



Fairview Business Association

GAMBELL STREET REDEVELOPMENT AND IMPLEMENTATION PLAN

July 2013

Prepared for:

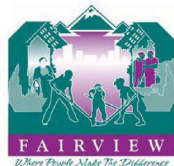
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CH2MHILL



Final Report

Gambell Street Redevelopment and Implementation Plan

Anchorage, Alaska



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Project No. 13489

July 2013

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- Appendix B Existing Plans and Policies
- Appendix C Technical Memorandum #1b: Project Purpose, Goals, Objectives, and Evaluation Criteria
- Appendix D Public Involvement Plan
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- Appendix F Technical Memorandum #3: Alternative Development Process
- Appendix G Gambell Street Redevelopment Project, Preferred Alternative and Analysis
- Appendix H Alaska Department of Transportation and Public Facilities Letter

PREFACE

The Gambell Street Redevelopment and Implementation Plan was made possible through a grant from the Alaska Legislature, sought by the Fairview Business Association (FBA), a non-profit trade association representing businesses in the Fairview/East Downtown area of Anchorage, Alaska.

The development of this plan was guided by the Project Management Team (PMT). The PMT members are identified below, along with members of the consultant team. The PMT was responsible for reviewing all work products and providing overall project direction. The PMT included representation from the Fairview Business Association (FBA), Municipality of Anchorage (MOA), Fairview Community Council (FVCC), and Municipal Light and Power (ML&P). Their participation was instrumental in the development of the Redevelopment and Implementation Plan that is presented in this report.

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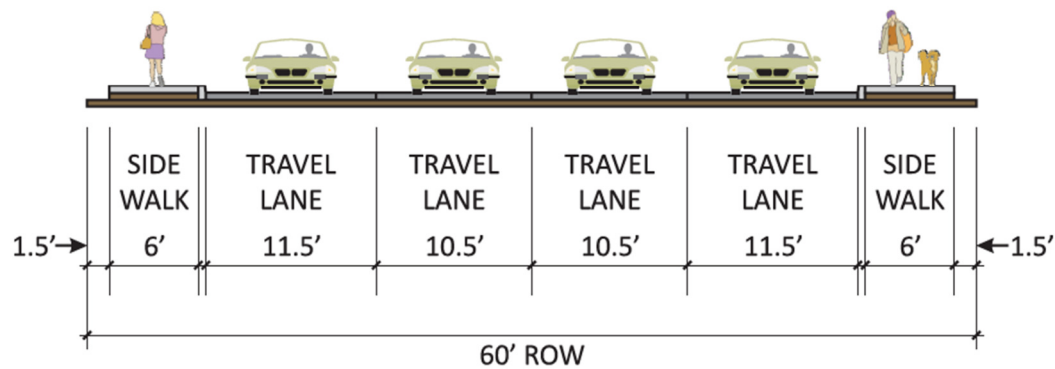
Section 1 Executive Summary

EXECUTIVE SUMMARY

The Gambell Street Redevelopment and Implementation Plan was prepared for the Gambell Street corridor between 3rd Avenue and 20th Avenue in Anchorage, Alaska. This report provides background on the project, documents the public involvement process, details the existing and future conditions for the study area, and presents the final Redevelopment and Implementation Plan.

The preferred alternative developed for the corridor and presented in the Redevelopment and Implementation Plan entails converting Gambell Street from four to three lanes between 3rd and 15th Avenues. Gambell Street has a 60' right-of-way (ROW) (see the existing cross-section in Exhibit 1) that is constrained by businesses and parking lots to both the east and west.

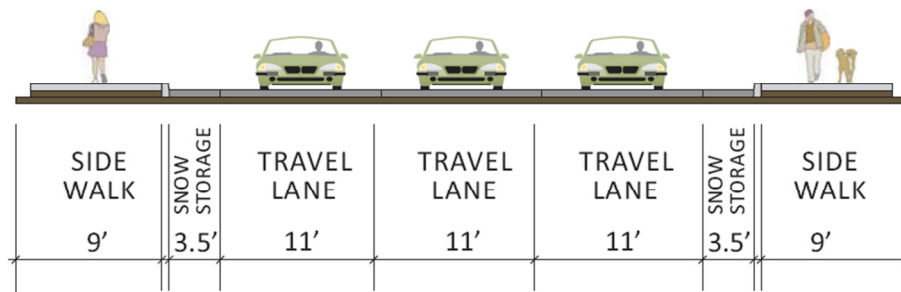
Exhibit 1: Existing Cross-Section



As seen in the Exhibit 1, there is currently no allowance made for snow storage and little separation between pedestrians and vehicles. In order to improve the streetscape of the roadway and accommodate future development and travel demand, the Gambell Street Redevelopment and Implementation Plan has assessed other potential cross-sections. Based on extensive public input through a three-day project Charette and focused stakeholder meetings, the cross-section shown in Exhibit 2 was preferred for the corridor.

Exhibit 2: Preferred Streetscape Cross-Section Alternative

Preferred Gambell Street Cross-Section



The preferred cross-section was selected due to the following advantages:

- Allows Gambell Street to operate effectively with a three-lane cross-section under both existing and future conditions, provided that an exclusive left-turn lane is provided at 15th Avenue;
- Provides snow storage in 3.5 foot shoulders and the portion of sidewalks closest to the curb allowing adequate pedestrian connectivity and utilization of all three vehicular travel lanes during winter time conditions versus the 3 out of 4 currently utilized due to the lack of snow storage;
- Changes the pedestrian and vehicular environment to better match the needs of the business district, and allows additional aesthetic enhancements to occur along Gambell Street;
- Provides sufficient space for pedestrians year round, addresses ADA deficiencies, eliminates splash conflicts with outside vehicular lanes, and reduces crossing distances and exposure for pedestrians, bicycles, and vehicles; and
- Maintains long-term flexibility (i.e., conversion to a two-way street with on-street parking as part of the Seward Highway to Glenn Highway Connection project).

The remainder of this report provides additional information related to the three-lane cross-section and other elements of the redevelopment plan. The Implementation Plan provides further steps for implementing the plan, as well as potential funding mechanisms and future recommended actions and studies.

Section 2 Introduction

INTRODUCTION

The Gambell Street Redevelopment and Implementation Plan was prepared for the Gambell Street corridor between 3rd Avenue and 20th Avenue, located in Anchorage, Alaska. The following sections provide an overview of the project, description of the study area, and summarize the project purpose, goals, objectives, and evaluation criteria. These elements were defined through a collaborative effort between the Project Management Team (PMT) and the consultant team, and were reviewed by the project stakeholders and public.

PROJECT STUDY AREA

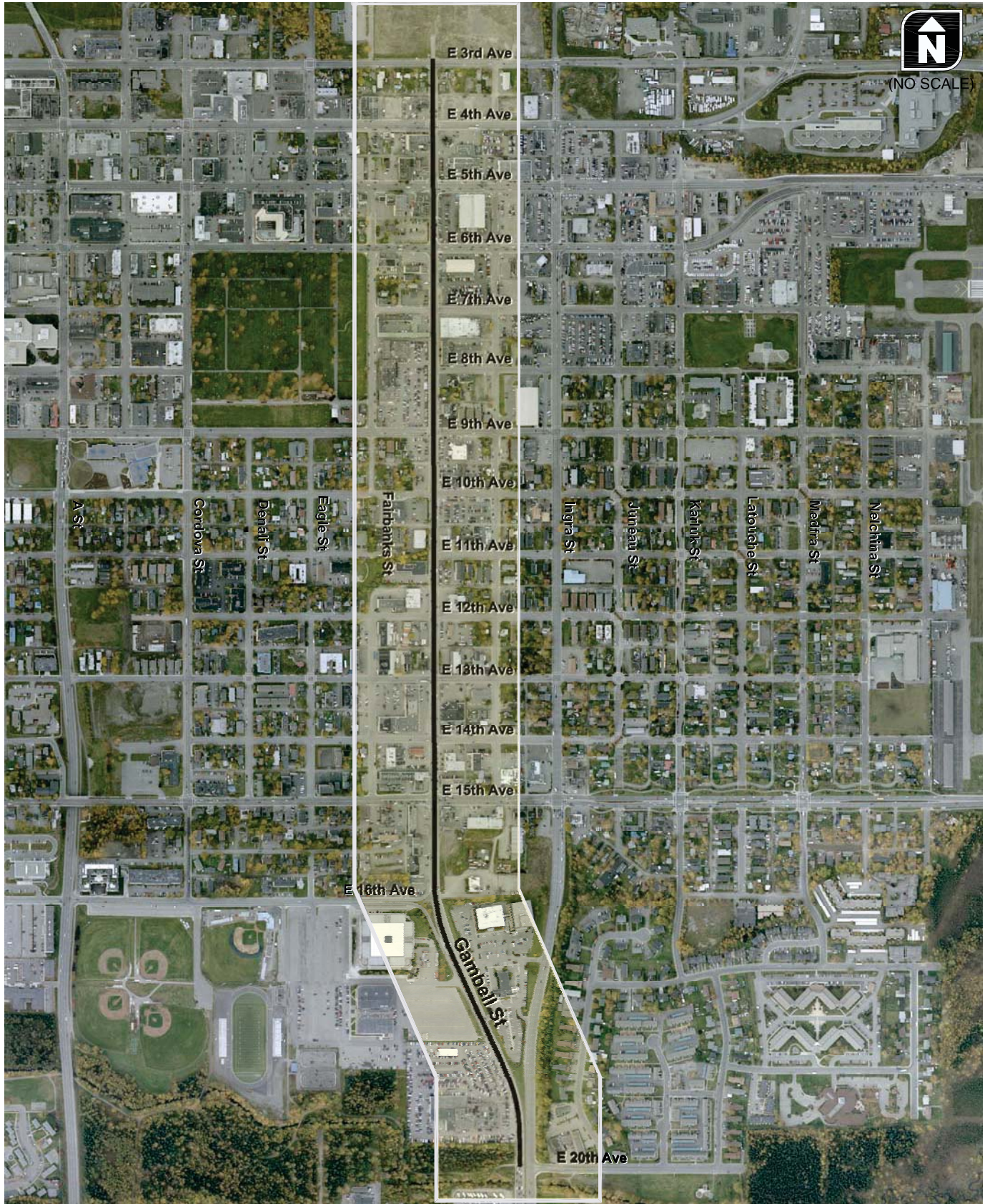
Gambell Street is located on the eastern edge of downtown Anchorage. It forms a couplet with Ingra Street that connects northern Anchorage and Glenn Highway to Seward Highway. 5th and 6th Avenues are the major cross streets intersecting the corridor, which carry traffic between downtown and Glenn Highway. The corridor is located in the Fairview neighborhood, which includes a mix of residential, commercial, and industrial developments. The Fairview Community Council (FVCC) Community Plan [1] refers to the corridor as a “strip commercial corridor,” with primarily businesses immediately adjacent to the corridor and residential areas beyond. The plan states that “The area is dominated by asphalt, concrete, visual clutter and large volumes of traffic.” [1]. The Chester Creeks Sports Complex is located on the southern end of the corridor and accessible via 16th Avenue. It hosts a variety of sporting events, community events, concerts, and is home to the Alaska Aces (professional hockey team). The study corridor is shown in **Figure 1**.

PROJECT OVERVIEW



The project was focused on the development of two key items: 1) a redevelopment plan that identifies and evaluates potential improvements to Gambell Street from 3rd Avenue to 20th Avenue; and 2) an implementation plan that identifies the preferred implementation plans and cost estimates, funding mechanisms, recommended future actions and studies, adoption process, and pre-adoption activities.

An overview of the project, including the interim deliverables, meeting schedule, and roles and responsibilities of the project team, is documented in *Technical Memorandum #1a: Project Overview*, provided in *Appendix A*. The project relied on the following elements:

- Technical analysis provided by the consultant team;
- Project oversight by a Project Management Team (PMT) including representation from the Fairview Business Association (FBA), Municipality of Anchorage (MOA), Fairview Community Council (FVCC), and Municipal Light and Power (ML&P);
- Guidance from the Fairview Business Association (FBA) and Fairview Community Council (FVCC) boards ; and



Legend

-  STUDY CORRIDOR
-  STUDY AREA

Study Corridor
Gambell Street - 3rd Avenue to
20th Avenue

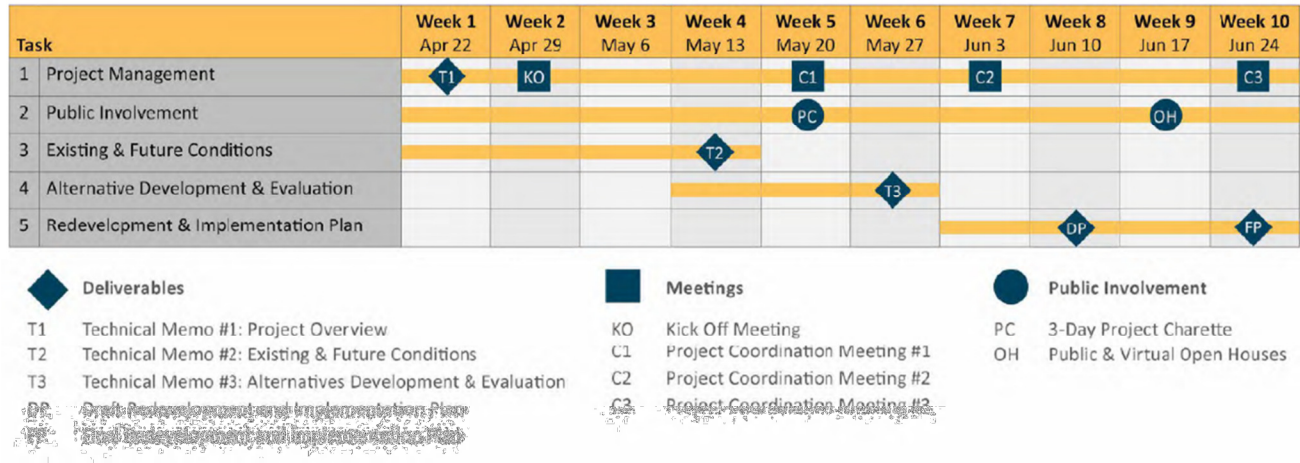


Figure
1

- Public input, provided through various forums (project flyers, news releases, 3-day project charette, open house, virtual open house, etc.).

The materials produced throughout the project are provided in the appendices of this report and available on the project website at www.gambellstreet.com. The project schedule is shown in Exhibit 3. The project deliverables, meetings, and public involvement elements are also shown.

Exhibit 3: Project Schedule



EXISTING PLANS AND POLICIES

The Gambell Street corridor is covered in several local plans, which were reviewed to better understand the existing and desired function of the corridor. They also helped define the purpose of the project and development of goals, objectives, and evaluation criteria. Gambell Street is under the jurisdiction of the Alaska Department of Transportation and Public Facilities (DOT&PF), and therefore subject to DOT&PF policies. The relevant local plans and policies reviewed for the project are summarized in Table 1. Additional documents reviewed for the project (including the Fairview Community Council Resolution No. 2012-2013 related to ADA accessibility) are provided in *Appendix B*.

Table 1 Transportation and Land Use Plans and Policies

	Document	Agency	Content
Plans	Gambell Street Redevelopment – Vision Elements [2]	Fairview Business Association (FBA)	List of FBA’s desired improvements for the corridor.
	Community Plan [1]	Fairview Community Council (FVCC)	Documents FVCC’s vision for the corridor, goals and objectives, actions and strategies, and implementation actions.
	Economic Revitalization Plan [3]	Fairview Community Council (FVCC)	Identifies key elements and projects for economic revitalization of the Fairview business district.
	2020 Comprehensive Plan [4]	Municipality of Anchorage	Provides a blueprint for development in the Anchorage Bowl through 2020.
	2035 Metropolitan Transportation Plan [5]	Anchorage Metropolitan Area Transportation Solutions	Provides a single plan to guide development in the Anchorage metropolitan area through 2035.
	Anchorage Downtown Comprehensive Plan [6]	Municipality of Anchorage	Provides a plan for development specific to downtown Anchorage, including a strategy for downtown revitalization, improved transportation and circulation access, and desired urban design.
	Anchorage Pedestrian Plan [7]	Municipality of Anchorage	Identifies existing and needed pedestrian routes, priority improvements, funding to implement improvements, and policies to create safe walking routes in Anchorage.
	Anchorage Bicycle Plan [8]	Municipality of Anchorage	Identifies the existing state of bicycle infrastructure, recommended bicycle network, recommended policies and actions, and implementation for the plan.
	Chester Creek Sports Complex (CSCC) Master Plan Update [9]	Sponsored by the Municipality of Anchorage and University of Alaska Anchorage	Identifies needs of CSCC and improvements to help parking, circulation, and wayfinding at the complex.
	Historic Preservation Plan for Anchorage’s Four Original Neighborhoods (HPP) [10]	Municipality of Anchorage	Provides plan to preserve historic character of original neighborhoods while planning for a sustainable future. Particularly relevant is policy 5.13 (see <i>Appendix B</i>)
Policies	Alaska Highway Preconstruction Manual [12]	Alaska Department of Transportation & Public Facilities (DOT&PF)	Provides driveway spacing standards, design criteria, and roadway standards.
	Official Streets and Highways Plan [13]	Municipality of Anchorage	Implements the Comprehensive Plan by establishing the location, classification and minimum right-of-ways of streets and highway required to accommodate the highway transportation needs of the community.
	Title 21 Land Use Ordinance [14]	Municipality of Anchorage	Provides the municipality’s laws on land use, including zoning and subdivision laws, to implement the Comprehensive Plan. The regulations include development standards such as parking, landscaping, lighting, drainage, open space, and stream setbacks.
	Design Criteria Manual [15]	Municipality of Anchorage	Provides design criteria related to streets, drainage, landscaping, trails lighting, traffic control, and public transportation for streets within the Municipality of Anchorage.

PROJECT PURPOSE

The purpose of this project was to identify and evaluate potential improvements to Gambell Street from 3rd Avenue to 20th Avenue which would improve the efficiency, appearance, and business/pedestrian friendliness of the major thoroughfare. Key elements include:

- Define the current and desired function of the corridor for all modes of travel – vehicles, bicycles, pedestrians, transit, trucks and emergency services.
- Identify current and projected conditions on the corridor for all modes of travel.
- Identify improvements that enhance the safety and operations for all modes of travel on the corridor, and at intersections, pedestrian crossings, and accesses.
- Identify improvements that enhance the appearance of the corridor and experience for those traveling to/from the businesses along the corridor.
- Identify pedestrian facilities on the corridor that do not meet ADA standards and identify appropriate treatments, as well as identify opportunities to enhance the connectivity between the corridor and adjacent streets and land uses.
- Identify regulatory barriers that impede improvements and identify opportunities to facilitate improvements.
- Identify opportunities to implement preferred improvements in both the short and long term.
- Effectively involve businesses, nearby community residents, and other stakeholders to select improvements that are favorable to all users of the corridor and aligned with the desired community vision.

GOALS, OBJECTIVES, AND EVALUATION CRITERIA

The goals, objectives, and evaluation criteria were developed based on a review of transportation-related goals in applicable plans and policies for the study area. A qualitative process was used to evaluate the design alternatives with respect to the criteria. The Evaluation Criteria were used to ensure that each concept and alternative was evaluated for consistency with the overall intent of the community and the project. The goals, objectives, and evaluation criteria are shown in Table 2.

Table 2 Goals, Objectives, and Evaluation Criteria

Goal	Objective	Evaluation Criteria
Mobility	<ul style="list-style-type: none"> • Decrease travel time through an increase in transportation efficiency. • Improve level of service (LOS) for all users. • Provide transportation options. • Provide connectivity for all users. • Enhance current and future operations on the corridor (projecting through 2035). 	<ul style="list-style-type: none"> • Does the project reduce expected travel time? • Does the project improve intersection operations (level of service, delay, volume-to-capacity ratio)? • Does the project improve multimodal conditions? • Does the project fill gaps in pedestrian or bicycle facilities? • Does the project create or enhance transit connections?
Accessibility	<ul style="list-style-type: none"> • Provide appropriate access to businesses and land uses along that corridor. • Ensure consistency with the policies and standards in the “Official Streets and Highways Plan (OS&HP).” • Maximize accessibility of the corridor for all users. • Provide for appropriate access for emergency vehicles. • Ensure compliance with ADA standards. 	<ul style="list-style-type: none"> • Does the project provide reasonable access to businesses and land uses along the corridor? • Does the project adhere to OS&HP standards for access management, where possible? • Does the project enhance access for emergency vehicles? • Does the project bring a pedestrian facility up to ADA standards?
Safety	<ul style="list-style-type: none"> • Reduce vehicle, pedestrian, and bicyclist crashes. • Promote a walkable community with safe winter walking conditions. • Minimize conflicts between passenger vehicles and non-motorized travelers. • Effectively manage speeds on the roadway. 	<ul style="list-style-type: none"> • Does the project address a location with multiple documented crashes? • Is the project expected to reduce crashes based on the guidance in the <i>Highway Safety Manual</i>? • Does the project enhance pedestrian and/or bicycle facilities? • Does the project reduce conflict points between vehicles and non-motorized travels (i.e. increase separation between roadway and pedestrian facilities)? • Does the project encourage appropriate speeds on the corridor and improve speed consistency?
Livability	<ul style="list-style-type: none"> • Provide an attractive environment for all users on the corridor. • Enhance the visual, aesthetic, and functional landscape of the corridor. • Promote economic development along the corridor that is in line with the community’s vision. • Provide opportunities for recreation and open space. 	<ul style="list-style-type: none"> • Does the project enhance the aesthetics of the street, based on guidance in the <i>Design Criteria Manual</i>? • Does the project promote access to parks and trails, proper landscaping, and proper lighting? • Does the project benefit economic development or provide facility improvements that support existing/future business areas? • Does the project support future land uses on the corridor? • Does the project support recreational opportunities or provide open space?

Goal	Objective	Evaluation Criteria
Sustainability	<ul style="list-style-type: none"> • Minimize impacts of the transportation system on the natural environment. • Support healthy and walkable communities. • Maintain and rehabilitate the existing transportation system to minimize deterioration. • Prioritize projects that use resources cost-effectively. • Consider the anticipated costs of projects. 	<ul style="list-style-type: none"> • Does the project promote the walkability of the corridor? • Does the project maintain or enhance an existing facility? • What is the ratio between the project’s anticipated cost and likely impact?
Feasibility	<ul style="list-style-type: none"> • Identify potential funding options for proposed improvements. • Develop state, regional and local partnerships to fund and implement the proposed improvements. • Gather support from local businesses, residents, members of the public, and affected stakeholders. 	<ul style="list-style-type: none"> • Are there potential funding sources for the project? • Are there potential partners for implementing the project? • Are the projects applicable with past plans and policies? • Is there community support for the project? • Are there potential obstacles to the project (i.e. permitting, right-of-way acquisition, utility relocations)?

The metrics above were used to help guide the development of alternative improvements for the corridor. Each alternative was initially vetted against the goals to ensure it was consistent with the project purpose and the community’s vision for the corridor. This process is further described in the section “Alternative Development Process.” More information on the purpose, goals, objectives, and evaluation criteria is available in *Technical Memorandum #1b: Project Purpose, Goals, Objectives, and Evaluation Criteria*, provided in *Appendix C*.

Section 3 Public Involvement Process

PUBLIC INVOLVEMENT PROCESS

Gathering input from businesses, property owners, and the public within the corridor and community was critical to identifying improvements that achieve a safe, vibrant, sustainable Gambell Street corridor. To ensure that adequate project coordination and public participation occurred throughout the development of the Gambell Street Redevelopment and Implementation Plan, a 3-day Project Charette, virtual, on-line open house, and open house were held over the course of the project. All project documents and public involvement materials were posted on the project website (www.gambellstreet.com), shown in Exhibit 4. A summary of all the meetings associated with the project, as well as the meeting times and associated deliverables, are summarized in Table 3. The Public Involvement Plan for the project is provided in *Appendix D*.

Exhibit 4: Project Website Front Page

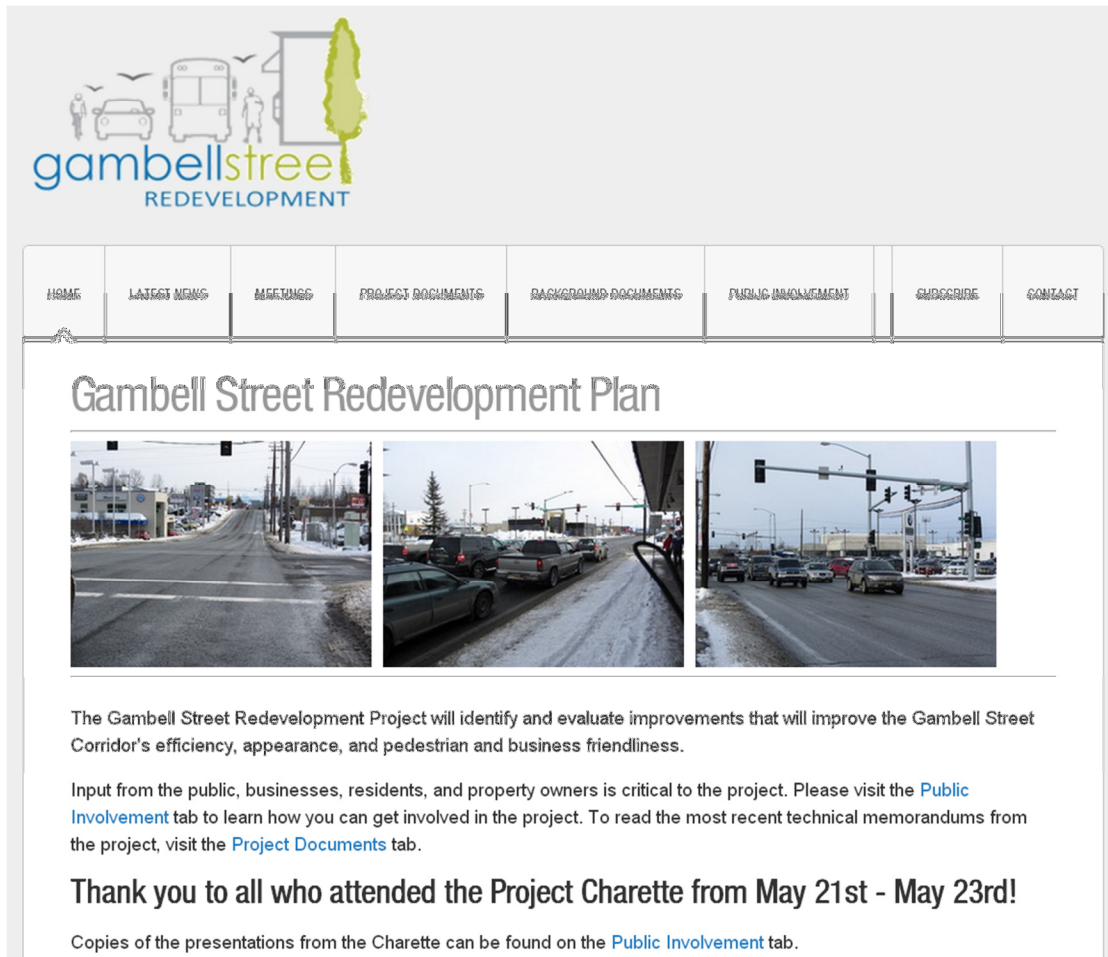


Table 3 Gambell Street Redevelopment and Implementation Plan Meeting Schedule

Meeting	Date & Time	Deliverables
Kick-off Meeting	Wednesday, May 8 th 10 a.m. to noon <i>CH2M Hill Office</i> (Corridor Field Visit 9 a.m.-10 a.m.)	<ul style="list-style-type: none"> • Draft Technical Memorandum #1a: Project Overview • Project Website • Draft Technical Memorandum #1b: Draft Goals & Objectives
Coordination Meeting #1	Tuesday, May 21 st 10 a.m. to noon <i>Fairview Community Recreation Center</i>	<ul style="list-style-type: none"> • Draft Technical Memorandum #2: Existing & Future Conditions
Project Charette	Tuesday, May 21 st through Thursday, May 23 rd <i>Fairview Community Recreation Center</i>	<ul style="list-style-type: none"> • Draft Technical Memorandum #2 • Corridor 101 Training • Alternative Development Workshop
Coordination Meeting #2	Tuesday, June 4 th 10 a.m. to noon <i>Fairview Community Recreation Center</i>	<ul style="list-style-type: none"> • Draft Technical Memorandum #3: Alternative Development Process
Virtual Open House	Friday, June 14 th through Friday, June 21 st <i>Fairview Community Recreation Center</i>	<ul style="list-style-type: none"> • Draft Redevelopment and Implementation Plan
Open House	Tuesday, June 18 th 6 p.m. – 8 p.m. <i>Fairview Community Recreation Center</i>	<ul style="list-style-type: none"> • Draft Redevelopment and Implementation Plan
Coordination Meeting #3	Monday, June 24 th 10 a.m. to noon <i>CH2M Hill Office</i>	<ul style="list-style-type: none"> • Draft Redevelopment and Implementation Plan

In addition to all the formal meetings listed above, a number of one-on-one meetings with stakeholders and public agencies were held to gather feedback and inform participants throughout the duration of the project. Door-to-door outreach was done along the corridor to notify businesses about the project and invite them to the Project Charette and Open House. Exhibit 5 shows the flyer that was distributed prior to the Project Charette. Additionally, a press conference was held with Anchorage Mayor Dan Sullivan on May 12th to present the project to the public.

Exhibit 5: Project Charette Flyer



YOU'RE INVITED!

The Fairview Business Association and the project team invite you to attend a

gambellstreet REDEVELOPMENT

Project Charette

Upcoming Events

Fairview Community Recreation Center
1121 E 10th Ave, Anchorage, AK 99501

Project Charette Kick-off Meeting
Tuesday, May 21st, 2013 from 12:00 - 1:30 pm

Project Charette Alternative Development Session #1
Tuesday, May 21st, 2013 from 1:30 - 3:30 pm

Project Charette Alternative Development Session #2
Tuesday, May 21st, 2013 from 5:30 - 7:30 pm

Drop-in/Visit with Team
Wednesday, May 22nd, 2013 from 10:00 am - 7:00 pm

Gambell Street/15th Avenue Focus Discussion
Wednesday, May 22nd, 2013 from 3:00 - 4:30 pm

Identification of Most Promising Alternatives
Thursday, May 23rd, 2013 from 5:00 - 8:30 pm

The Gambell Street Redevelopment Project will identify and evaluate improvements that will improve the Gambell Street corridor's efficiency, appearance, and pedestrian and business friendliness. The team welcomes input from the public, businesses, and property owners and would like to invite you to a project charette being held **May 21st through May 23rd** at the Fairview Community Recreation Center.

Please plan to join us **Tuesday, May 21st, 12:00 PM** for a kickoff meeting, then at **1:30 PM** or **5:30 PM** for an Alternative Development Session to learn more about the project purpose and schedule, help identify issues within the project corridor, share ideas with the project team, and learn about other opportunities to be involved during the project.

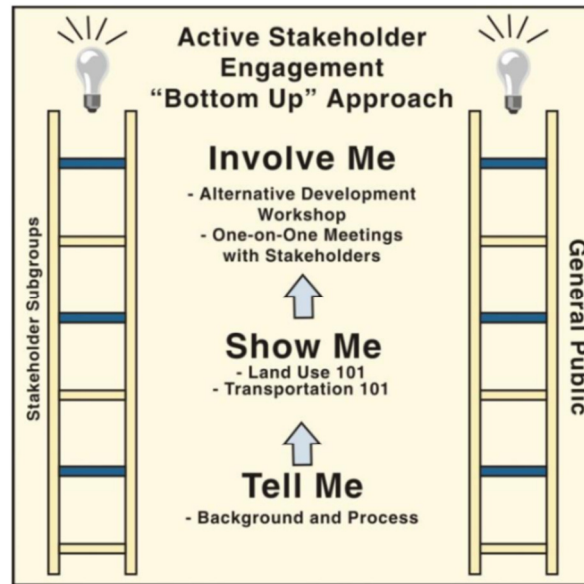
Be sure to check out www.gambellstreet.com for more information on the project, a detailed schedule of the charette, and to sign up for email notifications.

Check out www.gambellstreet.com for project documents, schedule and to sign up for email notifications

PROJECT CHARETTE

The largest public involvement activity was the Project Charette, which included three-days of meetings with the PMT, FBA, FVCC, business owners, residents, and other stakeholders. The Charette was held at the Fairview Community Recreation Center in order to provide a convenient location close to the corridor. In all, approximately forty-people attended at least some portion of the Charette and provided their feedback. The intent of the Charette was to utilize a “bottom-up” approach (illustrated in Exhibit 6) to engage stakeholders and develop alternatives that effectively address the community’s vision for the corridor.

Exhibit 6: “Bottom Up” Approach Applied to Project Charette



The meetings held throughout the Charette are further described below. The PowerPoint presentations used during the Charette are available on the project website at www.gambellstreet.com.

Day 1 Activities (May 21)

- **PMT Coordination Meeting #1** – reviewed existing and future conditions and provided an overview of the Project Charette and PMT involvement.
- **Public Charette Kick-Off** – described the purpose of the project, reviewed the existing and future conditions, and provided an overview of the Project Charette. An image from the meeting is provided in Exhibit 7
- **Alternative Development Session #1/#2** – presented the initial alternatives under consideration and utilized an interactive workshop format to develop additional alternatives for the corridor, streetscape, and aesthetics elements of the project. Exhibit 8 provides examples of the display boards used during the workshop.

Exhibit 7: Public Charette Kick-Off Meeting Attendees



Exhibit 8: Alternative Development Session #1/#2 Display Boards

Welcome!

Thank you for attending the Public Charette for the Gambell Street Redevelopment and Implementation Plan. We look forward to receiving your input on the project.



Please sign in!

TUESDAY'S AGENDA

12:00 – 1:30 PM Public Charette Kick-off

1:30 – 3:30 PM Alternative Development Session #1

5:30 – 7:30 PM Alternative Development Session #2

WEDNESDAY'S AGENDA

10:00 AM – 7:00 PM Drop-in/Visit with the Team

3:00 – 4:30 PM Gambell Street/15th Avenue Focus Discussion

THURSDAY'S AGENDA

5:00 – 8:30 PM Identification of Most Promising Alternatives

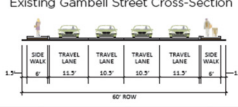
YOUR VIEWS ARE IMPORTANT!
 Please remember to fill out a comment sheet





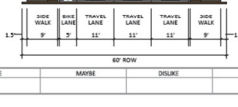
Alternatives Work Session

Existing Gambell Street Cross-Section



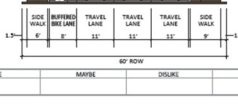
LIKE	MAYBE	DISLIKE	RANK
COMMENTS:			

Corridor Cross-Section Option S1A




LIKE	MAYBE	DISLIKE	RANK
COMMENTS:			

Corridor Cross-Section Option S1B




LIKE	MAYBE	DISLIKE	RANK
COMMENTS:			


Please evaluate the existing and two proposed corridor cross-section options shown above using the comment boxes below each option. In addition, please use the Interactive Cross-section Visualization Tool to develop additional options for consideration.






Identify 60 ft. of right-of-way



Build your own cross-section



Have a consultant team member take a picture of your proposed option

Day 2 Activities (May 22)

- **Fairview Business Association (FBA) Meeting** – focused meeting with the FBA to present the initial alternatives under consideration for the corridor and develop additional alternatives from members of the FBA.
- **Gambell Street/15th Avenue Focus Meeting** – focused meeting on alternatives specific to the area around Gambell Street/15th Avenue, including a potential new parking garage, intersection improvements at Gambell Street/15th Avenue, an underpass at 15th Avenue, and the converting of Gambell Street from 4 to 3 lanes.
- **Fairview Community Council (FVCC) Meeting** – focused meeting with the FVCC to present the initial alternatives under consideration for the corridor and develop additional alternatives from members of the FVCC.

Day 3 Activities (May 23)

- **PMT Coffee Session** – provided recap of Day #1 and Day #2 activities, reviewed feedback received on alternatives, and discussed implementation plan.
- **Identification of Most Promising Alternatives Workshop** – presented initial categorization of alternatives in to 1) alternatives recommended for further review, 2) alternatives under

consideration for further review, and 3) alternatives NOT recommended for further review and provided opportunity for participants to provide their feedback via group discussion and written comments in order to select the most promising alternatives to move forward.

The Alternative Development Sessions and Identification of Most Promising Alternatives Workshop utilized images and interactive tools, such as the cross-section tool shown in Exhibit 9, to engage participants. Feedback forms were used to gather input and provide a quantifiable means of assessing public support for the alternatives under consideration. As additional alternatives were suggested during the workshops, they were incorporated in to the forms and materials.

Exhibit 9: Interactive Cross-Section Visualization Tool



Further information about the Project Charette is provided in *Technical Memorandum #3: Alternative Development Process*, which details all comments and feedback received throughout the Charette.

Section 4 Existing and Future Conditions

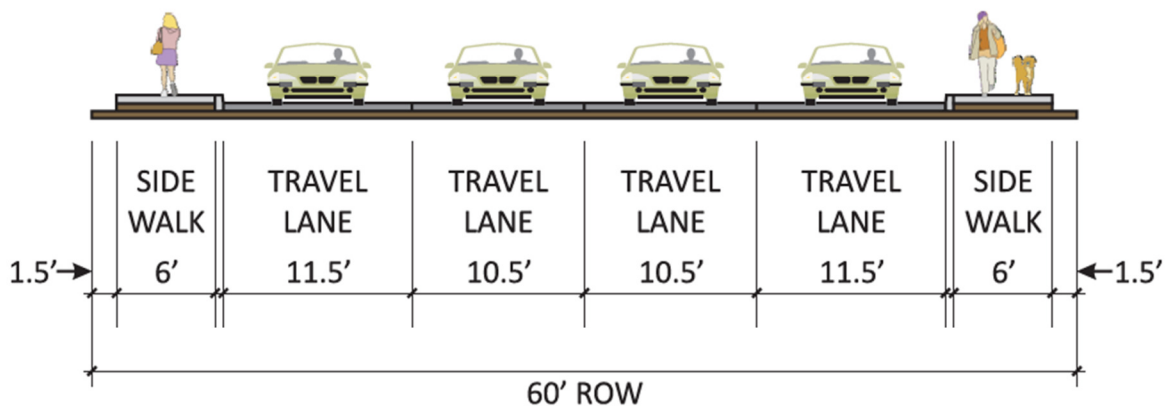
EXISTING AND FUTURE CONDITIONS

An analysis of the existing and future transportation system conditions on Gambell Street was performed to document the current land use and transportation facilities in place and their operational and safety performance from the perspective of all existing modes of travel, as well as to identify future needs and deficiencies within the corridor. The full analysis is documented in *Technical Memorandum #2: Existing and Future Conditions*, provided in *Appendix E*. Key findings from the analysis are summarized below.

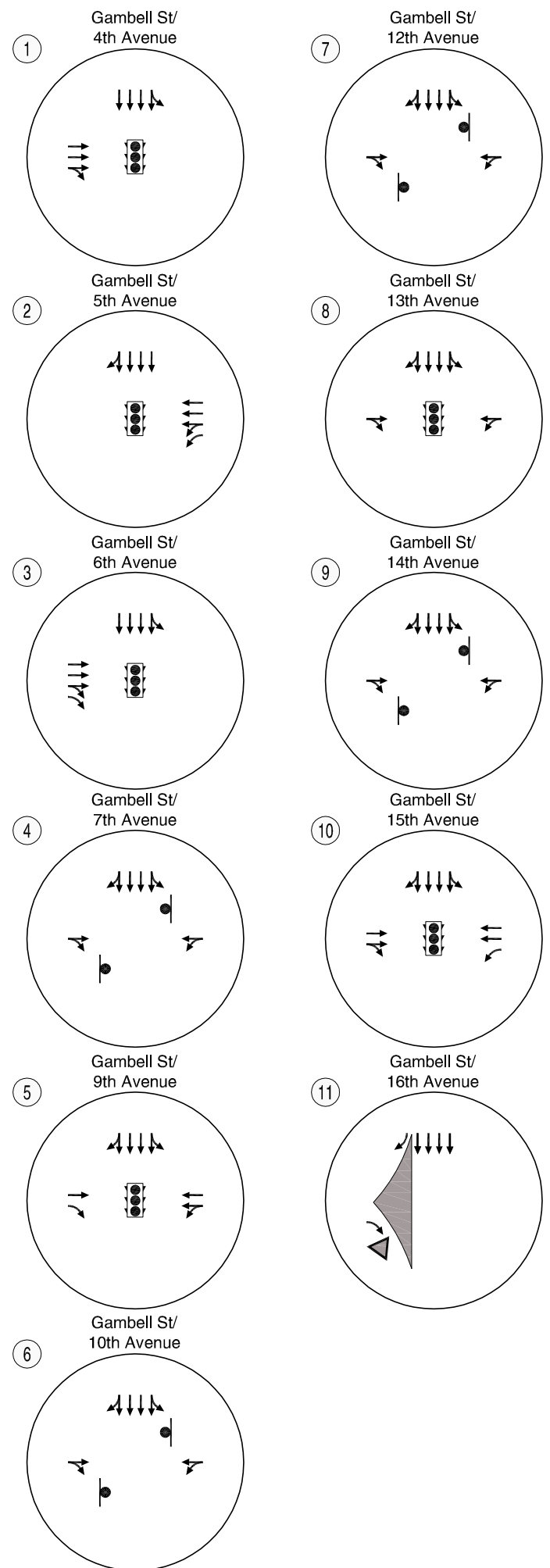
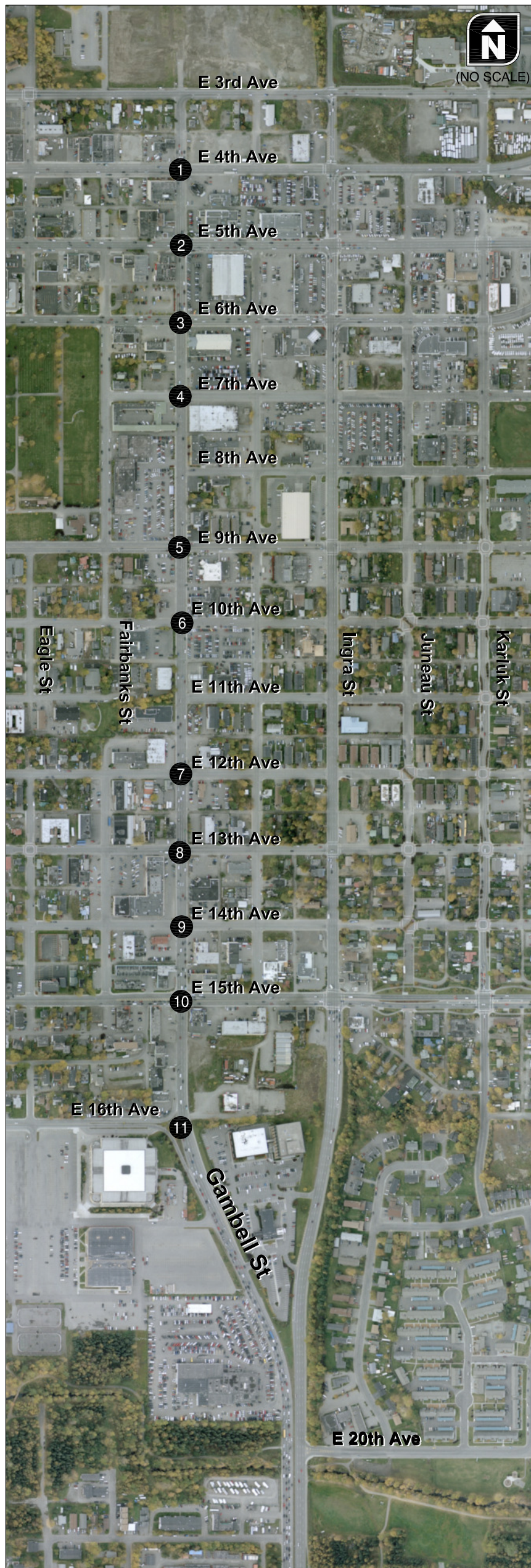
EXISTING CONDITIONS

- **Land Use and Zoning:** the area immediately adjacent to the corridor is zoned commercial, with single and multifamily uses beyond. The Chester Creeks Sports Complex is located immediately west of the corridor between 16th Avenue and 20th Avenue.
- **Roadway Facilities:** Gambell Street is a four-lane, one-way (southbound direction) major arterial. It is on the National Highway System (NHS) and under the jurisdiction of DOT&PF. The existing roadway cross-section is shown in Exhibit 10. **Figure 2** shows the existing lane configurations and traffic control devices along the corridor. The curb on both sides of the corridor is approximately a half foot wide.

Exhibit 10: Gambell Street Cross-Section



- **Pedestrian Facilities:** There are four- to six-foot sidewalks along the corridor and crosswalks at all signalized intersections. Power transmission lines/street light poles intersect the sidewalk along the corridor (as seen in Exhibit 11) and some sections of the sidewalk are in poor repair and do not meet ADA standards. There are no mid-block crossings or crosswalks at unsignalized intersections. The area has the highest percentage of non-motorized trips in Anchorage (20.5%).
- **Bicycle Facilities:** There are no separate bicycle facilities on the corridor. The Anchorage Bicycle Plan proposes constructing a bike lane on 5th Avenue and paved shoulder bikeway on 10th Avenue, and recommends 15th Avenue across Gambell Street as a core segment of the bicycle network.



Legend

-  - STOP SIGN
-  - TRAFFIC SIGNAL
-  - YIELD CONTROL

Existing Lane Configurations and Traffic Control Devices

Source: Field Review and Google Earth

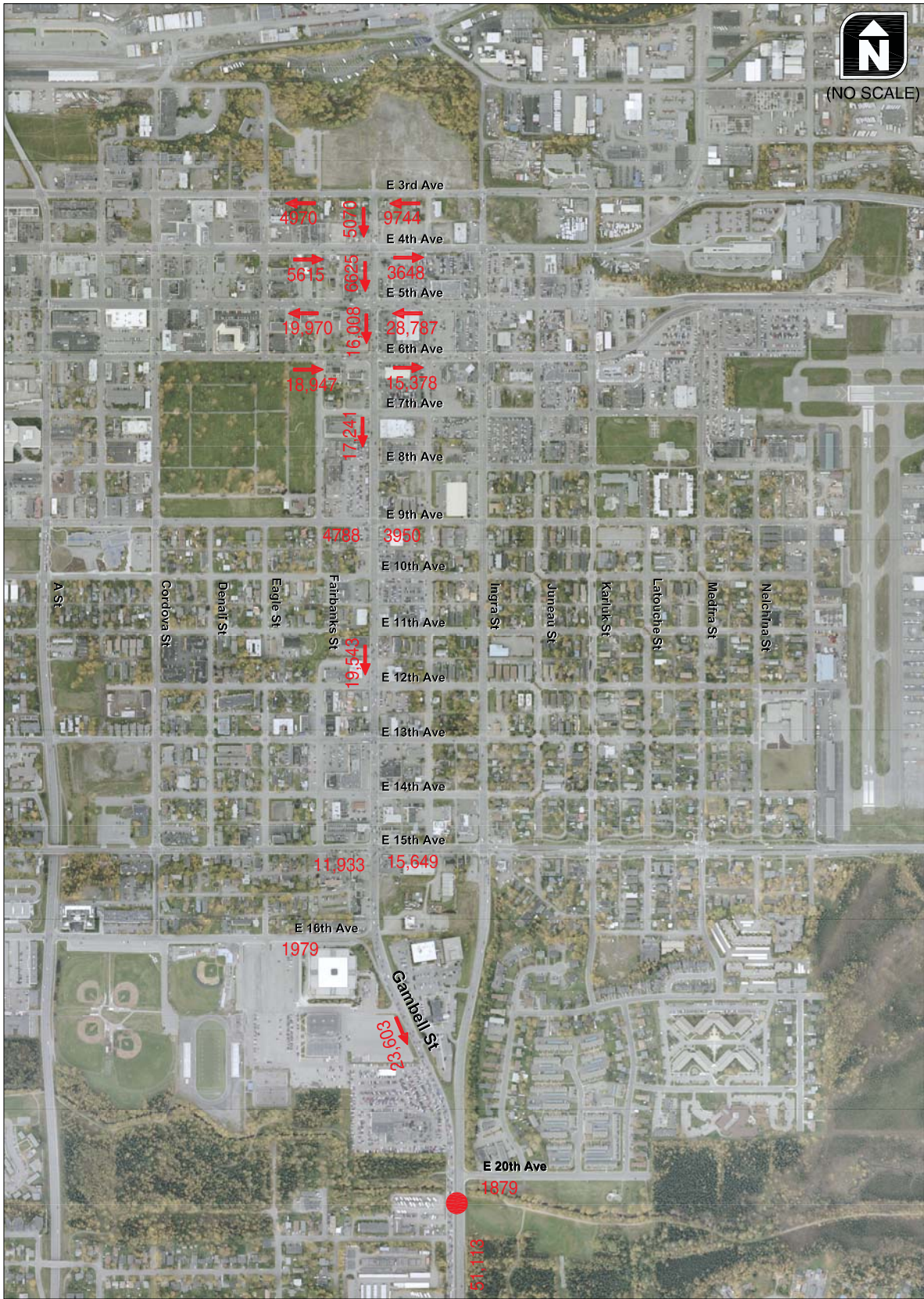


Figure 2

Exhibit 11: Utility Poles on Gambell Street



- **Transit Facilities:** Several transit lines service the area and cross Gambell Street, although there are no bus routes that run along Gambell Street (apart from route 8, which runs between 3rd Avenue and 5th Avenue).
- **Average Daily Traffic:** Traffic volumes increase along the corridor traveling southbound. Daily traffic volumes rise steadily from January to July, stay relatively constant through October, and drop slightly in November and December. **Figure 3** shows the average annual daily traffic (AADT) volumes on the study corridor according to the Annual Traffic Volume Report [16] produced by DOT&PF.
- **Intersection Operations:** A variety of data was utilized for the operations analysis, including existing traffic counts at several intersections on the corridor (at 4th, 6th, and 9th), as well as turning movement counts conducted during the PM peak hour on a typical mid-week day in early May 2013. Based on this data, all intersections are currently operating at level of service (LOS) C or better during the weekday PM peak hour, with the exception of the intersection of Gambell Street/12th Avenue, where the westbound stop-controlled approach is operating at a LOS D. **Figure 4** shows the existing traffic volumes and resulting operations at the study intersections during the weekday PM peak hour. It should also be noted that some congestion is experienced on the corridor between approximately 11th and 16th Avenues during special events at the Chester Creek Sports Complex.
- **Speeds:** In general, 85th percentile speeds on the corridor are between 30 and 35 miles per hour, which is consistent with the posted speed limit on the corridor of 35 miles per hour. Slower speeds were observed following special events at the Sullivan Arena. Exhibit 12



Legend



PERMANENT TRAFFIC RECORDER SITE

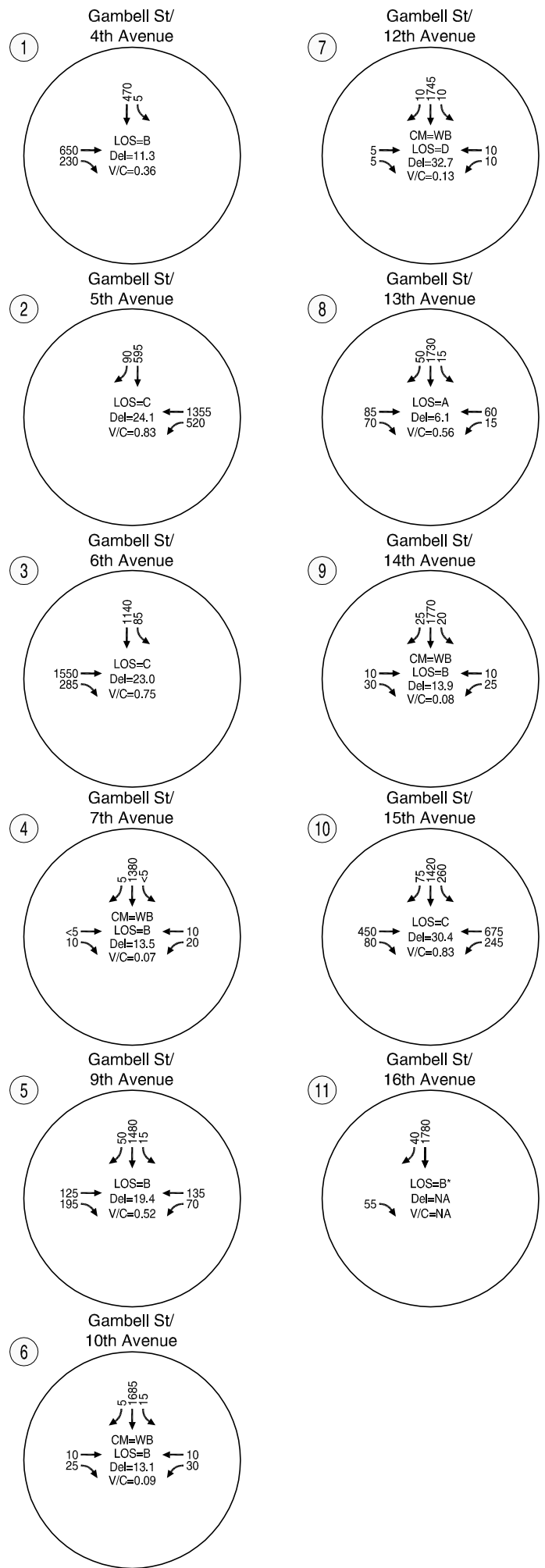
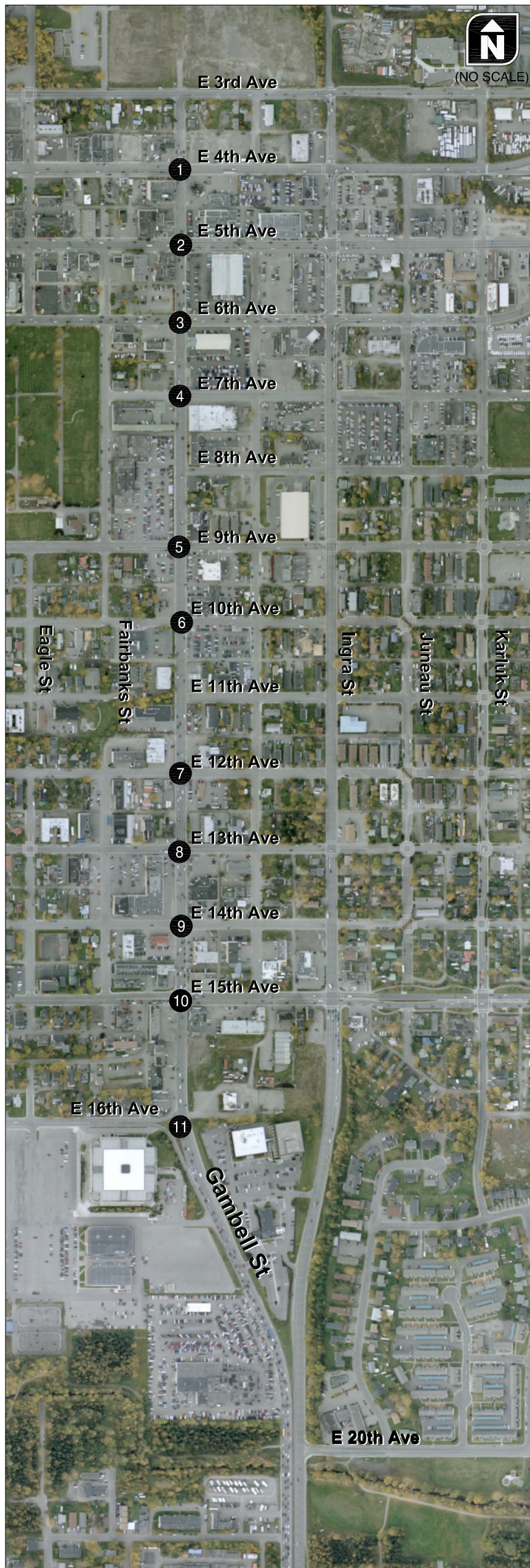
Year 2011 Average Daily Traffic Volumes

Source: ADOT&PF



Figure

3



Legend

CM = CRITICAL MOVEMENT (UNSIGNALIZED)
 LOS = INTERSECTION LEVEL OF SERVICE (SIGNALIZED)/CRITICAL MOVEMENT LEVEL OF SERVICE (UNSIGNALIZED)
 Del = INTERSECTION AVERAGE CONTROL DELAY (SIGNALIZED)/CRITICAL MOVEMENT CONTROL DELAY (UNSIGNALIZED)
 V/C = CRITICAL VOLUME-TO-CAPACITY RATIO
 * ANALYSIS BASED ON 2010 MERGE METHODOLOGY

**Existing Traffic Operations
 Weekday PM Peak Hour**

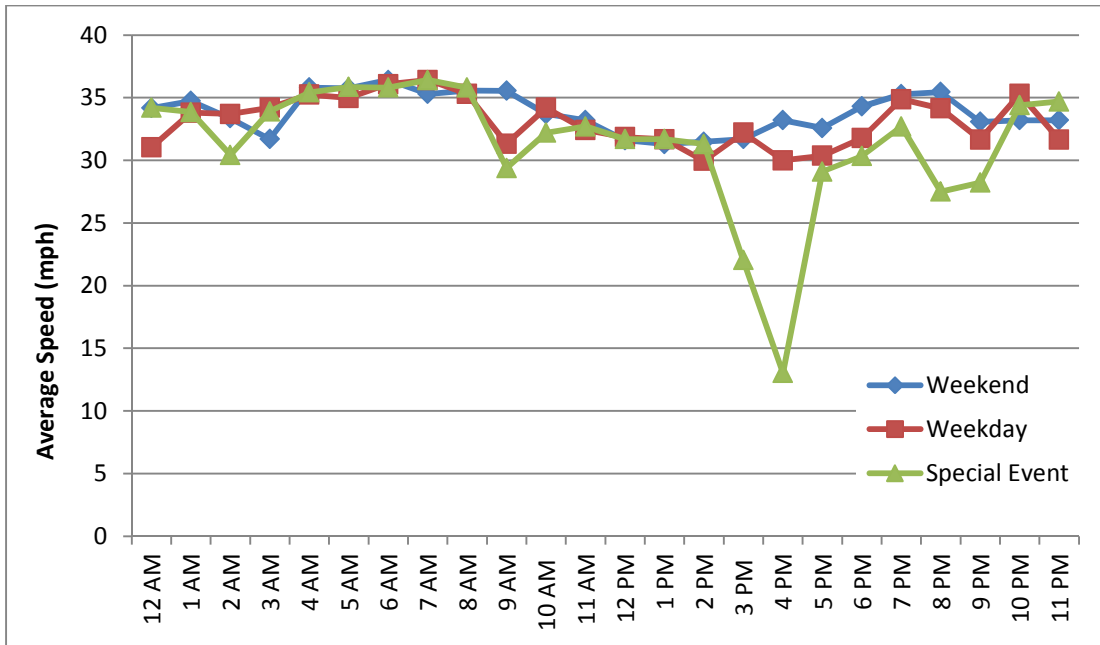
Source: Municipality of Anchorage and Traffic Counts
 Collected May 2013



**Figure
 4**

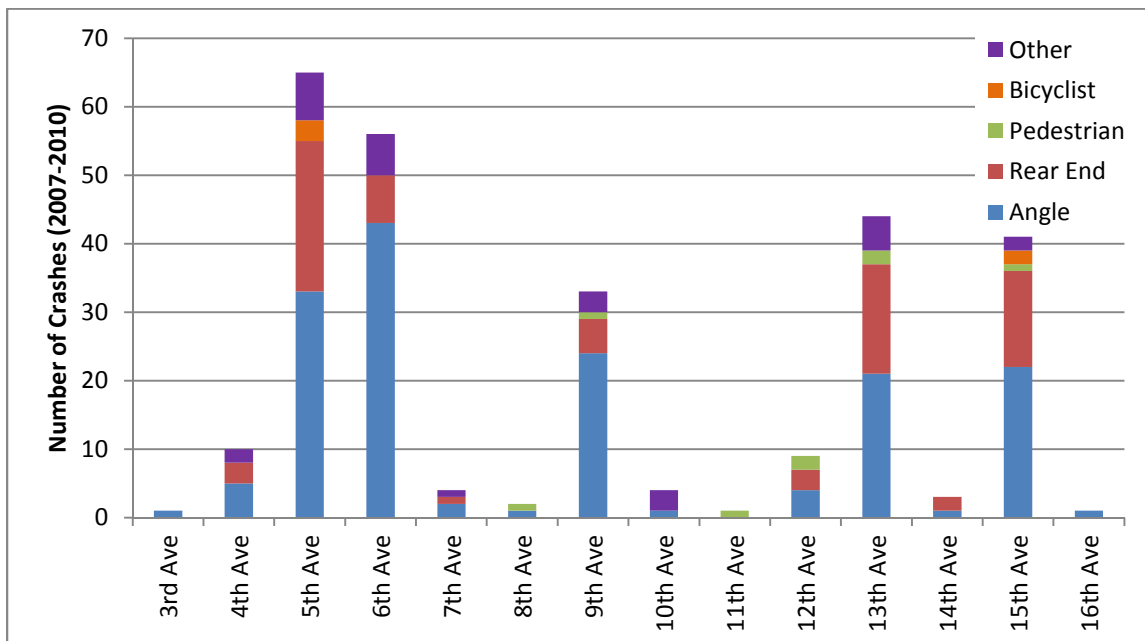
illustrates the 85th percentile speeds on the corridor during a typical weekend, weekday, and day with special events. The “Special Event” speed data shown was collected during the graduation week of May 13th. Graduation ceremonies were held at the arena at 2:00 PM and 7:00 PM.

Exhibit 12: 85th Percentile Speeds on the Corridor



- Crash History:** There were no fatal reported crashes on the corridor between 2007 and 2011. The most common crash types are angle and rear-end, and the most crashes were observed at the intersections of 5th, 6th, 9th, 13th, and 15th. The most prevalent human contributing causes were driver inattention, unsafe speed, and red-light violation.

Exhibit 13: Crashes by Location and Type (2007-2010)



FUTURE CONDITIONS

- Planned Improvements:** The 2035 Metropolitan Transportation Plan (MTP) includes several improvements in the study area in both the short and long term, including the Knik Arm Crossing and Seward Highway to Glenn Highway Connection Project. Table 4 includes the projects in the MTP near the study area. The Seward Highway to Glenn Highway Connection project would significantly change the character of the Gambell Street corridor, but is not planned for construction until almost 2035. Other programmed improvements include the Ingra & Gambell Resurfacing project from 5th Avenue to 36th Avenue, planned for 2015.

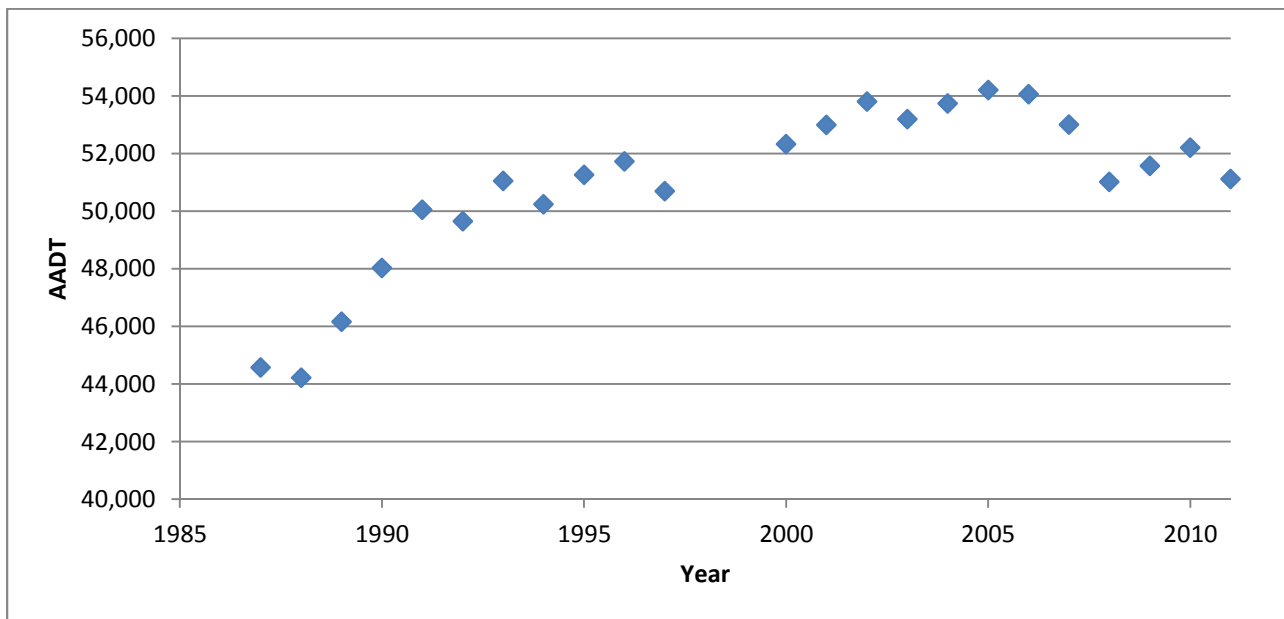
Table 4 Projects in the 2035 Metropolitan Transportation Plan (MTP)

Project Number	Project Name	Project Location	2010 Cost Estimate (\$ mil)	Project Purpose and Description	Time-Frame
136	3rd Ave,6th Ave Couplet/E St Conversion Reconnaissance Study	L St to Ingra-Gambell Couplet/3rd Ave to 4th Ave	\$0.5	Evaluate converting the 5th/6th Couplet to a 3rd/6th Couplet. 3rd Ave would become one-way westbound traffic. 5th Ave would become converted to two-way traffic contingent on the 3rd Ave conversion. Purpose: circulation, access, and freight.	Short-Term (2011-2023)
201	Seward Hwy to Glenn Hwy Connection –Phase III	Chester Creek to Airport Heights Drive	Phases A-C total \$595	Construct freeway connection between Seward Hwy/20th Ave and Glenn Hwy/Airport Heights Drive; includes an interchange at Airport Heights Rd freeway access and egress ramps elsewhere along the alignment, depressed sections of freeway that include the construction of bridges and decking above the freeway for cross streets, community amenities, and redevelopment over highway airspace. Purpose: Circulation, access, and freight. Projects 201 A, B, & C are segments of a potential alignment. The preferred and chosen alignment will be evaluated and selected as part of project 141. Projects 201 A, B, & C are subject to change and not listed in priority order.	Long-Term (2024-2035)
213	Ingra-Gambell Couplet Extension - 3rd Ave to Whitney Rd	3rd Ave to Whitney Rd	\$26.0	Add new facility—extend Ingra St/Gambell St to Ship Creek Ave and Whitney Rd. Purpose: Access, circulation, and freight. Linked project(s): 201, 315.	Long Term (2024-2035)
217	Knik Arm Crossing – Phase II	Ingra-Gambell Couplet Connection	\$230.0	Add new connection from Government Hill tunnel to Ingra-Gambell Couplet over Ship Creek. Purpose: Access, circulation, and freight. Linked project(s): 213.	Long Term (2024-2035)
541	Ingra-Gambell Couplet	Reconnaissance study	\$0.05	Study (Area F) – investigate pedestrian safety study	Short-Term (2011-2023)

Project Number	Project Name	Project Location	2010 Cost Estimate (\$ mil)	Project Purpose and Description	Time-Frame
576	Fairview Pedestrian Safety Study	Fairview Community Council Boundary	\$0.20	Investigate pedestrian safety improvement needs within the Ingra-Gambell streets couplet corridor	Short-Term (2011-2023)

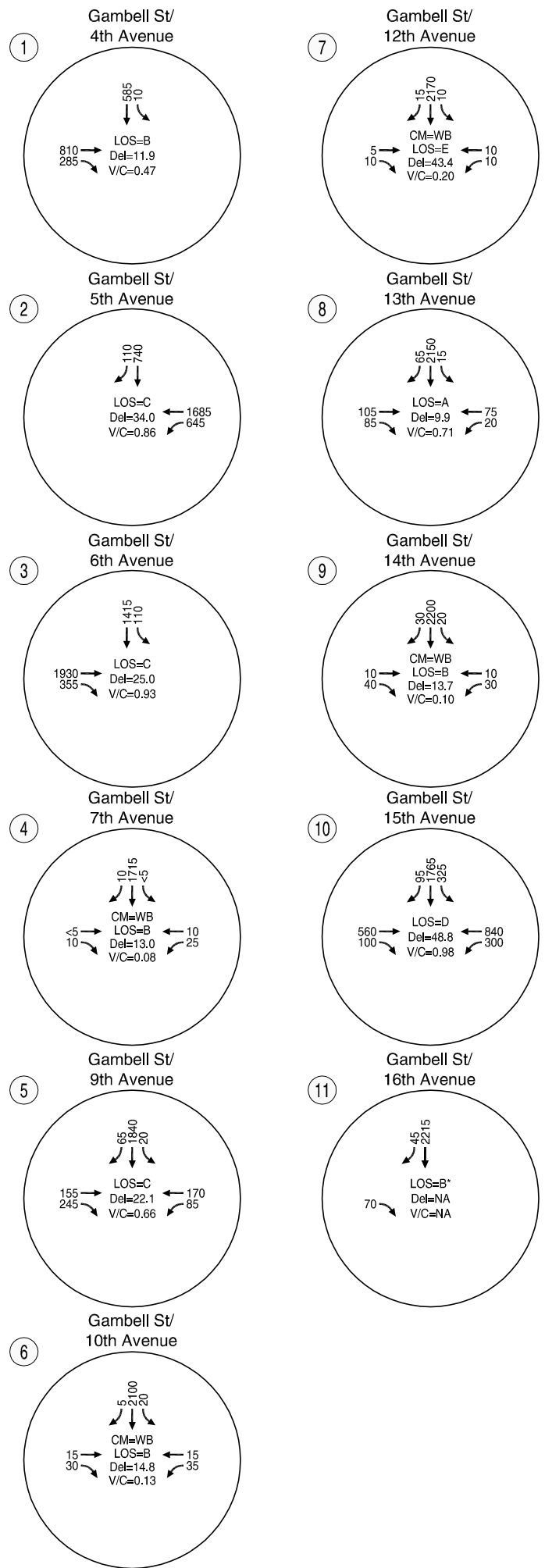
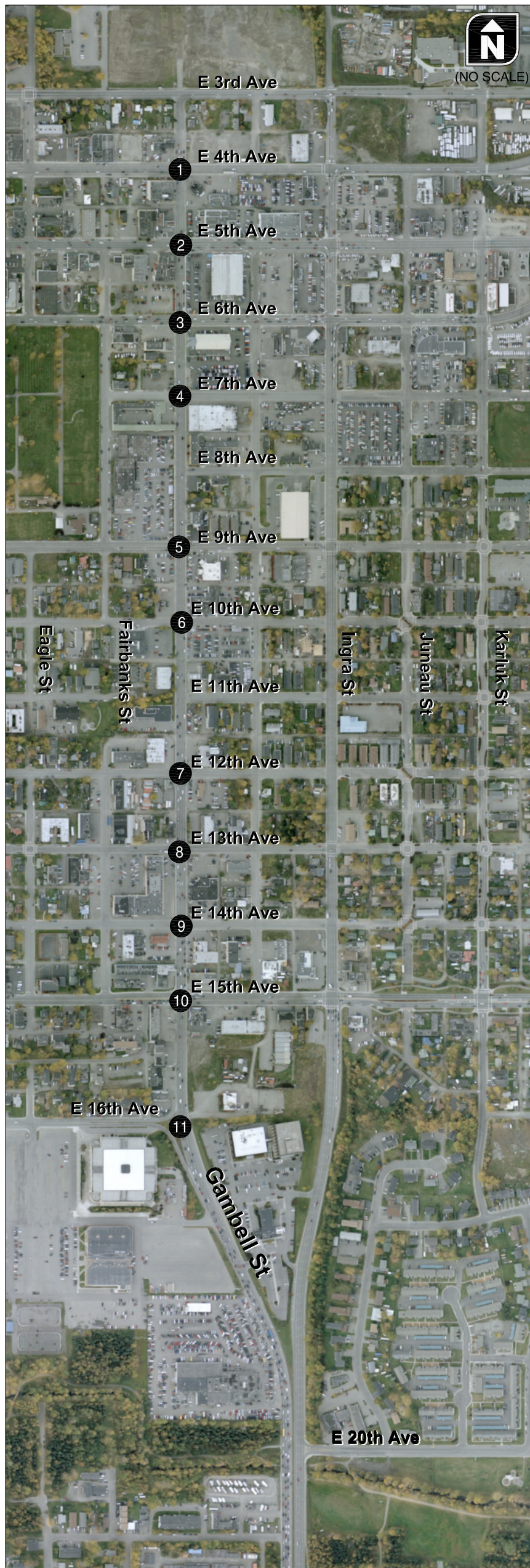
- Projected Growth:** The 2035 MTP includes growth near the study area in the northwest Anchorage Bowl. Based on historical growth on the corridor (shown in Exhibit 14) and the 2035 MTP model projections, 1% annual growth was assumed for the corridor. It should be noted that recent system improvements (e.g., C Street and Lake Otis Improvements) have actually resulted in an interim drop in traffic on the corridor. This trend will reverse in the future as those new improvements begin to approach capacity and motorist redistribute back onto the corridor with continue regional and local population and employment growth.

Exhibit 14: Historical AADT data at Gambell St/Ingra St/15th [16]



- Intersection Operations:** Without the Seward Highway to Glenn Highway Connection Project and annual growth of 1% on the corridor, all intersections operate at a LOS C or better with the exception of Gambell Street/12th Avenue (LOS E on the westbound stop-controlled approach) and Gambell Street/15th Avenue (LOS D). **Figure 5** shows the projected 2035 traffic volumes and resulting operations at the study intersections during the weekday PM peak hour.

These findings were used to inform the development of potential improvement alternatives for the corridor.



Legend

CM = CRITICAL MOVEMENT (UNSIGNALIZED)
 LOS = INTERSECTION LEVEL OF SERVICE (SIGNALIZED)/CRITICAL MOVEMENT LEVEL OF SERVICE (UNSIGNALIZED)
 Del = INTERSECTION AVERAGE CONTROL DELAY (SIGNALIZED)/CRITICAL MOVEMENT CONTROL DELAY (UNSIGNALIZED)
 V/C = CRITICAL VOLUME-TO-CAPACITY RATIO
 * ANALYSIS BASED ON 2010 MERGE METHODOLOGY

**Year 2035 Traffic Operations
 Weekday PM Peak Hour**

Source: Municipality of Anchorage and Traffic Counts
 Collected May 2013



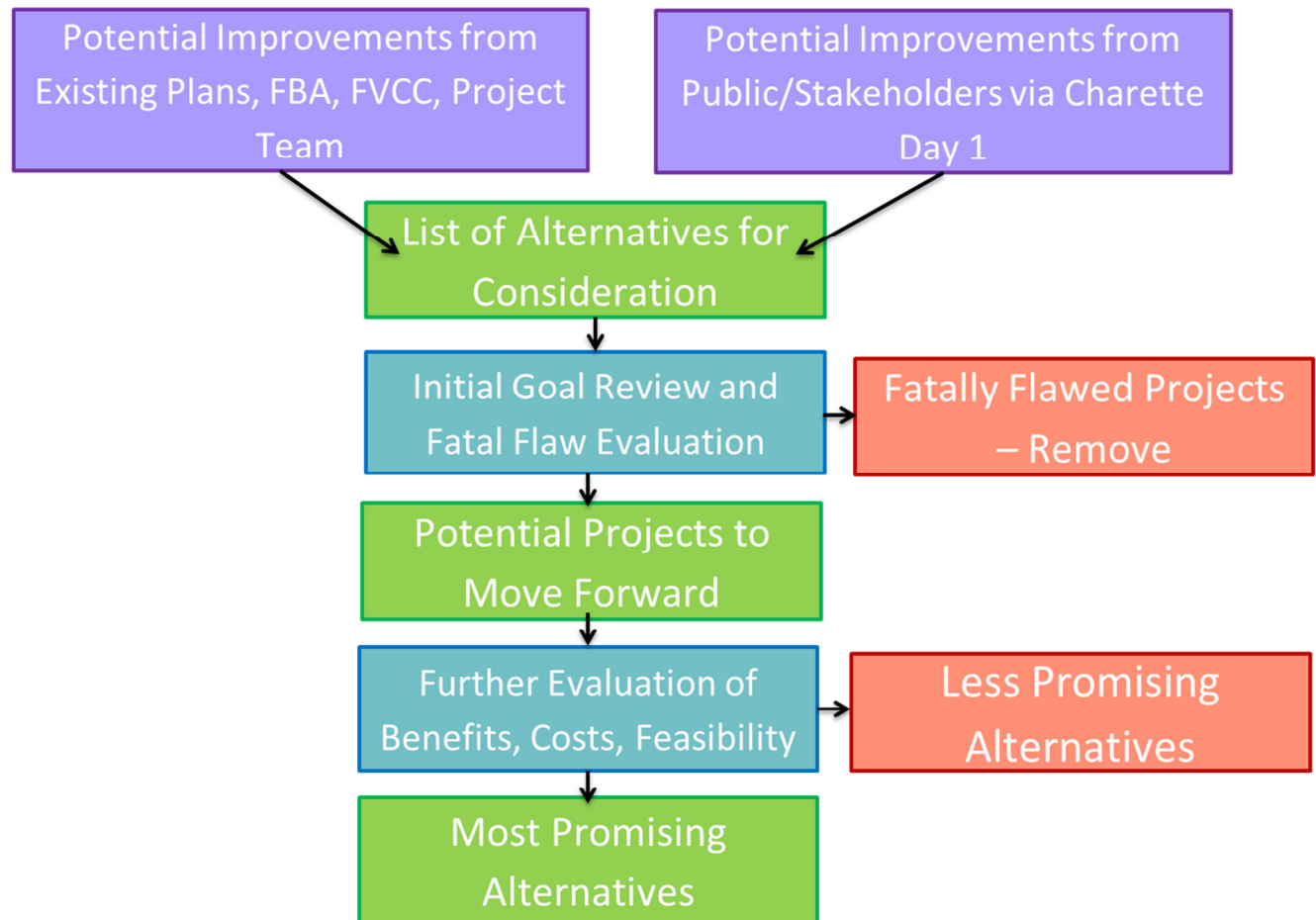
**Figure
 5**

Section 5 Alternatives Development Process

ALTERNATIVES DEVELOPMENT PROCESS

Alternative improvements for the corridor were primarily developed and evaluated during the 3-day Charette held on May 21st through 23rd, 2013. The alternative development and evaluation process is shown in Exhibit 15. The process is more thoroughly described in *Technical Memorandum #3: Alternative Development Process* (provided in *Appendix F*), which details all comments and feedback received throughout the Charette.

Exhibit 15: Alternative Development and Evaluation Process



In order to help organize and focus the alternative development process, alternatives were split in to three categories for discussion:

- **Corridor Improvements** that address operations and safety of the corridor for the different modes;
- **Streetscape Options** that alter the cross-section of the corridor within the existing right-of-way; and
- **Aesthetic Treatments** that improve the appearance of the corridor.

As shown in Exhibit 13, potential improvements for the corridor were developed from two sources:

1. **Existing Plans, Fairview Business Association (FBA), Fairview Community Council (FVCC), and Project Team:** the project team developed initial alternatives from existing plans and input from members of the PMT.
2. **Potential Improvements from the Public/Stakeholders via Charette Day 1:** alternative development sessions held on the first day of the Charette provided the opportunity for attendees to suggest additional alternatives for consideration.

The alternatives for the corridor were evaluated and refined throughout the 3-day Charette. Initially, a goal review and fatal flaw evaluation was performed to remove any alternatives that were inconsistent with the project vision or with significant implementation barriers. Throughout the Charette, workshops and focused meetings were held to gather feedback on the ever evolving list of alternatives. Comment sheets listing the alternatives were provided at each of the sessions on Day 1 and 2 for participants to rank the alternatives and check whether they liked, maybe liked, or disliked the concept. These comment sheets were expanded throughout Day 1 and 2 to include additional alternatives identified by attendees.

The feedback received during Days 1 and 2 of the Charette was used to categorize the alternatives in to:

1. Alternatives Recommended for Further Review (green)
2. Alternatives Under Consideration for Further Review (yellow)
3. Alternatives NOT Recommended for Further Review (red)

This categorization was reviewed by the PMT during the coffee session on Day 3 to identify any fatally flawed alternatives that were deemed infeasible and other options that could be considered. The resulting categorized list of alternatives was presented during the “Identification of Most Promising Alternatives” workshop on Day 3 of the Charette and attendees were given the opportunity to again provide their feedback. Exhibit 16 provides an example of one of the comment sheets used in the workshop to seek input from participants. As part of the evaluation process, further analysis was conducted to assess the impact of converting Gambell Street from four to three lanes between 3rd and 15th Avenues, which was one of the alternatives developed and discussed during the Charette. This analysis is documented in the memorandum *Gambell Street Redevelopment Project, Preferred Alternative and Analysis*, provided in *Appendix G*.

Exhibit 16: Comment Sheet from Day 3 of the Charette

Landscaping Options					
Option	Photo	Description	Please provide your thoughts on this option for Gambell Street		
AL1		Include materials like rock, gravel and a variety of plant sizes/types.	Agree	Disagree	If disagree, how would you change
AL2		Raised planters, perhaps portable.	Agree	Disagree	If disagree, how would you change
AL3		Protect plantings with fencing that reflects "theme" selected for Gambell Street.	Agree	Disagree	If disagree, how would you change
AL4		Low, simple plants integrated into sidewalk and paving.	Agree	Disagree	If disagree, how would you change
AL5		Separate sidewalk from street with landscaping.	Agree	Disagree	If disagree, how would you change
AL6		Tree grates integrated into sidewalk paving patterns.	Agree	Disagree	If disagree, how would you change
AL7		Plant perennials and use for snow storage	Agree	Disagree	If disagree, how would you change
AL8		Hardscape with small trees and retaining wall in Anchorage.	Agree	Disagree	If disagree, how would you change
Comments					

	Alternatives Recommended for Further Review		Alternatives Under Consideration for Further Review		Alternatives NOT Recommended for Further Review
					

A complete listing of the alternatives initially under consideration and those selected to move forward for further review is included in *Technical Memorandum #3: Alternative Development Process* (provided in *Appendix F*). The most favored alternatives coming out of the Charette were further analyzed, refined, and ultimately recommended for incorporation into the Redevelopment Plan.

Section 6 Redevelopment Plan

REDEVELOPMENT PLAN

The section presents the Redevelopment Plan for Gambell Street, which includes the preferred alternative improvements for the corridor. The Redevelopment Plan provides a comprehensive plan of transportation improvement projects to improve the efficiency, appearance, safety, and business/pedestrian friendliness of the major thoroughfare, as described in the project purpose. The plan was developed with extensive public involvement and feedback from the PMT, local businesses, and affected stakeholders, as described in the “Alternatives Development Process” section. The enhancements

As noted in the previous section, the plan includes three categories of improvements: corridor, streetscape, and aesthetic. A number of the enhancements are captured in the visualization of the corridor provided in Exhibit 17. All the improvements are described in further detail below.

Exhibit 17: Preferred Alternative Visualization



CORRIDOR ENHANCEMENTS

The plan identifies the following corridor enhancements:

- **CE-1: Four to three travel lane conversion:** Figure 6 provides an overview map of the corridor illustrating the conversion from four to three travel lanes. Further analysis was conducted to assess the impact of converting Gambell Street from four to three lanes between 3rd and 15th Avenues, and is documented in the memo *Gambell Street Redevelopment Project, Preferred Alternative and Analysis*, provided in Appendix G. As part



E 3RD AVENUE

E 4TH AVENUE

E 5TH AVENUE

E 6TH AVENUE

E 7TH AVENUE



Legend

 TRAFFIC SIGNAL

**Preferred Alternative
Gambell Street
Anchorage, AK**



**Figure
6-A**



(1"=100')



11'
11'
11'



Legend

 TRAFFIC SIGNAL


**Preferred Alternative
Gambell Street
Anchorage, AK**



**Figure
6-B**



Legend

 TRAFFIC SIGNAL

**Preferred Alternative
Gambell Street
Anchorage, AK**



**Figure
6-C**


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(1"=100')



Legend

 TRAFFIC SIGNAL

**Preferred Alternative
Gambell Street
Anchorage, AK**



**Figure
6-D**

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(1"=100')



12'
11'
12'
11'

E FIREWEED LN

Legend

 TRAFFIC SIGNAL

**Preferred Alternative
Gambell Street
Anchorage, AK**



**Figure
6-E**

of this analysis, the need for a left-turn lane on Gambell Street at 15th Avenue was identified, as shown in **Figure 6**.

- **CE-2: Signal progression at 35 miles per hour:** based on an assessment of existing speeds on the corridor, it appears the signals are currently timed to use a signal progression of 35 miles per hour. It is recommended that this strategy be confirmed and continued in the future to encourage vehicles to travel at the posted speed limit.
- **CE-3: Parking structure at Gambell Street & 15th Avenue:** constructing a parking structure southeast of the 15th Avenue/Gambell Street intersection provides additional parking¹ to address existing parking supply deficiencies for events at the Chester Creek Sports Complex, reduces congestion along the 15th Avenue corridor, and reduces out-of-direction travel and u-turns by providing direction connections to Ingra and Gambell Streets.

The parking garage could be topped with mixed-use development, providing additional uses for the parking outside of events at the sports complex. Grade separated pedestrian access between the sports complex and garage/mixed-use facility should be provided. Details of the vehicular and pedestrian access to the facility should be further studied and assessed, as recommended in the “Implementation Plan” section of this report.

- **CE-4: Turn lanes utilizing shared/designated right-of-way with businesses:** While there is not space in the current right-of-way (ROW) to provide turn-lanes at accesses on Gambell Street, shared or dedicated ROW with businesses could be used for this purpose. Designated turn-lanes at high volume driveways or cross streets could potentially improve operations and safety on the corridor. Property owners and business should consider turn lanes as they update or redevelopment their parcels in the future. Sufficient deceleration length should be provided and DOT&PF standards for turn-lanes abided by.
- **CE-5: Snow removal strategies:** the FBA should work with the DOT&PF to develop and coordinate snow removal strategies to more effectively clear the roadway and sidewalks in the winter for motorists and pedestrians. With the new 3-lane cross-section (detailed in the following section), additional space is provided for snow storage between the travel lanes and sidewalks. Wider sidewalks also allow snow to be stored on the street side of the sidewalk.
- **CE-6: Enhanced pedestrian crossings:** Pedestrian crossings should be enhanced to heighten driver awareness to the presence of pedestrians on the corridor. Different colored or textured paving material should be used to provide both visual and tactile indications to motorists on all side street crossings. Due to the heavy travel and plowing activities on Gambell, crossing on Gambell should be marked with inlaid Methylmethacrylate markings, the standard used by the Municipality. Additionally, all crossings should be brought up to

¹ As identified in the *Chester Creek Sports Complex Parking Area and Mulcahy Stadium Reconstruction Concept Report [10]*, parking is currently inadequate at the facility

ADA standards. Pedestrian signals or flashers, like that shown in Exhibit 18, could be provided at unsignalized locations in the future when warranted by higher pedestrian volumes. This would require further study and coordination with local agencies.

Exhibit 18: Activated, Solar-powered, roadside Rectangular Rapid Flash Beacon (RRFB)



Source: FHWA

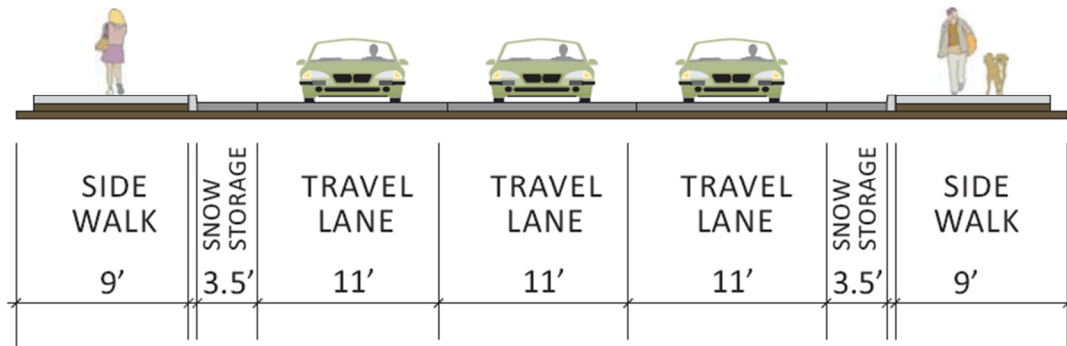
- **CE-7: Undergrounding utilities:** the utilities along the corridor should be undergrounded in order to meet ADA standards and improve sidewalk conditions, safety, and aesthetics on the corridor.
- **CE-8: Access management strategies:** current driveway spacings should be reviewed at the time of the sidewalk improvements to enhance on- and off-site circulation, improve on-site parking, and clearly delineate vehicular and pedestrian travel paths.

STREETSCAPE ENHANCEMENTS

The preferred Gambell Street cross-section shown in Exhibit 19 should be implemented as part of the 4 to 3 lane conversion project.

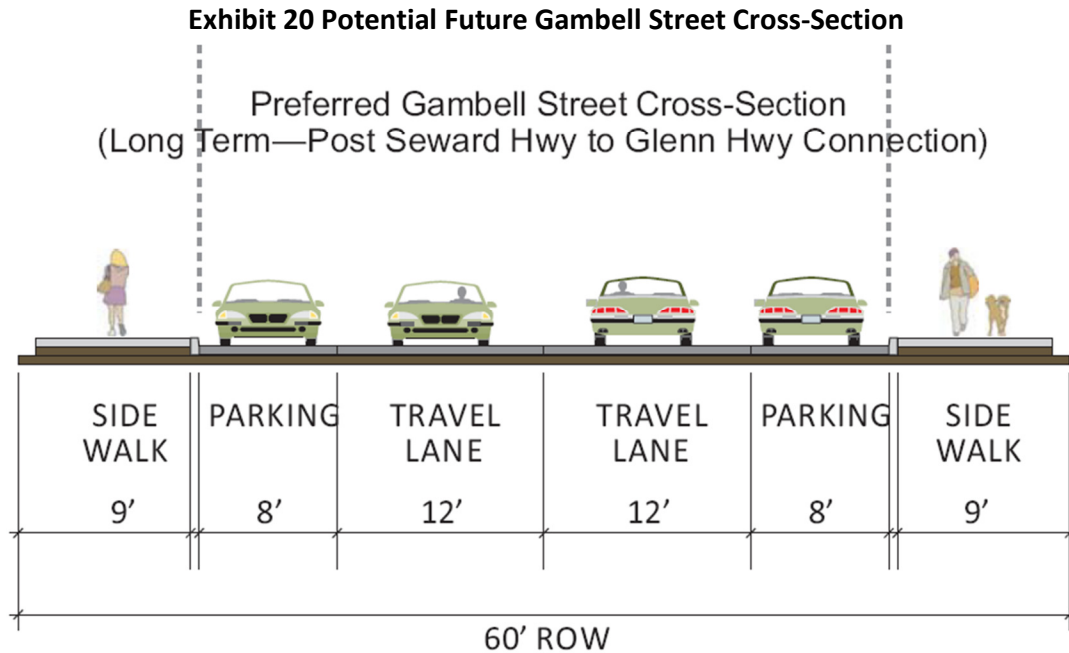
Exhibit 19: Preferred Gambell Street Streetscape Cross-Section (SE-1)

Preferred Gambell Street Cross-Section



The Gambell Street streetscape cross-section provides the following benefits to the corridor:

- Allows Gambell Street to operate effectively with a three-lane cross-section under both existing and future conditions, provided that an exclusive left-turn lane is provided at 15th Avenue.
- Provides snow storage in 3.5 foot shoulders and the portion of sidewalks closest to the curb allowing adequate pedestrian connectivity and utilization of all three vehicular travel lanes during winter time conditions versus the 3 out of 4 currently utilized due to the lack of snow storage;
-
- Changes the pedestrian and vehicular environment to better match the needs of the business district, and allows additional aesthetic enhancements to occur along Gambell Street;
- Provides sufficient space for pedestrians year round, addresses ADA deficiencies, eliminates splash conflicts with outside vehicular lanes, and reduces crossing distances and exposure for pedestrians, bicycles, and vehicles; and
- Maintains long-term flexibility (i.e., conversion to a two-way street with on-street parking as part of the Seward Highway to Glenn Highway Connection project while maintaining the same outside curb lines [see Exhibit 20]).



AESTHETIC ENHANCEMENTS

The following aesthetic treatment improvements should be refined and implemented within the corridor as part of the as part of the 4 to 3 lane conversion project:

- **AE-1: Gateway treatment:** A gateway treatment would serve to further define the corridor and distinguish it as part of the Fairview neighborhood. Care should be taken to ensure that any gateway features do not distract from the traffic control devices, conflict with oversized vehicles, or provide other safety hazards. The gateway treatment should be refined as part of the final design and permitting process
- **AE-2: Illumination:** to improve the business district's overall aesthetics and safety, pedestrian scale lighting should be incorporated as part of the 4 to 3 lane conversion project or the underground of utility project if it is completed in advance. The pedestrian lighting used should be consistent with other streets in Anchorage and LED lights should be explored to provide a warmer lighting environment within the district. Some potential pedestrian lighting options to consider during final design are shown in Exhibit 21.

Exhibit 21: Illumination Options



- **AE-3: Banners:** distinctive Fairview banners should be incorporated into the corridor to define the business district and sports complex. Specific banner designs should be developed by the FBA in coordination with FVCC, MOA, DOT&PF, and MP&L.
- **AE-4: Landscaping Treatments:** weather resistance or temporary landscaping should be incorporated into the streetscape cross-section or on the adjacent properties. Any landscaping considered for the roadside needs to be thoroughly evaluated to ensure that it does not impede snow storage or removal.
- **AE-5: Pavement Treatments:** to improve the aesthetics of the corridor, the final sidewalk design should incorporate textured concrete treatments (such as a mix of paving shapes, colors, and materials) to break up the sidewalk and add interest. Additionally, it is recommended that stamped, colored paving material be used at crosswalks on the side streets throughout the corridor to increase visibility and provide both a visual and tactile indication to drivers that pedestrians are present. Examples of sidewalk and pedestrian crossing paving treatments are provided in Exhibit 22.

Exhibit 22: Pavement Treatment Options for Sidewalks and Pedestrian Crossings



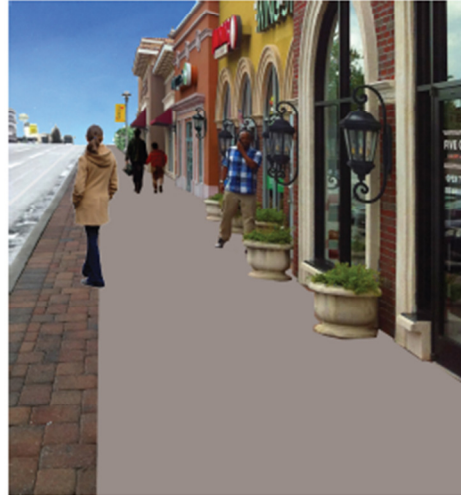
The aesthetic treatments discussed above are summarized in the images in Exhibit 23, which show the corridor before and after the recommended improvements.

Exhibit 23: Aesthetic Treatments on Gambell Street (Before and After Visualization)

Before



After



Before



After



COMPLIANCE WITH EXISTING PROJECTS, PLANS, AND POLICIES

The improvement projects and treatments discussed above were considered in relation to projects already planned for the corridor, as well as the plans and policies listed in Table 1. The projects, plans, and policies that relate to each recommended treatment are listed in Table 5.

Table 5 Applicable Projects, Plans, and Policies

Redevelopment Plan Treatment	Applicable Plans/Policies/Projects	Comment
CE-1: Four to three travel lane conversion	<ul style="list-style-type: none"> Ingra & Gambell Resurfacing project (5th Ave to 36th Ave) Municipal Light & Power (ML&P) Utility Undergrounding Program DOT&PF Pedestrian Scale Lighting Demonstration Project 	Suggest combining projects in to single capital project to minimize costs and impacts on local businesses and residents.
CE-2: Signal progression at 35 miles per hour		Confirm that the Municipality of Anchorage is currently using a progression of 35 miles per hour.
CE-3: Parking structure at Gambell Street & 15 th Avenue	<ul style="list-style-type: none"> Chester Creek Sports Complex Parking Area and Mulcahy Stadium Reconstruction Concept Report 	Suggest coordinating with plans for Chester Creek Sports Complex access.
CE-4: Turn lanes utilizing shared/designated right-of-way with businesses	<ul style="list-style-type: none"> Design Criteria Manual Title 21 Land Use Ordinance 	Turn lanes should be consistent with manual and Title 21.
CE-5: Snow removal strategies		
CE-6: Enhanced pedestrian crossings	<ul style="list-style-type: none"> Anchorage Pedestrian Plan 	Confirm that pedestrian crossings are consistent with recommendations in the Anchorage Pedestrian Plan.
CE-7: Undergrounding utilities	<ul style="list-style-type: none"> Municipal Light & Power (ML&P) Utility Undergrounding Program 	Coordinate with ML&P plans for the corridor.
CE-8: Access Management Strategies	<ul style="list-style-type: none"> Alaska Highway Preconstruction Manual 	Follow standards in manual, where practical.
SE-1: Preferred Streetscape Cross-Section	<ul style="list-style-type: none"> Design Criteria Manual Title 21 Land Use Ordinance 	Roadway design should be consistent with manual and Title 21.
Aesthetic Treatments <ul style="list-style-type: none"> AE-1: Gateway treatment AE-2: Illumination AE-3: Banners AE-4: Landscaping Treatments AE-5: Pavement Treatments 	<ul style="list-style-type: none"> Design Criteria Manual Title 21 Land Use Ordinance 	Aesthetic treatments should be consistent with manual and Title 21.

Section 7 Implementation Plan

IMPLEMENTATION PLAN

The implementation element of the Gambell Street Redevelopment and Implementation Plan includes the following elements:

1. Implementation Plan
2. Potential Funding Mechanisms
3. Future Recommended Actions/Studies
4. Adoption Process
5. Pre Adoption Activities

The remainder of this section describes in detail the above mentioned implementation items.

IMPLEMENTATION PLAN

The Ingra & Gambell Resurfacing project (5th Ave to 36th Ave) is currently funded and scheduled for 2015. This project provides a unique opportunity to implement other improvements in the Redevelopment Plan in conjunction with the resurfacing project. The four projects outlined in Table 6 are recommended for completion as a single capital project in 2015 provided funding can be secured. The cost estimates presented in the table represent schematic design elements at the concept study level of design detail and are intended to provide a relative comparison between the alternatives presented.

Table 6 Gambell Street Improvement Projects

Project	Description	Standalone Implementation Cost	Schedule
Ingra & Gambell Resurfacing, 5 th Ave to 36 th Ave	Rehabilitates the pavement on Gambell and Ingra Streets between 5 th Avenue and 36 th Avenue. Maintains current sidewalks and lanes. Reconstructs all intersection pedestrian ramps to current ADA standards (additional right-of-way needs to be acquired from multiple properties to complete).	\$7,500,000 (funded)	2015
Municipal Light & Power (ML&P) Utility Undergrounding Program	The program systematically works toward undergrounding all existing above ground utilities along arterial and collector facilities.	\$9,000,000 (Gambell Street, 3 rd Ave to 15 th Ave) (program funding)	TBD

Project	Description	Standalone Implementation Cost	Schedule
Gambell Street Redevelopment Plan 4- to 3-Lane Conversion Project	<p>The project widens and brings the existing sidewalks up to ADA standards, provides snow storage, and converts Gambell from 4- to 3-lanes between 3rd and 15th Avenues. Allows flexibility for future two-way conversion (see Exhibit 19 for short- and long-term streetscape cross-section).</p> <p>Work also includes upgrading of the storm drain system, reconstruction of driveway curb cuts to meet current ADA standards (additional right-of-way needs to be acquired from multiple properties to complete), and minor utility work.</p> <p>Installs an exclusive southbound left-turn lane at the 15th Avenue/Gambell Street intersection (additional right-of-way needs to be acquired from a single property to complete).</p> <p>The wider sidewalk width will reduce the amount of additional right-of-way acquisitions required for reconstructing the intersection and driveway pedestrian ramps to current ADA standards.</p>	\$11,500,000	TBD
DOT&PF Pedestrian Scale Lighting Demonstration Project	This project is intended to demonstrate the ability to implement pedestrian scale lighting on DOT&PF facilities.	\$2,500,000 (Gambell Street, 3 rd Ave to 15 th Ave)	2013-15
Total Estimated Design and Construction Cost to Implement as Standalone Projects		\$30,500,000	
Total Estimated Design and Construction Cost to Implement as a Single Combined Project		\$28,500,000	
<p>Cost estimates presented herein represent schematic design elements at the concept study level of design detail. The estimates are intended to show relative comparison between the alternatives presented and should not be used for budget authorizations or other purposes.</p>			

Implementing these projects together in the short term provides the following synergistic benefits:

- Saves the community, MOA, and DOT&PF approximately \$2,000,000 in design, right-of-way acquisition, utility, and construction costs (this savings is conservative, and likely will to increase due to inflation and additional construction costs);
- Eliminates unnecessary impacts to residents, businesses, local and statewide freight movement, and the traveling public due to four separate construction projects on Gambell Street;

- Minimizes right-of-way acquisitions to a single intersection versus multiple properties and several intersections along the corridor to accommodate the ADA related modifications under the current 4-lane configuration;
- Addresses pedestrian safety and ADA issues both at intersections and along the corridor in a cohesive project; and
- Provides a long-term solution with the flexibility to ultimately convert the street to a two-way business district facility with on-street parking following the completion of the Seward Highway to Glenn Highway Connection Project.

In addition to the projects outlined in Table 6, the following projects are recommended for the short-term:

Plan Implementation Support - *Estimated budget of \$15,000*

Provide technical support as elements of plan are forwarded for approvals by the Fairview Business Association, Fairview Community Council, AMATS, Planning and Zoning, and the Assembly.

Street Palette Development - *Estimated budget of \$35,000*

Develop specific design elements for street components (gateway treatments, illumination, banners, landscaping treatments, pavement treatments, sidewalks, etc.) and obtain Urban Design Commission approval.

The following process is recommended to implement the preferred alternative (specifically the three-lane cross-section), based on discussions with the DOT&PF (letter from the DOT&PF is provided in *Appendix H*):

1. Obtain Municipal support for the preferred cross-section and related studies.
2. Determine if ML&P supports significant changes to the transmission lines.
3. Provide a review section in the concept study covering AMATS MTP consistency.
4. Provide a signed “planning consistency and certification” page.
5. If the traffic studies are accepted by DOT&PF, this would launch permitting and an agreement towards any plan for design, construction, and maintenance.

POTENTIAL FUNDING MECHANISMS

The following funding mechanisms should be pursued by the FBA to leverage the planned DOT&PF Gambell/Ingra Rehabilitation Project and implement both the short- and long-term elements of the Plan.

Federal Mechanisms

Incorporate the Gambell Street Redevelopment Plan into the AMATS Transportation Improvement Plan so it would be eligible for federal transportation funding. Work with the AMATS group and the Alaska congressional delegation to identify federal MAP-21 sources or capital grants that could provide Gambell Street Redevelopment Plan project funding for the roadway conversion and section upgrade. Work with federal staff to identify Urban Renewal funding/restrictions that could support the plan projects.

State Mechanisms

Work with the Alaska State Legislature and Governor to identify and provide project specific capital budget funding help to finance the utility undergrounding components, streetscape features and the additional study work items. In addition, the DOT&PF Central Region is currently exploring a series of pedestrian scale lighting pilot projects to deploy in the Anchorage area. Gambell Street is a potential locations according to staff; therefore, the FBA should continue to work with DOT&PF to secure funding to allow Gambell Street to be included in this envisioned pilot project.

Local Mechanisms

Gambell Street is designated as part of the Federal Highway System and is not eligible to receive Municipal Bond funds for roadway development. However, the Municipal requirement for utility undergrounding does apply in this corridor. The FBA needs to work with the Mayor's Office and ML&P staff to move Gambell Street up the priority list to achieve undergrounding in 2015. A potential approach would be a partnership to share the cost of the undergrounding between the ML&P and a potential legislative grant.

Private Mechanisms

There appeared to be strong support for this project to pursue shared right of way (or voluntary right-of-way dedication) approaches with the adjacent owners. As part of the Gambell Street conversion to 3 lanes, the opportunity exists to solicit adjacent business financing for on site improvements and maintenance of the street aesthetic elements (e.g. landscaping). The current effort by the FBA to develop a Municipal Infrastructure Financial and Tax Rebate Program would help the adjacent owners reach some of these goals. In addition, during the street redevelopment, it may be necessary to obtain small amounts of ROW to accommodate the utility vaults, develop landscaping areas, or improve site access needs. As the area businesses continue to improve their locations, or propose redevelopments of their sites, they should also be encouraged to implement the recommended aesthetic improvements as part of their business redevelopment. An additional method to fund these types of improvements would be the formation of a Local Improvement District. The MOA would setup the district based upon a majority of the adjacent owners agreeing to its implementation. The district would then use MOA bond funds to front end finance the improvements with the adjacent owners responsible for repaying

the bond funds over a set period of time. This would help provide funding using low interest rate government bonds that could address the needs beyond the roadway design.

In addition to the Gambell Street Redevelopment Plan, the whole Fairview neighborhood is looking for opportunities for revitalization. The *Economic Revitalization Plan [3]* addresses the key elements necessary for redevelopment. In addition, the Fairview Community Council is currently drafting the *Fairview Community Plan*, which may provide additional opportunities to pursue funding for improvements on Gambell Street.

FUTURE RECOMMENDED ACTIONS/STUDIES

In addition to the street improvements, the following actions and studies shown in Table 7 are recommended to support and further implement the goals and objectives of the Plan and treatments in the Redevelopment Plan.

Table 7 Recommended Future Actions/Studies

ID	Name	Description	Planning Level Cost Estimate
AS.1	Fifth/Sixth Avenue Redevelopment	Similar to this plan, Prepare a redevelopment plan for Fifth/Sixth Avenues east of Ingra Street	\$150,000
AS.2	Fairview Community Plan and Economic Revitalization Plan Implementation	Incorporate the Gambell Redevelopment Plan into the draft Fairview Community Plan. Implement the recommendations in the Community Plan and Economic Revitalization Plan.	\$30,000 to \$60,000
AS.3	Parking Garage and Multi-Use Facility at 15 th Avenue/Gambell	Prepare a feasibility study of the potential development of a parking garage and multi-use facility located southeast of Gambell Street & 15 th Avenue. This study should explore access and circulation enhancements to reduce circulation on 15 th Avenue and reduce out-of-direction travel/u-turns on the Ingra/Gambell Street couplet. In addition, the study should evaluate grade separated pedestrian crossing	\$50,000 to \$125,000
AS.4	Special Events Management Plan	Update the Sullivan Arena Events Management Plan element for Traffic Control to reflect the new Chester Creek Sports Complex improvements [10] and the event related congestion on Gambell Street and 15 th Avenue.	\$15,000 to \$25,000
AS.5	Seward Highway to Glenn Highway Connection project Coordination	Confirm the alignment of the Seward Highway to Glenn Highway Connection and assess the resulting impacts on Gambell Street.	\$750,000
AS.6	Gambell Street Conversion to Two Way following Seward Highway to Glenn Highway Connection	Develop concepts and design the renewal of Gambell Street as a two way local commercial street with parking	\$125,000 to \$150,000

ID	Name	Description	Planning Level Cost Estimate
AS.7	Pedestrian Crossings Study	Further study the pedestrian crossings on the corridor and consider additional crossings with pedestrian signals/flashers.	\$15,000 to \$25,000
AS.8	Snow Removal Plan	Work with DOT&PF to develop a plan for better snow storage and removal that considers the preferred Gambell Street cross-section.	\$15,000 to \$25,000
AS.9	Ingra Street Redevelopment & Implementation Plan	Similar to this plan, Prepare a redevelopment plan for Ingra Street between 5 th and 15 th Avenues.	\$125,000 to \$150,000

Each action/study is described further below.

AS-1) Fifth/Sixth Avenue Redevelopment and Implementation Plan - *Estimated budget of \$150,000*

Using a similar approach as this Gambell Street Redevelopment and Implementation Plan effort, a new plan for the Fifth/Sixth Avenue areas east of Gambell Street would be planned and implemented. The plan will contain elements addressing vehicular and pedestrian safety/capacity issues, community enhancement recommendations and a funding and implementation plan.

AS-2) Fairview Community Plan and Economic Revitalization Plan Implementation - *Estimated budget of \$30,000 to \$60,000*

The implementation of the Fairview Community Plan and the specific aesthetic elements of the Gambell Street Redevelopment may require a focused effort to insure their proper application and development. This effort will compile the components of such a district plan and help to move them through the MOA adoption process.

AS-3) 15th Avenue/Gambell Street Mixed-Use Development/Parking Garage Facility Feasibility - *Estimated budget of \$50,000 to \$125,000*

The development of the combined mixed use/parking garage facility in the southeast corner of the 15th Avenue/Gambell Street intersection will need a detailed feasibility study addressing project need/demand, financing options, transportation circulation (pedestrian and vehicular), site-access, site and environmental issues, etc.

AS-4) Special Event Management Plan - *Estimated budget of \$15,000 to \$25,000*

With the pending updates to the Chester Creek Sports Complex and current inefficient on-site parking supply and back-ups on to Gambell Street, a new coordinated special event management plan should be developed. This effort would review the current plan and the proposed improvements associated with the Chester Creek Sports Complex master plan and include coordination between the Sullivan Sports Arena, the Aces, the MOA, police, and the DOT&PF.

AS-5) Seward Highway to Glenn Highway Connection Project Coordination - *Estimated budget of \$750,000*

FBA should monitor and actively participate in advisory related committees, to the extent possible, and all public involvement activities associated with the development of the Seward Highway-to-Glenn Highway project. As part of the monitoring and participation efforts, the FBA should identify any project elements that may conflict with the Gambell Street Redevelopment Plan and look for opportunities to include long-term implementation elements of the Plan into the final Seward Highway-to-Glenn Highway project.

AS-6) Gambell Street Two-Way Conversion Study (Post Seward Highway to Glenn Highway Connection) – *Estimated budget of \$150,000 to \$200,000*

To improve local circulation and enhance the corridor’s main street characteristics as part of the implementation of the Seward Highway-to-Glenn Highway project, the FBA should seek funding to conduct a Gambell Street Two-Way Conversion Study to explore the feasibility of converting the corridor from one-way to two-way traffic. This study could also include the potential conversion of Ingra Street to two-way and should further explore the elements (e.g., turn lanes, on-street parking, bike lanes, aesthetic improvements, etc.) identified and reviewed as part of the redevelopment plan.

AS-7) Pedestrian Crossing Study – *Estimated budget of \$15,000 to \$25,000*

Pedestrian activity on the corridor should be further studied and assessed to identify locations where additional crossings may be needed. The use of pedestrian signals and/or flashers should be assessed for these locations.

AS-8) Snow Removal Plan – *Estimated budget of \$15,000 to \$25,000*

To improve operations on the roadway during winter conditions, a snow removal plan should be developed in coordination with the MOA, DOT&PF and FBA that considers the recommended cross-section for the corridor.

AS-9) Ingra Street Redevelopment and Implementation Plan - *Estimated budget of \$125,000 to \$150,000*

Using a similar approach as this Gambell Street Redevelopment and Implementation Plan effort, a new plan for the Ingra Street between 3rd and 15th Avenues would be planned and implemented. The plan will contain elements addressing vehicular and pedestrian safety/capacity issues, community enhancement recommendations and a funding and implementation plan.

ADOPTION PROCESS

To adopt the Gambell Street Redevelopment Plan, the FBA should coordinate and follow the adoption processes listed below. This will ensure the plan is properly recognized and that multiple funding mechanisms are available to implement the redevelopment plan.

Fairview Business Association

The Plan should be formally adopted by the FBA Board per its bylaws following the completion of the plan. This adoption will allow the Fairview Community Council, the MOA, and DOT&PF to initiate their respective adoption process. Based upon the extensive public input and involvement during the plan development, the FBA should public notice and schedule an FBA meeting to discuss plan adoption including notice to the Fairview Community Council mailing list about the plan adoption.

Timeframe: July 2013 adoption

Fairview Community Council (FVCC)

The FBA should consider having the FVCC include the Gambell Street Redevelopment Plan into their current Fairview Community Plan effort. This will ensure community support for the Plan and maintain its alignment with present Fairview Community Plan and future planning efforts by the FVCC. The FVCC has hired a consultant to complete the update of the Fairview Community Plan. The adoption process should include the following steps for the FCC to adopt the plan.

- 1) The FVCC will notify the Fairview residents of the proposal to update the Community Plan and solicit input
- 2) Hold a FCC Board Meeting and adopt the plan

Timeframe: August 2013

AMATS

FBA should have the Plan adopted by AMATS to ensure local and state agency support and coordination. The following steps are necessary for AMATS to adopt the plan.

- 1) FBA presents a Gambell Street Redevelopment Plan memo to the AMATS Technical Committee for review with a recommendation to the AMATS Policy Committee for adoption
- 2) AMATS Policy Committee reviews and approves the AMATS Technical Committee recommendation to adopt the Gambell Street Redevelopment and Implementation Plan with an amendment to include it in the Anchorage Transportation Improvement Plan.

Timeframe: September 2013

Municipality Adoption

The FBA should work with the Planning and Zoning Commission and Assembly to adopt the Gambell Street Redevelopment Plan. The effort is to have the plan adopted by the Assembly making it official policy. The process is shown below.

Step One - Assembly

The FBA works with Assemblyperson Patrick Flynn to introduce an ordinance adopting the Gambell Street Redevelopment Plan. The ordinance is introduced and then forwarded to the Planning and Zoning Commission for their consideration.

Step Two - Planning and Zoning Commission (P&Z)

1. The Commission receives the Assembly request for review.
2. FBA holds a Review Meeting with MOA Staff and interested Planning and Zoning Commission members, resulting in the staff developing case comments
3. Planning and Zoning Public Hearing on the plan with Recommendation for adoption to Assembly

Step Three - Assembly

1. The Assembly receives the Planning and Zoning Commission recommendations
2. The item is scheduled and a public hearing is held.
3. The Assembly adopts the Gambell Street Redevelopment Plan

Timeframe: Four months

PRE ADOPTION ACTIVITIES

In order to fully implement and adopt the Redevelopment and Implementation Plan as outlined in the Adoption Process above, the FBA should actively engage the Municipality and DOT&PF staff in a review meeting on the plan recommendations. The government staffs have been involved in the development process and should be understanding of the efforts. As part of the FBA adoption process, the FBA should provide new releases describing the goals of the plan, the plan contents and what happens next to implement the plan. The public information should direct people to the project website which contains the background and plan components for public use and review. The website can also be used to receive public comments or feedback for FBA consideration.

Section 8 References

REFERENCES

1. Fairview Community Council, [Community Plan](#), 2009.
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8. Municipality of Anchorage, [Anchorage Bicycle Plan](#), 2010.
9. Chester Creek Sports Complex Master Plan Update, 2006.
10. Chester Creek Sports Complex Parking Area and Mulcahy Stadium Reconstruction Concept Report, 2013.
11. Municipality of Anchorage, [Historic Preservation Plan for Anchorage's Four Original Neighborhoods](#), 2013.
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13. Municipality of Anchorage, [Official Streets and Highways Plan](#), 2005.
14. Title 21
15. Municipality of Anchorage, [Design Criteria Manual](#), Chapter 3 Landscaping, 2007.
16. Alaska Department of Transportation & Public Facilities. *Annual Traffic Volume Report*. 2011.
17. National Cooperative Highway Research Program. [NCHRP Report 616: Multimodal Level of Service Analysis for Urban Streets](#), 2008.
18. Transportation Research Board, *Highway Capacity Manual*, 2000.
19. Federal Highway Administration, [Rectangular Rapid Flash Beacon \(RRFB\)](#), 2009.