G. Hudson

Herbert C. Lang

Bennie Leonard

Walter B. Parker

David Rose

Edward C. Willis

BOROUGH PLANNING COMMISSION

Arliss Sturgulewski, Chairman
(to February, 1973)

Charles P. Evans, Chairman

Dean S. Berg

Robert L. Crow

William Gibson

Robert C. Kallenberg

Donna Matthews

Lidia Selkregg

Joseph Wiley

BOROUGH PLANNING DEPARTMENT

Vernon R. Wiggins, Director of Planning
(resigned January 1, 1973)

William H. Beaty, Director of Planning

Donald G. Beckord, Current Planning Administrator

Paul M. Palmer, Technical Services Supervisor

Rena V. Dickerson, Office Supervisor

Richard Hart, Senior Planner (Planner in Charge)

John Rasmussen, Senior Planner

Alan Scheen, Platting Engineer

Paul Carr, Associate Planner

Dean Blount, Associate Planner

Greg Jones, Associate Planner

Patrick Lynch, Assistant Planner

(City-Borough Coordinator)

Arlan DeYong, Assistant Planner

CITIZENS' ADVISORY COMMITTEE

Mrs. JoAnn Miller*, Chairman

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D. H. Cuddy

James E. Curley*

Charles P. Evans*

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Henry Hedberg

Vernon Hickel

Max Hodel*

Kenneth C. Hume

Richard A. Kennard

Robert Larsen

Donald L. Mellish

Frank M. Reed

Gene Silberer

Gerald Wolf

*Executive Committee

CITY OF ANCHORAGE

Raymond Bays, Fire Chief

Lee Browning, City Engineer

John L. Cerutti, Building Official

Bud Dowling, Property Management Officer

Jack D. Easley, Deputy City Manager

Jack D. Easley, (Acting Public Works Director)

Howard G. Fremlin, Administrative Analyst

Jack Harris, Telephone Utility Director

Earl Hibpshman, Police Chief

James Moore, Personnel Director

Robert Neison, Finance Director

Carroll A. Oliver, Municipal Light and
Power Director

Thomas E. Price, Traffic Engineer

Robert Robertson, Park and Recreation
Director

John R. Spencer, City Attorney

