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COMMUNITY PLANNING DEPARTMENT  
Municipality of Anchorage  
632 West Sixth Avenue, Room 505

**DRAFT**

# **ANCHORAGE CBD**

## **Comprehensive Development Plan**

# **PHASE I**

# **DEVELOPMENT PLAN**

# **SUMMARY**

**March 1982**

**Submitted to the Municipality of Anchorage by**

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## INTRODUCTION

The Phase I Development Plan is a key element of the CBD Comprehensive Development Plan. This Phase I Development Plan is intended to serve three functions:

- To assist decision-makers in forming policies for dealing with immediate actions that can have a profound impact on the future of downtown Anchorage.
- To call upon inventory and synthesis findings that have a bearing on the above-mentioned short-range policy decisions, as well as on longer-range issues.
- To recommend that these policy decisions be approached from a comprehensive development planning perspective -- rather than on the individual merits of a particular project -- even if this requires postponing the implementation of certain early action programs.

### Timing and Scope of the Plan

Time has been of the essence in preparation of the Phase I Development Plan. The Phase I Development Plan is based on the initial three-month study effort, marked by a first series of meetings held with key public and private interest groups in late November 1981 and a second series of meetings held in January 1982. The abbreviated time schedule for this very important phase of work was mandated by the significance of decisions that had to be made quickly. Examples of such decisions that could not be postponed include:

- The location of a State Office Complex that will ultimately house 2,800 employees.

- The location and program of a downtown retail complex, whose presence will play a crucial role in maintaining the viability of the CBD.
- How best to address a critical and immediate parking shortage while improving the downtown environment.
- Whether or not major public construction projects should proceed according to preliminary plans or await integration with the Comprehensive Development Planning strategy that will emerge later in the planning process.

Phase I Study Area and Target Year

The CBD Comprehensive Development Plan will encompass the area bounded by 1st and 9th Avenues, the Alaska Railroad right-of-way and Ingra Street. However, since the most immediate policy decisions center on the CBD core area, the focus of the Phase I Development Plan is on a smaller area, generally bounded by 3rd and 8th Avenues and G and Cordova Streets. The relationship of the two areas is depicted graphically in Figure 1. The Phase I Development Plan concentrates specifically on actions that can or will be realized within the period between now and 1985.

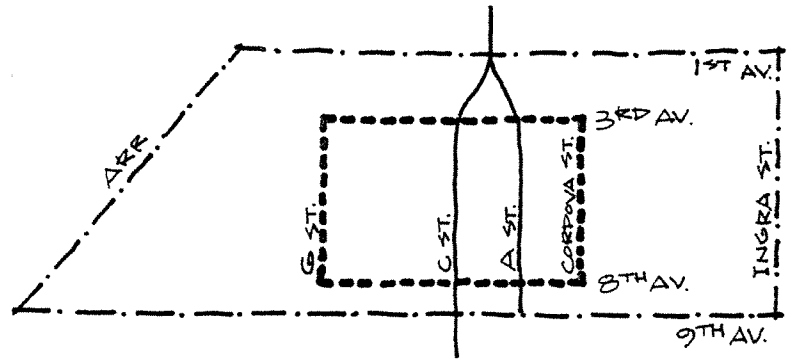


Figure 1. Comparison of large Comprehensive Development Plan study area with core area focus (inner rectangle) of Phase I Development Plan

Overview of Key Findings

Economic Prospects. The office and hotel sectors appear to have good prospects for continued expansion through the Phase I development period. The housing sector could blossom or remain stagnant in the CBD, depending on many local and outside factors. The retail sector is in need of immediate attention if existing facilities are to be maintained or augmented. The Phase I Development Plan's proposed retail complex addresses this need.

The extent of projected development potential and some of the factors on which it is contingent are noted in the paragraphs that follow:

Office. Demand for office space in downtown Anchorage by 1985 is projected at between 770,000 and 1,300,000 square feet.<sup>1</sup> The higher figure would be contingent on the Municipality's assistance in land assembly; the availability of publicly-funded parking; and an expected increase in land cost at competing locations, (i.e., Midtown and other areas)(Figure 2).

Hotel. Downtown Anchorage can support an additional 700 to 1,100 hotel rooms<sup>2</sup> by 1985, according to the projections. Development of a major hotel complex outside the CBD and a lack of downtown parking facilities would make the lower figure the more likely of the two. The development of publicly-funded parking facilities, an aggressive and successful marketing program for the Convention Center, and availability of prime development sites through public assistance would increase the number of hotel rooms that could be developed downtown (Figure 3).

Residential. The supply of new downtown residential units between 1981 and 1985 could range from 0 to 1,000.<sup>3</sup> The attractiveness of the downtown environment as a place to live, land assembly assistance, the availability of adequate parking, and state-funded low-interest financing programs would all foster the development of more housing downtown (Figure 4).

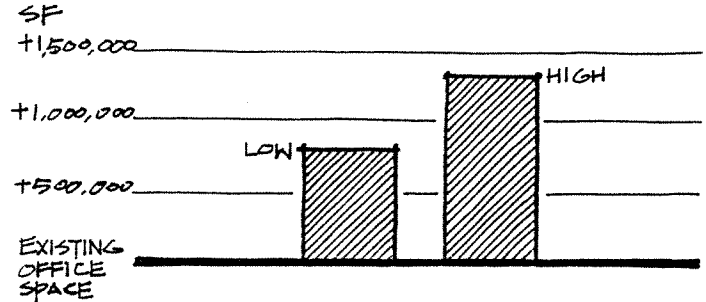


Figure 2. Range of projected new office space development, 1982-85

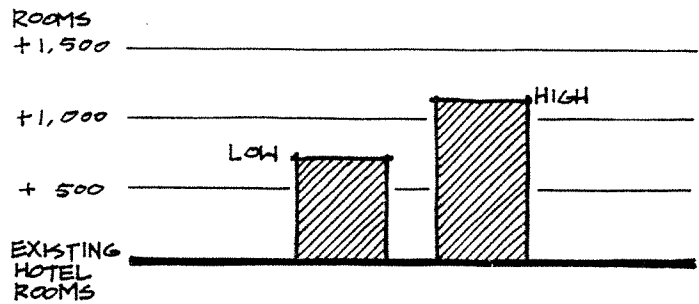


Figure 3. Range of potential new hotel room development, 1982-85

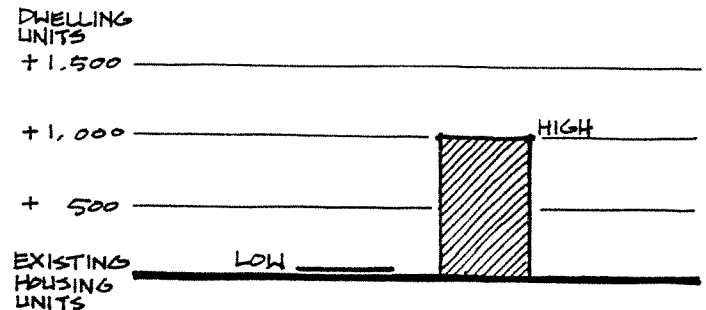


Figure 4. Range of potential new housing development, 1982-85

<sup>1</sup>Source: Gladstone Associates, January 1982. Includes projects now under construction.

<sup>2</sup>Ibid. Assumes operation of completed Convention Center and other committed projects.

<sup>3</sup>Ibid.

Retail. The amount of retail space in downtown Anchorage in 1985 can vary considerably from what now exists. On the low end of the projections, the CBD may lose up to 125,000 square feet of retail space including the loss of one of the two existing department stores to a competing area. On the high side, the CBD would gain as much as 370,000 square feet, including 120,000 square feet of department store and up to 250,000 square feet of specialty stores above and beyond existing retail facilities<sup>1</sup> (Figure 5).

Without public assistance to foster private retail development downtown, a regional shopping center is likely to be developed in a competing area, possibly inducing one of the existing downtown anchor stores to relocate away from the CBD. Public-private cooperation, however, could lead to development of a climate-controlled retail center in the downtown area, with both an additional department store and specialty retail stores. The development of publicly-funded parking (see Section III) will be necessary to carry this out.

Parking. Downtown Anchorage faces a serious parking shortage in the Phase I Development Plan period. Both state and local resources must be put to work to offset this deficit. The State of Alaska has committed \$10 million to assisting the Municipality in developing parking for the downtown area. It is understood that an additional \$16 million is also available directly through the Municipality for parking structures. The Phase I Development Plan identifies the areas in which public parking must be immediately provided.

<sup>1</sup>Source: Gladstone Associates, January 1982.

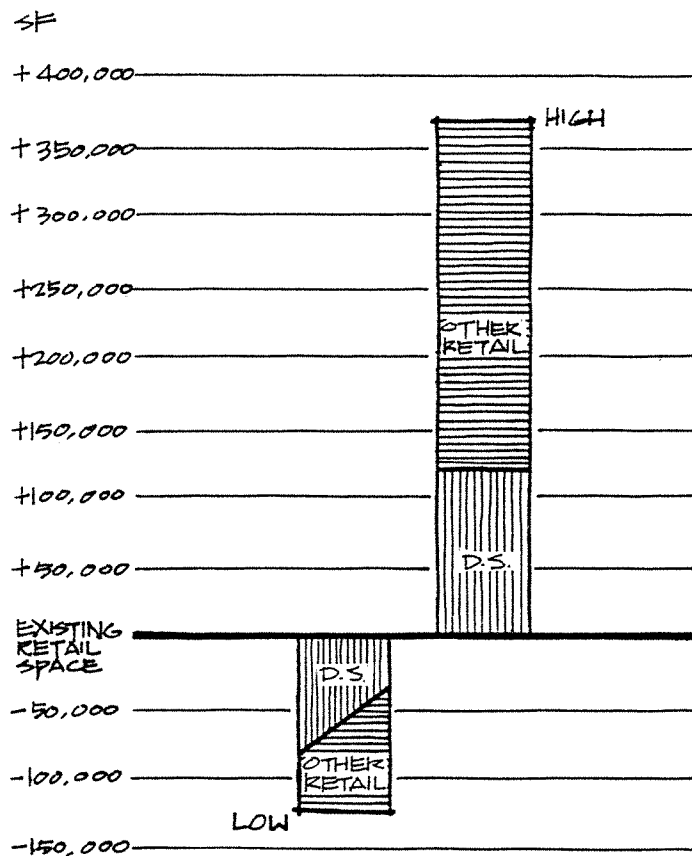


Figure 5. Range of potential retail development or loss of retail space, 1982-85

Capital Improvements. The Municipality of Anchorage has plans to invest \$234 million in numerous projects. Some of these programs in the CBD core area should proceed as planned; some programs outside of the CBD, which promise to have little impact on CBD planning, should also proceed as planned. However, several programs and projects within the CBD must be coordinated with other programs and projects if the full value of their investment is to be realized; these should await completion of pertinent Phase II Comprehensive Development Plan elements before being implemented.

Overall Development Pattern. Development in downtown Anchorage today is fragmented and lacks a central focus. A primary message received from both the public and private interest groups is that an organized, integrated development pattern is favored. All specific Phase I Development Plan recommendations build toward such a coherent long-term development pattern.

Goals and Objectives. The generalized goals and objectives for CBD development, as set forth by the Municipality of Anchorage, have crystalized during the public participation program. The relationship of the general goals and objectives -- and the more detailed goals and objectives that have emerged to date during the study -- to specific recommended plan elements and the associated action program is shown in the Phase I Goals and Plan Elements Table which follows the conclusion of the summary.

## CORE AREA DEVELOPMENT STRATEGY

The Phase I Development Plan strategy for core area development includes the following elements:

- State Office Complex
- Retail Complex
- Core Area Parking Program
- Traffic Management
- Cultural Facilities (Convention Center, Performing Arts Center and Museum Expansion)
- Core Area Pedestrian and Open Space Elements

Figure 6 notes the locations of the various Phase I Development Plan elements. For certain elements, such as the parking structures, locations are generalized rather than specific, in anticipation of more detailed development feasibility investigations that must be undertaken. The Plan elements, most of which are covered in more detail in other sections of this document, are briefly profiled below.

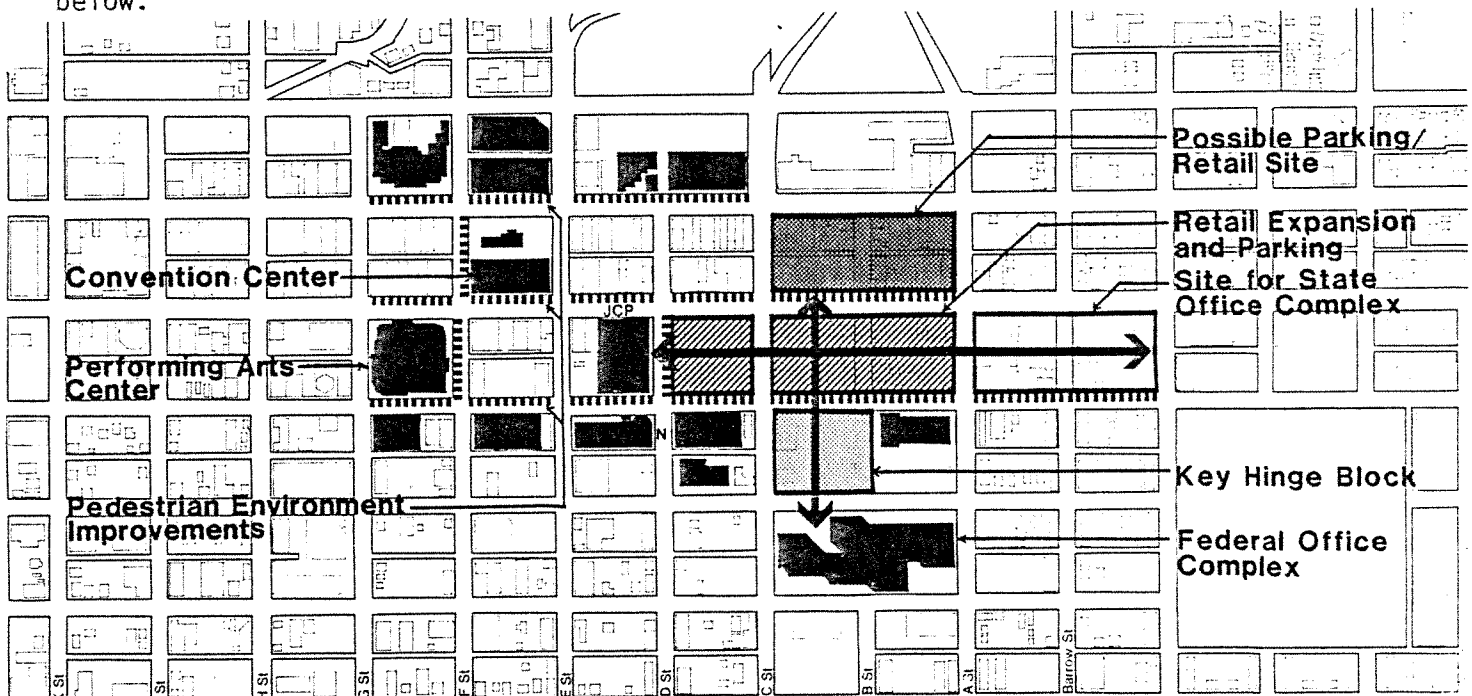


Figure 6. Phase I Action proposal

## State Office Complex

The State Office Complex will ultimately encompass 639,000 square feet and house 2,800 employees and, thus, will be a major factor in the distribution of employees throughout the CBD. Three sites were investigated and evaluated (Figure 7), Site 1 being initially proposed by the state, and Sites 2 and 3 being suggested by the Municipality.

The three sites were analyzed from the standpoints of site characteristics (viewed independently from the rest of downtown) and of urban context (taking into account downtown development patterns, adjacent uses, traffic, influence on retail trade, etc.). The results of the comparative analyses were that:

- Site 1 would concentrate an excessive number of employees near the existing federal office complex, with attendant traffic impacts and little relationship to the existing retail district. Furthermore, residents south of the park strip had concern over the intensification of development near their neighborhood. The site's ability to be developed independently of other CBD programs was its primary advantage.
- Site 2 was found to offer good accessibility, a good relationship to existing and future retail areas (assuming its development would be coordinated with retail complex development), and stimulation of a blighted area. Its primary drawback was found to be its geotechnical condition, due to its proximity to the buttressed area, with implications on the future expansion of the complex.
- Good accessibility and the potential for expansion to the north were among the primary attributes of Site 3. In addition, a state office complex on this site could function as an anchor to the proposed retail complex. Its geotechnical condition, in preliminary investigations, appeared to be similar to that of Site 1; potential relocation impacts were determined to be

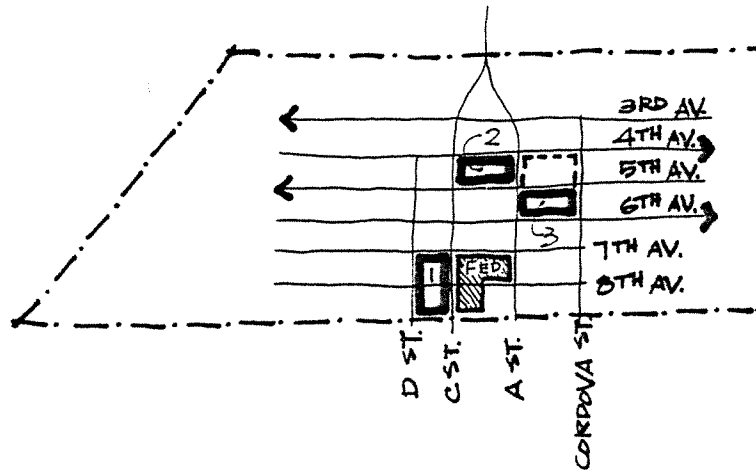


Figure 7. Alternative State Office Complex sites



less extensive than those at the other sites. Its assessed value was the least of the three sites.

An additional comparative analysis was conducted by the Municipal Planning Department, expanding on the consultant team's analysis with special concentration on geotechnical factors. The report, "Site Analysis of the State Office Complex Alternatives," recommended Site 3 "on the basis of land use, downtown development policies, transportation, and known geotechnical information."

### Retail Complex

Existing retail facilities are found primarily on 4th Avenue between Barrow and I Streets, on 5th Avenue between Denali and I Streets, and on 6th Avenue between C and F Streets. The most intense retail areas are situated on the above-mentioned Avenues west of C Street.

In an effort to strengthen existing retail facilities and make them more attractive, proposals have been considered for sidewalk amenities, additional landscaping, more off-street parking, and coordinated appearance improvement programs. All of these appear to be sound proposals and are discussed elsewhere in the Phase I Development Plan Summary.

However, economic projections show that, notwithstanding these improvements, downtown Anchorage may possibly lose one of the two existing department stores as well as a portion of the existing retail tenant stores in the absence of a new, attractive, climate-controlled retail complex. The public participation program yielded support for the concept of such a retail complex, provided that it enhances the strength of existing retail facilities. The success of such a complex is contingent on the following factors:

- Direct tie with existing anchor stores (J. C. Penney and Nordstrom) and key existing tenant stores

- Land assembly
- Adequate and convenient public parking
- Easy auto and transit access
- A location central to major people generators, (employment centers, attractions, cultural facilities, etc.)
- Incorporation of recreational and after-hours features in the complex
- Immediate implementation so as not to risk a loss of existing downtown retail facilities (see economic projections in previous section).

Importance to CBD. Retail development can be viewed as the "glue that binds a downtown together." In a climate such as that of Anchorage, a successful retail complex requires not only a lively and varied street scene, but also climate control to encourage impulse buying in comfortable surroundings year-round. Cities that have achieved this include Minneapolis, Montreal, Spokane and others.

Design Options Based on the criteria for a successful downtown retail complex that were set forth above, new retail development must relate directly to existing retail facilities. Therefore, the two existing anchor stores, J. C. Penney and Nordstrom, should be viewed as anchors for the new retail complex and strong connection to existing retail areas on 4th, 5th and 6th Avenues should be established. Several options have been explored (Figure 8).

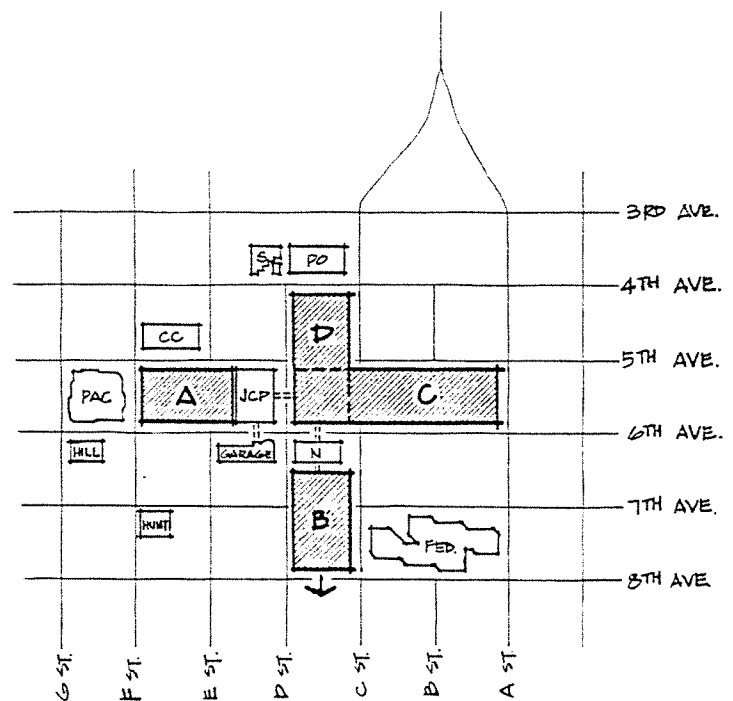


Figure 8. Retail complex location options

Option A. Expansion to the West.  
The substantial amount of new construction west of J.C. Penney would prevent any new retail development beyond the one block immediately adjacent to the existing store (Block 51).

Option B. Expansion to the South.

Although the blocks immediately south of the Nordstrom store appear upon first look to be good candidates for retail development, being oriented toward employee concentrations at the soon-to-be-completed ARCO and Hunt Towers and the existing federal complex, retail expansion in this direction would isolate the J.C. Penney store to the northwest. The presence of the J.C. Penney garage to the south of the store precludes the store's linkage with the complex, unless the garage were to be demolished (creating a major loss in downtown parking). Other drawbacks to this option are the isolation of the existing retail facilities along 4th and 5th Avenues, including the relatively new Sunshine and Post Office Mall developments; its isolation from major civic and tourist facilities, such as the new Performing Arts Center, Convention Center, and all major downtown hotels; and its potential traffic and related impacts on the park strip and the area to the south.

Option C. Expansion to the East. Expansion of retail to the east of the J.C. Penney store and immediately north of the Nordstrom store can continue up to three blocks, engaging the proposed State Office Complex (and, beyond that, the Sheraton Hotel) on the east side. Thus, in addition to anchor stores, the complex would be further anchored by major concentrations of people to both the east and the west -- a necessity to a successful retail development. In addition, adequate land appears to be available in the vicinity of A and C Streets north of the site for possible conversion to parking that could "feed" the complex from the north.

Option D. Expansion to the North.

The blocks north of the Nordstrom store also appear to be good candidates for retail expansion, using the Sunshine and Post Office Mall buildings as anchors on the north. However, since expansion would be limited to the two intervening blocks, this option appears to have better potential as a later phase adjunct to Option C, which offers the best combination of employee adjacency, accessibility, visibility and available area.

Recommendations. The final configuration of the downtown retail complex should be determined in conjunction with other factors, such as the location of the State Office Complex, the location of the public parking structures, and other factors. It would seem most prudent to view expansion in both a northerly and easterly direction as the ultimate goal.

A first step in the land assembly process, on the assumption that State Office complex Site 3 is adopted, would be the acquisition of the three blocks bounded by D and A Streets and 5th and 6th Avenues (Figure 9). This would allow tie-in with the existing J.C. Penney and Nordstrom stores and would establish the State Office complex as a major people-generating anchor at the east side of the project. Later land assembly activities could concentrate on the two blocks north of 5th Avenue between C and D Streets.

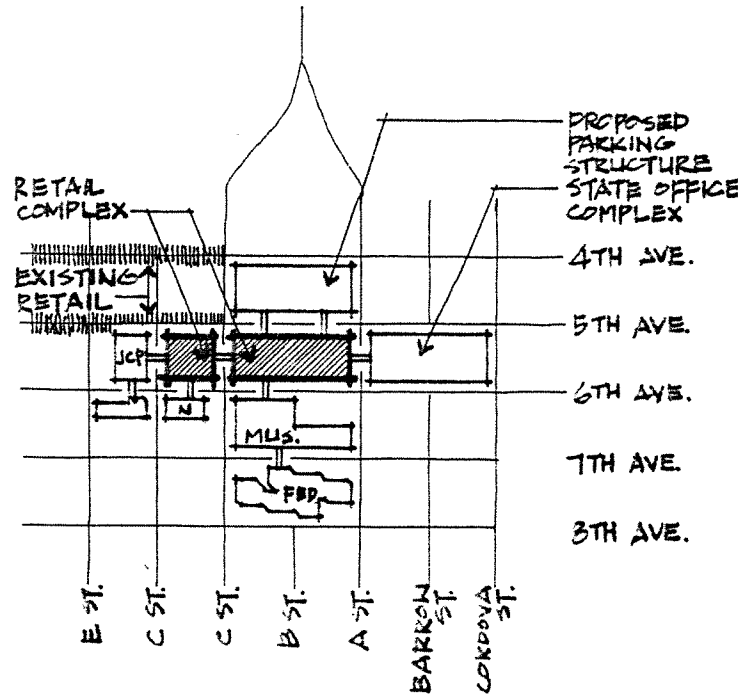


Figure 9. Proposed retail complex location.

Parking Program

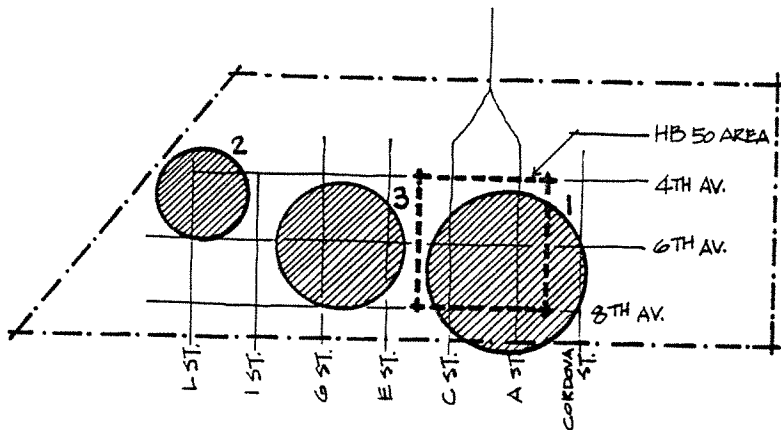
The Inventory and Synthesis section of this document examines and analyzes the dramatic parking shortage that will affect downtown Anchorage within the Phase I planning period. The shortage can be attributed to four factors:

- Extensive new development in the CBD, particularly west of E Street (much of it not yet occupied) creates additional demand for parking.
- New development projects provide for only a small fraction of this demand with on-site parking supply increases.
- New buildings themselves are utilizing sites that were once surface parking lots, in many cases.

- An understanding on the part of developers that new parking would be provided by the public sector has not been realized.

Long-Term Possibilities. At some point in the future, there may be merit in considering policies where the public and private sectors would share the cost of new downtown parking or in new transit technologies that would reduce the need for new parking. However, regardless of long-term policy decisions, downtown Anchorage must abate a short-term parking deficiency in order to assure the continuing viability of downtown as a regional, multi-use center.

Area of Greatest Need. Three areas (Figure 10) have been identified as having the greatest immediate need for additional parking. Area 1 will be influenced greatly by the proposed State Office and retail complexes in the latter part of the Phase I planning period, in addition to pressures exerted in connection with the recently completed Federal Office Complex and other nearby projects. The opening of Resolution Tower and other projects in the L Street corridor will greatly affect Area 2, which already experiences deficiencies in parking supply. Area 3 will experience tremendously increased demand for parking with the opening of the ARCO and Hunt Towers in the next two years.



House Bill 50, passed in 1981, earmarked \$10,000,000 to assist the Municipality in construction of a parking structure in the area identified in Figure 10. In addition to this amount, the Municipality has assigned \$16,000,000 for additional parking facilities in the CBD. One of the key objectives in developing parking structures is that parking be used as a tool to stimulate new development, not merely follow existing development. This total funding of \$26,000,000 could account for construction of 2,000-2,600 parking spaces, not including land cost. This would still fall short of

totally satisfying demand that is projected to exceed capacity by over 3,000 cars in 1985. Proposals such as residential parking permit programs will only make the need for new CBD parking facilities more pressing.

Relationship to Access Routes. Ideally, parking structures should be situated along travel corridors of high capacity, on the fringe of the areas of most intense development.

Design Factors. The parking structures should have the potential of grade-separated linkages to major developments, such as office buildings, hotels, and retail developments. Also, in response to the Municipality objective that the pedestrian environment be varied and stimulating, the street level of these structures could feature mixed-use configurations with retail, restaurants, and similar uses.

#### Traffic Management

It is projected that substantial additions to existing traffic capacity will be needed in key areas due to extensive new development.

A program of traffic management should be undertaken in concert with an overall downtown development planning concept so that maximum value can be derived from these improvements while mitigating potential adverse impacts. A key ingredient in the plan for traffic management will be the location and capacity of parking structures, as well as locations of employee concentrations in the years ahead.

Options. The number of continuous east-west routes through the study area is limited to 3rd through 6th Avenues. There are more north-south streets than east-west streets, but only half of these cross the park strip. The continuation of A Street south of 9th Avenue to form

the northbound segment of the A/C Street couplet should significantly enhance the northbound flow to the CBD. This project has recently completed the environmental clearance stage and is scheduled for implementation in the mid-1980's.

Possibilities for expediting east-west traffic through the Anchorage CBD include:

- Continuation of the 3rd/4th Avenue couplet west of C Street to L Street
- Development of a 7th/8th Avenue couplet west of C Street to L Street
- Additional traffic lanes on either 7th or 8th Avenues with elimination of on-street parking

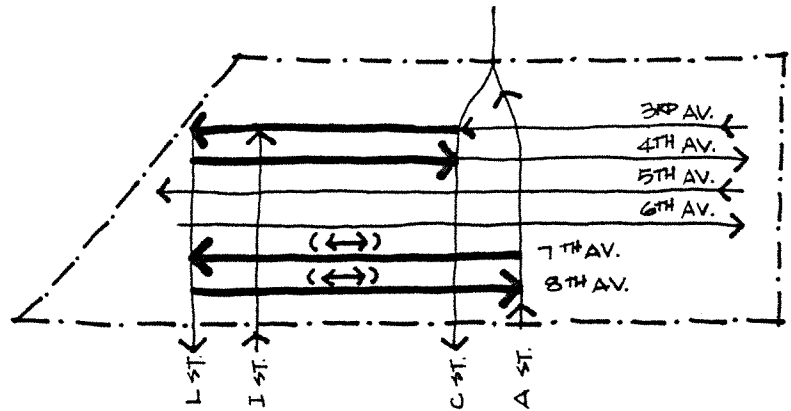


Figure 11. Traffic management options

The above potential capacity improvements are depicted graphically in Figure 11.

Community Input. In general, north-south improvements are not favored by the communities to the south because they tend to increase vehicular movement in residential neighborhoods to the south. Improvements to the east-west corridors are likely to be opposed by communities to the east of the CBD for similar reasons.

Findings. Since the 5th/6th Avenue couplet is expected to experience demand well over its capacity in the near future, supplementary major east-west travel corridors must be provided. So as not to preclude the possibility of a 3rd/4th Avenue couplet extension west of C Street, it is recommended that sidewalk widening and other pedestrian amenity programs affecting 4th Avenue await traffic-related policy decisions that could cause modification of their designs.

#### Cultural Facilities

Plans have been finalized for the Convention Center, are nearing completion for the Performing Arts Center, and are in an early stage for the expansion of the Historical and Fine Arts Museum.

These three projects together (Figure 12) will account for a total investment of over \$83 million for new downtown Anchorage cultural facilities. It is assumed that the Convention and Performing Arts Center projects are proceeding as planned and designed.

The Historical and Fine Arts Museum is considering an expansion of its current facilities on land currently under Museum control to the south of the existing facility. Recently, the possibility of the Museum's expansion into the adjoining block to the west, currently occupied by the Public Safety facility, has been under discussion. This latter block is critical to the Phase I Development Plan for the following reasons:

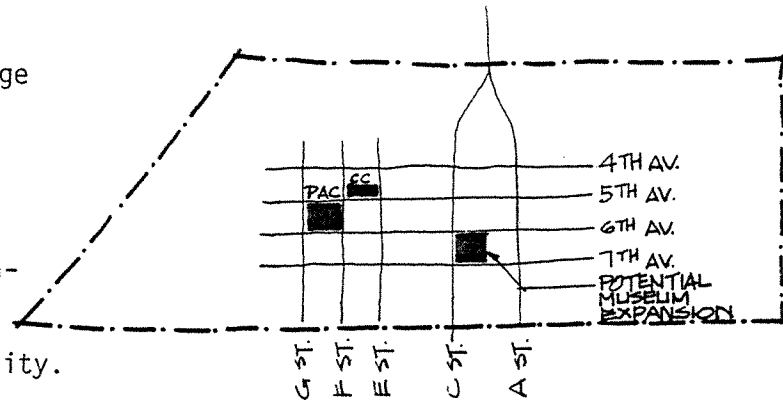


Figure 12. Major cultural facility programs

- It occupies a key position between the Federal Office Complex and the proposed State Office Complex Site 3.
- It provides the major linkage between Federal employee concentrations and the area proposed for joint development of a retail center.
- It has potential to accommodate a parking structure, due to its excellent access from A and C Streets and 6th Avenue, and is within the HB 50 area.

In view of these factors, possible expansion of the Museum to the west should offer the options of 1) providing a future north-south pedestrian connection and, 2) providing parking that could be used jointly by Museum visitors and retail customers.

#### Pedestrian and Open Space Elements

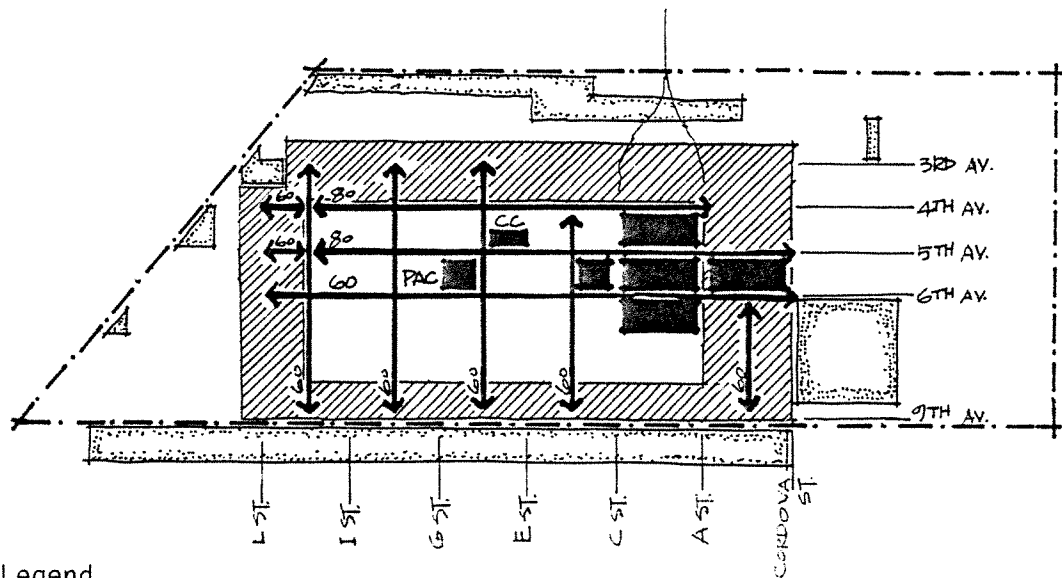
The Inventory section of this document identifies major open spaces in the Anchorage CBD, which tend to be oriented toward the edges of the area. The public participation program revealed that more "people places" in the CBD core area are a major desire of residents and interest groups. In addition, solar orientation, view preservation, a human scale for structures, and a more attractive, landscaped environment were presented as important objectives with bearing on open space.



Opportunities for significant pedestrian and open space amenities are inherent in several of the major Phase I programs and projects, including development of the State Office and retail complexes, the linkage between the retail and federal office complexes through the hinge block now used for the Public Safety facility, and connections between recommended parking facilities and nearby office and hotel developments. Inherent in all of these projects is the opportunity to develop a pedestrian environment, separated from vehicular circulation either by landscaped buffering or by grade separation.

In view of the winter climate in Anchorage, consideration should be given to the concept of operable enclosures for key linkages in the pedestrian network, whereby passageways could be open in mild weather and protected in inclement weather.

Detailed recommendations for specific open space and pedestrian-oriented projects will be generated in the Phase II Development Plan. However, preliminary concepts have been developed for local review in conjunction with objectives expressed in the public participation forum. These concepts include the modification of public rights-of-way for a continuous, plaza-like effect along primary east-west streets, alternating plazas from one side of the street to the other on selected north-south streets, revised setback and profile standards for major new buildings to create building "envelopes" more conducive to view preservation and pedestrian area solar exposure, and the need to coordinate pedestrian linkages in the CBD core with major open spaces at the CBD periphery. Preliminary locations of these features are noted in Figure 13.



**Legend**



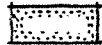

-  Modification of public ROW for enlarged and landscaped pedestrian area (number indicates public ROW width; see text for treatment concept).
-  Blocks with significant Phase I development potential to include solar-responsive open space features (setbacks, reciprocal easements, stepped profiles, etc.)
-  Existing open space
-  Area within significant view corridors

Figure 13. Locational Opportunities for Potential Phase I Pedestrian/Open Space Concepts

Modification of Public Rights-of-Way.  
 The 60- and 80-foot rights-of-way major east-west streets in the CBD can be redesigned so as to enhance the amount of open space available to pedestrians on the north (sunny) side of the street. Figure 14 summarizes some of the available options. These changes can be made without loss of traffic capacity, although some concepts presented for consideration involve the phased removal of some on-street parking as convenient new off-street parking is introduced. The net effect of any of these proposals would be to convert downtown sidewalk areas into landscaped, linear plazas while, at the same time, improving the visual image of downtown Anchorage to motorists.

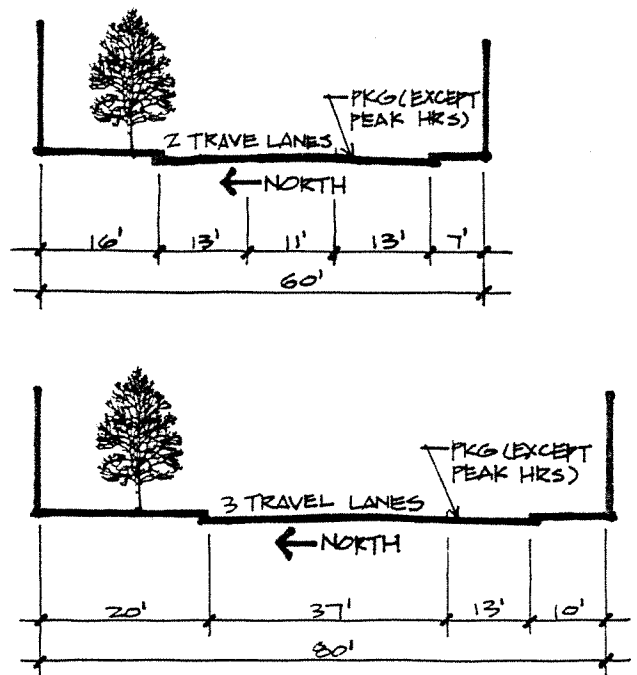


Figure 14. Options for right-of-way modification to enhance pedestrian environment

Selected discontinuous north-south streets that carry little traffic, such as Barrow, D, F, H and K Streets, can receive a similar, but alternating, treatment. In these cases, the widened sidewalks/plazas can alternate from one side of the street to the other. With this technique, both morning and afternoon sun can have continual contact with greenery. Also, sight lines de-emphasize the continuity of the pavement, instead emphasizing landscaping that appears more extensive than it really is. This concept is illustrated in Figure 15.

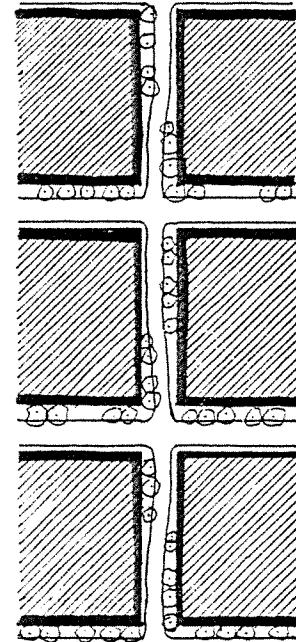


Figure 15. Alternating plaza concept for selected north-south streets

Revised Setback and Profile Standards.

Major new buildings in the CBD, including public projects (such as the State Office Complex and proposed parking structures) and private projects (such as the proposed retail complex and proposed office developments), can be designed to conform to more stringent setback and profile standards than those that apply to most private-sector projects.

Modified setback standards, which are presented in conceptual form in Figure 16, can be placed in effect at key blocks where significant views are present (see Figure 13). Under current zero-setback standards, these views might be significantly reduced.

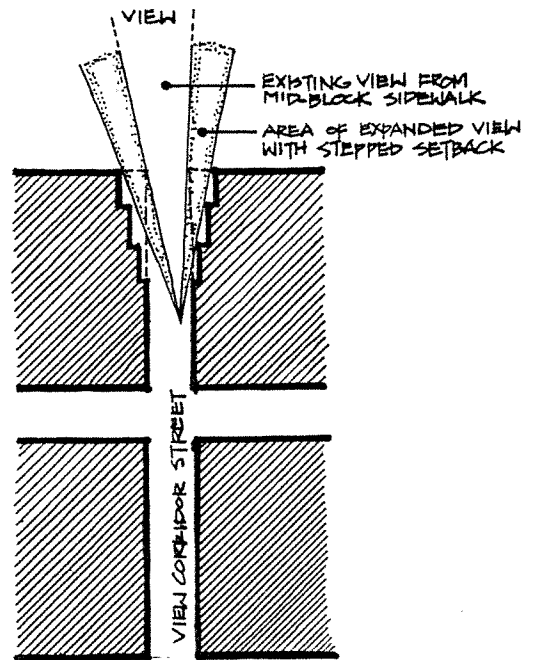


Figure 16. Stepped building setback concept.

Current zoning code standards allow full site coverage up to three stories; above that height, development must be in towers conforming to certain limited dimensions. An alternative stepped building profile (illustrated in conceptual form in the right side of Figure 17) could allow greater height along the full east-west building length in exchange for diminishing north-south building width with consecutive floors. A maximum angle would not be exceeded, so as to allow more sunlight on pedestrian areas. Other limitations might be placed on allowable bulk in order to preserve views and avoid monolithic appearance, so long as the total allowable building "envelope" would be comparable to that permitted under the current code.

Reciprocal Easements. Opportunities exist on the south side of new, large projects to consider reciprocal easements. Under this concept (illustrated on the left side of Figure 17), a developer would allow public use of a widened sidewalk at street level by granting an easement on his property. In exchange, he would be permitted to build over public rights-of-way above a certain height. In order to be effective, this concept would have to be implemented only under one or more of the following circumstances:

1) where large projects encompass an entire block (i.e., from one avenue to another); 2) where projects span the entire face of at least one block (i.e., one side of an avenue from one street to another); or 3) where large projects on opposite sides of an avenue can be coordinated. Also, there may be structural implications that would have to be resolved prior to adoption.

Corner Plazas. In order to take advantage of southern solar exposure, additional incentives might be considered through the bonus point system for corner plazas on the southwest and southeast corners of major new projects (illustrated conceptually in Figure 18).

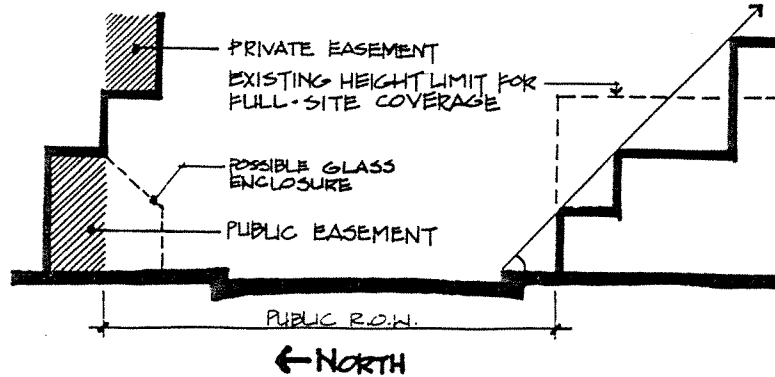


Figure 17. Stepped building profile concept

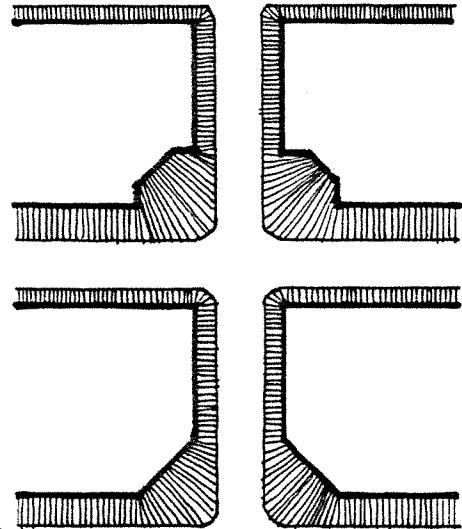


Figure 18. Corner plaza concept

ELEMENTS TO AWAIT PHASE II PLANNING

Several projects and programs currently envisioned in the Municipal capital improvements program, if implemented prematurely, could significantly restrict options for future development. In some cases, opportunities for the greatest public benefit per dollar spent may be missed; in other cases, locational and design decisions, as with a proposed Town Square, for example, can create impacts that may be irrevocable. Such decisions, therefore, should be made in light of the specific long-range plan for CBD development, currently in preparation.

The specific projects that are recommended to be coordinated closely with the forthcoming Phase II plan include:

- Downtown Pedestrian Amenities Program
- F Street Mall
- Town Square Acquisition
- Museum Expansion (see previous discussion under Cultural Facilities)
- Historic Anchorage Railroad Town (historic preservation concept)
- Park Strip Enhancements

Table 1, referenced to Figure 19, summarizes the various elements of the Phase I plan in conjunction with specific goals and objectives for the CBD and indicates the interrelationship of these projects and programs with components of the Phase II plan.

#### CAPITAL PROGRAMS INDEPENDENT OF OTHER DOWNTOWN PLANNING COMPONENTS

Among the proposed Municipal capital programs are projects that are independent of other major downtown development plans enumerated above. Since they could be implemented regardless of the status of such programs as parking structures, cultural facilities, and other components of the Phase I Development Plan, it is recommended that these projects proceed as planned and scheduled. They include:

- The Gateway Drive landscape improvements along Minnesota Drive from the airport at 9th Avenue
- Cemetery upgrading
- Ship Creek Overlook (has been designed; preliminary plans for Coastal Trail include integration of this project with other downtown area attractions)
- Hill Building Acquisition

Table 1  
RELATIONSHIP OF LOCAL GOALS TO PLAN ELEMENTS

General Goals (Municipality of Anchorage)	Amplification of Goals (Public Participation)	Specific Projects/Programs Related to Goals		Location	Program/Design/Coordination	Phase I Action	Suggested Future Actions
		Plan Element	Public				
1. Mixture of activities and development • Financial (office)	• Locate away from Park Strip and existing residential areas	• Projection of 770,000 - 1,300,000 sq. ft. in multiple private investments	• To be encouraged in existing B-2A, B-2C zones. • Highrise to be discouraged in B-2B zone (influence on residential areas)	• Actively encourage investment in downtown • Construction of parking structures to provide incentive for development in core area • Phased parking development program to keep abreast of demand • Consideration of modification of zoning code to require some developer-provided parking on funding for parking in CBD			
	• Preserve small-town feel as much as possible			• Incorporation of such features as plazas, stepped profiles and setbacks, reduction of bulk as perceived from street.			
	• Make downtown "active and alive"		• Near retail, restaurants, entertainment to foster vitality	• Retail at street level • Connection to major activity generators - street-level potential skyway (climatized)			
• Retail	• Provide accommodation for mixture of large and small business concerns. • Enhance pedestrian environment	• Projected potential of 1 additional D.S. (120,000 sq. ft.), 250,000 sq. ft. additional tenant stores	• First phase complex three blocks: 47, 48, 49 • jointly	• Proceed with planning and conceptual design. • Anticipate 2+ levels • Internal circulation on 2 levels. • 2-level connections with existing Penney's, Nordstrom, and proposed State Office complex • Anticipate 1 level underground parking all three blocks. • Additional off-street parking adjacent • Possible use of air rights for joint development of office. • Linkage through museum expansion block to Federal Office.			
	• Enhancement of pedestrian environment (see below)			• Formal municipal adoption of concept. • Develop and refine proforma • Solicit interest from developers • Preliminary land assembly activities • Sensitive relocation policies, if applicable			

Table 1 (Continued)

General Goals (Municipality of Anchorage)		Amplification of Goals (Public Participation)		Specific Projects/Programs Related to Goals			Suggested Future Actions	
Plan Element		Public	Private	Location	Program/Design/Coordination	Phase I Action		
• Cultural	• Encourage designs that enhance pedestrian environment (i.e. no blank walls)	•		• Fixed-south half of block 42	• Committed projects/programs - Pedestrian amenities - F Street Mall - Status of alleys (Blks 41 and 42) - Downtown circulation	• Proceed as planned and scheduled.		
		•		• Fixed-block 52				
		•		• Site selected at Block 73 or 74; boundaries not established.	• Site must serve to link Federal Office complex to retail at Blocks 47-49. • Relocation of Public Safety facility envisioned. • Anticipate two levels above ground, one level below ground. • Program: 100 cars parking (enclosed) • Linkage to present museum	• Review of ongoing design process for conformance with Phase I planned linkages.	• Adaptation of design to pedestrian orientation of linkages • Possible plan to incorporate skyway linkage and/or street-level linkage • Once design established, reviewed, proceed.	
• Recreational	• Provide numerous opportunities for varied active, passive recreation - walking/cycling  - ice skating	•		• Route tentatively selected in design development	• Linkage to downtown open space and pedestrian element • Avoidance of extreme grades • Avoidance of conflicts with vehicular routes	• Review and definition of Phase I improvements to be initiated immediately.		
		•		• Not yet selected; could be integrated with retail possible Town Square	• To be integrated with CBD, open space or pedestrian elements • Potential summer use as pond	• Initiate study in conjunction with CBD plan for location, development schedule.		
		•	• potential joint development	• Not selected	• To be integrated with CBD open space and recreational elements • Access to employment and residential concentrations	• Existing facility to be removed for Performing Arts Center. • Location, development program, design to be determined.		
	• Gymnasium	• potential joint development						

Table 1 (Continued)

General Goals (Municipality of Anchorage)	Amplification of Goals (Public Participation)	Specific Projects/Programs Related to Goals			Phase I Action	Suggested Future Actions
		Plan Element	Public	Private		
		Location	Program/Design/Coordination			
• Recreational (continued)	- dogged racing	• Public rights-of-way (see below)	• 4th Avenue (traditional)	• Street amenities, traffic management, open space demands	• Consideration of ROW concepts	
		• State Office Complex	• Recommended at Blocks 112 and 113; expansion potential to Blocks 114 and 115.	• Adjacency to retail expansion and public amenities • Assume 5 stories • 1st and 2nd level connection to adjacent blocks • Assume one level underground parking. • Geotechnical risks a major consideration.	• Confirm location and design objectives with State; proceed with coordinated design Studies	
		• Hill Building Acquisition	• Block 69.	• Coordination with improved development of parking area and alley	• Proceed as Scheduled.	
• Housing	• Stimulus to extended hours of activity • Greater sense of security in CBD	• No specific Phase I projects		• Close proximity to parks, open space, recreational facilities • Good transit service • Close to other services (i.e. stores, etc.) • Potential joint development with office, retail	• Proposed locations to be established • Plan for possible public assistance in land assembly	• Implement per locational plans
		• On-site preservation	• potential joint restoration/adaptive use	• Various locations Blocks 18/19 identified as possible first site.	• Possible transfer of development rights • Rehabilitation assistance may be necessary. • Possible conflict with Railroad Town Proposal to be resolved. • Integration with Pedestrian Environment	• Solicit public endorsement; if consensus of agreement, proceed with designs, financial feasibility, management, operation, etc.
2. Preservation of Historical Resources	• Preserve original townsite context	• On-site preservation				
		• Historic Railroad Town Relocation concept	• Location identified but boundaries not established	• Integration with pedestrian plus open space elements. • Accessibility to hotels, retail	• Public selection of preferred concept	
	• Combine historic preservation with adaptive use.		• Possible use of neighborhood north of 3rd Avenue.			

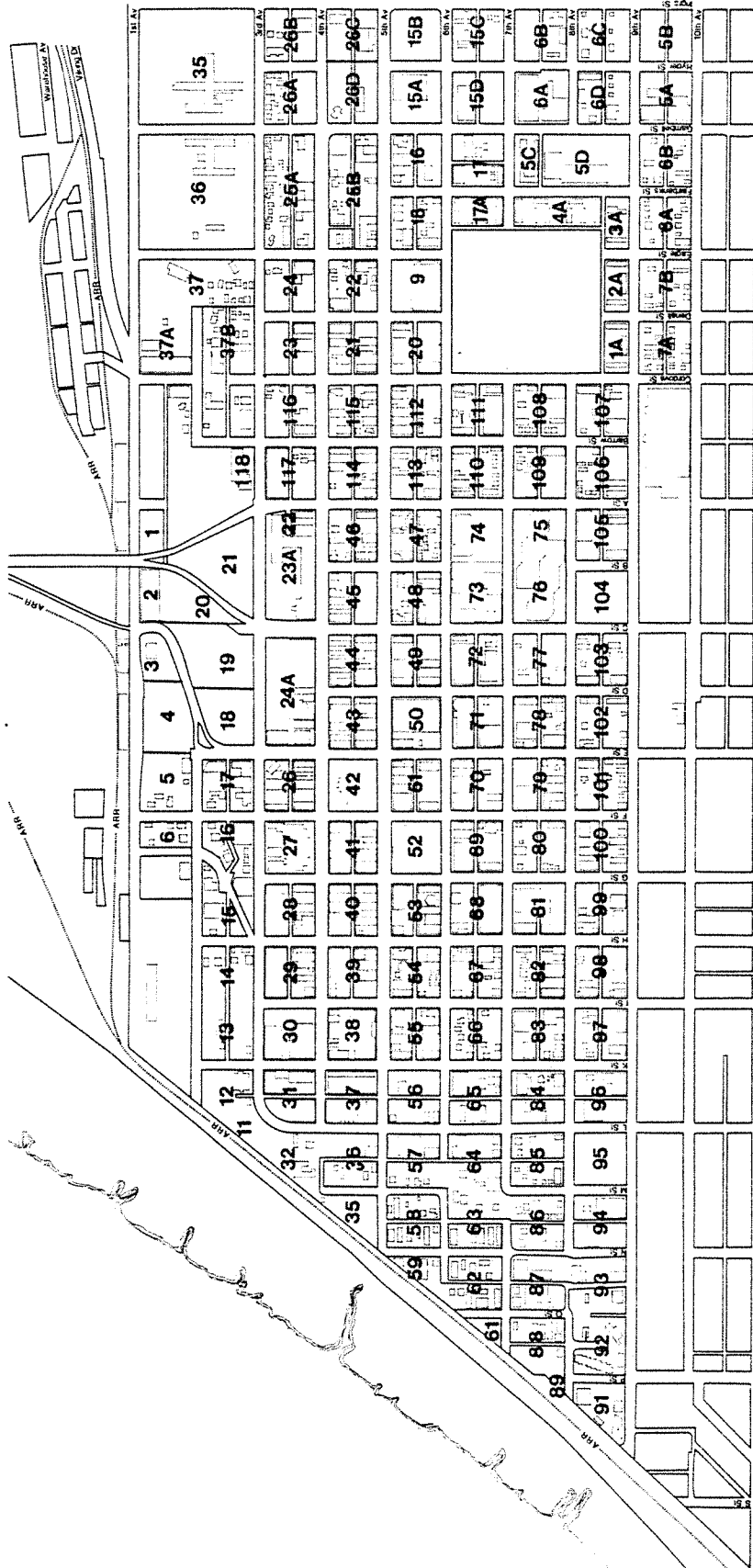


Table 1 (Continued)

General Goals (Municipality of Anchorage)	Amplification of Goals (Public Participation)	Specific Projects/Programs Related to Goals				Suggested Future Actions
		Plan Element	Public	Private	Location	
2. Preservation of Historical Resources (continued)	<ul style="list-style-type: none"> <li>Combine historic preservation with adaptive use (continued)</li> </ul>	<ul style="list-style-type: none"> <li>Various structures in CBD adaptive use.</li> </ul>	<ul style="list-style-type: none"> <li>Potential joint restoration/adaptive use</li> </ul>	<ul style="list-style-type: none"> <li>Various locations:                             <ul style="list-style-type: none"> <li>- 4th Ave. Theater</li> <li>- Old Federal Building</li> <li>- Others</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Preservation of historic design integrity.</li> <li>Integration with pedestrian, open space, hotel elements of CBD plan</li> </ul>	<ul style="list-style-type: none"> <li>Examine feasibility</li> <li>Initiate study to establish priorities, financial incentives for private participation</li> </ul>
		<ul style="list-style-type: none"> <li>Future major structures-revised design standards</li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li>Throughout CBD</li> </ul>	<ul style="list-style-type: none"> <li>Possible stepped profiles open space plus light</li> <li>Possible stepped setbacks view enlargement in key location</li> </ul>	<ul style="list-style-type: none"> <li>Based on public feedback, refine concepts and revise zoning code.</li> </ul>
3. Preservation of Human Scale and Enhancement of Pedestrian Environment	<ul style="list-style-type: none"> <li>Avoid large monolithic structures</li> <li>Preserve low key character</li> <li>Preserve views</li> </ul>	<ul style="list-style-type: none"> <li>Modification of Street ROM; pedestrian amenities plus landscaping</li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li>4th, 5th, 6th Avenues, Cordova-L. St.</li> </ul>	<ul style="list-style-type: none"> <li>Offset vehicular routes to south side of street</li> <li>Possible reciprocal easements.</li> <li>Improved landscaping</li> <li>Incentives for north-side arcades</li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>
		<ul style="list-style-type: none"> <li>Town Square concept</li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li>Not selected</li> </ul>	<ul style="list-style-type: none"> <li>Integration with CBD plan:                             <ul style="list-style-type: none"> <li>- pedestrian element</li> <li>- open space element</li> <li>- civic structures</li> <li>- parking</li> <li>- recreation</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Examine feasibility, potential impacts</li> <li>Consideration of two or more sites</li> <li>Size, configuration to be determined</li> <li>Establishment of program</li> <li>Acquisition and implementation</li> </ul>
4. Adequate Parking and Transit Facilities	<ul style="list-style-type: none"> <li>Make parking convenient to areas of greatest demand.</li> <li>Avoid large, monolithic structures</li> </ul>	<ul style="list-style-type: none"> <li>Municipal parking structures</li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li>Areas identified (see text)</li> </ul>	<ul style="list-style-type: none"> <li>Retail at sidewalk level</li> <li>Potential grade-separated structures</li> <li>On pedestrian network</li> <li>Convenient ingress/egress</li> </ul>	<ul style="list-style-type: none"> <li>Specific site analysis, design guidelines</li> <li>Long-term parking strategy</li> </ul>
		<ul style="list-style-type: none"> <li>State assistance for municipal parking structure</li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li>SB 50 area</li> </ul>	<ul style="list-style-type: none"> <li>Coordinate with Phase I, Phase II parking programs</li> </ul>	<ul style="list-style-type: none"> <li>Implement when Phase I parking structures complete</li> </ul>
	<ul style="list-style-type: none"> <li>Avoid impacts on neighborhood south of Park Strip</li> </ul>	<ul style="list-style-type: none"> <li>Residential Parking Permit Plan</li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li>South of 10th Avenue</li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>

Table 1 (Continued)

General Goals (Municipality of Anchorage)		Specific Projects/Programs Related to Goals					Suggested Future Action:	
Amplification of Goals (Public Participation)	Plan Element	Public	Private	Location	Program/Design/Coordination	Phase I Action	Suggested Future Action:	
								Public
4. Adequate Parking and Transit Facilities (continued)	<ul style="list-style-type: none"> <li>Promote greater transit use</li> <li>Reduce auto dependence</li> </ul>	•		<ul style="list-style-type: none"> <li>Throughout CBD</li> </ul>	<ul style="list-style-type: none"> <li>Coordination with:                             <ul style="list-style-type: none"> <li>- Pedestrian/open space network</li> <li>- Traffic management</li> <li>- Long range multi-modal concepts</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Initiate concepts for Phase II implementation</li> <li>Possible retrofit of Accom. Center</li> </ul>	<ul style="list-style-type: none"> <li>Long-range coordinated CBD access concepts:                             <ul style="list-style-type: none"> <li>- autos</li> <li>- buses</li> <li>- other possible modes</li> <li>- service</li> </ul> </li> </ul>	
								<ul style="list-style-type: none"> <li>Park/Ride/Shuttle Programs</li> </ul>
	<ul style="list-style-type: none"> <li>Additional CBD housing - reduced need for cars</li> </ul>	•		<ul style="list-style-type: none"> <li>CBD Periphery</li> </ul>		<ul style="list-style-type: none"> <li>Coordinate with Phase II residential concepts</li> </ul>		<ul style="list-style-type: none"> <li>Consideration of long-term remote terminal concept</li> </ul>
		<ul style="list-style-type: none"> <li>Additional couplet concepts</li> </ul>	•		<ul style="list-style-type: none"> <li>3rd/4th</li> <li>7th/8th</li> <li>between C and I.</li> </ul>	<ul style="list-style-type: none"> <li>Coordination with:                             <ul style="list-style-type: none"> <li>- pedestrian amenities</li> <li>- proposed ROW retrofit concept</li> <li>- Port plan (trucks/service)</li> <li>- Multi-modal study</li> <li>- ANATS</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Temporary hold until long-term traffic management plan prepared</li> </ul>	
5. Improved Access to CBD; Removal of Through Traffic	<ul style="list-style-type: none"> <li>A/C Couplet</li> </ul>	•		<ul style="list-style-type: none"> <li>South of 9th Ave.</li> </ul>	<ul style="list-style-type: none"> <li>Assume fixed (Final EIS complete)</li> </ul>	<ul style="list-style-type: none"> <li>Consider impact mitigation concepts for Fairview Community</li> <li>Proceed</li> </ul>		
	<ul style="list-style-type: none"> <li>Freeway concepts and Knik arm crossing</li> </ul>	•		<ul style="list-style-type: none"> <li>Various locations considered</li> </ul>	<ul style="list-style-type: none"> <li>Investigate physical/financial feasibility</li> <li>Avoid I/I distributor; impact on South Addition</li> </ul>	<ul style="list-style-type: none"> <li>Temporary hold pending long-term traffic management plan</li> </ul>		
	<ul style="list-style-type: none"> <li>Light rail and other modes</li> </ul>	•		<ul style="list-style-type: none"> <li>Not yet identified</li> </ul>	<ul style="list-style-type: none"> <li>Coordinate with Phase II plan; ongoing multi-modal study.</li> </ul>			



**ANCHORAGE CBD**  
**Comprehensive Development Plan**  
 QUINN ASSOCIATES | GILBERTSON ASSOCIATES | CECI MAYNARD AND BARTON

**BLOCK NUMBERS**  
**FIGURE 19**



## NEXT PHASE OF STUDY

Phase II project activities concentrate primarily on the target years of 1986 to 1990 and beyond. Preliminary background data generation and planning concepts for the long-term future of downtown Anchorage have already been initiated. Specific tasks that are under way include:

- Analysis and forecasting for Phase II, including projections of long-term market potential for office, retail, hotel, and residential development.
- Needs assessment for Phase II, the conversion of projections into programmatic, locational, and design guidelines, in conjunction with local goals and objectives.
- Preparation of Phase II development plans for public review and comment.
- Refinement of Phase II plans in response to public feedback and final documentation of development plan.

