

V. Parking Management Strategy

Chapter V

PARKING MANAGEMENT STRATEGY

Downtown Anchorage needs an overall parking policy. This is one of the overriding findings of the Comprehensive Development Plan program. The future of the downtown area appears to be very positive in terms of its development potential in the retail, office, and hotel sectors. However, this forecast is contingent, in all cases, on the supply of convenient parking to serve existing and new developments. Very little of this parking has been provided, for a number of reasons that are discussed in this chapter.

Adopted goals for downtown envision a healthy, mixed-use urban center. If downtown Anchorage is to reach its full potential, its development over the next five to ten years will be critical, according to economic studies. The failure to close an ever-increasing gap between parking demand and supply could adversely affect the prospects for these developments in the near term.

It is clear that coming to grips with the parking problem will require a two-phase approach. The initial phase would address downtown's short-term needs to assure the best possible position for downtown to achieve its critical immediate development goals and establish itself as the dominant urban center in the region. Once this is achieved, a longer-range policy -- which can and should be developed now -- can be put into effect.

This chapter examines the inventory of existing parking facilities throughout the central part of downtown, points out emerging conditions that

must be addressed, and suggests a parking management strategy to meet both short- and long-term concerns.

EXISTING CONDITIONS

Existing parking facilities in the Anchorage CBD were surveyed by the consulting team in November 1981. The area covered in this survey includes the primary commercial district, bounded by L and Cordova Streets and 3rd and 9th Avenues. The results of this survey have been mapped in Figures V.1 and V.2, which indicate publicly owned and privately owned parking facilities, respectively.

Public Parking Facilities

Figure V.1 indicates the presence of three major public parking structures: the State Courts parking structure on 3rd Avenue between H and I Streets, the 7th Avenue/G Street garage, and the Captain Cook garage between 4th and 5th Avenues along the west side of K Street. All public parking structures and open lots are operated by private concessionaires, and all parking revenues go to the general fund. The combined capacity of these three structures is 1,343 cars (Table V.1).

The Captain Cook garage was developed by the Municipality and the land is still under Municipal ownership. However, the garage has subsequently come under the control of a private entity under an agreement with the Municipality. In establishing this arrangement, the Municipality agreed not to develop public parking facilities within three blocks in any direction of the garage. In spite of the public/private status of the Captain

Cook garage, it -- as with the other parking structures mentioned above -- is available to the general public.

TABLE V.1
INVENTORY OF
PUBLIC PARKING SPACES IN STRUCTURES
(GENERAL ACCESS)

Name of Structure	Year Developed	Number of Spaces
State Courts	1977	178
Captain Cook	1979	640
7th and G	1975	525
TOTAL		1,343

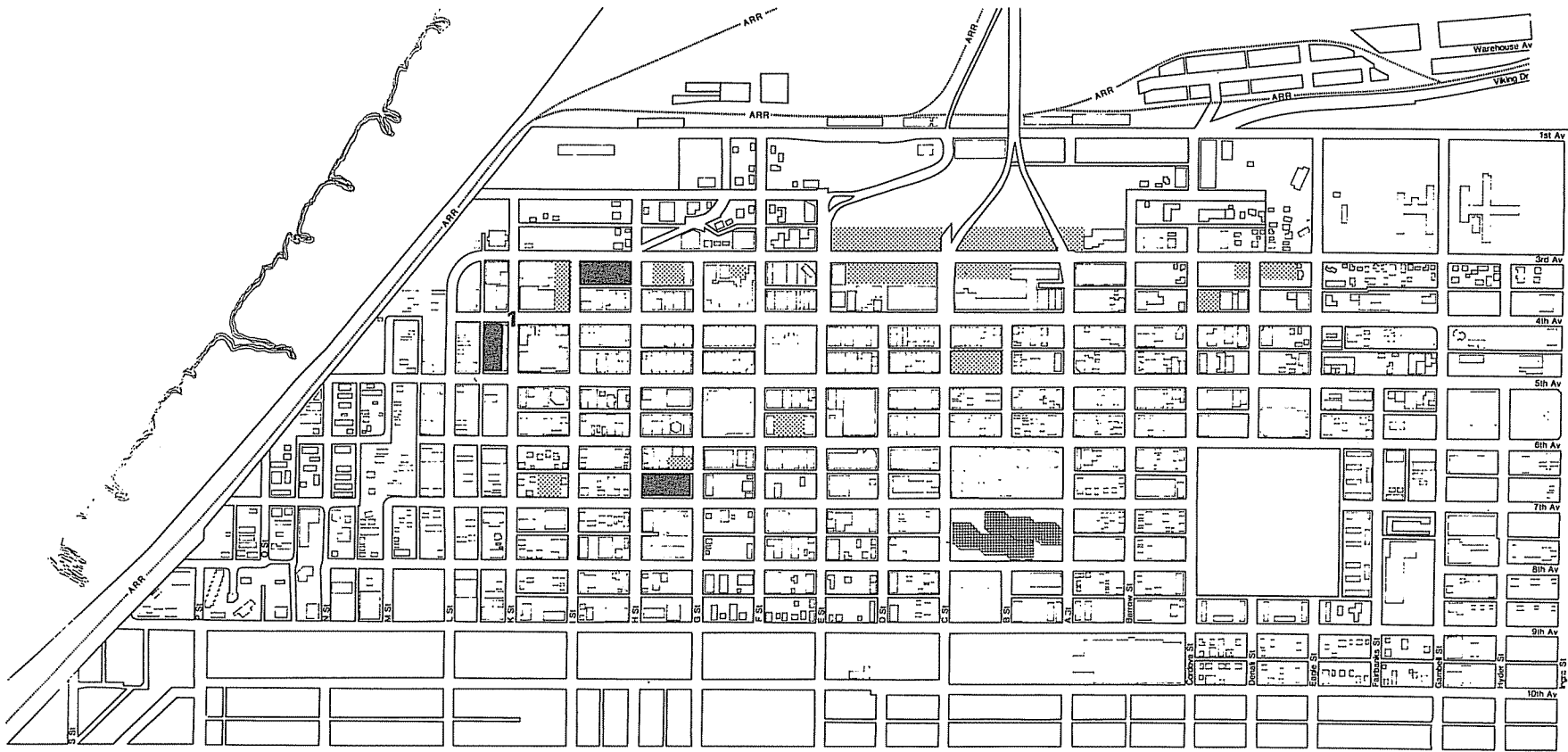
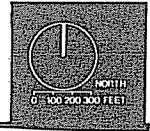
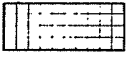


FIGURE V.1

Publicly Developed Parking



STRUCTURE – GENERAL PURPOSE



STRUCTURE – SPECIALIZED PURPOSE



SURFACE

**1 CAPTAIN COOK GARAGE PUBLICLY DEVELOPED,
BUT NOW UNDER PRIVATE MANAGEMENT**

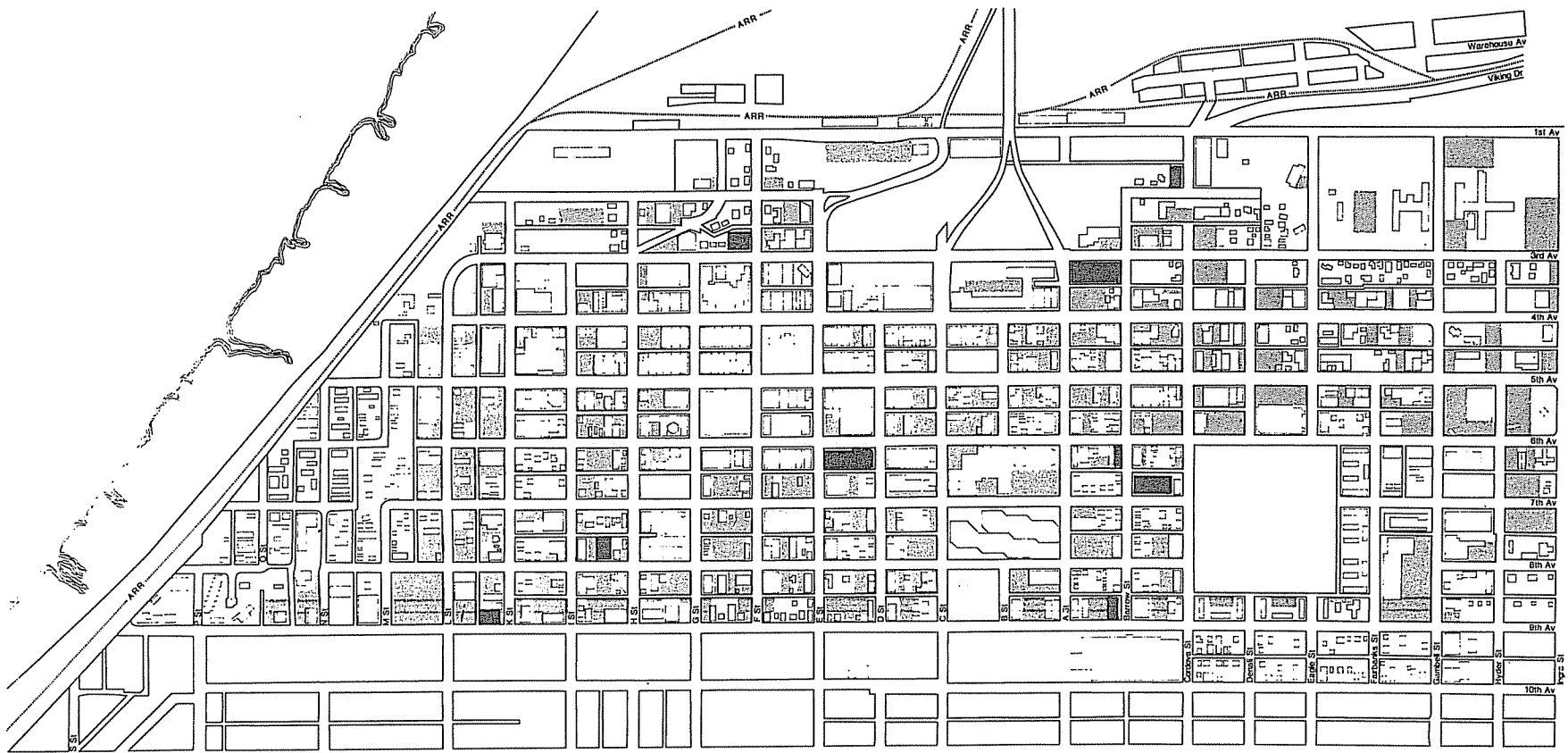


FIGURE V.2

Privately Developed Parking



STRUCTURE



SURFACE

The new Federal Office Complex contains an underground garage with a capacity of 465 spaces. However, this garage is intended specifically for federal employees and for those with business at the complex and is thus not available to the general public.

In addition to structured parking, surface public parking can be found at approximately ten locations throughout the Anchorage CBD on land owned by various governmental entities.

Private Parking Facilities

Figure V.2 shows the locations of the various parking structures and surface parking lots under private ownership. Included are some enclosed parking facilities within buildings that are available to visitors.

The most significant parking structure under private ownership in the Anchorage CBD is the ramp immediately south of J. C. Penney, with a capacity of approximately 600 cars. The majority of privately owned parking facilities can be found in surface parking lots, most of which appear to operate on a monthly contract basis. Relatively few of these surface lots still remain in the central core area of downtown; most are in the fringe areas south of 6th Avenue and east of C Street.

On-Street Parking

Most streets in the Anchorage CBD feature curb parking on both sides of the street; a few major arterials have parking on only one side of the street; and in rare instances on-street parking is not permitted at all. Fees for on-street parking in metered areas was \$.25 per hour in winter 1982.

Parking is also currently permitted in the area south of the park strip. Although this area is not within the CBD, it is used extensively for all-day parking because of its easy accessibility to downtown employment centers and the fact that it is free. It is estimated that at least 270 downtown employees currently park on the streets in this area. Residents in the Fairview and South Addition communities have expressed concern over this situation. A concept that would involve residential parking permits -- effectively prohibiting all non-residents from long-term parking in the area -- has been under discussion in the community.

PARKING DEMAND/SUPPLY ANALYSIS

Parking demand is directly influenced by the amount of new construction occurring downtown. The years since 1975 have produced a significant amount of new building square footage in over 30 new developments in the CBD. Only three of these developments add a substantial amount of new parking to the CBD: the Captain Cook garage, the 7th Avenue/G Street garage, and the State Courts garage. The remainder provide relatively little or no on-site parking in comparison to the amount of parking demand they generate.

Figures V.3 and V.4 indicate the locations of this substantial new construction in the downtown area, Figure V.3 showing projects completed or under construction since 1975 and Figure V.4 showing projects committed or proposed to be built within the next five years. The identification numbers in these figures are keyed to the names of the projects, provided in Tables V.2 and V.3.



FIGURE V.3

Development Projects Since 1975



BUILDINGS COMPLETED AND UNDER CONSTRUCTION REFERENCED TO TABLE

TABLE V.2
DEVELOPMENT PROJECTS IN ANCHORAGE CBD
SINCE 1975
COMPLETED AND UNDER CONSTRUCTION

		Public	Private			Public	Private
2	Community	o		41	Office		o
4	Resolution Tower		o	42	Federal Office	o	
6	State Parking Garage	o		43	Office		o
8	Sunshine Mall		o	46	Hotel		o
9	Post Office Shopping Mall		o	45	Office		o
10	McKay State Office		o				
11	420 L Street		o				
12	Captain Cook Garage	o					
13	Captain Cook Tower 3		o				
14	Daily News Extension		o				
16	Fisher Blaunfeld Office		o				
17	500 & 510 L Street Buildings		o				
18	Octagon Tower		o				
19	Sisters of Charity		o				
20	Alaska Experiment Theater		o				
22	Alaska Body Shop		o				
23	Sheraton Hotel		o				
25	Bus Accommodation Center	o		15	Convention Center	o	
26	8th & G Garage	o		21	Performing Arts Center	o	
27	Municipal Office	o	o	28	Museum Expansion	o	
29	Residence		o	35	Kuskolwin Office		o
30	Arco Building		o	46	A/B/C Alternative State Office Complex Sites	o	
31	Hunt Building		o		<u>Proposed</u>		
32	Federal Building	o		1	Spec. Office		o
33	Office		o	3	Susitna Building		o
34	Office		o	5	State Courthouse Addition	o	
37	Drive-In Bank		o	7	State Parking Garage Addition	o	
38	Security Bank		o	24	Office		o
40	M & P		o	36	Office		o

TABLE V.3
DEVELOPMENT PROJECTS IN ANCHORAGE CBD
COMMITTED AND PROPOSED

		Public	Private
15	Convention Center	o	
21	Performing Arts Center	o	
28	Museum Expansion	o	
35	Kuskolwin Office		o
46	A/B/C Alternative State Office Complex Sites	o	
	<u>Proposed</u>		
1	Spec. Office		o
3	Susitna Building		o
5	State Courthouse Addition	o	
7	State Parking Garage Addition	o	
24	Office		o
36	Office		o

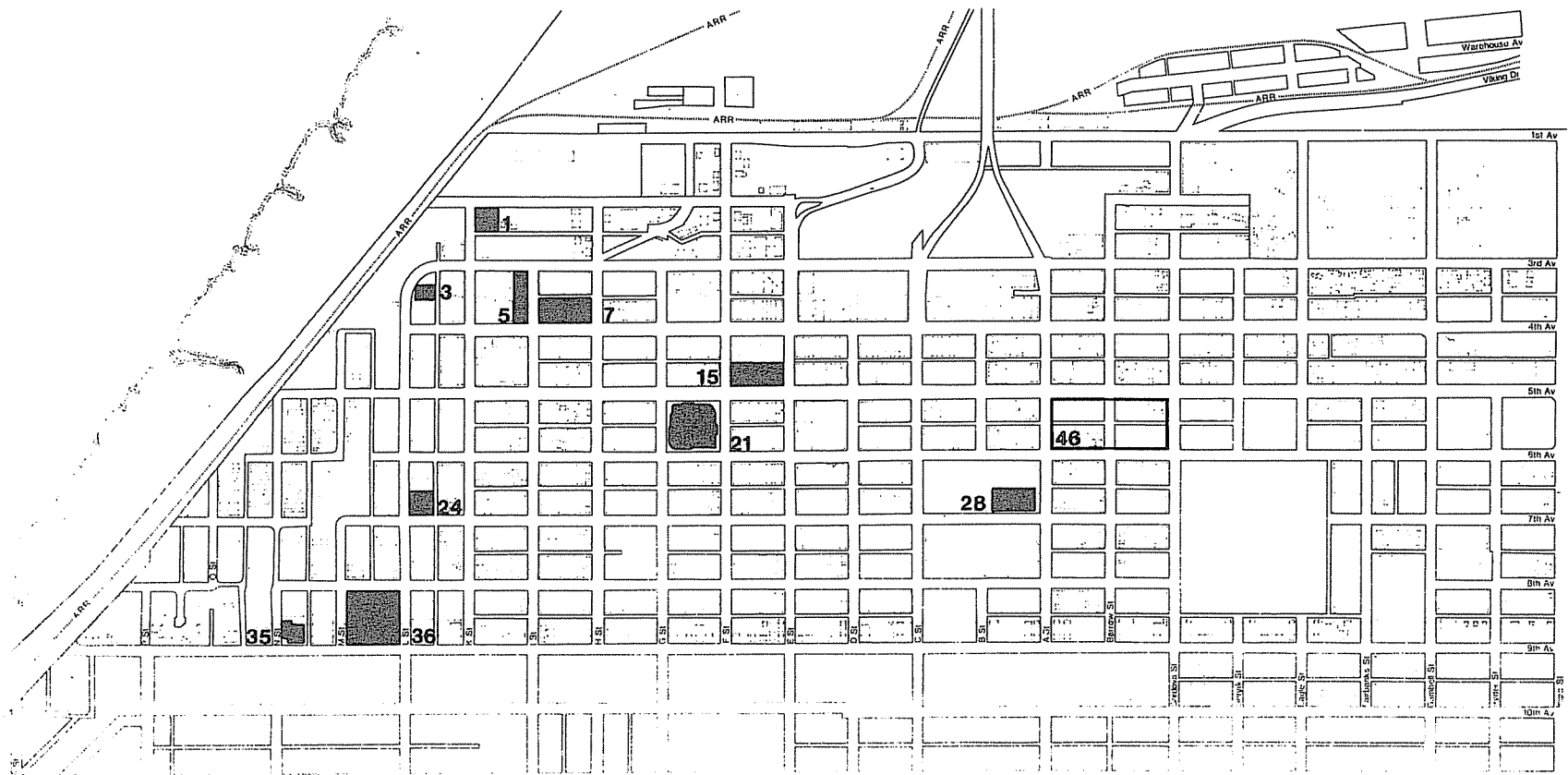
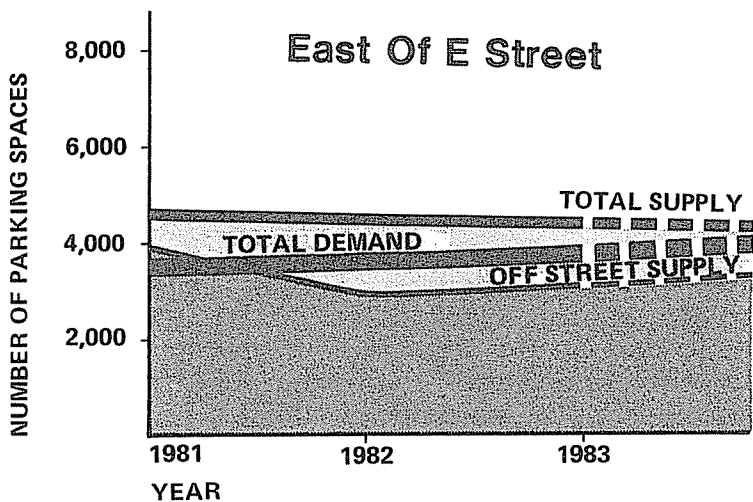
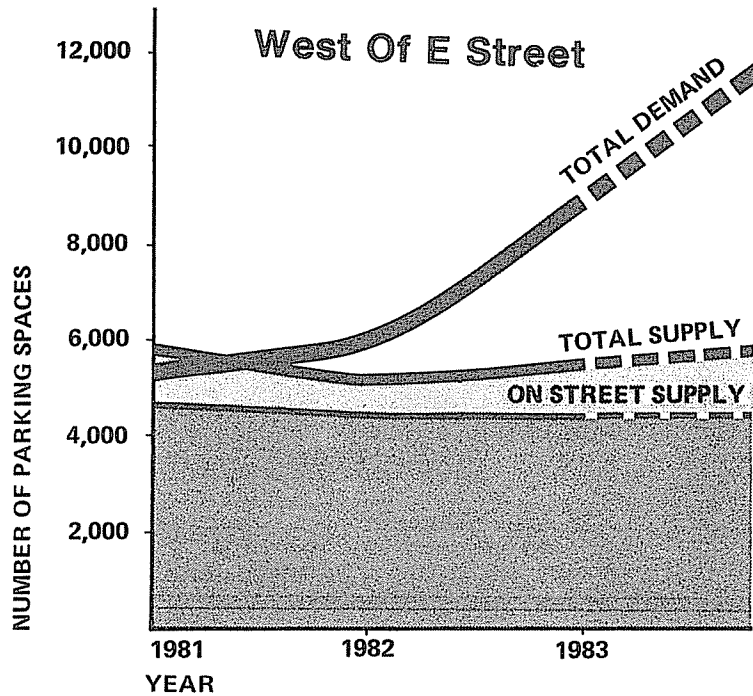


FIGURE V.4

Committed And Proposed Development Projects

TABLE V.4. CBD PARKING DEMAND/SUPPLY ANALYSIS - AREA BREAKDOWN



Impact of New Construction

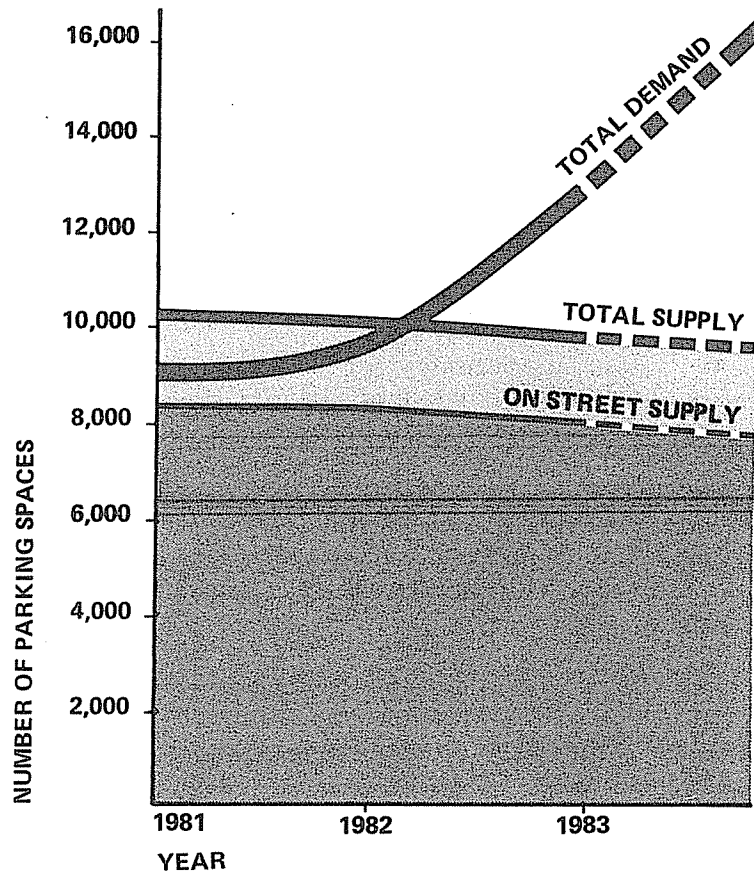
New construction in downtown Anchorage will generate a parking demand which greatly exceeds the existing parking supply provided either on site or off site. The problem is generally most acute in the sector of the CBD west of E Street. Four factors are associated with the increasing parking shortage:

- The additional demand for parking generated by new building construction
- The removal of existing surface parking spaces to make way for new construction
- The inadequacy of on-site or off-site public parking to meet additional demand
- The lack of a program for public parking to meet needs generated by both public and private development, coupled with the fact that parking spaces are not required in the CBD by zoning, but rather are left to the discretion of the private sector

Tables V.4 and V.5 summarize the disparity between parking demand, which is accelerating, and parking supply, which has not risen significantly, for the sections of the CBD on either side of E Street and for the entire CBD.

Additional Demand Generated by New Construction. The extent of new parking demand generated by development between 1975 and 1981 is shown in Table V.6 along with the amount of parking provided within the building "footprint" of each project (the area displaced by actual construction, excluding associated surface parking areas).

TABLE V.5. CBD PARKING DEMAND/SUPPLY ANALYSIS - ENTIRE CBD



Tables V.7 and V.8 show in a similar manner the estimated parking supply and demand factors associated with projects under construction or committed for construction and those that are proposed.

Estimates are derived from developers' data when available, from the parking survey (for parking structures), and -- where the aforementioned data sources were not available, from parking factors by building use suggested by Wilbur Smith & Associates for the Anchorage area.² These factors are:

Retail	1.0 cars/1,000 square feet ³
Office	3.2 cars/1,000 square feet
Hotel	0.7 cars/1,000 square feet

It should be noted that, especially for retail, the parking factor used in previous analyses is very low. According to the Urban Land Institute,⁴ the prevailing standard for shopping center parking capacity has been 5.5 cars per 1,000 square feet of retail area. In recent years, for urban locations, the parking index has tended to be lower, in the range of 3.5 to 4.0. The suggested factors, however, have been used to provide a very conservative estimate of current parking demand. For future retail parking demand, a factor of 3.5 is recommended.

During the period between 1975 and 1981, the three public structures at 7th Avenue and G Street, in the block west of the Captain Cook Hotel, and at the State Courts complex, represent the only significant additions to the downtown parking supply, as noted earlier.

**TABLE V.6
PARKING DEMAND/SUPPLY ANALYSIS
RECENT COMPLETED PROJECTS**

PROJECT IDENTIFICATION			AREA ANALYSIS						PARKING ADEQUACY ANALYSIS				
Project Name	Block Number	Year of Completion	Private	Public	Approximate Footprint Area	Approximate Total Square Footage	Predominant Use/ Number of Floors	Total Number of Levels	Estimated Occupancy (When Available)	Estimated Parking Demand (Number of Spaces)	On-Site Parking Provided Within Footprint Area (Number of Spaces)	Surplus (Deficit) Of Parking Spaces	
Post Office Shopping Mall	24A	1975	●		36,955 ¹	110,865 ¹	Retail ⁵ /2 Office/1	3	NA	74 118	192 ³	0 ² 0 ²	(192)
Sunshine Mall	24A	1978	●		15,002 ¹	45,006 ¹	Retail ⁵ /2 Office/1	3	NA	30 48	78 ³	0 ²	(78)
State Courts Parking Garage	29	1977		●	34,375 ¹	68,750 ¹	Parking/2	2	0	0		178 ¹	178
420 "L" St. Building	36	1978	●		11,984 ¹	59,920 ¹	Retail ⁵ /1 Office/4	5	NA	12 153	165 ³	28 ²	(137)
Capt. Cook Garage	37	1979		●	38,425 ²	115,275 ²	Retail/1 Parking	3	0	0 ³		640	640
Capt. Cook Tower 3	38	1978	●		8,060 ¹	161,200 ¹	Storage/1 Retail/1 Hotel/18	20	NA	8 20	110 ³	0 ²	(110)
Anchorage Times Expansion	39	1976	●		5,000 ¹	5,000 ¹	Warehouse Industrial/1	1	NA	NA ⁶		NA ⁶	NA ⁶
Sheraton Hotel	20	1979	●		49,959 ² (16,720 Hotel, 28,995 ¹ Retail & Storage 13,954 ¹ Parking)	325,515 ¹	Hotel/16 Retail/1 Parking/2 Storage/1	18	NA	187 29	216 ¹	65 ⁴	(151)
Fisher Blaunfeld Office	25B	Recent	●		10,800 ²	32,400 ²	Office/3	3	NA	103 ³		0 ²	(103)
Anchorage Beauty Shop	47	1981	●		3,250 ²	3,250 ²	Retail/1	1	NA	3 ³		0 ²	(3)

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Sisters of Charity	54	Recent	●		3,500 ²	10,500 ²	Retail/1 Office/2	3	NA	4 26 ³	0 ²	(26)
Octagon Tower	56	1980	●		11,200 ²	89,600 ²	Office/8	8	NA	287 ³	0 ²	(287)
500 "L" St. Building	57	1981	●		6,009 ¹	35,000 ¹	Office/4	4	175 ¹	112 ²	0 ²	(112)
510 "L" St. Building	57	1976	●		13,702 ¹	137,020 ²	Parking/2 Office/6 Residential/2	10	NA	263 ³ (Office only)	64 ⁴	(199)
Bus Accommodation Center	68	1978		●	2,118 ¹	2,118 ²	Institutional/1	1	NA	0 ²	0 ²	0
7th & G. St. Residential	68	1975		●	36,400 ²	145,600	Parking/5	5	0	0 ²	525 ¹	525
	110	1981	●		4,625 ¹	9,350 ²	Parking/1 Residential/5	6	NA	NA ⁶	NA	NA ⁶
Office	108	Recent	●		11,050 ²	33,150 ²	Office/3	3	NA	106 ³	0 ²	(106)
Office	109	Recent	●		11,200 ²	22,400 ²	Office/2	2	NA	73 ³	0 ²	(72)
Federal Building	75,76	1980		●	128,000 ¹	640,000 ¹	Office/5	5	1,500	2,048 ³	465 ¹	(1,583)
Drive-In Bank	98	1981	●		2,775 ²	2,775 ²	Office/1	1	NA	9 ²	0 ²	(9)
Security Bank	98	1981	●		2,775 ¹	2,775 ¹	Office/1	1	NA	9 ³	0 ²	(9)
Office	101	1975	●		6,840 ¹	20,520 ²	Office/3	3	NA	66 ³	0 ²	(66)
Federal Office	104	1981		●	80,000 ²	80,000 ²	Office/1	1	NA	256 ³	10	(246)
Office	105	Recent	●		14,400 ²	28,800 ²	Office/2	2	NA	92 ³	0 ²	(92)

**TABLE V.6
PARKING DEMAND/SUPPLY ANALYSIS
RECENT COMPLETED PROJECTS**

PROJECT IDENTIFICATION			AREA ANALYSIS					PARKING ADEQUACY ANALYSIS				
Project Name	Block Number	Year of Completion	Private	Public	Approximate Footprint Area	Approximate Total Square Footage	Predominant Use/ Number of Floors	Total Number of Levels	Estimated Occupancy (When Available)	Estimated Parking Demand (Number of Spaces)	On-Site Parking Provided Within Footprint Area (Number of Spaces)	Surplus (Deficit) Of Parking Spaces
Hotel	105	Recent	⊙		6,000 ²	30,000 ²	Hotel/5	5	NA	21 ³	0 ²	(21)
Alaska Experimental Theater	53	1981	⊙		2,500 ¹	2,500 ¹	Retail/1	1	NA	NA ⁶	0 ²	NA ⁶
Office	106	1981	⊙		6,250 ¹	12,500 ²	Parking/1 Office/2	2	NA	40 ³	20 ¹	(20)
Maynard and Partch	100	1979	⊙		5,508 ¹	11,016 ²	Office/2	2	30 ¹	35 ³	0 ¹	(35)
McKay State Office (Remodeled)	23	1969		⊙	10,671 ¹	32,013 ²	Office/3	3	NA	102 ³	0 ²	(102)
Municipal Hill Building (Remodeled)	69	1979		⊙	18,000 ¹	144,000 ²	Office/8	8	NA	461 ³	0 ²	(461)
Community Building	37B	Recent		⊙	3,600 ²	14,400 ²	Institutional/4	4	NA	NA	0 ²	NA
Office	119	Recent	⊙		5,000 ²	15,000 ²	Office/3	3	NA	48 ³	0 ²	(48)
GRAND TOTALS					605,933	2,448,218				4,805	2,493	(3,399)

¹From plans, developer's data, or municipality data

²From arterial photo and site reconnaissance

³Using factor of 1.0/1,000 s.f. for retail
3.2/1,000 s.f. for office
0.7/1,000 s.f. for hotels

⁴Footprint area divided by 430 s.f./car (including circulation)

⁵Includes restaurants

⁶Highest demand assumed to occur at off-peak hours

**TABLE V.7
PARKING DEMAND/SUPPLY ANALYSIS PROJECTS
UNDER CONSTRUCTION OR COMMITTED**

PROJECT IDENTIFICATION				AREA ANALYSIS				PARKING ADEQUACY ANALYSIS				
Project Name	Block Number	Year of Completion	Private	Public	Approximate Footprint Area	Approximate Total Square Footage	Predominant Use/ Number of Floors	Total Number of Levels	Estimated Occupancy (When Available)	Estimated Parking Demand (Number of Spaces)	On-Site Parking Provided Within Footprint Area (Number of Spaces)	Surplus (Deficit) of Parking Spaces
Resolution Tower	31	1982	●		15,600 ¹	92,000 ¹	Office/6	6	500 ¹	294 ³	34 ¹	(260)
Convention Center	42	1983		●	45,105 ¹	100,000	Institutional/2	2	NA	NA ⁶	0 ¹	NA ⁶
Performing Arts Center	53	1983+		●	82,944 ¹	414,720 ¹	Institutional/5	5	NA	NA ⁶	0 ¹	NA ⁶
Museum Expansion	74	1983+		●	61,000 ²	134,000 ² (includes parking & storage)	Institutional	(in design)	NA	NA ⁶	100 ¹	NA ⁶
State Office Building	77,103	1983+		●	127,800	639,000 ¹ (Phases I and II)	Office	5 (assumed)	2,800 ¹	2,045 ³	1,000 ¹	(1,045)
Hunt Building	79	1982	●		37,700 ¹	350,000 ¹	Office/19 Parking/1	20	1,500 ¹	1,120 ³	85 ¹	(1,035)
ARCO Building	81	1982	●		19,600 ¹	429,900	Office/19 Parking/2	21	2,000 ¹	1,376 ³	80 ¹	(1,296)
Kuskokwin Office	94	1983	●		5,099 ¹	10,308 ¹	Office/2	2	NA	33 ³	16 ¹	(17)
TOTAL						2,169,928			6,800	4,868	1,315	(3,553)

¹From plans, developers data, or municipality data

²From arterial photo and site reconnaissance

³Using factor of 1.0/1,000 s.f. for retail
3.2/1,000 s.f. for office
0.7/1,000 s.f. for hotels

⁴Footprint area divided by 430 s.f./car
(including circulation)

⁵Includes restaurants

⁶Highest demand assumed to occur at off-peak hours

TABLE V.8
PARKING DEMAND/SUPPLY ANALYSIS
PROPOSED PROJECTS

PROJECT IDENTIFICATION			AREA ANALYSIS					PARKING ADEQUACY ANALYSIS				
Project Name	Block Number	Year of Completion	Private	Public	Approximate Footprint Area	Approximate Total Square Footage	Predominant Use/ Number of Floors	Total Number of Levels	Estimated Occupancy (When Available)	Estimated Parking Demand (Number of Spaces)	On-Site Parking Provided Within Footprint Area (Number of Spaces)	Surplus (Deficit) Of Parking Spaces
Spec. Office	13	1983	•		NA	NA	Office	NA	NA	NA	NA	NA
Susitna Building	31	1983	•		5,000	50,000	Office	10	NA	160 ³	0 ¹	(160)
Office	65	1983	•		NA	NA	Office	NA	NA	NA	NA	NA
Office	95	1983	•		NA	NA	Office	NA	NA	NA	NA	NA

¹From plans, developer's data, or municipality data

²From arterial photo and site reconnaissance

³Using factor of 1.0/1,000 s.f. for retail
3.2/1,000 s.f. for office
0.7/1,000 s.f. for hotels

⁴Footprint area divided by 430 s.f./car (including circulation)

⁵Includes restaurants

⁶Highest demand assumed to occur at off-peak hours

Tables V.6 through V.8 intentionally do not take into consideration any surface parking that may be provided by developers on land adjoining new projects, since nearly all such surface lots (and, thus, parking supply) existed prior to building construction. For that reason, such parking provisions cannot be considered additions to the existing parking supply. One of the key messages of the table is to point out that what once was a significant parking supply surplus in downtown Anchorage, as measured by available surface area not used for buildings, has vanished within the last several years of extensive building construction, thus further aggravating the parking situation.

Removal of Existing Surface Parking Spaces. Projects that have been completed in downtown Anchorage since 1975 often occupy space that was previously used for surface parking. Assuming that only half of this land was previously available for parking, it can be estimated that this new construction contributed to the loss of over 700 spaces. If structures now under construction or committed for development by 1985 are included, this figure would increase to over 1,160 spaces, still under the same assumption.

Inadequacy of On-Site Parking to Meet Demand. Title 21 of the Anchorage Municipal Code, the Land Use Regulation, requires no parking structures in the CBD. Parking for new construction is provided solely at the discretion of building developers and owners. Generous incentives in the code to encourage developers to provide parking in new structures (see Chapter II) may be partly responsible for the parking that has been provided.

As indicated in Table V.6, the demand for new parking spaces generated by all new construction in downtown Anchorage between 1975 and 1981 is estimated to be about 4,800, using factors for building use developed by Wilbur Smith and Associates in previous municipal studies. In the same period, the number of new parking spaces provided in downtown Anchorage totalled only 1,493, including space in three public parking structures. Thus, since 1975 there has developed a gap between parking demand and supply of about 3,300 spaces.

An example of how this can occur is illustrated by taking just four representative development projects that are now under construction or committed for development in the CBD: Resolution Tower (in final phases of construction), the Hunt and ARCO Towers (under construction), and the State Office Complex (committed for development). These four projects alone only provide about 2,000 parking spaces while they will generate a demand of over 4,800 parking spaces. Therefore, these four projects alone create a deficiency of over 2,800 parking spaces, not even taking into account the loss of existing surface spaces in building footprints.

Lack of Public Parking Program. Since the Municipal Land Use Code requires no parking to be provided for developments within the three B-2 zones that encompass the major portion of the CBD, the implication is that such parking would be provided by some other means. Such parking clearly has not been provided, since the 1,343 public parking spaces in the three structures built since 1975 falls far short of meeting the demand associated with all new downtown construction.

Magnitude of the Problem

Short Term. As indicated in Tables V.4 and V.5, a separate analysis of parking demand and supply conducted by the staff of the Municipality found the parking supply in the CBD to be falling behind demand in early 1982. The Municipal analysis determined that, by 1983, the gap between demand and supply of parking spaces would increase to approximately 4,000 spaces.

The consulting team analysis did not assess overall parking supply and demand from "ground zero." (Such an analysis would have required a total survey of all buildings in the CBD, their sizes, and the intensity of the parking demand each building generates.) However, the analysis concurs with the Municipal analysis in projecting a serious parking space shortage that will be experienced by 1983, taking into account only projects now under construction or committed to be built and based on very conservative parking factors (for example, the assumption that cultural and visitor facilities will generate little or no demand at peak hours). The conclusion of the consulting team analysis is that new parking demand will outstrip new parking supply by over 3,500 spaces by 1983.

Long Term. An analysis of long-term parking demand conducted by the Municipal Physical Planning Division has indicated a probable acceleration in parking deficit over the next 15 years. Based on a projected employment growth of nearly 100 percent in the period from 1980 to 2000 -- from 11,705 to 22,185 employees -- there would be a parking deficit of nearly 6,600 spaces in 1992 or of nearly 11,000 spaces by 2001.

Other factors that must be considered in conjunction with these projections of long-term parking needs include:

- The loss of existing parking spaces through new construction and through possible elimination of on-street parking in the CBD
- The role that might be played by transit, ride-sharing, and nearby residential development in tempering the demand for close-in employee parking

SUMMARY OF EMERGING TRENDS

The foregoing analysis of downtown parking demand and supply points to a trend where, simultaneously, parking demand is increasing and parking supply is decreasing. The impact of this trend is expected to be felt acutely by 1983, when the shortfall of new parking supply in meeting new parking demand will be in the neighborhood of 3,500 to 4,000 parking spaces.

Parking Shortfall and Proposed Programs

The analysis in the preceding section generally considered only projects that were specifically proposed or committed for development. Not included in some tabulations were recommended projects that are cornerstones of downtown revitalization such as:

- A State Office Complex -- included in the consulting team analysis but not in the Municipal investigation

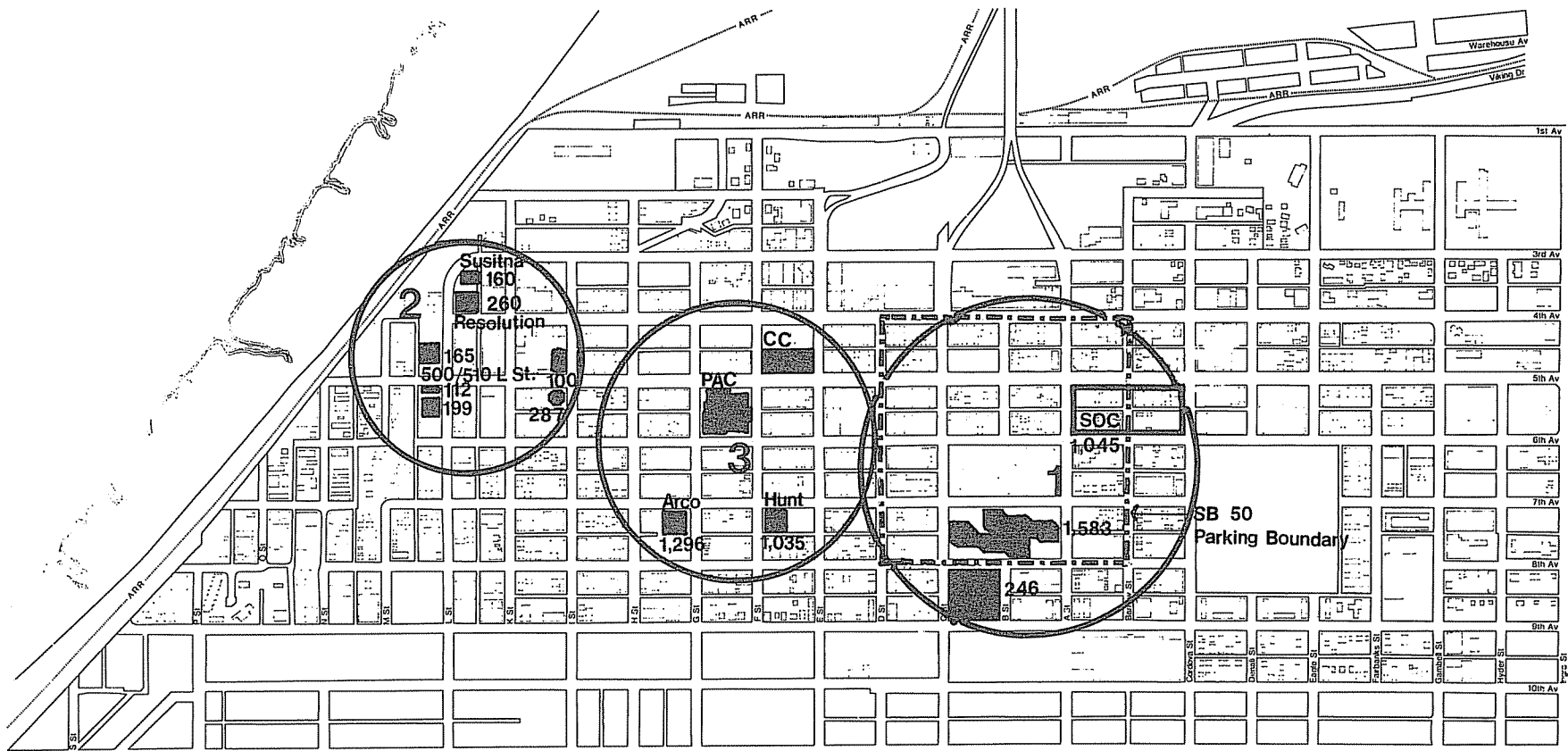


FIGURE V.5

Zones Of Greatest Parking Deficiency, 1982-85



NUMBERS REPRESENT DIFFERENCE BETWEEN
ESTIMATED INCREASED PARKING DEMAND
AND NEWLY CREATED ON-SITE PARKING SUPPLY

- A mixed-use retail complex that is expected to invigorate and diversify existing downtown retail trade and firmly establish downtown as the key retailing center in the Anchorage region
- Other private developments that will round out key publicly coordinated "turnkey" projects

Summary of Parking Demand/Supply Analysis

The parking demand/supply analysis has concluded that convenient, off-street parking must be immediately added to downtown Anchorage if Municipal goals and objectives for long-term development are to be met. Three areas have been identified as now experiencing or due to experience significant parking deficiencies (Figure V.5).

Area 1. Area 1 will be influenced by several proposed projects, including the retail complex, the State Office Complex, the Museum expansion, and others. The projected parking deficit upon completion of all committed projects in the area is estimated at over 2,800 spaces.

Although the retail complex may have as much as a full level of below-grade parking, that alone will be inadequate to meet its peak demand; similarly, the State Office Complex is to have only 1,000 on-site parking spaces, which would fall short of meeting even half of its estimated parking demand. In addition to new projects, Area 1 is influenced by the potential displacement of surface parking spaces currently utilized by employees at the Federal Office Complex.

Many employees also park their cars on adjacent residential streets. These on-street parking opportunities would be lost by a residential parking permit program being proposed by neighborhoods to the south of the park strip.

Area 2. The northwest corner of the CBD has experienced extensive new construction since 1975. Projects that will account for much of the area's parking deficit include Revolution Tower; the Susitna Building; 420, 500, and 510 L Street Buildings; and Tower 3 of the Captain Cook Hotel. The total parking deficit from these projects is estimated to be over 1,200 spaces (Table V.6). The fact that Area 2 is fairly densely developed, coupled with the fact that construction of a number of projects has been completed or is nearing completion, adds to the urgency that parking be provided in this area.

Area 3. Area 3 will be influenced most heavily by construction of the ARCO and Hunt Towers. These two projects alone will generate a demand for nearly 2,500 new parking places, only 165 of which will be accommodated within new on-site structures. Each project has its own strategy for accommodating new parking demand. ARCO will encourage employees to participate in numerous ride-sharing programs and will have park/ride shuttle services from outlying areas. The Hunt project could accommodate all of its projected parking demand on Hunt-owned parcels within a few blocks of the new tower site. However, the Municipal parking survey indicated that this land is already actively used for surface parking at an average occupancy rate of over 80 percent (Figure V.6). Therefore, while the Hunt strategy accommodates employees at the Hunt building, it

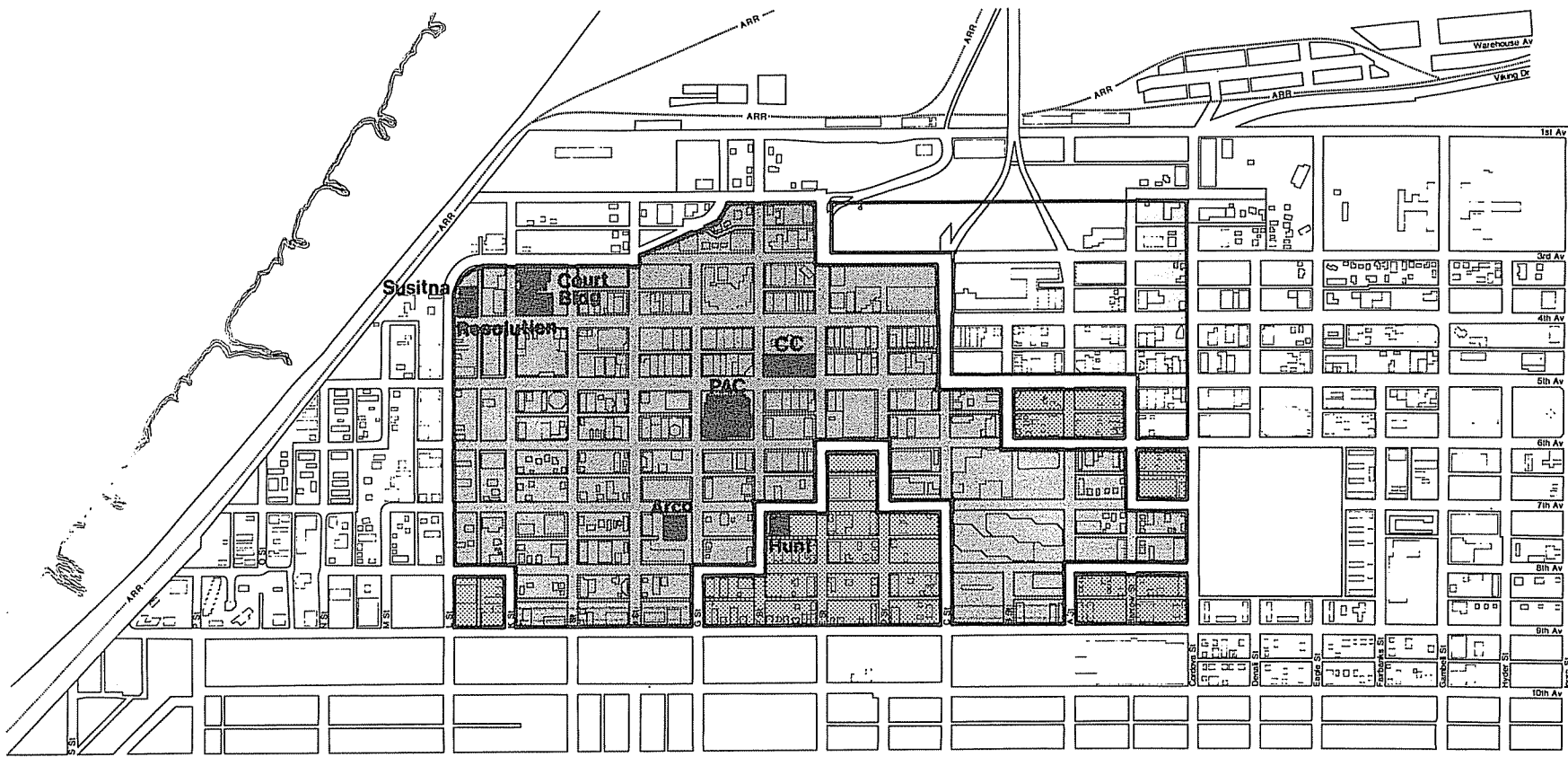
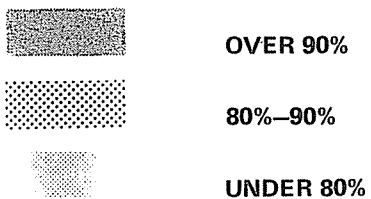


FIGURE V.6

Parking Utilization Factor



SOURCE: MUNICIPALITY OF ANCHORAGE SURVEY, FALL 1981

would displace an equal number of parking spaces currently utilized by other downtown employees.

RECOMMENDATIONS

Provision of adequate and convenient off-street parking spaces is an essential component for downtown revitalization and development. It is recommended that a parking improvement program be developed and a strong commitment be made to utilize available funding for the immediate construction of new parking structures in key areas of downtown. This should help to alleviate at least in part some of the parking deficit that faces downtown Anchorage in the short term.

Once this is accomplished, attention can be focused more clearly on a preferred long-term parking management concept that would establish a mechanism for new parking to be developed in conjunction with development trends and ongoing monitoring of parking-related factors.

Phase I Parking Structures

In the near term, it is recommended that three new parking facilities (Figure V.7) be constructed to serve the three general areas identified in the preceding discussion. Each area entails unique considerations relating either to locational factors or to funding availability.

Area 1. A parking structure for 500 to 1,000 cars is recommended for Area 1. Area 1 is roughly equivalent to the area specified in State Bill 50, which allocated \$10 million in state revenues for construction of a parking facility. The SB 50 area is bounded by 3rd and 8th Avenues and D and

Barrow Streets. Considering accessibility, urban design, and the nature and scope of committed and proposed developments, it is recommended that a parking structure be built at or near Block 45, which is bounded by 4th and 5th Avenues and B and C Streets. This structure should have the potential of expanding to the east at such time that nearby development (e.g., the State Office Complex at Site 3 or other development) would warrant it. Alternatively, this facility could be constructed in association with the retail redevelopment in the blocks between 5th and 6th Avenues, J.C. Penney facility, and the Sheraton Hotel. The exact location will be determined by detailed parking-retail analyses now underway.

It is recommended that this structure incorporate retail at the ground level as well as certain public uses. Parking would occur on the upper floors. It should be noted that the recommended structure should be coordinated with joint revitalization of the three-block area immediately to the south of this site.

Area 2. A parking structure of approximately 500 to 750 cars is recommended for Area 2. Prior to undertaking the construction of any parking facilities in Area 2, negotiation must be initiated with the current operators of the Captain Cook garage to modify the existing three-block moratorium on new public parking development. Once this is accomplished, site acquisition can begin for a parking structure of approximately half a block at the general location shown in Figure V.7.

The State, as part of the court system expansion, intends to develop a parking garage on Block 29, bounded by 3rd and 4th Avenues and H and I Streets. This facility would be used in part by

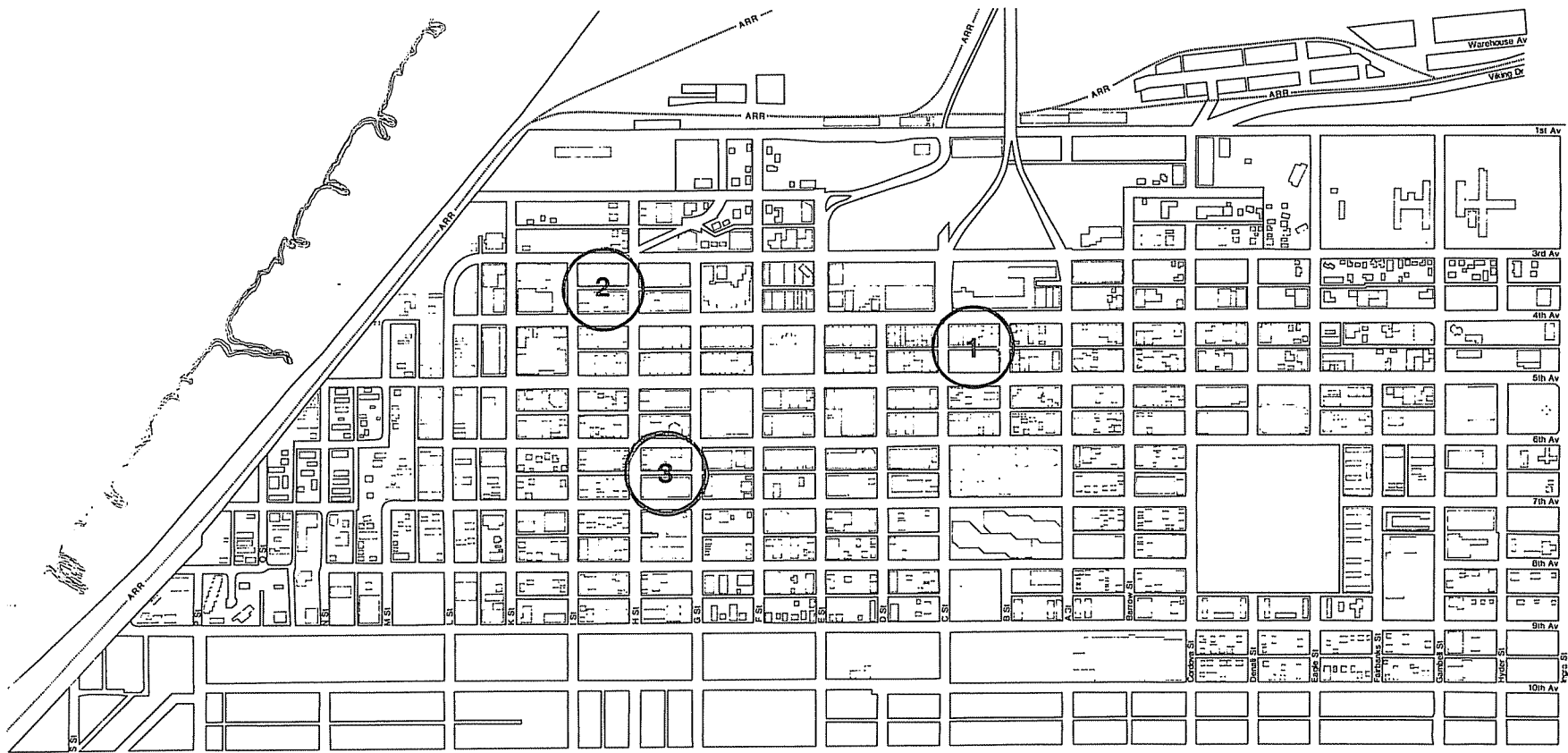


FIGURE V.7

Proposed Parking Structure Sites



the proposed State Courthouse occupants; however, additional floors could be incorporated for use by the general public. Alternatively, parking spaces used by the State could be used by the public during off-peak hours.

Should the development of this facility for general public purposes be infeasible, an alternative location for a parking garage must be considered because of the actual and potential office construction in this section of the downtown. Development of this garage should occur within the next five years; the Planning Department report on parking garage locations within the northwestern part of the CBD should be used to establish the criteria and actual location of this facility.

Area 3. A parking structure of approximately 500 cars is recommended for Area 3. Area 3 stands to have the most immediate impact on the downtown parking supply when the ARCO and Hunt Towers are completed. It is recommended that a half-block parking structure be developed near these two projects, in a location that will also serve people using the Convention Center and the Performing Arts Center, which are under construction and committed for development, respectively.

It has been recommended by the Municipality of Anchorage that a half-block garage of at least 500 spaces be constructed on the north half of Block 68, adjacent to the existing 7th Avenue/G Street garage (the site of the existing Bus Accommodation Center and a Municipal Light and Power electrical substation) or on an adjacent site. The design of the recommended parking structure, if built on Block 68, would be expected to incorporate a larger replacement bus waiting and queuing facility as well as necessary public utility equipment. The

adjacency of the existing Municipal garage may offer the opportunity for interconnection with the recommended new structure, which could possibly allow reduced construction cost, greater parking efficiency, and more controlled ingress and egress. It is intended that this recommended parking facility serve the new Performing Arts and Convention Centers, as well as the private ARCO and Hunt buildings.

Other Aspects of Parking Management Strategy

In addition to the construction of new parking facilities, it is recommended that a system be developed to oversee policies affecting parking demand and supply. The most appropriate mechanism for managing parking policy may be a parking authority with jurisdiction over:

- Enforcement of on-street parking policy, including parking meter fees, permitted parking hours, fines, etc.
- Establishment of a revolving parking fund
- Coordination with transit and ride-sharing programs
- Key input to Municipal Assembly regarding possible need to modify off-street parking requirements for new construction

On-Street Parking Policy. On-street parking is desirable in downtown Anchorage if used by shoppers and other short-term parkers. The use of on-street parking by employees can be discouraged through higher meter rates (that would make it less expensive to use long-term, off-street parking facilities instead of on-street

parking); by new enforcement techniques to limit allowable parking time (by tire marking, for example); and by higher fines for violations. However, the most effective way to reduce employees' use of on-street parking is restriction of on-street parking to non-commuting hours. Such a policy, in conjunction with circulation improvements and necessary adjustments in parking rates at off-street facilities, could effectively eliminate most incidence of employee parking on streets. The reader is referred to Chapter III for additional discussion of options relating to the removal of on-street parking for additional lanes of circulation for both general traffic and for transit and other high-occupancy vehicles.

It should be noted that the Municipality has developed a detailed approach to on-street parking. The general aspects of this program include the removal of parking meters and the establishment of a two-hour free parking area in the Town Center area, conversion of the A-C Couplet parking lot to a free-cost facility, and conversion of the parking enforcement program penalties from criminal to civil status. Establishment of peak-hour transit lanes is also part of this program.

Revolving Parking Fund. At present, revenues from parking facilities go to the general Municipal fund, rather than to a fund specifically designated to cover parking costs. It is recommended that a special, revolving fund be established by the parking authority. This fund would cover the following:

- Construction of new parking facilities

- Enforcement of on-street parking policy, including the level of parking meter rates, fines, etc.
- Rates in Municipality-owned off-street parking facilities
- Other parking-related operations

Transit and Ride-Sharing. To the extent that downtown commuters and residents can avail themselves of alternatives to private automobiles, the demand of downtown parking spaces can be reduced. The Municipality of Anchorage presently has a transit fleet of 39 vehicles operating on 15 routes at peak hour. Plans call for expansion of the bus fleet to 100 buses operating on 25 routes; these changes are expected to be implemented in a five- to seven-year time frame. The Municipality has projected that these system improvements will temper demand for additional parking by 200 to 300 spaces per year over the next eight-year period, and by an additional 300 to 400 spaces per year over the subsequent seven-year period. Therefore, transit can be used as an effective tool in an overall downtown parking management strategy. In order to be effective, there will be a need to provide both park-and-ride facilities at outlying locations and express bus routes; these services should be considered mandatory in order to attract riders with convenient and frequent service.

Carpooling and other methods of ride-sharing can be considered adjuncts to the transit program. As part of the adoption of the Anchorage Air Quality Plan, a strong commitment was made to increasing the utilization of carpools from a present level of 1.25 passengers per vehicle to 1.34 passengers per

vehicle. This would represent an increase of over 8,000 carpools over the next five years and would remove the need for 1,300 additional parking spaces that would otherwise be required in this time frame (based on downtown representing 30 percent of overall metropolitan employment). Although this supply equivalent increase may appear to be nominal, such a program should nevertheless be encouraged due to its dual importance to both the parking management strategy and the Air Quality Plan.

Off-Street Parking Requirements. It is apparent that the current zoning ordinance and its accompanying bonus point system are not satisfactory in terms of their ability to provide sufficient off-street parking. Their intent (see Chapter II) was to provide an incentive to private investors to locate in downtown Anchorage, with adequate parking supply to be made available by the Municipality. Given the expected demand, the Municipality cannot provide all of the required supply, even taking into account the possible reduction of parking demand through such publicly managed programs as transit services and a phased program of off-street parking facility construction.

For this reason, and because the majority of the impact is expected to be created by large, single-purpose office investments, it makes sense to amend the bonus point system at this time to provide an additional incentive for these these office facilities to construct parking facilities over and above those now required.

Implementation. The near-term parking management strategy addresses immediate problems by applying all available funding sources to the construction of parking facilities in three locations.

It is understood that \$10 million provided by the State for new parking facilities within a specific area constitute the total available Municipal resources for this purpose. At current construction rates, \$10 million could supply in the neighborhood of 750-1,000 new spaces, not including land cost. This number of new spaces will not completely offset projected parking deficiencies; therefore, either additional public monies must be allocated or, preferably, joint public-private garage construction ventures should be initiated for the immediate construction of new parking garages.

Long-Term Parking Management Policy

The long-term parking management policy buildings on the short-term parking management plan, which is intended to address immediate parking needs with new parking parking structures and to promote policies that will reduce the need for additional new parking structures. Once this has been accomplished -- even acknowledging that it will not be possible in the short term to equalize parking supply and demand -- the Municipality will be able to pursue a longer-range policy. Components of a mid- and long-range parking management policy should take into account the following:

- Continuing monitoring program
- Peripheral parking
- Parking structure financing techniques
- Ride-sharing incentives
- Transit improvements and incentives
- Long-term transportation terminal concept

Continuing Monitoring Program. Even with implementation of all the recommended near-term programs and policies, there will most likely continue to be a deficit of off-street parking spaces in downtown Anchorage, expected to be particularly acute in the late 1980s. The deficit is anticipated to shift toward the southwestern and south-central parts of the CBD. In order to track conditions that may point to the need for additional parking facilities, a system for the continuous monitoring of critical circulation- and parking-related factors is recommended to be put into effect.

Among the most important issues to be covered by this monitoring program, in order to determine the overall demand-supply relationship on a downtown-wide scale, will be the amount, type, and location of new construction. The monitoring program should also take into account the rate of parking utilization. In order to have accurate guidelines with which to make decisions regarding a long-term parking management strategy, it is recommended that this monitoring program continue and be refined through the short-term period and into the long-term planning period.

Responsibility for the monitoring program should be assumed by the Municipal Traffic Engineering and Physical Planning Divisions, with periodic reports to the Municipal Assembly regarding the magnitude of the parking problem and the steps being taken to resolve it.

The monitoring program could also be expanded to cover such factors as:

- Parking rates and policy for setting parking charges, turnover rates, occupancy rates,

peak loading, short-term vs long-term parking, and other factors

- On-street parking usage and occupancy rates, parking hour restrictions, and enforcement policy effectiveness
- Response to various transit improvement programs
- Success of ride-sharing incentive programs among private-sector entities, along with an appraisal of their value to the Municipality in terms of reduced need for parking facilities
- Possible seasonal variations in parking demand that can be met with specialized services, reducing need for permanent parking structures
- Public response to alternative designs of parking structures, so as to assure compatibility of future structures with their surroundings

Peripheral Parking. Many well-established downtown areas nationwide have enjoyed success with the concept of automobile interception at the periphery of downtown, with internal downtown circulation accomplished on foot or with a minibus-type system. Attributes of this concept are reduced traffic within the downtown area, elimination of the lowest-speed portion of commuting trips for resultant improvement in downtown air quality, and the ability to accommodate cars in larger structures than would be possible within the pedestrian-oriented context of the downtown core.

A preliminary investigation of this concept commissioned by the Municipality has indicated that

the peripheral parking concept would probably not be feasible in downtown Anchorage at this time. However, as a long-term policy, the concept has merit, particularly when underdeveloped portions of the downtown area now providing close-in surface parking are redeveloped.

The success of a peripheral parking program is contingent on a very high level on development intensity and a convenient means of conveyance from the parking facilities to downtown destinations, either on foot along pleasant pedestrian routes or by frequent and comfortable shuttle service, depending on the distance of peripheral parking facilities from the downtown core area.

Other criteria to be considered in development of a peripheral parking program would include:

- Parking locations away from residential neighborhoods to lessen traffic and environmental effects
- Access to facilities from primary commuting routes

One location that might be considered for peripheral parking is the area adjoining the Chester Creek Greenbelt. Nearly 1,000 to 2,000 cars could be accommodated in the area between the George M. Sullivan Sports Arena and Mulcahy Stadium. This area adjoins the New Seward Highway and the A/C Couplet, scheduled for implementation in the next few years, and is therefore at an effective location for the interception of vehicles entering downtown Anchorage from origins further south.

Parking Structure Financing Techniques. Developers of property in the CBD zones are currently under no obligation to provide parking for occupants of their buildings. There has been an understanding that the location and amount of parking could be better controlled for environmental and other reasons by the Municipality.

In the long-term future, there may be merit in considering a policy whereby private developers contribute in some form to the parking supply as their buildings generate new parking demand. This could assume a number of forms, including:

- A zoning requirement that new buildings meet a portion -- perhaps one-fourth -- of the parking demand they would generate
- Contribution to a special parking fund (in lieu of providing parking on site) to which other revenues from parking operations, meters, etc. would flow instead to the general fund of the Municipality

Ride-Sharing Incentives. The concentration of development in downtown areas makes them ideal areas for such ride-sharing, since destinations are clustered in a small area. To the extent that such practices promote interaction and reduce energy dependence, they are highly desirable and should be encouraged. Incentives that have met with some success include computerized matching of commuters with similar origin-destination-time patterns; preferential parking facilities; tax credits; and employer-sponsored programs that sometimes involve a free vehicle for organizers of established car pooling programs, or close-in parking spaces.

Transit Improvements and Incentives. Public transit is gaining in popularity in many United States cities, as it is in Anchorage. The implementation in the Phase I planning period of the proposed 100-bus program in downtown Anchorage will indicate the degree to which improved service will generate more ridership.

Transit service can also be enhanced through improved facilities in the downtown area, including:

- A number of clearly defined routes within downtown, along with a through routing pattern
- An additional transit accommodation center as the central and eastern parts of downtown are redeveloped
- Provision of comfortable transit shelters along all major routes within downtown (see Chapter III)

Long-Term Transportation Terminal Concept. Once a peripheral parking policy is adopted for the long-term future, the peripheral parking facilities could ideally be designed to serve even further in the future as multi-modal transportation terminals, incorporating such features as bus waiting lounges, transfer connections from line-haul routes to internal downtown minibuses, and convenient interchange from automobile parking facilities to local distribution modes. Implementation of this concept would, of course, be contingent on an overall downtown development intensity and transit usage factor far greater than those today.

As the Municipality considers the long-term potential of a fixed-route regional public transportation network, it should also consider the value of terminating line-haul routes at peripheral transportation terminals as opposed to the value of having line-haul routes penetrate the downtown core. In exchange for the need to transfer from one mode to another, the interception of large transit vehicles at the CBD periphery can be effective in maintaining and enhancing the environmental quality within the downtown core.

SUMMARY

In the foregoing discussion of the short-term and long-term parking management strategies, two major points should be clear:

Short-Term Strategy

In order to preserve the options for continued development downtown in accordance with adopted Municipal goals and objectives, an immediate need for convenient, off-street parking must be addressed. In particular, there is a need to reverse the existing trend of increasing parking demand (as a consequence of new development) and decreasing parking supply. Recommended new parking structures within the three identified areas will effectively reverse this trend, although they alone will not eliminate the overall parking deficit in downtown Anchorage.

Long-Term Strategy

Implementation of a long-term parking management strategy should take into account the entire downtown circulation and development pattern so that components of the program can be tailored to

actual conditions and so that potential problems can be anticipated and corrected. Concepts such as peripheral parking and multi-modal transportation/parking terminals should be discussed now. However, their implementation should wait until downtown development options are secured, which will be signalled when the State Office Complex, the proposed retail/mixed-use complex, other developments, and -- most importantly -- short-term parking facilities are committed for development.

REFERENCES

¹Based on visual reconnaissance, January 1982.

²Anchorage CBD Parking and Traffic Circulation Study, January 1980, and Project 80's Final Report, Program and Design, March 1980.

³Actually ranges from 1.0 ("other retail") to 1.8 ("comparison goods"). Most conservative figure is used for purpose of this table. More realistic factor for downtown retail is 3.5-4.0.

⁴Urban Land Institute, Shopping Center Development Handbook, 1977, p. 95.

⁵Using a factor of 430 square feet per car, including circulation space, for the area encompassed in all building footprints for projects completed between 1975 and 1981, divided by two.

