

**MUNICIPALITY OF ANCHORAGE
PLANNING DEPARTMENT
MEMORANDUM**

DATE: September 10, 2018

TO: Planning and Zoning Commission

THRU: *DW* David R. Whitfield, Current Planning Manager

FROM: *FM* Francis McLaughlin, Senior Planner

SUBJECT: Case 2018-0094, Public Facility Site Selection

APPLICANT: Anchorage Police Department

Purpose

The Anchorage Police Department (APD) seeks approval of the public facility site selection of a new police station headquarters, in accordance with AMC 21.03.140.

Needs Assessment

APD has an immediate need for additional office space for its 150 regular full time administrative staff, plus three shifts of patrol officers. The lack of available space adds time to processing evidence because it is stored at several different locations around Anchorage. Also, patrol officers do not currently have the necessary office space to complete their case work.

After conducting a needs assessment, APD determined that they need a minimum of 50,000 square feet of additional space. For more than a decade, APD has explored commercial and warehouse spaces to store evidence, but the cost of potential sites is financially infeasible. Renovating and expanding the existing building was also considered, but the cost exceeds 68 million dollars. Finally, APD determined that moving 150 police support staff and detectives plus police officers to a new location in Downtown is the most cost effective option. The police dispatch center and records clerks will remain at the Elmore Road building. Also, evidence from scattered sites will be consolidated at the existing headquarters at 4501 Elmore Road.

Analysis of Site Alternatives

The search criteria of 50,000 to 60,000 square feet of leasable space in Downtown turned up only two buildings. The ConocoPhillips Tower at 700 G Street and the 716 West 4th Avenue site. The ConnocoPhillips Tower is not currently marketing commercial space and would require extensive remodel on multiple floors in order to serve APD's needs.

The 716 West 4th Avenue Building has been empty since 2014 and will only require a minor remodel at the public entrance because it is designed for government office use.

The 716 West 4th Avenue Building has 62,120 square feet of floor space which is enough for the current and future needs of APD. This site is located only one block from the State courthouses, which would save detectives and police officers a considerable amount of travel time when they need to testify on cases and meet with prosecutors. The building has on-site parking and a secured building entrance for suspects and witnesses. Based on the needs assessment and the cost benefit analysis, the 716 West 4th Avenue site is the preferred location to relocate the APD Headquarters.

AMC 21.03.140 Public Facility Site Selection

H. Approval Criteria

The commission shall review the proposed site for consistency with the goals, policies, and land use designations of the comprehensive plan and other municipal plans adopted by the assembly, conformity to the requirements of this title, and the effects of the proposal on the area surrounding the site. The following specific criteria shall be considered:

- 1. Whether the site will allow development that is compatible with current and projected land uses.**

The criterion is met.

The commercial land uses and zoning surrounding the 716 West 4th Avenue Building are compatible with the police department. The B-2B (central business district – intermediate) allows police stations as a permitted by-right use and the surrounding land uses would actually benefit from the proximity to the APD Headquarters.

- 2. Whether the site is large enough to accommodate the proposed use and future additions or another planned public facility.**

The criterion is met.

APD needs a minimum of 50,000 square feet of floor space and the 716 West 4th Avenue Building provides 62,120 square feet, which is more than enough for current needs, and allows space for growth.

- 3. Whether the proposed government use and its intensity is compatible with the surrounding district and adopted policies for future development in the district.**

The criterion is met.

The APD headquarters is a good fit at the 716 West 4th Avenue location. The Central Business District is intended to for high intensity land uses

like a police headquarters. The proposed site complies with Title 21 and adopted plans. The following *Anchorage 2020* policies are applicable:

Policy 18: Strengthen the Central Business District's role as the regional center for commerce, services, finance, arts and culture, government offices, and medium- to high-density residential development.

The Central Business District is a vital area of the community and this area would be strengthened by the APD Headquarters. The *Comprehensive Plan* emphasizes Downtown as the preferred location for municipal, state, and federal government administrative offices. A vibrant downtown is at the heart of a successful city. Revitalizing Downtown is a key strategy for Anchorage to grow as the economic and cultural center for the region.

Policy 19: Locate municipal, state, and federal administrative offices in the Central Business District.

This policy direct municipal offices, like APD's Headquarters, to be located in the Central Business District. The Downtown provides for the highest concentration and diversity of employment, civic and cultural institutions, and regional commercial uses. The proposed site implements this policy of *Anchorage 2020*.

Policy 23: Major Employment Centers, shown on the Land Use Policy Map, exist at the Downtown, Midtown, and University/Medical areas.

This policy seeks to promote six characteristics in Downtown, which is identified as a "Major Employment Center" in the *Anchorage 2020* Land Use Policy Map. The desired characteristics are mixed-use development, walkability, street-facing building orientation, public focal points (i.e. parks, plazas, and public art), and a pedestrian friendly streetscape. The key characteristic is: "a) Concentrations of medium- to high-density office development with employment densities of more than 50 employees per acre." The new APD Headquarters would contain approximately 150 employees and this site has 0.7 acres, which is 214 employees per acre.

This site is consistent with both the *Downtown Comprehensive Plan* and the *Anchorage 2040 Land Use Plan Map*, which identify the site as

“Downtown Core” and “City Center” respectively. The *Downtown Comprehensive Plan* states that the planning area “should build upon its strength as a hub of government offices, amenities and diversity.” The *Anchorage 2040 Land Use Plan Map* states that the Downtown Core is “the most active and intense part of the city center....creating a concentration of office, civic, cultural, entertainment, housing and retail uses, all within close proximity to each other.” The 716 West 4th Avenue Building has sat vacant since 2014. Filling this building with the APD Headquarters is supported by these plans and will provide a big boost to the Central Business District.

4. Whether adequate utility and transportation infrastructure is available to the site.

The criterion is met.

The site is fully built with adequate utility and transportation infrastructure already installed.

5. Whether the site is located near a transit route, if applicable.

The criterion is met.

The site is served by three public transit routes and is located within walking distance to the Downtown Transit Center.

6. Whether there are existing or planned walkways connecting the site to transit stops and surrounding residential areas, where applicable;

The criterion is met.

The building entrance abuts the public sidewalk on West 4th Avenue. There is good pedestrian access to sidewalks leading in every direction.

7. The environmental suitability of the site.

The criterion is met.

This site is suitable for the intended use and will not pose a risk to any sensitive environmental features. The site is already developed with a building, parking, and driveway access to an urban street and an alley.

8. The financial feasibility of the site, including maintenance and operations.

The criterion is met.

Leasing the building at 716 West 4th Avenue is significantly less expensive than purchasing a property and potentially having to construct or remodel a building at a different site. APD has already budgeted money to lease this site and will not require additional funding. APD's potential lease of the building from the Anchorage Community Development Corporation is contingent on this site being selected by the Assembly.

9. Whether the proposed site for major municipal, state, and federal administrative offices conforms with the adopted policy priority for locating in the Central Business District. Satellite government offices and other civic functions are encouraged to locate in regional or town centers if practicable.

The criterion is met.

Relocating the APD Headquarters to the Central Business District conforms to *Anchorage 2020*. Relocating APD Headquarters to Downtown will improve public safety and support revitalization of the area.

Agency and Public Comments

None of the reviewing agencies objected to the recommended site. On August 9, 2018, the Department mailed three hundred and ninety-nine public hearing notices and none were returned. No objections were received from the public or the community councils. APD and the Planning Director made a presentation to the Downtown Community Council on August 1, 2018 at their regularly scheduled meeting. A summary of the community meeting is attached.

Recommendation

The Department finds that the approval criteria for public facility site selections is met, as required by AMC 21.03.140. Therefore, the Department recommends approval of relocating the APD Headquarters to 716 West 4th Avenue. The Commission makes a recommendation to the Assembly. Attached is a draft Assembly Resolution.

Submitted by: Chair Dunbar at the
Request of the Mayor
Prepared by: Planning Department
For reading

**Anchorage, Alaska
AR 2018-**

**A RESOLUTION OF THE ANCHORAGE MUNICIPAL ASSEMBLY
RECOMMENDING RELOCATION OF THE ANCHORAGE POLICE
DEPARTMENT HEADQUARTERS TO 716 WEST 4TH AVENUE; GENERALLY
LOCATED AT THE SOUTHEAST CORNER OF 4TH AVENUE AND H STREET.**

(Downtown Community Council) (Case 2018-0094)

THE ANCHORAGE ASSEMBLY RESOLVES:

WHEREAS, APD has been searching for additional space for their headquarters for over a decade to accommodate more than 150 employees; and

WHEREAS, the lack of available space has resulted in evidence materials, which are housed at multiple locations throughout Anchorage, not being processed in a timely manner; and

WHEREAS, the site selection review recommends 716 West 4th Avenue as the preferred location because it best meets APD's needs; and

WHEREAS, the Anchorage 2020 Comprehensive Plan calls for government offices to be located in the Downtown Central Business District; and

WHEREAS, the Police Chief and Planning Director made a presentation to the Downtown Community Council regarding the site selection on August 1, 2018; and

WHEREAS, the Planning and Zoning Commission held a public hearing on September 10, 2018 and recommended approval of the site selection review; now therefore,

Section 1. The Assembly approves the public facility site selection which recommends relocation of the Anchorage Police Department Headquarters to 716 West 4th Avenue; generally located at the southeast corner of 4th Avenue and H Street.

The property described above is shown on Exhibit "A," attached.

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Section 2. This resolution shall become effective immediately upon passage and approval by the Anchorage Assembly.

PASSED AND APPROVED by the Anchorage Assembly this
_____ day of _____ 2018.

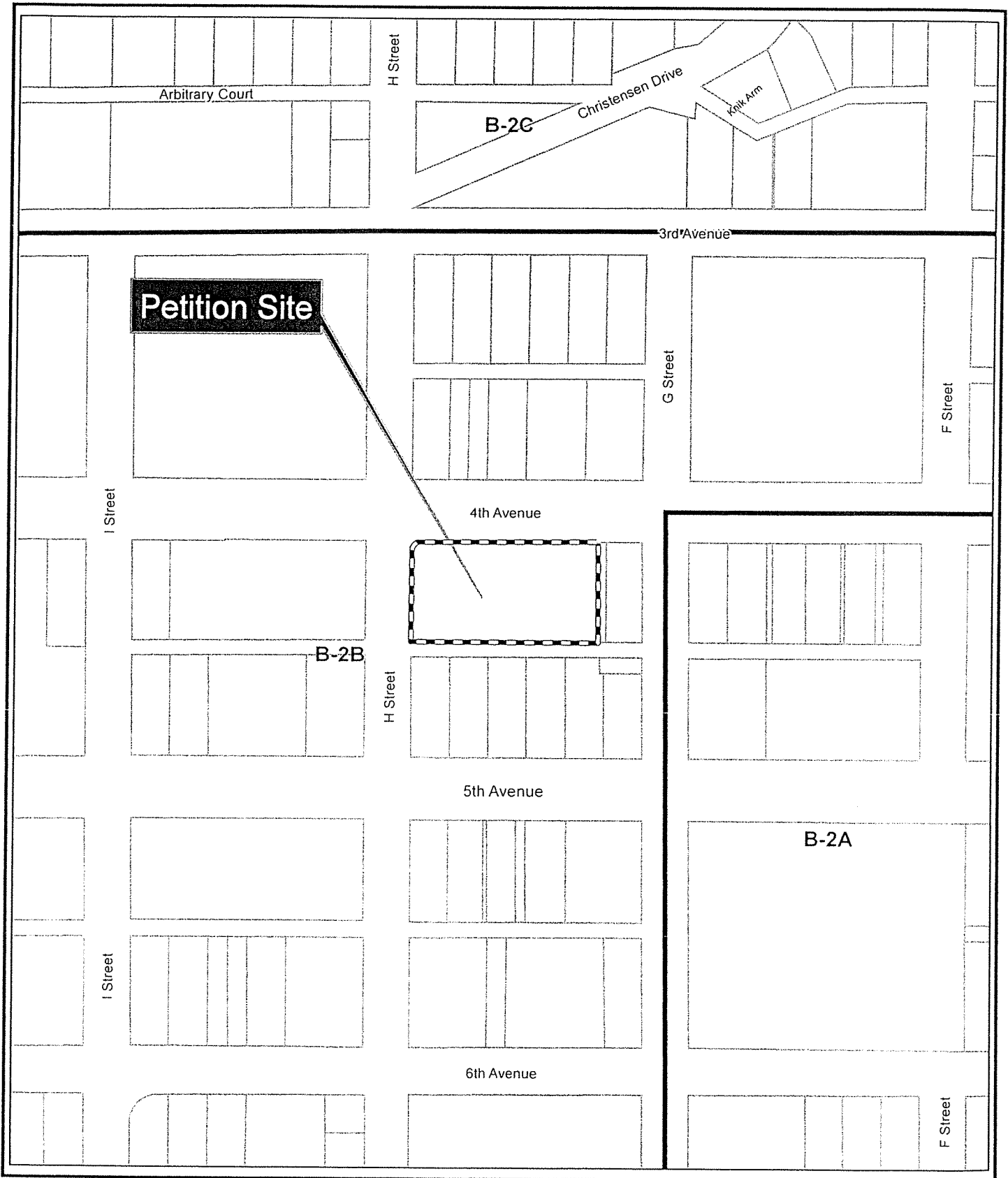
ATTEST:

Chair

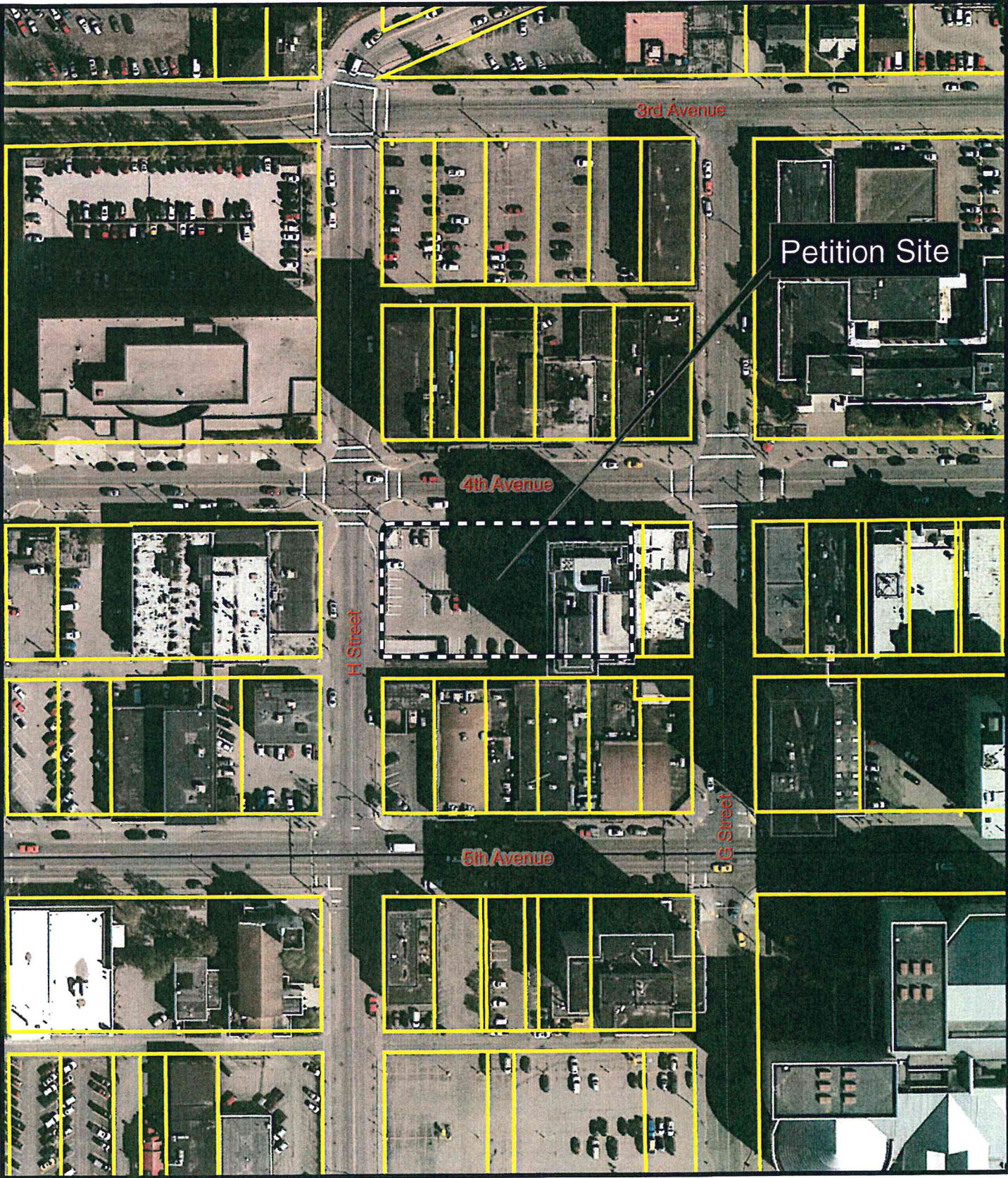
Municipal Clerk

(Case 2018-0094; Parcel ID Number 002-105-69)

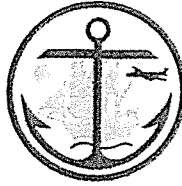
2018-0094 EXHIBIT A



2018-0094



Affidavit of Posting



AFFIDAVIT OF POSTING

CASE NUMBER: 2018-0094

I, Robin Ellward hereby certify that I have posted a Notice as prescribed by Anchorage Municipal Code 21.03.020H.5. on the property that I have petitioned for Public Facility Site Selection. The notice was posted on 8/9/18 which is at least 21 days prior to the public hearing on this petition. I acknowledge this Notice(s) must be posted in plain sight and displayed until all public hearings have been completed.

Affirmed and signed this 9th day of August, 2018.

Robin Ellward
Signature

LEGAL DESCRIPTION

Tract of Lot) 3A-1

Block: 40

Subdivision: Anchorage Original Townsite

Application

MUNICIPALITY OF ANCHORAGE



Planning Department

Phone: 907-343-7942
Fax: 907-343-7927

Mayor Ethan Berkowitz

DATE: July 23, 2018
TO: Planning and Zoning Commission
FROM: Michelle J. McNulty, AICP, Planning Director
SUBJECT: Anchorage Police Department Headquarters
Public Facility Site Selection Memo

A handwritten signature in black ink, enclosed in a hand-drawn oval.

OVERVIEW

This memo serves as the Public Facility Site Selection memo for the relocation of the Anchorage Police Department (APD) headquarters from their current location at 4501 Elmore Road to 716 West 4th Avenue (hereafter "the proposed site"). APD has a critical and immediate need for additional space. The existing facility, built in 1986 and located near the southeast intersection of Tudor and Elmore Roads, no longer satisfies the current needs of APD. The 69,627 square-foot building houses police officers (patrol and detectives), support staff, records clerks, the police dispatch center, evidence materials, and a crime lab. The lack of available space has resulted in evidence materials, which is housed in multiple locations throughout Anchorage, not being processed within a timely manner as there is no space available for additional work force to be called in to handle the materials. As well, many patrol officers have no office space available to them to complete necessary paperwork and other functions when they are coming on and off shifts.

APD has been looking for new or renovated headquarters for more than a decade. Previously the focus for a new location has been on commercial or warehouse space to relocate and store the overabundance of evidence materials. Relocating evidence materials would provide much needed space for police personnel. An exhaustive search was unsuccessful as any potential sites found were financially unattainable. Alternatively, APD looked at expanding their building across the street and adding an evidence facility. Past studies have showed it would cost upwards of \$68 million to renovate and expand the existing headquarters. Ultimately, APD decided to shift their focus from looking at commercial or warehouse space to house evidence materials to looking for office space to house police personnel.

The relocation will allow more than 150 police employees, including patrol officers and detectives, to move from the existing facility to the new location downtown. However, APD will not entirely vacate their existing headquarters, the building will continue to house the police dispatch center, records clerks and other support staff and will be renovated to consolidate the storage of the agency's continual accumulation of

evidence, which currently is scattered at locations throughout Anchorage. Additionally, police vehicles will continue to be stored at the existing facility.

SITES EVALUATED

Initial search criteria included being located within downtown and providing a minimum of 50,000 square feet of leasable office space. After searching all available marketing sites, including the Multiple Listing Service, along with interviewing four commercial leasing real estate agents, the only buildings with available space in Downtown with over 50,000 sq. ft. net leasable spaces was one of the Conoco Phillips Towers at 700 G Street and the proposed site. Currently there is no space being marketed in the Conoco building, but 50,000 to 60,000 sq. ft. could be accumulated between three different floors. This would not be contiguous space, would require extensive tenant improvements and would not provide for sufficient security for patrol officers to bring suspects and witnesses into APD Headquarters.

The proposed site includes a 62,120 sq.ft building with 54,903 sq. ft. of contiguous net leasable space. In addition to meeting initial search criteria, the proposed site was designed for government use and requires minimal renovations to the first floor reception area and is located a block away from the state courthouses. Proximity to the courthouses will cut back significantly on driving time for police officers and detectives who constantly travel to testify on cases or to meet with prosecutors. The building also provides attached parking and secured access for suspects and witnesses. Thus, the proposed site was the sole site evaluated. The proposed site has been empty for nearly two years, moving APD Headquarters here will improve public safety downtown and help foster revitalization efforts.

A presentation was provided to the Downtown Community Council at their regularly scheduled meeting on August 1, 2018. A mailer, notifying residents within 500 feet of the proposed site that this presentation was on the agenda, was sent out 21 days in advance of the community council meeting. Attached is a summary of the presentation and dialogue from that meeting.

APPROVAL CRITERIA

Anchorage Municipal Code (AMC) 21.03.140.I outlines the approval criteria for a public facility site selection. It states that the commission shall review the proposed site for consistency with the goals, policies, and land use designations of the comprehensive plan and other municipal plans adopted by the Assembly, conformity to the requirements of this title, and the effects of the proposal on the area surrounding the site. The following specific criteria shall be considered:

- 1. Whether the site will allow development that is compatible with current and projected land uses.**

The proposed site, and all surrounding parcels, are designated as City Center on the 2040 Land Use Map. The site is developed with an office building which is compatible with the current surrounding office and commercial development.

The projected long term land use for this area is expected to remain City Center. The proposed use of the site is not only compatible with the surrounding land uses, but it is likely that relocating APD Headquarters to this location will promote economic revitalization in the area.

2. Whether the site is large enough to accommodate the proposed use and future additions or another planned public facility.

The site is fully developed with a 62,120 sq.ft building with 54,903 sq. ft. of leasable space which is large enough to accommodate the proposed use both now and into the future.

3. Whether the proposed government use and its intensity is compatible with the surrounding district and adopted policies for future development in the district.

The proposed site, and all surrounding parcels are zoned Central Business District, Intermediate (B2-B District), which is intended to create financial, office, and hotel areas surrounding the core of the central business district.

Furthermore, the proposed use is compatible with the adopted Anchorage Bowl Comprehensive Plan (Anchorage 2020), Anchorage 2040 Land Use Plan (Anchorage 2040), and Anchorage Downtown Comprehensive Plan all support the relocation of APD Headquarters to this site.

Anchorage 2020

Policy #18: Strengthen the Central Business District's role as the regional center for commerce, services, finance, arts and culture, government offices, and medium- to high-density residential development.

The proposed use is a government office within the Central Business District.

Policy #19: Locate municipal, state, and federal administrative offices in the Central Business District.

The proposed site is located in the Central Business District.

Policy #23: Major Employment Centers, shown on the Land Use Policy Map, exist at the Downtown, Midtown, and University/Medical areas.

Several characteristics of these centers are identified, and mostly pertain to design guidelines for the development of new buildings. However, one characteristic of these centers is to provide concentrations of medium- to high-density office development with employment densities of more than 50 employees per acre. The proposed use will provide an employment density of

150 employees per acre. Typical work ours will be Monday through Friday, 7AM to 6PM. In addition, 240 patrol officers will work out of the building for brief periods of 30-35 minutes daily, three times a day at 7AM, 3PM, and 11PM. There is not expected to be a parking issue with the 7AM and 11PM briefings, however, parking during the 3PM briefings could have some parking issues. This will be closely looked at to determine what, if anything, is problematic and if necessary the appropriate measures will be put into place for mitigation.

Anchorage 2040

As previously stated, the 2040 Land Use Map identifies this site as a City Center which provides for the highest concentration and diversity of employment, civic and cultural institutions, and regional commercial uses.

Anchorage Downtown Comprehensive Plan

The Anchorage Downtown Comprehensive Plan emphasizes Downtown as the preferred location for municipal, state, and federal government administrative offices.

The proposed APD Headquarters is compatible with the surrounding district and adopted policies.

4. Whether the adequate utility and transportation infrastructure is available to the site.

The proposed site is served by Anchorage Water and Wastewater Utility (AWWU) with both water and sewer. The building is also served with gas, electric, cable, telephone, and internet connections. Additionally, transportation infrastructure is available to the site.

5. Whether the site is located near a transit route, if applicable.

The proposed site is located on a People Mover transit route and located near several additional routes including routes 25, 41, and 92. The site is also within walking distance to the downtown transit station.

6. Whether there are existing or planned walkways connecting the site to transit stops and surrounding residential areas, where applicable.

The building is developed against the right-of-way and provides direct pedestrian connections to the existing adjacent sidewalks which provide connectivity throughout downtown and to the neighboring residential areas.

7. The environmental suitability of the site.

The site is fully developed and is not encumbered by any environmental constraints.

8. The financial feasibility of the site, including maintenance and operations.

APD will lease the Site, contingent upon Assembly approval, on an annual basis for up to 19 years. Leasing the Site allows APD to solve their immediate space problem while reducing the significant capital expenditures needed for a long-term solution to building out the APD campus. The 2018 lease cost will be covered under the existing APD budget and will not require a supplemental budget increase.

As previously mentioned, the proposed site requires minimal renovations which will allow APD a quick relocation with minimal up front cost. Additionally, the building is only two years old so it is anticipated that there will be minimal maintenance costs for the next five to ten years.

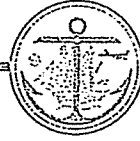
9. Whether the proposed site for major municipal, state, and federal administrative offices conforms with the adopted policy priority for locating in the Central Business District. Satellite government offices and other civic functions are encouraged to locate in regional or town centers if practicable.

The proposed site is within the Central Business District.

RECOMMENDATION

The proposed site allows for more efficient use of police officers' and detectives' time and resources by placing them closer to the state courthouses where they most often frequent. Activating this vacant building will promote more positive activities in the area and will help with the revitalization of downtown. The leasable space is enough to satisfy APD's needs and will require minimal renovations which will minimize costs and accelerate APD's ability to move into the new location. The proposed location furthers the goals and policies of adopted land use plans and meets all of the approval criteria for a public facility site selection. Therefore, it is our recommendation that the APD headquarters be relocated from 4501 Elmore Road to 716 West 4th Avenue.

MUNICIPALITY OF ANCHORAGE



Planning Department

Phone: 907-343-7942

Fax: 907-343-7927

Mayor Ethan Berkowitz

DATE: August 6, 2018

TO: Downtown Community Council

FROM: Michelle J. McNulty, AICP, Planning Director

A handwritten signature in black ink, enclosed in a hand-drawn circle.

SUBJECT: Anchorage Police Department Headquarters Public Facility Site Selection Meeting Notes - Downtown Community Council August 1, 2018

Chief Doll and Michelle McNulty attended the August 1, 2018 Downtown Community Council to provide an update on the Anchorage Police Department (APD) Headquarters Relocation. A presentation was provided on the required Public Facility Site Selection Study for the relocation of the Anchorage Police Department (APD) headquarters from their current location at 4501 Elmore Road to 716 West 4th Avenue (proposed site).

It was discussed that the search area for a new location was limited to Downtown as all applicable comprehensive and district plans (Anchorage 2020, Anchorage 2040, and the Anchorage Downtown Comprehensive Plan) all call for government administration businesses to be located within the downtown district. The proposed site ended up being the sole site evaluated for the APD relocation as it was the only site within the search area that could provide at least 40,000 square feet of contiguous office space. The relocation will allow more than 150 police employees, including patrol officers and detectives, to move from the existing facility to the new location downtown. However, APD will not entirely vacate their existing headquarters, the building will continue to house the police dispatch center, records clerks and other support staff and will be renovated to consolidate the storage of the agency's continual accumulation of evidence, which currently is scattered at locations throughout Anchorage.

It was also discussed that the proposed site allows for more efficient use of police officers' and detectives' time and resources by placing them closer to the state courthouses where they most often frequent. Activating this vacant building will promote more positive activities in the area and will help with the revitalization of downtown. The leasable space is enough to satisfy APD's needs and will require minimal renovations which will minimize costs and accelerate APD's ability to move into the new location.

In general, the Downtown Community Council was supportive of APD Headquarters moving to the proposed location and are excited to have APD as a neighbor. There were a few questions from the council. Following is a summary of the questions and responses:

Mailing Address: P.O. Box 196650 Anchorage, Alaska 99519-6650 - <http://www.muni.org>

Question (Q): Will the proposed site be open to the public.

Answer (A): Yes, the minor renovations discussed earlier will actually be to improve the reception area.

Q: Will the lease be made available to the public?

A: Yes.

Q: Class A office space cost about \$10 per square feet to maintain (annually), for this building that is about \$500,000 annually. Does APD have this in their budget?

A: That is about the same number we came up with. Yes, it is available in the existing 2018 budget without a supplemental budget increase. This is being built into the 2019 and future budgets.

Q: How soon will APD be moving in?

A: We hope to start moving in October, 2018.

Comment: This is a 50,000 square-foot building that would be collecting taxes if under private ownership.

Response: The Anchorage Community Development Authority, who will own the building, pays a self-imposed municipal tax so ACDA owning the building with an APD lease will not result in a loss of tax dollars for this building.