

VIII. Phasing and Implementation

CHAPTER VIII

PHASING AND IMPLEMENTATION

Implementation brings the Comprehensive Development Plan to realization. The overall implementation concept is based on two expectations:

- As a first step toward action, the CBD Comprehensive Development Plan should be adopted by the Municipal Assembly as an illustration of the Municipality's intent regarding downtown development.
- As conditions change in the future, certain adjustments in recommended programs will inevitably be necessary; the comprehensive and interactive nature of the plan should assure that each specific project or program will be reviewed prior to implementation to assure its compatibility with current conditions.

PHASING CONCEPT

Projects, programs, and institutional changes recommended for consideration and implementation address the long-term needs of downtown Anchorage. Some of these have a more immediate priority than others in order to:

- Solve critical problems of today facing downtown Anchorage

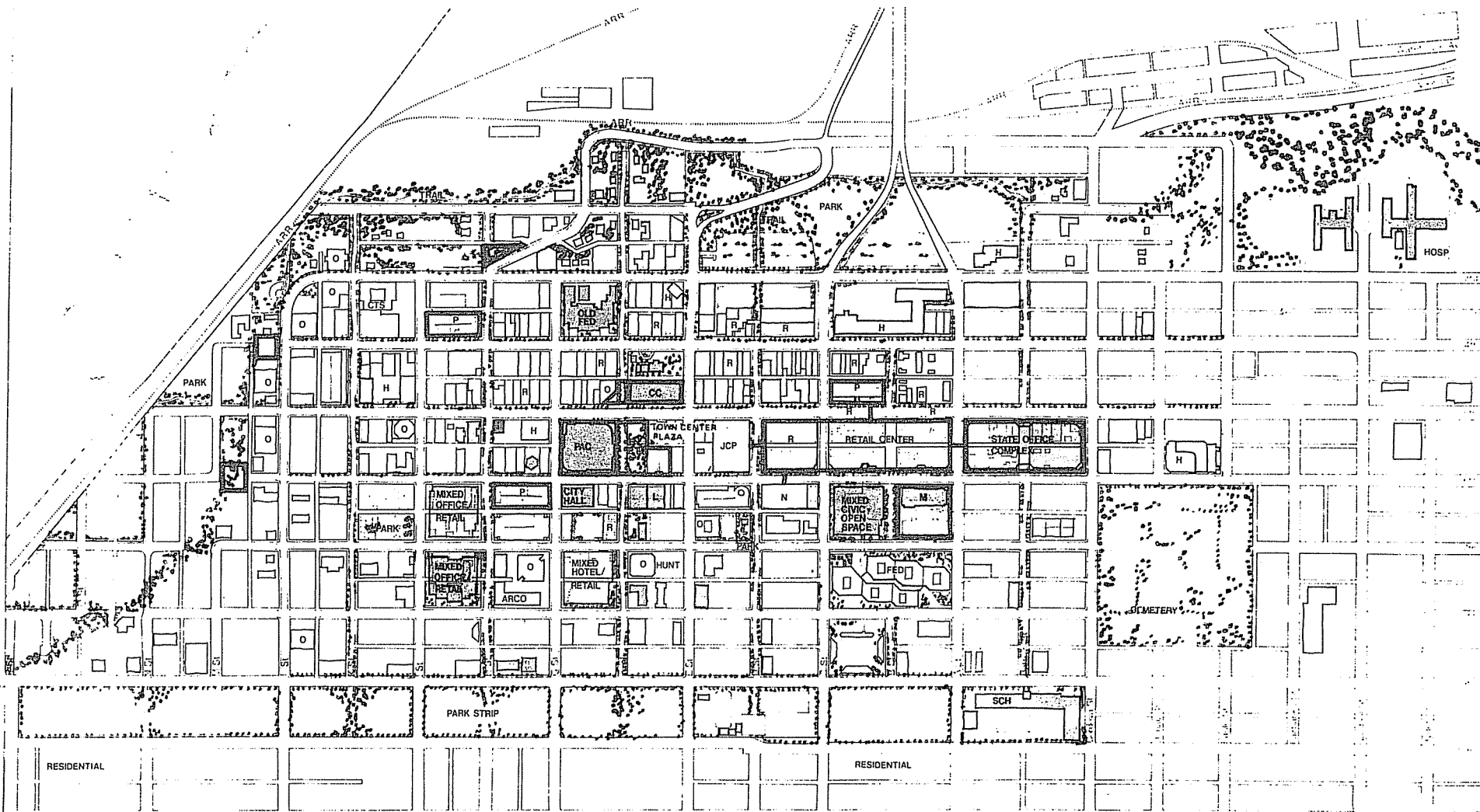
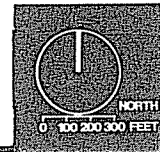


FIGURE VIII.1

Phase I Action Plan



- Meet head on those critical problems that may arise in the near future and that can be anticipated with a reasonable level of certainty
- Encourage development of certain types in key areas through public guidance and assistance
- Encourage clustering of public and private development as a leverage for creating maximum beneficial effects

Based on the above criteria, implementation priorities have been preliminarily assigned to recommended public programs and projects for downtown Anchorage. These are summarized in Table VIII.1, and keyed to the Municipality's long-term downtown development objectives.

Phase I

Phase I Action Plan components, highlighted as part of the long-term development concept illustrated in Figure VIII.1, are specifically intended to retain options for the future of downtown Anchorage and "buy time" so that subsequent elements of the long-term development plan can be approached under the most favorable conditions. Projects depicted schematically in Figure VIII.1 include specific public and private developments considered to be essential "anchors" of the long-term development concept (see Figure I.10 and associated text). Additional infill projects would be expected to accompany these major developments. The pattern of this infill development is described in terms of generic land use designations in Figure VIII.2.

The specific recommended components of the Phase I Action Plan include:

- Land assembly and development of a retail complex integrally connected with two existing anchor stores
- Land acquisition and development of parking structures in three downtown locations
- Land assembly and development of a State Office Complex
- Completion of the Performing Arts and Convention Centers
- Implementation of the Historical and Fine Arts Museum expansion program
- Development of pedestrian amenities along downtown avenues and streets, including an auto-free pedestrian plaza along F Street
- Implementation of a traffic and parking monitoring program to trigger circulation system improvements and development of additional off-street parking facilities

Subsequent Phases

Projects and programs recommended for subsequent phases are, in general, less dependent on the immediate expenditure of public funds than Phase I Action Plan components and are built upon development patterns that will be established in Phase I.

In order to guide actions in subsequent phases and to establish the context within which private

TABLE VIII.1
ACTION PRIORITIES

Development Objective	Plan Action	Priority		
		Immediate (Phase I)	Near-Term	Long-Ter
Mixture of Activities and Development				
• Financial/Office	<ul style="list-style-type: none"> • State Office Complex to proceed (Blocks 112, 112), linked by skyway with Retail Complex • Opportunities for office reuse of historic buildings 	•	•	•
• Retail	<ul style="list-style-type: none"> • Mixed Use Retail Complex at Blocks 47-49 (linked by skyway to State Office, parking, J.C. Penney, Nordstrom, Wintergarden at Block 73) <ul style="list-style-type: none"> - Design/feasibility study - Land assembly - Construction • Revitalization of existing retail areas <ul style="list-style-type: none"> - Feasibility study - Facade restoration - Assistance to businesses • Visitor-oriented retail in historic clusters • Zoning code amendment to encourage ground-level retail 	• • •	• • • • •	• •
• Cultural	<ul style="list-style-type: none"> • Convention Center construction to proceed • Performing Arts Center construction to proceed • Historical and Fine Arts Museum <ul style="list-style-type: none"> - Design to provide connection with mixed-use Wintergarden - Construction to proceed • Library -- site evaluation study to be initiated 	• • •	• • • •	• •
• Recreational	<ul style="list-style-type: none"> • Coastal Trail to proceed as planned • Town Center Plaza, Block 51 <ul style="list-style-type: none"> - Land acquisition - Construction • Park strip landscaping and enhancement • Westend Park <ul style="list-style-type: none"> - Site evaluation study - Land acquisition - Implementation 	• •	• • •	• •

**TABLE VIII.1
ACTION PRIORITIES
(Continued)**

Development Objective	Plan Action	Priority		
		Immediate (Phase I)	Near-Term	Long-Term
	<ul style="list-style-type: none"> • Vest pocket park development <ul style="list-style-type: none"> - View parks at blocks 64/85, 57/64, 15 <ul style="list-style-type: none"> . Design Studies . Easements (sewer at 64/65) to be acquired and/or streets vacated . Implementation - Transit parks <ul style="list-style-type: none"> . publicly owned land . private sites with cooperative agreements • Public Amenity/Wintergarden at Block 73 (existing police facility site) <ul style="list-style-type: none"> - Design/feasibility study - Construction • Dogsled easement to be included in 4th Avenue improvements 	<ul style="list-style-type: none"> • • 	<ul style="list-style-type: none"> • • • 	<ul style="list-style-type: none"> •
• Governmental	<ul style="list-style-type: none"> • State Office Complex to proceed (see Financial/Office above) • Hill Building (or equivalent structure) acquisition to proceed following detailed financial evaluation 	<ul style="list-style-type: none"> • • 		
• Residential	<ul style="list-style-type: none"> • Following thorough review of CBD zoning system, consider possible zoning code amendments, including: <ul style="list-style-type: none"> - Change residential from conditional to permitted use in all B-2 zones - Require minimum percentage of residential development in areas designated residential/office (such as in area north of park strip) 		<ul style="list-style-type: none"> • • 	
• Establish Land Use and Urban Design Controls	<ul style="list-style-type: none"> • As part of zoning code review, consider: <ul style="list-style-type: none"> - Urban design standards - Height and bulk standards: <ul style="list-style-type: none"> . Throughout CBD . Special treatment on blocks south of parks/open spaces . 4-5 stories adjacent to park strip (north side) - Flexible guidelines for commercial development • Solar design analysis for proposed new buildings to be reviewed by Municipality • Skyway system: <ul style="list-style-type: none"> - District for mandatory skyway to be established (Blocks 45, 47-50, 71-74, 112-113) - Skyway advisory panel to be formed - Standards to be adopted for: <ul style="list-style-type: none"> . New construction in skyway district . Accommodation of skyways in retrofitted existing buildings 	<ul style="list-style-type: none"> • • • 	<ul style="list-style-type: none"> • • 	<ul style="list-style-type: none"> •

**TABLE VIII.1
ACTION PRIORITIES
(Continued)**

Development Objective	Plan Action	Priority		
		Immediate (Phase I)	Near-Term	Long-Term
Preservation of Historical Resources	• Relocate Wendler Building	⊙		
	• Preserve/conservate Lathrop Building	⊙		
	• Prepare Downtown Preservation Plan	⊙		
	• Establish revolving historic preservation fund		⊙	
	• Establish historic preservation ordinance		⊙	
	• Amend State Historical District Loan Act to include individual sites in addition to districts		⊙	
	• Initiate public information program on: - Tax incentives for historical preservation - Adaptive use concepts			⊙
Preservation of Human Scale and Enhancement of Pedestrian Environment	• Sidewalk widening and pedestrian amenities - 4th Avenue	⊙		
	- F Street	⊙		
	- 3rd Avenue		⊙	
	- 5th Avenue		⊙	
	- 6th Avenue		⊙	
	- D Street			⊙
	- H Street			⊙
	- K Street			⊙
	- 7th Street			⊙
	- 8th Street			⊙
• Revise Municipal Code to govern new project design for view corridor treatments, plazas, solar-responsive design treatments - policy revisions	⊙			
- implementation		⊙		
Improved Access to CBD	• Construct A/C Couplet	⊙		
	• Implement E/G Couplet (coordinated with pedestrian amenities and vacation of G Street between 9th and 10th Avenues)	⊙		
	• 9th Avenue intersection improvements	⊙		
	• Peak-hour travel lane on 5th Avenue open to all vehicles or reserved for buses/carpools		⊙	
	• Institute traffic monitoring program		⊙	
	• Adopt level-of-service standard with which to schedule implementation of circulation improvement		⊙	

TABLE VIII.1
ACTION PRIORITIES
(Continued)

Development Objective	Plan Action	Priority		
		Immediate (Phase I)	Near-Term	Long-Term
Adequate Parking and Transit	<ul style="list-style-type: none"> • Future expressway proposals; <ul style="list-style-type: none"> - Adopt development standards to accommodate - Peripheral parking to be integrated 		•	•
	<ul style="list-style-type: none"> • Three parking garages at or near Block 45, Block 68, and Block 29 <ul style="list-style-type: none"> - Joint agreement to be established with State (Block 29) - Design studies - Construction 	• • • •		
	<ul style="list-style-type: none"> • Establish parking authority 		•	
	<ul style="list-style-type: none"> • Identify sites for future parking structures, including feasibility study for northwest CBD 		•	•
	<ul style="list-style-type: none"> • Long-Term peripheral parking strategy to be established 		•	•
	<ul style="list-style-type: none"> • Amend zoning code to require minimum of 1/4 parking demand accommodated on site or in-lieu contribution to parking fund 		•	
	<ul style="list-style-type: none"> • Establish revolving parking fund -- parking revenues to support parking development program 		•	
	<ul style="list-style-type: none"> • Initiate monitoring program 		•	
	<ul style="list-style-type: none"> • Bus Accommodation Facilities <ul style="list-style-type: none"> - Adaptation of 6th/G facility under proposed parking structure - New facility at Block 45 - TRACs facilities - Bus shelters - Downtown shuttle service 		• • • • • •	
	<ul style="list-style-type: none"> • Bus fleet expansion to 100 vehicles 		•	•
	<ul style="list-style-type: none"> • Initiate through routing for buses to expedite service, reduce impacts 		•	
	<ul style="list-style-type: none"> • Incentives for ride-sharing and transit use: <ul style="list-style-type: none"> - Tax incentives to employers for park/ride, remote parking - Preferential parking - Carpool matching service 		• • •	•

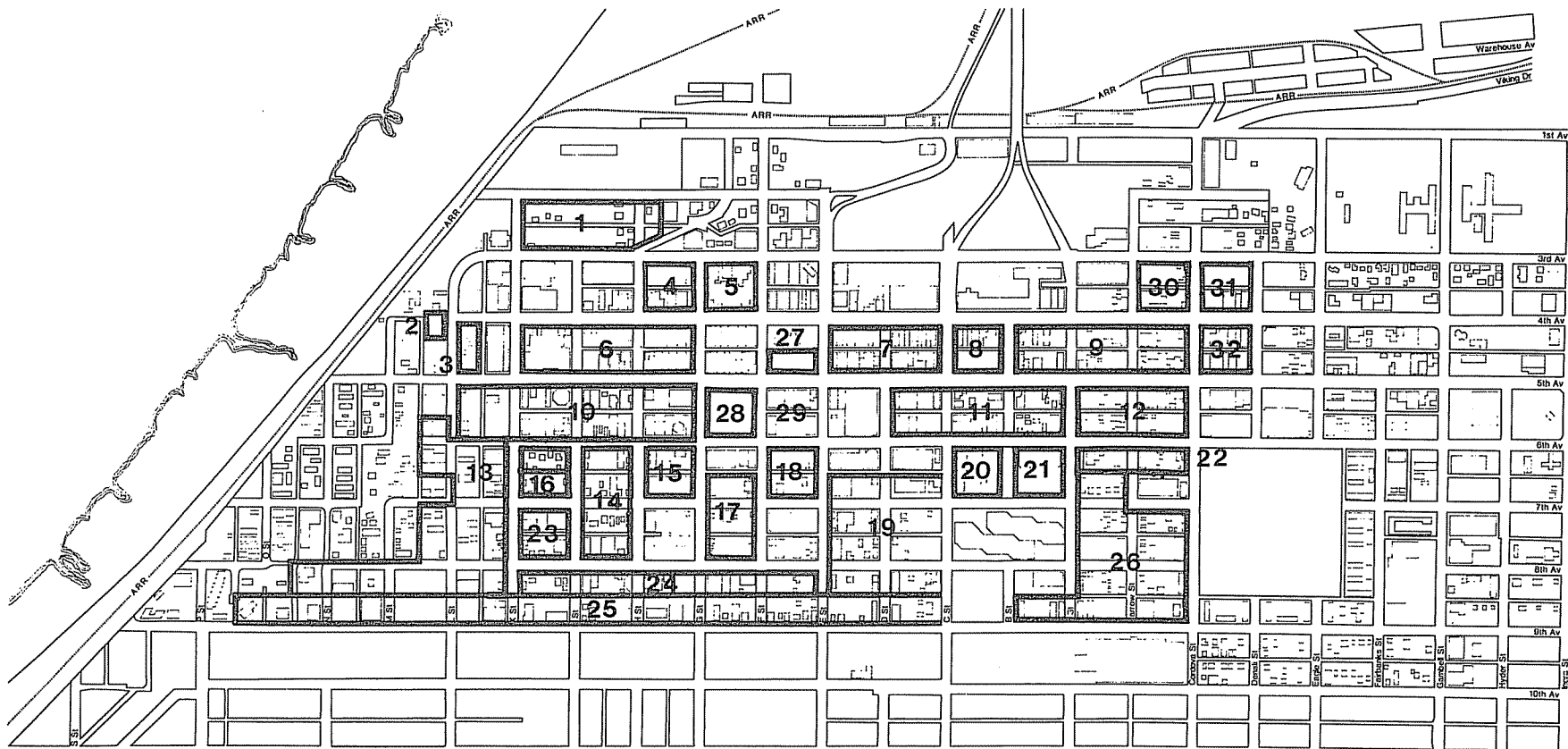


FIGURE VIII.2

Development Area Land Use Concept



- | | | | | | |
|----|--|----|--------------------------------|----|--|
| 1 | RETAIL/OFFICE WITH UNDERGROUND PARKING | 12 | STATE OFFICE COMPLEX SITE | 23 | RESIDENTIAL/OFFICE |
| 2 | OFFICE | 13 | RESIDENTIAL/OFFICE | 24 | OFFICE WITH INTEGRATED PARKING |
| 3 | OFFICE | 14 | RETAIL/OFFICE | 25 | RESIDENTIAL/OFFICE WITH HEIGHT LIMITS (4 TO 5 STORIES) |
| 4 | PARKING | 15 | PARKING/BAC | 26 | RESIDENTIAL/OFFICE WITH HEIGHT LIMITS |
| 5 | OLD FEDERAL BUILDING | 16 | PARK | 27 | CONVENTION CENTER |
| 6 | RETAIL/OFFICE/HOTEL | 17 | RETAIL/OFFICE | 28 | PERFORMING ARTS CENTER |
| 7 | RETAIL | 18 | RETAIL/OFFICE | 29 | TOWN CENTER PLAZA |
| 8 | PARKING (SOUTH HALF)/RETAIL | 19 | MIXED UNIT DEVELOPMENT/PARKING | 30 | RETAIL |
| 9 | RETAIL/OFFICE | 20 | PUBLIC AMENITY | 31 | RETAIL/OFFICE |
| 10 | RETAIL/OFFICE | 21 | MUSEUM | 32 | RETAIL/OFFICE |
| 11 | RETAIL/OFFICE | 22 | RETAIL/OFFICE | | |

development programs can be evaluated, development areas within downtown Anchorage have been identified (Figure VIII.2), based on the long-term planning framework (see discussion in Chapter I). Since the Comprehensive Development Plan is intended to be a living plan, able to respond to changing economic conditions and funding realities, it is not expected that each area must cater to a single purpose; instead, the areas respond to the anticipated direction of free-market investment, based both on economic projections and on the expected stimulation of key Phase I public investments.

Clusters of Activities

New development in the downtown area is envisioned as being built in coordinated clusters of compatible land uses. In this manner, extended hours of activity can be encouraged and retail development, vital to the well-being of the CBD, can be assured exposure to a steady stream of pedestrians. It should be stressed that, increasingly, major development projects include the vertical mixing of uses, generally with retail at the ground floor and office and/or residential uses occupying the remaining stories. This vertical mixing of uses is highly desirable, especially since downtown residential development may otherwise be difficult to attract.

Retail and Office Clusters. As illustrated in Figure VIII.2, retail and office uses constitute the primary planned land uses adjoining the Town Center area. Retail uses are shown on five blocks east of the Town Center area that include the recommended Phase I retail complex. Retail/office developments are proposed in six blocks west of the Town Center area, as well as north of

3rd Avenue at G Street. As noted earlier, the development patterns indicated in Figure VIII.2 are not in all cases included in the long-term development concept since they can adopt a variety of configurations in response to specific market and locational criteria.

Residential and Office Clusters. Residential/office clusters are proposed throughout the southern part of the CBD, particularly in the following three areas;

- The area west of K Street and south of 6th Avenue
- The area immediately north of the park strip
- The area between the Federal Office Complex and the cemetery

Planned Unit Developments. In response to the locations of key existing activity generators, planned unit office-retail developments have been recommended for three sites:

- The block-and-a-half area between the ARCO and Hunt Towers
- The four-square-block area west of the Federal Office Complex
- The mixed-use Winter Garden site west of the Historical and Fine Arts Museum

Proposed developments on these key parcels may be subject to review and discussion with the Municipal Planning Department and other agencies due to their importance to overall CBD development and their activity linkage potential.

Building Height

In response to the low solar angle in Anchorage and the need for additional open space resources in the main part of the CBD, it is recommended that the Municipality consider the adoption of height limits on certain key parcels, indicated in the long-term development concept plan. These limits might be expressed in the form of a maximum number of bonus points that would be allowed for urban design amenities -- which might have the disadvantage of tending to discourage developers from providing needed pedestrian amenities -- or in the form of transferred development rights -- whereby a developer would be granted allowances on property elsewhere.

Height limits are proposed in the following situations:

- Where development adjoins the park strip, a recommended height limit of four to five stories should be considered.
- Where development occurs immediately to the south of key open space resources such as the recommended park on Block 66 and the recommended Town Center Plaza, height limits can assure greater solar access on these important open spaces.

Analysis of solar access, including consideration of height limits, building shapes, and other factors, should be made a necessary element of proposals for new developments in the CBD. This would improve the position of the Municipality to negotiate with developers in early design stages for architecture that both serves the developer's interests and enhances the downtown environment.

Coordination of Interrelated Programs and Policies

Since a number of mechanisms and agencies may be employed in bringing recommended programs to reality, there must be a means of coordinating programs on several levels, including:

- Type of project - particularly when limited funding from one source must be allocated among numerous worthy projects of the same nature; example: allocation of limited funds for pedestrian improvements throughout the CBD
- Location - projects recommended for early implementation that must take into consideration actions planned for subsequent phases; example: early implementation of pedestrian environment improvements while allowing for anticipated future circulation system modifications
- Degree of urgency - those projects that must be coordinated by virtue of having to be undertaken in concert with each other; example: implementation of the recommended retail complex with simultaneous implementation of parking structure construction program on an adjacent block
- District - when planning goals for a particular area must be reconciled with the more specialized requirements of a particular project; example: the design of pedestrian environment improvements in the 4th Avenue Historic District
- Institutional framework - when implementation of a program or project requires an

institutional or policy change in order to be carried out; example: the probable need for enabling legislation prior to undertaking the recommended redevelopment of the area slated for a retail complex

- Downtown goal to which programs respond - including means of achieving desired balance of land use, more attractive environment, better access (including circulation and parking), etc.

Effective coordination can be instrumental in avoiding the possible pre-emption of later options, as when a non-essential structure is developed on a key hinge parcel in the CBD. The need for extensive coordination is probably greatest for projects and programs requiring interaction with private-sector interests.

PRELIMINARY IMPLEMENTATION STRATEGIES

As an aid to the Municipality in initiating a Comprehensive Development Plan implementation policy, preliminary strategies for the implementation of selected programs and projects have been prepared. The intent of these preliminary strategies is to propose a possible sequencing of actions, subject to review by the Planning Department, the Mayor's Office, and the Municipal Assembly. It is further intended that the preliminary strategies be modified as conditions warrant.

Among the programs selected for preliminary implementation strategies are:

- Funded capital projects

- Strengthening of pedestrian activities, including development of the recommended retail complex and establishment of skyway system guidelines and controls
- Implementation of parking and circulation improvements, including establishment of both a parking authority, a traffic/parking monitoring program and construction of new parking structures at three selected sites
- Town Center improvements, including Town Center Plaza and F Street Mall
- Land use and urban design controls, including zoning changes for more effective urban design controls and to provide incentives for downtown housing in selected locations without merely diverting uncontrolled development elsewhere
- Historic preservation program
- Downtown environment quality

The implementation strategy for each selected program notes the program objective; location; output; lead public agency; source of funding; anticipated start date; and proposed activity sequence.

PROGRAM DESCRIPTION. FUNDED CAPITAL PROJECTS

Program Objective: To infuse the CBD with needed facilities and improvements to accommodate and encourage a new generation of development.

Location: Throughout the CBD study area (see Chapter II)

Program Output:

- New cultural and civic institutions, including Performing Arts Center, Convention Center, etc.
- Upgraded pedestrian network, including landscaping, sidewalk improvements, etc.
- Improved outdoor space resources, including park strip and cemetery enhancements.
- Upgraded access and parking facilities, including new parking structure(s).

Lead Public Agency: Mayor's Office - Project 80s Administration

Program Costs: Total of \$234 million appropriated for 20 projects

Source of Funds: Projects 80s

Start Year: Initiated in 1981

Activity Sequence:

<u>Projects to Proceed as Planned</u>	<u>Funding Appropriated for Project</u>
Performing Arts Center	\$ 40.5 million
Convention Center	20.0 million
Historical and Fine Arts Museum Expansion	22.9 million
Hill Building (or equivalent) Acquisition	8.7 million
Coastal Trail Development - Phase I	3.0 million
Ship Creek Overlook	0.2 million
Cemetery Upgrading	0.4 million
Gateway Drive (Int. Airport to Minnesota Dr.)	5.2 million
State Office Complex at Site 3 (pending findings of geotechnical investigation now under way)	90.0 million*
 SUBTOTAL - Funds for Projects to Proceed:	 \$190.9 million

Refer to Specific Program Descriptions for Following Related Projects

- ⊗ Downtown Streets and Projects - see Town Center Improvements
- ⊗ Downtown Parking Garage - see Parking and Circulation Management Program
- ⊗ Historic Anchorage Railroad Town - see Historic Preservation Program
- ⊗ Downtown Pedestrian Amenities - see Town Center Improvements
- ⊗ F Street Mall - see Town Center Improvements
- ⊗ Town Center Plaza - see Town Center Improvements

* A substantial portion of this development cost to be borne by a private developer to be selected by the State of Alaska.

PROGRAM DESCRIPTION. STRENGTHENING OF PEDESTRIAN ACTIVITIES

Program Title: Retail Complex With Parking

Program Objective: To retain downtown position as key retail center in Anchorage region; to accommodate a more metropolitan range of retail concerns; to provide activity focus for currently depressed portion of CBD. This project is considered extremely critical for the overall public welfare of downtown Anchorage and the Municipality.

Location: Phase I: Blocks 47, 40, and 49 have been economically stagnant in recent years; combination of older commercial, warehousing, scattered older residential.

Program Output: Accommodations for:

- ⊙ A third anchor store (±120,000 square feet)
- ⊙ ±250,000 square feet of specialty stores linking with two existing anchor stores (J.C. Penney and Nordstrom) by skyways
- ⊙ Climate-controlled environment on two levels including street level
- ⊙ Additional office development above retail levels
- ⊙ Underground parking for between 750 to 1,500 cars
- ⊙ Linkage with parking structure proposed for Block 45

Lead Public Agency: Mayor's Office and Municipal Attorney in coordination with Planning Department and business community (DDC* or new entity)

Program Cost: To be determined based on final program

* Downtown Development Corporation

- Source of Funds: SB-50 fund (\$10 million), joint funding through Municipal General Fund and business community contributions for feasibility/design/development study. Anticipated Municipality participation in land assembly and public parking development; private developer responsibility for financing, construction, leasing, management, operation, maintenance, etc.
- Start Year: 1982. Note: it has been projected that, based on market conditions in the Anchorage region, a major retail development is likely to take place within two years. It is, therefore, critically important that a developer commitment be obtained within this period. If a competing suburban shopping center is developed south of the CBD, it is likely that downtown Anchorage may lose up to 125,000 square feet of existing retail space including one existing anchor store, and its retail predominance in the region will significantly decline with serious implications on viability of remaining downtown businesses.
- Activity Sequence:
1. For this development is to be implemented, Mayor, Municipal Assembly, retail community, and public-at-large must endorse the concept of a strong downtown retail center. Securing a City commitment (formal or informal) for provision of parking and assistance in land assembly of certain land parcels (which cannot be acquired through private negotiations) is of critical importance.
 2. The Municipality, through the Mayor's Office or through establishment of a special coordinating entity, authorizes Municipality participation in Phase II feasibility/ design/development study. Special liaison appointed.
 3. Retail Task Force is formed. The group may include:
 - Representative(s) of downtown business groups (DDC and others)
 - Mayor's special liaison
 - Municipal Attorney
 - Planning Department representative

Retail Task Force establishes specific responsibilities, including:

- Refining objectives for mixed use retail/office center project
 - Retaining feasibility/design/development consultants
 - Working with existing business concerns and property owners in CBD
 - Bringing J.C. Penney, Nordstrom, and possibly a third anchor store to the table for preliminary commitments to the retail center development
 - Coordinating solicitation of developer interest (formal, informal, or pre-selection)
4. Present property owners participation in the project should be greatly encouraged to help facilitate private land assembly. A program for just relocation and compensation must be prepared for implementation.
 5. Municipal Attorney reviews various legal vehicles such as land assembly for public parking purposes or enabling legislation by the State Legislature in connection with redevelopment (laws and regulations available in many states such as California and Oregon), and make specific recommendations for appropriate legal vehicles to be utilized.
 6. Feasibility/design/development consultants review a variety of financing vehicles and make specific recommendations for consideration. Such vehicles would include, but not be limited to:
 - General obligation debt
 - Tax increment financing
 - Lease revenue bonds
 - Grants from the State of Alaska

Several sub-options for minimizing the cost exposure include:

- City lease of acquired property (air right)
 - Joint participation by property owners
 - Infusion of direct capital costs for parking and unrecoverable project improvements
7. Based on above findings, Retail Task Force reviews and makes recommendation to Mayor and Municipal Assembly.
 8. Mayor and Municipal Assembly approve the project, along with specific definition of Municipality's responsibility and obligations.
 9. Developer is selected and Municipality, in coordination with Retail Task Force, enters negotiations.
 10. Planning, design, financing, and construction activities will follow after the selection of the developer.

PROGRAM DESCRIPTION. STRENGTHENING OF PEDESTRIAN ACTIVITIES

Program Title: Establishment of Skyway Guidelines and Controls

Program Objective: To establish a mechanism to implement and operate a downtown skyway system that will enhance the quality and convenience of the downtown pedestrian network.

Location: Initial area of attention would be major multi-block construction areas planned for mixed use retail complex, State Office Complex, parking structure, etc. Eventual area of attention would be entire CBD study area.

Program Output: A blue-ribbon committee made up of both public and private sector representatives that would be in charge of granting preliminary approval to skyway concepts and that would be vested to draft standards pertaining to skyway requirements and operational policies.

Lead Public Agency: Mayor's Office in coordination with business community

Program Costs: Nominal administration cost

Start Year: 1983

Activity Sequence:

1. Following public hearing, skyway system concept is formally adopted by Municipal Assembly.
2. Mayor appoints individuals to serve on Provisional Skyway Advisory Panel (see above for recommended panel constituency)
3. Panel drafts preliminary guidelines for:
 - Skyway system location
 - Guidelines for width, height, structural system, etc.
 - Projects required to be linked by skyway to adjacent facilities (i.e., public parking structures, new office, retail, governmental, recreational, and transit facilities)

- Guidelines for financial participation by Municipality in skyway planning and development
 - Guidelines for uniform graphic treatment to expedite pedestrian flow
 - Guidelines for public policy regarding retrofitting of existing buildings to integrate with emerging skyway system
 - Insurance, maintenance, and other operational policies
 - Permit process
4. Mayor and Municipal Assembly review preliminary guidelines and propose modifications.
 5. Following approval, members of Skyway Advisory Committee are officially appointed.
 6. All issues pertaining to skyway development are subject to review of Skyway Advisory Committee.

PROGRAM DESCRIPTION. STRENGTHENING OF PEDESTRIAN ACTIVITIES

Program Title:	<u>Mixed Use Wintergarden</u>
Program Objective:	To complement recommended downtown open space network with climatized, garden under glass in conjunction with revitalization of CBD area.
Location:	Site of existing public safety facilities on Block 48.
Program Output:	Limited mixed-use development around glass-enclosed public garden court; functions to be included in development include: <ul style="list-style-type: none">● Plants, flowers, trees, waterfalls, etc.● Sitting areas● Public assembly area for cultural events● Cultural, art, and historic exhibits● Tourist-oriented retail● Travel agencies● Visitors bureau● Parking (below grade) Linkage with expanded Historical and Fine Arts Museum to the east, with recommended new mixed-use retail complex to the north, and with existing Federal Office Complex to the south.
Lead Public Agency:	Mayor's Office in coordination with Cultural & Recreational Service, Planning and Public Works Departments.

- Program Costs: To be determined based on ultimate programmatic and design concepts.
- Source of Funds: Anticipated as public (some private) development venture (financing options similar to those for mixed-use retail complex).
- Start Year: When mixed-use retail complex commitments are secured and upon completion of new parking facility (including provisions for relocated Police Department) at Block 45.
- Activity Sequence:
1. Once commitments for retail complex development is secured, Municipal Assembly reviews concept of mixed-use wintergarden and formally adopts its development concept for implementation.
 2. Financial and design consultants are retained to prepare preliminary program for mixed-use wintergarden.
 3. Architectural/engineering consultant is retained to prepare preliminary design concepts for facility. Design concepts to include:
 - Multiple-use public garden court, glass enclosed
 - Solar access
 - Generous south facade setback to increase pedestrian area adjacent to right-of-way
 - Skyway connection to all adjacent blocks, with clear interchange between skyway and street levels.
 4. Municipal Assembly approves selected financing plan and design concept alternative and issues formal authorization to proceed with development and construction.
 5. Final design and construction documents are prepared and construction commences.

PROGRAM DESCRIPTION. PARKING AND CIRCULATION IMPROVEMENT

Program Title: Establishment of Parking Authority

Program Objective: To establish an institutional framework within which parking policies and programs can be developed and implemented in conjunction with ongoing changes in demand/supply conditions.

Location: Municipality

Program Output: Creation of an Anchorage Parking Authority to allow:

- Centralized planning for on-street and off-street parking.
- Setting of rates and charges for on-street and off-street parking.
- Construction, acquisition, and operation of off-street parking facilities.
- Financing of off-street parking facilities.

Lead Public Agency: Mayor's Office in conjunction with Parking and Traffic Commission, assisted by interdepartmental task force.

Program Costs: Nominal administrative and management cost anticipated, but may be offset through streamlined operation and relieving other departments of existing responsibilities.

Source of Funds: Parking revenues, revenue bonds.

PROGRAM DESCRIPTION. PARKING AND CIRCULATION IMPROVEMENTS

Program Title: Monitoring Program

Program Objective: To facilitate coordination of interrelated programs affecting circulation, parking, and treatment of public rights-of-way and to assure expenditure of public funds for downtown improvements in timely and coordinated manner.

Location: Monitoring program would cover entire CBD study area and key points outside study area influencing CBD.

Program Output: Reports to be distributed to Mayor's Office and Municipal Assembly on a six-month basis covering:

- ⊙ Level of new construction activity taking place within CBD and its impact on circulation and parking
- ⊙ Parking data, including prevailing occupancy levels for public and private facilities, parking rates, on-street parking utilization factors, and additions to and reductions in total CBD parking supply
- ⊙ Circulation data concerning volume-to-capacity relationships on key downtown access routes
- ⊙ Transit data

- ⊙ Recommendations for specific actions

In addition, detailed reports on key locations and/or developments may be required on an interim basis to aid Mayor and Municipal Assembly in decision-making.

Lead Public Agency: A Municipal Department (Transportation, Planning, or Public Works), or Parking Authority to be designated by Mayor.

Program Costs: Depends on staffing requirements

Source of Funds: Municipal General Fund

Start Year: 1983

Activity Sequence:

1. Mayor and Municipal Assembly officially endorse need for monitoring program through adoption of Comprehensive Development Plan.
2. Staff to be assigned to monitoring program to interact with Planning, Transportation, Public Works, and Cultural and Recreational Service Departments, AMATS, and other ongoing monitoring programs to eliminate duplication of activity and to aid in coordination with other governmental monitoring programs.
3. Ongoing survey of existing parking and circulation facilities is required.
4. Survey findings serve as "base line" from which to measure impacts on new programs and developments affecting CBD parking and circulation.
5. Reports are prepared on a semi-annual basis giving a "state-of-the-city" summary and highlighting special areas that may require remedial action. Conditions that would "trigger" major capital improvement programs, such as construction of new parking facilities, will also be highlighted; interim reports will be prepared in the event of such "triggering" conditions.

PROGRAM DESCRIPTION. PARKING AND CIRCULATION IMPROVEMENTS

Program Title: Parking Facilities

Program Objective: To offset critical parking shortfall in CBD due to new development with inadequate on-site parking facilities.

Location: Phase I Plan recommended facilities at or near following blocks:

- ⊗ Block 45
- ⊗ Block 29
- ⊗ Block 68

Later phase parking facilities recommended for peripheral and other CBD locations to be selected.

Program Output: Phase I output: Addition of 1,750 to 2,250 public parking spaces in CBD. Retail development recommended at street level. Bus accommodation facilities to be provided at Block 45 and Block 68 locations.

Lead Public Agency: Parking Authority

Costs: To be determined during preliminary programming and design stage.

Source of Funds: Block 45 Facility: SB-50 Allocation and General Fund Supplement
Block 29 Facility: State of Alaska (in coordination with State Courts parking structure development) and General Fund
Block 68 Facility: Projects 80s Appropriation with General Fund Supplement, private revenue sources, or revenue bonds

Start Year: 1983 (programming and design): 1984 (initiation of construction)

Activity Sequence:

1. Parking Authority is formed (see separate program description).
2. Liaison is established with State Courts parking structure development representative regarding proposed joint participation in development of parking structure on Block 29.
3. Agreement with operators of Captain Cook garage is renegotiated to permit construction of new public parking facility at Block 29, or nearby location.
4. Architectural/engineering consultant is selected to perform preliminary feasibility/design/cost study for three structures, including feasibility of connecting with existing parking garage at 7th Avenue and G Street.
5. Based on findings of feasibility/design/cost study. Parking Authority makes recommendations for approval by Mayor and Municipal Assembly regarding phasing and financing of parking structure development program.
6. Design RFP is issued and architectural/engineering consultant retained to prepare design and construction documents.
7. Contractor is selected and construction proceeds.

PROGRAM DESCRIPTION. PARKING AND CIRCULATION IMPROVEMENTS

Program Title: Circulation Improvements

Program Objective: To respond to increasing demands for vehicular circulation capacity with phased policy that can be coordinated with necessary improvements in pedestrian environment.

Location: Throughout CBD study area

Program Output: Anticipated actions include:

- ⊙ One-way couplet on E and G Streets
- ⊙ Selective removal of on-street parking along specially-designated streets in conjunction with development of new off-street parking facilities
- ⊙ Provision for high-occupancy vehicle lanes at peak hours on key arterials
- ⊙ Intersection improvements at key locations

Lead Public Agency: Public Works and Planning Departments in coordination with Mayor's Office.

Program Costs: To be determined based on final design and implementation sequence.

Source of Funds: Projects 80s allocations for roadway improvements and General Fund supplements.

Start Year: 1983

Activity Sequence:

1. Monitoring system to indicate areas in greatest need of remedial action.
2. As volume/capacity ratio on corridors reaches 0.90, the following actions are considered and one is selected:
 - Conversion of traffic from two-way to one-way flow
 - Prohibition of on-street parking during peak-hours--or permanent removal of on-street parking for an additional travel lane or widened sidewalk.
 - Improvement of intersection(s) to expedite flow
3. By time of Performing Arts Center and Convention Center completion, E/G Street couplet should be implemented, along with pedestrian improvements, between 3rd and 6th Avenues.
4. Other circulation improvements are implemented in conjunction with monitoring program recommendations, pedestrian environmental improvement programs.
5. Ongoing plans for expressway development serving downtown Anchorage are monitored on a continuous basis for potential impacts on CBD circulation and actions needed for implementation.

PROGRAM DESCRIPTION. TOWN CENTER IMPROVEMENTS

Program Title: Town Center Plaza

Program Objective: To provide central open space focus and gathering place in nucleus of CBD governmental, institutional, cultural, retail, and office facilities.

Location: Block 51

Program Output: Landscaped plaza, possibly incorporating active recreational feature such as outdoor ice rink, to be focal point of CBD core area.

Lead Public Agency: Capital Projects Office in coordination with Parks, Planning, and Public Works Departments.

Program Costs: Initially estimated at \$5.5 million developmental cost for full-block acquisition and improvement as Projects 80s capital improvement program; actual cost may change subject to final design, extent of development, and phasing.

Source of Funds: Projects 80s allocation for Town Square project.

Start Year: 1982

Activity Sequence:

1. Town Center Plaza concept is adopted by Mayor and Municipal Assembly.
2. Immediately upon approval of concept, property owners and tenants are notified of Municipality intent to acquire property; programs for acquisition, compensation and relocation assistance are prepared.
3. Design RFP is issued and landscape architecture/urban design consultant is selected to prepare design and construction documents.
4. Plans are approved.
5. Contractor is selected for construction.

PROGRAM DESCRIPTION. TOWN CENTER IMPROVEMENTS

Program Title: F Street Mall

Program Objective: To provide generous pedestrian linkage among important open space, institutional, and historically significant downtown resources, as well as many downtown business activities.

Location: F Street right-of-way between 2nd and 9th Avenues (first phase: between 4th and 6th Avenues).

Program Output: A pedestrian-oriented avenue with minimal vehicular traffic along most of its length and an auto-free zone in the core of the Town Center.

Lead Public Agency: Capital Projects Office in coordination with Parks Department

Program Costs: \$5.15 million appropriated for F Street Mall as part of Projects 80s capital improvements program; actual cost might change depending on final design, extent of development, and phasing.

Source of Funds: Projects 80s allocation with possible supplement from General Fund.

Start Year: 1982

Activity Sequence:

1. Schematic designs prepared to date for F Street Mall are reviewed by Planning Department for consistency with Comprehensive Development Plan programs, including Town Center, streetscape improvements, etc.
2. Based on results of Activity 1, schematic designs are modified by Planning Department.
3. Previously selected architectural/engineering and landscape architecture consultant is requested to modify design plans to reflect the latest concept for F Street Mall.
4. Preliminary design plans are approved, construction documents are prepared leading to construction.

PROGRAM DESCRIPTION. TOWN CENTER IMPROVEMENTS

Program Title: Pedestrian Environment Improvements

Program Objective: To provide landscaped linkages among major downtown activity generators within existing public rights-of-way.

Location: Avenues and streets throughout the CBD study area, with early emphasis on Town Center area.

Program Output: Improved pedestrian environment through landscaping, street furniture, potential reallocation of right-of-way area assigned to vehicles and pedestrians, guidelines for solar access within public rights-of-way--all coordinated with circulation improvements.

Lead Public Agency: Capital Projects Office, in coordination with Planning and Public Works Departments and other affected agencies.

Program Cost: To be determined based on final design and phasing sequence.

Source of Funds: Projects 80s allocation for Downtown Streets and Projects, supplemented with General Fund revenues and private contributions.

Start Year: 1983

Activity Sequence: 1. Landscape architecture/urban design consultant is retained to develop alternative coordinated treatments for:

- ⊙ East-west avenues -- both north and south sidewalk treatments
- ⊙ North-south streets -- treatments to favor one side of vehicular right-of-way or another based on adjacent development
- ⊙ Configurations for varying street widths -- from 60 to 80 feet.

All alternatives are to be coordinated with programmed circulation improvements per monitoring program.

2. Preferred design concept is selected by Planning Department and forwarded to Mayor and Municipal Assembly for formal approval.
3. Selected plans are confirmed with Transportation Department to assure coordination with programs to increase capacity on downtown streets and avenues.
4. Planning Department identifies major development projects that would entail commitment on part of private sector to provide streetscape improvements. Affected street and avenue segments include (see Chapter IV):
 - ⊙ 3rd Avenue between H and L Streets
 - ⊙ 4th Avenue between H and L Streets (north side) and between I and L Streets (south side)
 - ⊙ 5th Avenue between I and L Streets (north side) and between K and L Streets (south side)
 - ⊙ 7th Avenue between C and G Streets, south side
 - ⊙ E, F, and G Streets south of 7th Avenue
5. Developers submit plans for streetscape improvements along affected segments to Planning Department.
6. Planning Department approves plans per modifications and implements improvement projects with developer bearing portion or all of cost.
7. As circulation modifications are being implemented, streetscape modifications are implemented.
8. Along segments not anticipated to receive circulation-related modifications (e.g., discontinuous north-south streets), improvements are implemented as funds are made available.

PROGRAM DESCRIPTION. LAND USE AND URBAN DESIGN CONTROLS

Program Title:	<u>Zoning Code Review and Selective Modification</u>
Program Objective:	To encourage development quality that emphasizes enhanced public benefit in private investments.
Location:	Major development sites within CBD zones B-2A through B-2C.
Program Output:	Partially revised zoning code and bonus point system.
Lead Public Agency:	Planning Department (Physical Planning and Zoning and Platting Divisions).
Program Costs:	Nominal administrative cost.
Source of Funds:	On-line departmental allocation.
Start Year:	1983
Activity Sequence:	<ol style="list-style-type: none">1. Planning Department administration assigns personnel to determine:<ul style="list-style-type: none">● Intent of existing zoning and bonus point systems● Performance evaluation by reviewing what has been accomplished by recently constructed projects● The utility and feasibility of the height, performance, and other regulatory recommendations contained in this report.2. Based on Activity 1, Planning Department personnel determine which aspects of code are ineffective and which warrant modification.3. Planning Department personnel draft alternative zoning code language pertaining to:<ul style="list-style-type: none">● Permitted and conditional land uses (residential uses permitted rather than conditional)

- ⊙ Bonus point incentives for urban design amenities and possible removal of and/or substitution for existing incentives
 - ⊙ Limits on building height in the half-block area north of the park strip (4-5 stories in height)
 - ⊙ Requirement that development in the one-block strip immediately north of the park strip include a minimum percentage of residential development on either a square-footage or a number-of-units per-lot-coverage basis.
 - ⊙ Limit on building height in blocks located immediately south of major public plazas and open spaces in order to assure appropriate solar access.
 - ⊙ A minimum level of parking requirements (or monies in lieu of) for future downtown development projects for which parking is not required under the present code.
 - ⊙ Avoidance of recommended regulatory systems that would have the effect of diverting development to other areas of the community.
4. Alternative draft revisions are submitted to Municipal Attorney for review and modifications are made in consultation with Planning Department personnel, downtown business community, property owners, developers, etc.
 5. Proposed amendments to the code are submitted to Mayor and Municipal Assembly for consideration and formal adoption.
 6. Planning Department personnel continue to monitor future development projects to assure effectiveness of modifications and to identify possible additional areas for modification.

PROGRAM DESCRIPTION. HISTORIC PRESERVATION PROGRAM

- Program Title: Various Historic Preservation and Adaptive Use Projects that May Be Identified in the Course of Recommended Historic Preservation Studies
- Program Objective: To preserve historic buildings representing typical development during historic period in Anchorage through means of on-site preservation, relocation preservation, rehabilitation, and restoration.
- Location: To be determined by Downtown Preservation Plan
- Program Output:
- Preservation of existing buildings in downtown Anchorage both on site and from other locations in CBD
 - Development of infill improvements to tie together buildings of compatible historical quality as viable, historically-oriented commercial and/or residential developments
- Lead Public Agency: Heritage Resources Corporation in coordination with:
- Historic Landmarks Preservation Commission
 - Historic Anchorage, Inc.
 - Alaska Association for Historic Preservation
 - Planning Department (Physical Planning Division)
- Program Costs: To be determined based on final design and implementation techniques.
- Source of Funds: Projects 80s allocation for Railroad Town. Remaining funds estimated at between \$3.65 and \$4.65 million. Other funding assistance programs available through National Register of Historic Places and from IRS Investment Tax Credit for preservation and rehabilitation of historic structures.

Start Year: 1983

Activity Sequence:

1. Construction and demolition activities proposed for properties of historic significance are immediately identified.
2. The Municipal Assembly formally adopts the recommended Downtown Historic Preservation Plan, after receiving public input.
3. The Heritage Resources Corporation is created.
4. A Historic Preservation Ordinance is prepared and adopted.
5. The Corporation establishes an Historic Preservation Revolving Fund to supplement capital funds for operation and maintenance of historic facilities and to allow continuing historic preservation activities. The revolving fund could be supplemented by Municipal contributions and private contributions on a yearly basis. In addition, portions of hotel/motel tax could be allocated in view of contribution of historic preservation to local tourism.
6. The Heritage Corporation administers historic preservation monies and implements specific preservation projects. Subsequent to the Assembly's adoption of the Downtown Preservation Plan, and its identification of specific preservation projects and program areas, the Corporation should proceed with the following activities:
 - Active financial participation in preservation projects, with tax and other incentives, and including modification of deed covenants to assure compatible maintenance of historic property; transfer of development rights could be considered as compensatory measure

7. Commission retains historical architect(s) /landscape architect(s) under consulting contract to generate construction documents for various historic projects, including provision for near-term and future relocation options.
8. RFP is prepared for implementation of each project, based on plans prepared by consultant(s).
9. Contractor is selected, negotiations are undertaken, and contract is entered.
10. Maintenance is accomplished through lease revenues and other income to revolving fund.

PROGRAM DESCRIPTION. DOWNTOWN ENVIRONMENTAL QUALITY

Program Title: Vest Pocket Parks

Program Objective: To supplement major open spaces with series of smaller open spaces in key location with view potential, at heavily used transit waiting areas, and in locations of historic significance.

Location: Various locations throughout CBD study area

Program Output: Viewpoint Parks

- 3rd Avenue at H Street
- 4th Avenue at L Street
- 6th Avenue at L Street
- 7th Avenue at M Street

Transit Mini-Parks

- 4th Avenue at F Street
- 5th Avenue at D Street
- 5th Avenue at I Street

Historic Vest Pocket Parks

- "Mrs. Martin's Garden"
- Kimball's store back yard
- Old Federal Building entryway

Lead Public Agency: Mayor's Office in coordination with Planning Department (Physical Planning Division), Parks & Recreational Department, and Heritage Resources Corporation.

Program Costs: To be determined based on final design and implementation schedule.

Source of Funds: Projects 80s allocation for appropriate beautification programs (including Downtown Street and Projects - estimated to have approximately \$3.2 million remaining) with supplement from General Fund.

Start Year: 1983

Activity Sequence:

1. Municipal Assembly formally approves of vest pocket park plan, upon recommendation of Planning Department, through adoption of Comprehensive Development Plan.
2. RFPs are prepared for landscape architect(s) and urban design consultant(s) for vest pocket park programs on land currently under public ownership.
3. In coordination with property owners, preferred concepts are selected (including deed modifications, transfer of development rights, and public acquisition alternatives). Where necessary, property is acquired and/or public easement is retained.
4. Consultants are selected; negotiations take place, and construction documents are prepared.
5. Contractor(s) is (are) retained for construction and vest pocket parks on land currently under public ownership leading to actual construction.

PROGRAM DESCRIPTION. DOWNTOWN ENVIRONMENTAL QUALITY

Program Title:	<u>Guidelines for New Development Projects</u>
Program Objective:	To modify site development standards for major new construction projects to promote improved pedestrian environment, greater solar access to public rights-of-way, and preservation of views along major view corridors.
Location:	Key locations along view corridors and major avenues in the CBD study area.
Program Output:	Guidelines for new development projects, based on location and size, specifying: <ul style="list-style-type: none">● Standards for building setbacks in locations at the end of key view corridors● Standards for terraced north building facades for projects encompassing entire block faces to allow greater solar access● Standards for optional reciprocal easement concepts for projects encompassing an entire block face exchanging increased pedestrian area at street level for greater allowable building area at higher levels face.
Lead Public Agency:	Planning Department in coordination with Mayor's Office
Program Costs:	Nominal administrative cost
Source of Funds:	On-line departmental allocation
Start Year:	1983

Activity Sequence:

1. Planning Department personnel refine concepts and document recommendations in urban design report.
2. Based on findings and recommendations, Planning Department identifies applicable portions of Municipal Code and draft alternative language to incorporate recommended guidelines.
3. Draft modifications are submitted to Municipal Attorney for review and comments.
4. Comments are incorporated and recommended modifications to Municipal Code are submitted to Municipal Assembly for hearing and approval.

