

MUNICIPALITY OF ANCHORAGE



Community Development Department
Planning Division

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Mayor Ethan Berkowitz

October 7, 2015

Ms. Michelle Ritter
DOWL
4041 B Street
Anchorage, AK 99503

SUBJECT: Case 2015-0097 Administrative Review of an Amendment to an Approved Site Plan for a Large Retail Establishment (Case 2007-101)

Legal Description: Anchorage Village Subdivision, Tract A, Fragment Lots 4A, 5A (portion), and 7A

Tax Parcel: 013-092-24

Zoning: I-2 Heavy Industrial District

Applicable Code: Old Title 21

Dear Ms. Ritter:

The Planning Division has reviewed your application for an Administrative Review of an Amendment to an Approved Site Plan for a Large Retail Establishment for Anchorage Village Subdivision, Tract A, Fragment Lots 4A, 5A (portion), and 7A (Plat 2015-42).

The Planning and Zoning Resolution 2007-055 approving the Large Retail Establishment for the Anchorage South Retail Mall included Condition #2 that stated: "Review of the future phases of development on this site shall be subject to administrative approval by the Planning Department. All development shall comply substantially with the submitted design standards and pedestrian and traffic circulation and landscaping layout. These reviews will be for the exterior designs of the structures, and said structures will have to meet current standards at the time of review. Major deviations from the site plan for pedestrian and traffic circulation, landscaping, or the design standards, shall be required to be reviewed by the Planning and Zoning Commission as a non public hearing item." The resolution also states #2 findings of fact: Development in Phases II and III will conform to established design guidelines to establish a consistent design theme as specified in the Operation and Easement Agreement (OEA). The submittal is generally in compliance with these standards except where indicated below.

The subject submittal concerns the development of Fragment Lots 4A, 5A (portion), and 7A. The project does not propose any major deviations from the approved site plan.

AMC 21.50.020 GENERAL STANDARDS FOR CONDITIONAL USE APPROVAL

A. Will not have a permanent negative impact on the items listed in this subsection substantially greater than that anticipated from permitted development.

1. Pedestrian and vehicular traffic circulation and safety.

The pedestrian circulation and access was designed to provide sidewalk connections between the fragment lots with striping at major intersections for pedestrian safety.

2. The demand for and availability of public services and facilities.

The petition site is located in the Police and Fire Service Area and is served by all public utilities. Service lines will be connected to the buildings during construction.

3. Noise, air, water or other forms of environmental pollution.

The proposed commercial, retail and restaurant uses are not expected to have a greater impact in terms of noise, air, water, or other forms of environmental pollution. During construction, best management practices under an approved Stormwater Pollution Prevent Plan will have to be undertaken to divert any runoff from entering the wetlands contained in Fragment Lot 11.

4. The maintenance of compatible and efficient development patterns and land use intensities.

The petition site is located within a commercial fragment lot site plan. The site has been developed with a Target department store and Cabela's. The property is zoned I-2 and is surrounded by I-2 zoned land.

AMC 21.50.320 LARGE RETAIL ESTABLISHMENT

B. Vehicular access. Primary vehicular access shall be from a street designated collector or greater on the Official Streets and Highways Plan. Secondary vehicular access may be from a street designated less than a collector on the Official Streets and Highways Plan, provided the applicant demonstrates that any traffic and visual impacts on adjacent residential and commercial areas are sufficiently minimized.

The retail mall is located at the southwest corner of 'C' Street and 100th Avenue. 'C' Street is classified as a major arterial and 100th Avenue is a collector on the *Official Streets and Highways Plan*. Primary access is via West 100th Avenue, King Street, and West 104th Avenue.

C. Traffic Impacts. The applicant shall have a professional entity perform a Traffic Impact Analysis (TIA) and traffic mitigation measures for approval by the Commission.

A traffic impact analysis for the entire retail mall development was completed during the approval of the Target store.

Alaska Department of Transportation and Public Facilities (ADOT&PF) requires the following:

Correct the sentence of page 6, 21.50.320B., *Vehicular Access*, to state that: "If a driveway off of C Street should ever be desired, a permit from DOT&PF with approval from the Federal Highway Administration (FHWA) would be required."

Provide the AMATS Transportation Planner, Aaron Jongenelen with the approved drainage plan. The DOT&PF Regional Hydrologist needs to review the plan to ensure no significant changes have occurred since 2007.

Verify that the pedestrian access is not crossing the controlled access line.

D. Drainage. A site drainage and grading plan shall be submitted and approved as required by this code along with the site plan.

The petitioner will be required to submit a site grading and drainage plan when applying for a building permit.

E. Visual and noise buffers. The large retail establishment shall provide a landscape plan that provides acceptable visual and noise buffers, including at least 25-foot wide buffer landscaping, to separate the commercial development from abutting R-zoned areas.

There is no abutting residentially-zoned property; no visual or noise buffers are needed for the development of the three fragment lots which are surrounded by I-2 zoned property.

F. Outdoor storage or display areas. Products stored or displayed outside shall not be visible from abutting R-zoned property. Areas for the outdoor storage and sale of seasonal inventory shall be permanently defined and screened with walls and/or fences. The height of stored materials shall not exceed the height of the screening wall or fence. Materials, colors, and the design of screening walls, and/or fences and their covers shall be complementary to those uses as predominant materials and colors on the building. Commercial trailers, shipping containers, and similar equipment used for transporting merchandise, shall remain on the premises only as long as required for loading and unloading operations, and shall not be maintained on the premises for storage purposes.

No outdoor storage or display areas are proposed for this development.

G. Trash collection and recycling. Trash handling and recycling shall be screened from public streets and pedestrian ways, internal pedestrian sidewalks, and adjacent R-zoned property by landscaping or architectural features in conformity with the external design and material used by the establishment. Screening shall be designed to abate noise and to confine loose trash. The commission may limit hours

of trash collection necessary to reduce the effects of noise or traffic on surrounding residential and commercial areas.

Two dumpsters located at the northwest corner of the building on Fragment Lot 7A are shown on the site plan and will be enclosed in a screening fence. A dumpster is located in the northwest corner of the parking area on Lot 5A. The dumpsters will be screened by a 6' x 10' corrugated metal fence to match color and profile of the building.

H. Snow storage or removal. A plan for snow storage or removal from the site shall be submitted and approved. Use of sidewalks for snow storage may be allowed under the approved snow storage-landscaping plan. The Commission may impose such restrictions as are necessary to reduce the effects of noise or traffic on surrounding residential and commercial areas.

The submittal states that snow will be stored along the edges of the parking lot and will be hauled off-site within 72 hours. Temporary snow storage areas should be shown on the site plan.

I. Parking. A detailed parking plan shall address the convenience and safety of patrons, adequate winter lighting, and landscaping amenities and the configuration of parking spaces, walkways, and other amenities. Aesthetic features, landscaping, and the design of parking areas shall, wherever practicable, reduce the appearance of large expanses of parking from neighboring streets and enhance the view of the establishment from its principal point(s) of access. The number and configuration of parking spaces may be determined by the Commission as necessary to achieve these standards. Additional landscaping and community spaces may be required where the applicant wishes to provide parking that exceeds the minimum standards of this Title. The site shall not allow storage or overnight camping of trailers or recreational vehicles.

In accordance with AMC 21.45.080H.1.a. for a shopping center with gross leasable area of 20,000 SF – 100,000 SF, four parking spaces are required per 1,000 SF of gross leasable area. For the 8,475 SF building on Lot 4A, 35 parking spaces are required; 35 are provided. The building on Lot 7A contains 9,775 SF of gross leasable area requiring 39 parking spaces which are provided. A total of 88 parking spaces are provided on Lot 5A and 7A. The submittal states that the excess parking could be used to accommodate a future restaurant.

J. Pedestrian Access. The establishment shall provide sufficient accessibility, safety, and convenience to pedestrians, customers and employees. Unobstructed sidewalks shall link the site to existing public sidewalks, its entrances, adjacent transit stops, and abutting residential and commercial areas. Sidewalks shall also be provided or barriers shall be provided between cars and buildings to prevent vehicles from protruding into reasonable pedestrian passage. Sidewalks shall be separated from adjacent streets by an area sufficient for snow storage to provide a buffer for pedestrians from vehicular traffic.

Sidewalks with striped crosswalks provide a north-south pedestrian connection along the east side of Fragment Lots 4A, 5A, and Lot 7A. There is an east-west striped pedestrian connection between Lot 7A and the portion of Lot 5A on the eastern side of the main driveway access to West 104th Avenue.

K. Community spaces. Appropriate interior and exterior public areas shall be provided and maintained for customers and visitors to the site to congregate and relax.

The commercial fragment lot site plan has been designed with outdoor community spaces. Pedestrian routes are provided to the wetland area and trails that is the central feature of the development that complies with the requirement for the entire development. A patio space will be integrated into a potential future restaurant located on the east side of the building on Lot 7A per the application.

L. Delivery and loading spaces. Delivery and loading operations shall be designed and located to mitigate visual and noise impacts on adjacent R-zoned property or commercial areas. The Commission may limit hours of delivery and loading as necessary to reduce the effects of noise or traffic on surrounding residential and commercial areas.

Delivery and loading appears to be on the west side of the proposed buildings as shown on the exterior elevations for Lot 4A and 7A. Sheet L1 indicates that 18 paper birch will be planted along the west and south boundary of Lot 7A, augmented by shrubs and ground cover.

M. Exterior signs. An exterior sign plan which respects the needs of the establishment to establish its location as well as the higher aesthetic aspirations of the community in general and the immediately surrounding areas shall be submitted for approval. Signs shall be architecturally treated to compliment the building architecture. Pole signs, rotating signs, and flashing signs shall be prohibited.

All tenant signage will be individual internally illuminated letter signs and indirectly illuminated signs. All exterior signage will be architecturally treated to compliment the building's architecture.

N. Outdoor lighting. A photometric and outdoor lighting plan to mitigate negative impacts on adjacent uses shall be submitted for approval.

New lighting poles where needed will be full cut-off LED lights. Building mounted lighting will augment the pole lighting for security and way-finding and should be full cut-off. Lighting fixtures shall adhere to the Material Samples board in the approved Site Plan Review for Anchorage South Retail Mall (case 2007-101).

O. Northern design elements. The Commission may require the provision of design elements that address Anchorage's distinct geography, low light angles, length of days, cold temperatures, wind, snow, and ice.

All tenant entryways are covered and protected from the weather. Building materials are durable and require low maintenance. Both buildings' envelopes meet or exceed the international Energy Conservation Code and all windows are clear multi-panel insulated glass.

P. Aesthetic characteristics.

- 1. Facades and exterior walls, including side and back walls. The building shall be designed in order to reduce the appearance of massive scale or a uniform and impersonal appearance and to provide visual interest. Long building walls shall be broken up with projections or recessions. Along any public street frontage, the building design should include windows, arcades, or overhangs along at least sixty (60) percent of the building length. When appropriate, architectural treatment, similar to that provided to the front face shall be provided on the sides and rear of the building to mitigate any negative view from abutting properties and/or streets. The site plan shall ensure buildings have complexity at street level with human scale by providing features such as changes in building form at entrances, and providing windows, enhances trim and architectural detail.*

The narrative states that both proposed buildings features windows, transoms, and canopies comprising 60 percent of the building length on the west elevation of the buildings facing C Street. The elevation drawings provided are not consistent with the narrative statement and do not show compliance with this provision of code.

The elevation drawings indicate extensive windows and canopies on the east facing building elevations.

The long walls (east and west facades) of both buildings are broken up with recesses and projections.

- 2. Detail features. The design shall provide architectural features that contribute to visual interest at the pedestrian scale and reduce the massive scale effect by breaking up the building wall, front, side, or rear, with color, texture change, and repeating wall offsets, reveals, or projecting ribs.*

Windows provide views into the stores/restaurants offering visual interest at the pedestrian level.

- 3. Roofs. The roof design shall provide variations in roof lines and heights to add interest to, and reduce the massive scale of, large buildings. Parapet walls shall be architecturally treated to avoid a plain or monotonous style.*

The elevations dated 8/07/15 indicate parapets that provide relief along the rooflines of both buildings that reduces the scale of the structures. Both buildings have overhanging roof canopies that vary the front elevation.

- 4. Materials and colors. The buildings shall have exterior building materials and colors which are aesthetically pleasing and compatible with the overall site plan. Construction material shall provide color, texture, and scale.*

The buildings display five primary materials: vertical metal panels in gray tones; phenolic wall panels in mahogany; pre-finished metal in graphite gray for the roof fascia; stained parallel strand lumber for the beams and columns at the front entrance at the east entrance; glass and black anodize aluminum for the storefront facing the parking lot.

5. *Entryways. Entryways shall be designed to orient customers and add aesthetically pleasing character to buildings by providing inviting customer entrances that are protected from the weather.*

The building overhangs, the lattice feature and lighting at the entrance offers a well lit and protected entryway for pedestrians.

6. *Screening of mechanical equipment. Roof or ground-mounted mechanical equipment shall be screened to mitigate noise and views in all directions. If roof mounted, the screen shall be designed to conform architecturally with the design of the building, whether it is with varying roof planes or with parapet walls. Ground-mounted mechanical equipment shall be screened. The screen shall be of such material and be of sufficient height to block the view and noise of the equipment.*

Rooftop and ground level mechanical equipment will be screened from abutting streets with sight obscuring landscaping, parapets, and strategic placement of roof top units.

AGENCY COMMENTS: See attachments for all agency comments. The following is an abbreviated account of their primary concerns.

Anchorage Water and Wastewater

AWWU water and sanitary sewer are available. AWWU has no objection to the site plan.

Alaska Department of Transportation and Public Facilities (ADOT&PF)

1. ADOT&PF notes that if a driveway access to C Street is ever requested that ADOT&PF issues the permit subject to review by the Federal Highway Administration (FHWA).
2. Submit the approved drainage plan to the AMATS Transportation Planner, Aaron Jongenelen, for review by the DOT&PF Regional Hydrologist.
3. Verify that the pedestrian access is not crossing the controlled access line.

Private Development

The petitioner is alerted to the pending requirement to provide project specific full drainage analysis and calculations to Private Development under land use and/or building permit processes.

Municipal Traffic Engineering

1. Please consider Fragment Lot 7. The functional area of the southerly driveway near the West 104th intersection does not appear to have adequate corner clearance.

2. Please show the AASHTO sight distance triangles at the proposed points of ingress/egress for these lots.

DIVISION RECOMMENDATION

The Division finds that the Administrative Review of an Amendment to an Approved Site Plan for a Large Retail Establishment generally meets the standards of approval and APPROVES the application, subject to the following conditions:

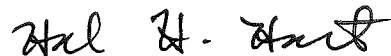
1. A notice of zoning action shall be filed with the State of Alaska District Recorder's Office. Proof of such shall be submitted to the Planning Division.
2. All construction and improvement related to this approval shall be substantially in compliance with the application, narrative, and with the following plans on file with the Planning Division except as modified by conditions of this approval:

Anchorage Village Subdivision, TractA, Fragment Lots 4A & 7A; prepared by DOWL, Spark design, llc; Sheets Plat 2013-71, Plat 2015-42, L1, L2, L3, L4, Site Plan – Frag Lot 4A, Preliminary Floor Plan – Frag Lot 4A, Exterior Elevations – Frag Lot 4A, Renderings – Frag Lot 4A, Site Plan - Frag Lots 7A & 5A, Preliminary Floor Plan – Frag Lot 7A, Exterior Elevations – Frag Lot 7A, Renderings – Frag Lot 7A, Renderings – Frag Lot 7A, Materials & Lighting, Monument Signage, Dumpster Screening

3. Provide revised site and landscape plans (Sheets L1 – L4, at a minimum 11" x 17") that show the following:
 - a. AASHTO sight distance triangles at the proposed points of ingress/egress for these lots.
 - b. The delivery and loading berth(s) on the site plan for Fragment Lots 4A and 7A.
 - c. Temporary snow storage areas on the landscape plans.
4. Provide revised elevation drawings (at a minimum 11"x 17") showing compliance with AMC 21.50.320P.1. for the street-facing elevations.
5. Resolve with the Municipal Traffic Engineer: Consider Fragment Lot 7. The functional area of the southerly driveway near the West 104th intersection does not appear to have adequate corner clearance.
6. Resolve the following with Alaska Department of Transportation and Public Facilities (ADOT&PF):
 - a. Correct the sentence of page 6, 21.50.320B Vehicular Access: to state that: "If a driveway off of C Street should ever be desired, a permit from DOT&PF with approval from the Federal Highway Administration (FHWA) would be required."

- b. Provide the AMATS Transportation Planner, Aaron Jongenelen with the approved drainage plan. The DOT&PF Regional Hydrologist needs to revise the plan to ensure no significant changes have occurred since 2007.
7. Verify that the pedestrian access is not crossing the controlled access line.
8. Verify the correct addresses for Fragment Lots 4A and 7A with Addressing prior to use.

Sincerely,

A handwritten signature in black ink that reads "Hal H. Hart". The signature is written in a cursive style with a large initial "H".

Hal H. Hart, AICP
Director