CLERK'S OFFICE APPROVED Date: 5 20-03

Submitted by:

Chair of the Assembly at the Request of the Mayor

Prepared by:

Planning Department

For Reading: April 22, 2003

ANCHORAGE, ALASKA AO No. 2003-74

2 3 4	AN ORDINA 21.05 ADO REVITALIZ	OPTING	3 THE	E EAGL	E RIVER	CEN	ITRAI	, BI	USINE	SS T	DIST	RICT
5 6 7 8	WHEREAS, that chapter of	Ancho: constitu	rage Mu te the cor	nicipal Co mprehensi	ode chapter 2 ve plan of the	21.05, e Muni	and th	e doc y; and	uments I	incor	porat	ed in
9	WHEREAS,	the Plan	nning an	d Zoning (Commission 1	recomi	mende	d appi	roval of	f the E	agle i	River
10	Central Business District Revitalization Plan as an element of the comprehensive plan to											
11	guide development in the central business district, increase public safety, identify needed											
12	pedestrian and bicycle links, improve the visual appearance of the town center utilizing											
13	principles of urban design, and provide a master plan for the development of Commons Park;											
14	now therefore,									,		
15 16 17 18 19	THE ANCHO Section 1. A follows: (the	nchorag	ge Munic	ipal Code	subsection 2	21.05.0 d and to	30C. i	s here	by ame	ended	to rea	ad as
20	C.			le River, Ei								
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24 25		2.	Chugia § 2, 8-1	k-Eagle R 13-96).	iver Transpo	rtation	Plan,	May	1996 (AO N	o. 96-	·104,
26		3	Eagle F	River Gree	nbelt Plan, A	pril 19	985 (A	R No.	85-88)	٠.		
27 28		4.			ral Business				•		200	<u>3-</u>)
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30 31	***				***					**	*	

1	Section 2. This ordinance shall become effective immediately upon passage and approval by
2	the Anchorage Assembly.
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4	PASSED AND APPROVED by the Anchorage Assembly this 20th day of
5	<u>May</u> 20030.
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8 9	Vick
9	Chair
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11 12	ATTEGT.
13	ATTEST:
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16	Parchard Ylein
17	Municipal Clerk
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MUNICIPALITY OF ANCHORAGE Summary of Economic Effects -- General Government

AO Number: 2003-74

Title: The Eagle River Central Business District Revitalization Plan

Sponsor:

Planning Department Planning Department

Preparing Agency: Others Impacted:

CHANGES IN EXPENDITURES AND REVENUES:				(In Thousands of Dollars)						
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Add: 6000 Charges from Others Less: 7000 Charges to Others				and a selection of the		Marine Description				
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PUBLIC SECTOR ECONOMIC EFFECTS:

Approval of this ordinance should have no significant economic impact on the public sector. The design guidelines included in the plan for the public right-of-way are consistent with current municipal and state road improvements. For example, a project planned for construction in 2003 by the Alaska Department of Transportation and Public Facilities - Old Glenn Highway Improvements includes pedestrian scale lighting, decorative fencing, new sidewalk paving, and landscaping all of which conforms with the plan's design guidelines.

PRIVATE SECTOR ECONOMIC EFFECTS:

Approval of the Revitalization Plan will have some economic impact on the private sector. Design guidelines for site development are intended to ensure that all new construction and major renovation to existing buildings comply with the guidelines to the extent practicable. The revision of Title 21, currently in process, will take precedence over the site development design guidelines where overlap exists as the latest adopted ordinance. The pending sign ordinance, once adopted, would determine signage standards for Eagle River, while the signage guidelines provided in the plan are meant to provide guidance in developing a local character for the town.

Prepared by:	Jerry T. Weaver Jr., Zoning Administrator	Telephone: <u>343-7939</u>
Validated by OMB:		Date:
Approved by:	Susan R. Fison, Director, Planning Dept. (Director, Preparing Agency)	Date: 1-27-03
Concurred by:	(Director, Impacted Agency)	
Approved by:	(Municipal Manager)	Date.



MUNICIPALITY OF ANCHORAGE ASSEMBLY MEMORANDUM

No. AM _348-2003

Meeting Date: April 22, 2003

From: Mayor

Subject: Eagle River Central Business District Revitalization Plan

The Planning Department has completed the *Eagle River Central Business District Revitalization Plan* which is the result of a three-year effort by the community, consultant, and Planning Department staff.

4 Background

 The Eagle River Central Business District Revitalization Plan focuses on three principal tasks in the central business district: an urban design study, a pedestrian and bicycle circulation study, and a master plan for Commons Park. The primary consultant for the project is the Anchorage-based firm, Land Design North.

The urban design study was initiated in response to residents' recognition that the Central Business District of Eagle River is comprised of primarily strip development along the Old Glenn Highway. Residents wanted a town that had a "core" or center. To that end, the consultants were asked to develop a plan that would address how a town center could be created utilizing current principles of urban design.

Residents also felt the lack of sidewalks in the commercial area of the community and the difficulty in crossing the Old Glenn Highway needed improvement. The pedestrian and bicycle circulation element of the plan addresses those needs.

As a result of a successful bond approval in 1998, funding became available to develop a master plan for the eight-acre Commons Park. The consultant held several public meetings with residents to gather information about their preferences for park facilities. The resultant Commons Park Master Plan is a reflection of those choices.

Public Process

The public process included three meetings with the Citizens' Advisory Committee, comprised of seventeen participants representing a cross-section of local interests. Three public meetings were also held including property owners, business owners, residents,

members of the Eagle River Community Council and Chugiak-Eagle River Chamber of Commerce, and civic leaders guided by the project consultant. Public process also included several meetings with the Chugiak-Eagle River Chamber of Commerce and the Eagle River Park advocate group — Parks for Our Kids. Presentations by the consultant were also made to the Chugiak-Birchwood-Eagle River Rural Road Service Area Board of Supervisors. Additionally, a three-page survey to provide input on planning and design alternatives regarding urban design issues, pedestrian/bicycle circulation priorities, and Commons Park Master Plan alternatives was available over a three-week period at the Eagle River Library in conjunction with a graphic display. Selected survey results were integrated into the plan.

Public and Agency Comments

The Planning and Zoning Commission reviewed and approved the Eagle River Central Business District Revitalization Plan at their meeting of October 8, 2001. Several written comments were received by the Planning Department at the time of that review concerning the Revitalization Plan. Both the Chugiak-Eagle River Chamber of Commerce and the Chugiak-Birchwood-Eagle River Rural Road Service Area made reference to expanding the Central Business District to include the Old Eagle River Road to Firehouse Lane to the south, and to the Harry J. McDonald Memorial Center to the north. The Chamber requested the incorporation of the proposed Fred Meyer store into the Plan. The consultant's contract was completed at that time and further analysis of these projects was not possible without additional funding. However, language has been added to the Plan recognizing the construction of Fred Meyer. Additional written comments were received from public agencies and an individual.

Project Description

The plan is presented in three parts:

- <u>Urban Design Study</u> The study focused on the Old Glenn Highway from the South Interchange with the New Glenn Highway to the North Interchange. The intent of the Urban Design Study is to provide a set of tools to be used to improve public safety, appearance, and establishing a sense of place. These include:
- Recommendations for establishing a town core
- Landscape design guidelines for public right-of-way and private properties adjacent to the roadway
- Architectural and site development design guidelines

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- 2. Pedestrian and Bicycle Circulation Study - The study identifies key existing destination points and several anticipated destinations within Eagle River, and focuses on the means of connecting them either through existing trails/pathways or through proposed improvements. A dozen improvements are identified and prioritized based on the following criteria:
 - a. Safety
 - b. Ability to serve the greatest number of users
 - c. Linkages that serve the overall urban design plan
 - d. Value for Cost
 - Commons Park Master Plan The park will likely become a major feature of central Eagle River. The park features large open spaces that offer flexibility of use. The large plaza is suitable for public gatherings and festivals. The master plan addresses the following key issues:
 - Identification and placement of park facilities within the eight-acre tract
 - Identification of a trail link to the New Glenn Highway Bike Path
 - Phasing recommendations for construction of the park

Subsequent to the development of the master plan for Eagle River Commons Park, recent residential development (Eagle Glenn South) has precluded the option to build a segment of the trail connecting Town Square Park with the New Glenn Highway in the 75-foot easement as shown on the master plan on page 97. However, an alternate easement has been obtained through a platting action. This easement is located to the south of the Eagle Glenn South development. Appropriate changes will be made to the master plan and text to reflect the above.

Implementation strategies are outlined for the Urban Design Study section of the plan.

Relationship to Anchorage 2020—Anchorage Bowl Comprehensive Plan

The Eagle River Central Business District Revitalization Plan report is complementary to Anchorage 2020—Anchorage Bowl Comprehensive Plan. It describes needed linkages for better pedestrian and bicycle connectivity to the neighborhoods surrounding the Central Business District. The report offers design standards as a means to achieve greater economic vitality and improved visual appearance. Overlay zones are recognized as a viable means for the community to implement a set of design guidelines. It also suggests improvements to establish a core area intended to strengthen its role as the governmental/commercial center of the community.

Recommendation

The Eagle River Central Business District Revitalization Plan presents prudent observations of the opportunities and constraints for improved pedestrian/bicycle connectivity, urban design, park planning and design, and outlines useful tools and strategies for implementation.

Approval of the Eagle River Central Business District Revitalization Plan is recommended.

Reviewed by:

Harry J. Kie ing, Jr. Municipal Manager

Respectfully submitted

George P. Wuerch

Mayor

Reviewed by:

Michael J. Scott, Executive Director Office of Planning, Development, and Public Works

Prepared by:

Susan R. Fison, Director Planning Department

Attachments: 1. Planning and Zoning Commission Resolution No. 2001-096

- 2. Planning and Zoning Commission Minutes of October 8, 2001
- 3. The Eagle River Central Business District Revitalization Plan

MUNICIPALITY OF ANCHORAGE

PLANNING AND ZONING COMMISSION RESOLUTION NO. 2001-096

A RESOLUTION RECOMMENDING TO THE MUNICIPAL ASSEMBLY APPROVAL OF THE **EAGLE RIVER CENTRAL BUSINESS DISTRICT REVITALIZATION PLAN.**

(Case	2001	-12	O)
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WHEREAS, the *Eagle River Central Business District Revitalization Plan* is intended to guide development in the central business district, identify needed pedestrian and bicycle links and trails, and provide a master plan for the development of the Commons Park; and

WHEREAS, the plan was developed in response to residents' concerns regarding the lack of sidewalks in the commercial area and the difficulty in safely crossing the Old Glenn Highway, the desire to create a town center in the central business district, and develop a master plan for the recently acquired Commons Park; and

WHEREAS, the public process included a Citizens' Advisory Committee comprised of seventeen participants, as well as public meetings including property owners, business owners, residents, members of the Chugiak-Eagle River Chamber of Commerce, and civic leaders guided by the project consultant; and

WHEREAS, the report contains three parts: the Urban Design Study, the Pedestrian and Bicycle Circulation Plan, and the Commons Park Master Plan; and

WHEREAS, the *Eagle River Central Business District Revitalization Plan* is complementary to *Anchorage 2020—Anchorage Bowl Comprehensive Plan*; and

WHEREAS, the Planning & Zoning Commission held an advertised public hearing on the draft plan.

NOW, THEREFORE, BE IT RESOLVED by the Anchorage Planning and Zoning Commission that:

- A. The Commission makes the following findings of fact:
 - 1. The plan enjoys widespread support among the residents of Eagle River.
 - 2. The plan will provide design guidelines for the development of the central business district.
 - 3. The plan identifies several implementation strategies to achieve the goals of the Urban Design Study.
- B. The Commission recommends to the Assembly adoption of the Eagle River Central Business District Revitalization Plan.

PASSED AND APPROVED by the Anchorage Planning and Zoning Commission this 8th day of October 2001.

Susan R. Fison

Secretary

Daphrie Brown

Chair

Main Motion

AYE: Karabelnikoff, Jones, Penney, Adams, Killoran, Klein, Brown, Cox,

Klinkner

NAY: None

PASSED

CHAIR BROWN noted that Notice of Reconsideration had been spread on a case heard before the body last week and she understood the matter could be reconsidered at the Commission's October 22, 2001 meeting. COMMISSIONER JONES believed the agenda would need to be modified in order for there to even be discussion of this item at this time.

COMMISSIONER COX moved to modify the agenda to consider Reconsideration of case 2001-152.

COMMISSIONER KARABELNIKOFF seconded.

AYE: Karabelnikoff, Jones, Penney, Adams, Killoran, Klein, Brown, Cox,

Klinkner

NAY: None

PASSED

COMMISSIONER ADAMS moved to consider this item at end of agenda.

COMMISIONER KARABELNIKOFF seconded.

Karabelnikoff, Jones, Penney, Adams, Killoran, Klein, Brown, Cox, Klinkner None

PASSED

The matter was considered later in the meeting.

2. 2001-120 Municipality of Anchorage Planning
Department. Eagle River Central Business
District Revitalization Plan.

Staff member SHARON FERGUSON explained the Eagle River Central Business District Revitalization Plan focuses on three

principal tasks in the central business district: an urban study, a pedestrian and bicycle circulation study, and a master plan for the Commons Park. Assemblymember Dan Kendall and the Chugiak/Eagle River Chamber of Commerce initiated the study in 1998. The study was previously contracted in 1998, but was later terminated. The study began in response to residents' concerns about the lack of sidewalks in the commercial area and the difficulty in safely crossing the Old Glenn Highway. A second consultant selection process was undertaken in 1999. The urban design study began with the recognition that the CBD was comprised primarily of strip development along the Old Glenn Highway and, in order to increase tourism potential and business viability, Eagle River needed a recognizable town core. To that end. the consultants were asked to develop a plan that would address how a town center could be created utilizing principles of urban design. As a result of a successful bond approval in 1998, funding became available to develop a master plan for the 8-acre Commons Park. The resultant master plan was a reflection of those choices. MS. FERGUSON indicated several written comments were received concerning the revitalization plan. Both the Chamber and the Chugiak/Birchwood/Eagle River Rural Road Service Area made reference to expanding the CBD to include Old Eagle River Road to Firehouse Lane to the south and to the Harry J. McDonald Memorial Center to the north. The Chamber would like the proposed Fred Meyer and the nearby townhouse subdivision under development by Eklutna incorporated into the plan. The consultant's contract was complete, therefore, further analysis of those projects was not possible without additional funding. However, language could be added to the plan recognizing the probable location of Fred Meyer and the residential development. Staff recommended support of the Eagle River Central Business District Revitalization Plan.

The public hearing was opened.

TERRY SCHOENTHAL, representing the petitioner, stated Land Design North had been under contract with the Municipality to prepare the Eagle River Central Business District Revitalization Plan. He explained the plan was comprised of three components: 1) an urban design plan; 2) a bicycle pedestrian circulation plan; and 3) development of a Commons Park master plan. The urban design plan involved three primary aspects. The first was to actually develop a concept of how to go forward with

development of an urban core. Currently, the Old Glenn Highway runs through the community, but the entire corridor was not appropriate for town center designation. There was recognition that the Glenn Highway is an arterial and will remain auto-oriented and, while pedestrian circulation could be improved upon, it was unlikely the area would become pedestrian-oriented.

The second aspect of the urban design plan was to identify an area that was appropriate to be the community core. The area identified was located in the central area of Eagle River bounded by Eagle River Loop Road, as far as the south interchange, west to Business Boulevard, and east to the Old Glenn Highway. The Plan acknowledges that pedestrian improvements and general improvements should be concentrated within the community core and that urban design guidelines should be instituted. Two general categories were established for urban design guidelines: areas within the public rights-of-way and design guidelines for businesses located between Business Boulevard and the Old Glenn Highway; and design guidelines for businesses that line the Old Glenn Highway to create a more cohesive appearance to the area. A decision was made to utilize locally available materials, rather than a specific theme. The intent was to create an Eagle River that was appropriate in terms of scale and character. MR. SCHOENTHAL noted that design guidelines were included as voluntary at this point; compliance was not mandatory. He indicated the means of implementation that seemed most fitting was the use of a business improvement district.

The third aspect of the urban design plan was implementation strategies. The first strategy was to establish a transportation committee within the Chamber of Commerce to act as an AMATS representative for the community. The second strategy was development of a bicycle/circulation plan. The first goal of that plan was to improve safety and access in Eagle River. The second goal was to connect activity nodes from the Eagle River Campground to the south and the North Interchange to the north and the school and recreational area near Fire Lake. The third goal was to create a more pedestrian friendly CBD that would better support community activities and businesses in the downtown area. The fourth goal was to enhance recreation and tourism in Eagle River.

MR. SCHOENTHAL indicated a number of projects were identified through this Plan process. Eleven projects had been highlighted, four of which were identified as high priority: Eagle River Town Center walkways, the Glenn Highway bike trail connection at the South Interchange (new trail improvements would be incorporated to provide a continuous trail along the Glenn Highway in the long term); a link from Commons Park to the New Glenn Highway; and a designated bike lane on Eagle River Road. A fifth project was an Eagle River Bridge crossing that would link the town to the Eagle River Campground. MR. SCHOENTHAL noted that would be a very expensive project without a broad user base.

MR. SCHOENTHAL stated the last portion of the project was the development of a Commons Park Master Plan. In 1998, a parks bond was approved for the development of this park. There was an existing small park next to the transit facility and across from municipal offices. There was agreement among the members of a strong community group involved in the development of this Plan that this park should be developed with passive uses, such as the Bear Paw Festival. Consideration was also given to including picnic pavilion, playground and tot lots, and an hilltop overlook, as well as potentially a stage and amphitheater and a walkway link to the New Glenn Highway through an easement. He noted the park incorporated an existing sledding hill adjacent to the housing development to the north.

CHAIR BROWN asked if the Eagle River Central Business District Revitalization Plan would go before the Assembly. MS. FERGUSON replied in the affirmative and indicated that, ultimately, this Plan would be approved as part of Anchorage 2020. CHAIR BROWN clarified that redevelopment in this area would follow these general design guidelines, trail connections, and urban design suggestions. MS. FERGUSON indicated this would be the case.

COMMISSIONER PENNEY complimented Land Design North on the Plan, but noted concern with the level of detail included in the Plan. In particular, he was concerned that the Plan dictated signage. MR. SCHOENTHAL indicated the consultant was obligated to look at those individual elements in the work it did; there was also a consensus that Eagle River was not attractive at this time and these guidelines were meant to tie things together without creating a theme town. He stated implementation of the Plan was a big concern to the people of Eagle River and a business improvement district was recommended as the tool for implementation so the Municipality would not be governing implementation. CHAIR BROWN asked whether this plan was any different than the Spenard Road Plan, which had similar types of design

guidelines but was not prescriptive. MS. FERGUSON replied the guidelines in this Plan were similar to what was done with the Spenard Plan and would be used in the same fashion.

COMMISSIONER KLEIN assumed property owners would not be put in a position of having to provide the trail connection to Regency, rather that was a guideline. MS. FERGUSON explained there was strong support in the community for the trail connection through the easement connecting the New Glenn Highway to the Old Glenn Highway. A number of options were explored, including a purchase by the Municipality or an easement being given by the property owner(s). MR. KLEIN asked if the property owner(s) would have the ability to negotiate with the Municipality regarding price, etc. MS. FERGUSON replied that trail would be part of the plat and site plan when that property comes forward for development. MR. SCHOENTHAL noted the Plan identifies three alternatives for developing that easement, one of which was narrow, another was slightly wider to buffer adjacent uses, and to utilize an existing greenbelt for a portion of it that runs through a Homeowner Association property that has agreed to it in the past.

The public hearing was closed.

COMMISSIONER KILLORAN moved for approval of the Eagle River Central Business District Revitalization Plan, including the urban design study, pedestrian and bicycle circulation plan, and Commons Park master plan.

COMMISSIONER COX seconded.

COMMISSIONER KILLORAN believed Land Design North had worked extremely closely with the community over a very long period of time to develop this Plan, which had a great deal of support within the community. She believed, after the clarifications made this evening, it could be characterized as a plan that offers, not one that demands.

COMMISSIONER COX found the Plan easy to read because of the detail it provided. She believed many communities in the Lower 48 had literally chosen a theme for development and, while this Plan did not include a theme, it provided ideas to the community to tie together its presentation. She appreciated the goals, options, etc. that were delineated in the Plan. She felt a problem may arise in trying to get the community to agree in terms of the improvements that can be made. She

felt the parking recommendations were very strong, but noted that implementation would require funding. She was happy to support the Plan, finding it to be an excellent blueprint for revitalization. She felt the most important thing about this Plan was that it made the community look at itself and determine how to better present itself.

COMMISSIONER KLEIN moved to amend to extend the boundaries to the north to encompass the proposed Fred Meyer site and to include the Eklutna townhouse project to the northwest. The motion died due to lack of a second.

COMMISSIONER PENNEY asked that Staff provide the Commission with a final version of the Eagle River Central Business District Revitalization Plan after its adoption by the Assembly.

AYE: Karabelnikoff, Jones, Penney, Killoran, Klein, Brown, Cox

Klinkner NAY: None

ABSTAIN: Adams

PASSED

3. 2001-177

Municipality of Anchorage, AMATS. A Public Hearing for a proposal to amend the Official Streets & Highways Plan to add West 40th Avenue between C Street and Arctic Blvd. as a designated Class IA Commercial Collector Street.

Staff member CHRISTINE BERNARDINI distributed a resolution from the Spenard Community Council in support of this amendment. She explained this proposal was to amend the Official Streets and Highways Plan (OS&HP) pertained to designating West 40th Avenue as a commercial collector. She modified the Staff's recommendation from that which was originally advertised to extend the parameters of the amendment from to Arctic Boulevard to "B" Street. She explained many land use changes had occurred between 36th and 40th Avenues in the recent past and between Arctic Boulevard and "C" Street. She noted the property on which the Plaza 36 mobile home court was situated had been recently replatted and rezoned and a land transfer was underway between the Heritage Land Bank and JL Properties. Staff had looked at the

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	(Eagle River Community Council) (Planning Case 2001-120)							
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	Planning Department		Susan R. Fison, I	Director					
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T TOTAL	BY	CHESTOCHER	343-7939						
	Jerry T. Weaver Jr.								
4	COORDINATED WITH AND REVIEWED BY	P	NITIALS	DATE					
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	Heritage Land Bank								
	Merrill Field Airport								
	Municipal Light & Power								
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