



Chester Creek Sports Complex

Master Plan Update | Existing Conditions Report

Sullivan
Arena

Ben Boeke
Ice Arenas

**KOSINSKI
FIELDS**

Anchorage
Football Stadium

*Mulcahy
Stadium*



ANCHORAGE



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Chester Creek Sports Complex

Master Plan Update | Existing Conditions Report

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1 - Introduction

a. Scope and Study Area

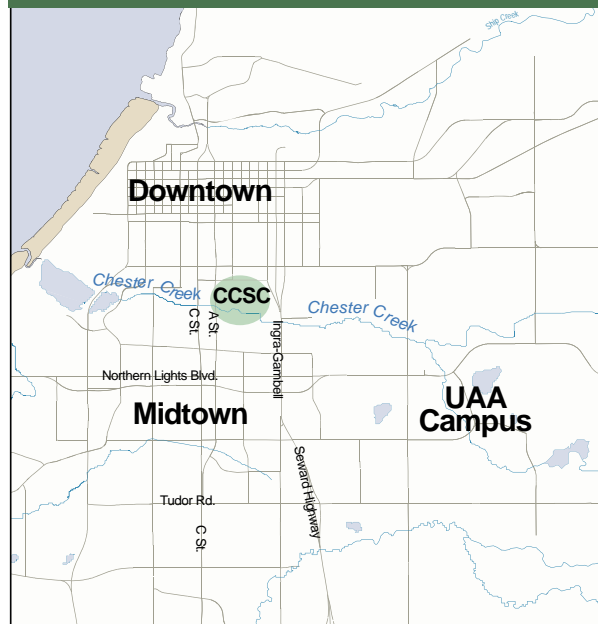
This report provides background and preliminary findings in support of a new, updated Chester Creek Sports Complex Master Plan. The update was initiated and sponsored by the Municipality of Anchorage and University of Alaska Anchorage (UAA) out of their strong desire to solve existing problems, deal with outdated facilities, and transform the Chester Creek Sports Complex (CCSC) into a source of community pride.

A consultant team led by Land Design North with USKH and Robert Droll will complete the study during the fall of 2005 and spring of 2006. The **scope** of the final master plan is to:

1. Identify **needs and existing conditions** for the various facilities within the CCSC, including:
 - Sullivan Arena
 - Ben Boeke Ice Arenas
 - Mulcahy Stadium
 - Anchorage Football Stadium
 - Kosinski Fields
 - Outdoor Hockey Rinks
 - Skateboard Park
 - Portions of the Chester Creek Greenbelt and Charles Smith Memorial Park
2. Help improve **access, parking, circulation** and wayfinding;
3. Direct a variety of **public and private improvements** to the area and shape the future growth of recreation facilities at the complex; and
4. Find ways to **best serve and effectively partner with users** including the public, UAA, and a wide number of private and public sports organizations.

The CCSC is located in the Chester Creek Valley separating downtown and mid-town (figure 1), and is bounded on its east and west sides by major arterial roads, Gambell Street and A Street respectively. The **study area** (figure 2) consists of a 100+/- acre site owned by the Municipality of Anchorage (MOA). All facilities on-site are publicly

Figure 1. Project Vicinity



owned, although several (Sullivan Arena, Ben Boeke Ice Arenas) are privately managed under contract to the MOA. Many of the facilities have been constructed and/or maintained with the support of volunteers and private donations, or built through public bonds and represent a significant community investment.

Although the study area has significant undeveloped acreage, a large portion of the site is a greenbelt surrounding Chester Creek that incorporates popular trails and a 15 acre park dedicated to Charles Smith. At the outset of this study, the consulting team made the decision to plan for as little impact as possible to the greenbelt, based on the following considerations:

- **Policy.** Several policy documents clearly discourage disturbance of the greenbelt including the *Anchorage 2020 Plan*, the *Anchorage Parks, Recreation and Open Space Plan*, and the *Chester Creek Greenbelt Plan*. These policies are covered at the end of this chapter in the literature review.

Chapter 1 - Introduction

- **Community Value.** The greenbelt supports a popular community trail system, helps maintain water quality, and provides water storage that helps buffer against flooding and property damage.
- **Environmental Constraints.** The greenbelt encompasses wetlands, pockets of poor soils, slopes and other natural conditions that pose constraints for development.
- **Waterway Setbacks.** The Municipal has a 25-foot waterway set back for development.
- **Title Restrictions.** South of the creek, 15 acres were donated by Pearl Viola Smith to be dedicated as the Charles Smith park and “to be used solely and exclusively for park purposes.” Also south of the creek, 11.41 acres were obtained from Walton-McDowell in the vicinity of Eagle Street and 21st Avenue in a partial donation. A portion of this site may be dedicated to parkland use only.



b. Literature Review

Two types of documents are reviewed in this section: historical plans and legal documents that serve as important background, and current plans that provide policy direction for the future. Plans are presented in chronological order, starting with the oldest documents.



Figure 2. Study Area

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Literature Review

Chester Creek Sports Complex Master Plan Update | Existing Conditions Report

1955	<p>Pearl Viola and Charles Smith Warranty Deed, December 7, 1955, Vol. 126, p 279; corrected December 12, 1957, Vol. 155, p.97, 85343)</p> <p>The Chester Creek Sports Complex is sited on land donated to the Municipality by the Smith Family. Legal restrictions were attached to the transfer, including that some lands “be used solely and exclusively for park purposes.”</p>
1965	<p>Federal Land and Water Conservation Act (pl 88-578, 78 STAT 897)</p> <p>Facilities on 26+/- acres of the study area were developed with Land and Water Conservation Fund (LWCF) monies and must only be used for “public outdoor recreation uses” and not “converted” to other uses without approval of the Secretary of the Department of Interior.¹</p>
1975	<p>Chester Creek Greenbelt Park Plan, Municipality of Anchorage</p> <p>This plan includes descriptions of the physical characteristics of the Chester Creek drainage from Fort Richardson to Westchester Lagoon. It maps municipal lands and recommends parcels and methods for acquisition.</p> <p>The CCSC area is described on Map C of the Greenbelt Plan. This plan helped promote acquisition of a key parcel that allowed construction of the Sullivan Arena and the Greenbelt Trail system. Additionally the plan includes the following provisions that impact the CCSC:</p> <ul style="list-style-type: none">- As a general policy for maintaining water quality in Chester Creek, no storm drain or drainage ditch waters should be allowed to flow directly into Chester Creek without first being filtered to remove pollutants.- It is essential that the design of future road and bridge crossings of Chester Creek be compatible with the aesthetic and recreational use of the park system. Future road crossing should accommodate the 100-year flood and provide for safe trail crossings. The number of roads should be held to an absolute minimum in order to preserve the park like atmosphere. (p. 21)
1983	<p>Alaska Department of Natural Resources, Division of Parks Audit</p> <p>This audit determined that in three instances, conversions of use of lands and facilities had occurred that required “replacement outdoor recreation lands and facilities of equal or greater value than those converted” and outlined the need for mitigation.</p>
1984	<p>Chester Creek Sports Complex Master Plan developed by Maynard and Partch.</p> <p>The original CCSC Master Plan was developed in 1984 <i>after</i> construction of the Sullivan Arena when virtually all of the facilities at CCSC—and its current configuration—were already largely in place (the Mulcahy Stadium was built in 1959, and the Anchorage Football Stadium was constructed in 1967-68, the Kosinski Fields, Ben Boeke, the tennis court, outdoor hockey rinks, and trail system in the 1970’s). (<i>continued, next page</i>)</p>

¹ Memo dated 14 October 2005 from Tom Korose: MOA Park Planner to Monique Anderson, Park Superintendent, on the “Status of Land in Vicinity of Chester Creek Sports Complex”.

Chapter 1 - Introduction

<p>1984</p>	<p>Chester Creek Sports Complex Master Plan <i>(continued)</i></p> <p>The Master Plan describes the existing conditions of the complex, facility needs and problems, and recommends facility improvements, parking, and circulation improvements. The plan documented but left unresolved a major issue—a peak estimated parking demand of 4,900 vehicle spaces (p. 5-3) with only 1,930 on site (page 5-3). Hard solutions were skirted by focusing on future land acquisition, use of off-site parking, and public transit as pressure valves for addressing user conflicts and parking problems that were already an issue. This approach may have been politically expedient, but in the intervening years as Anchorage’s population has grown, the parking problem has grown to legendary status and placed significant pressures on the adjacent property owners.</p>
<p>1994</p>	<p>Sullivan Arena Improvements Study prepared by USKH</p> <p>After the first 10 years of the Sullivan Arena’s use, it became apparent that a number of improvements could be made to the facility to improve its function. Improvement recommendations and cost estimates were provided in this report based on a structural, mechanical and architectural review, discussions with the original architect/engineers, and UAA.</p> <p>The report outlines seven key areas where improvements are needed at Sullivan Arena: Locker Rooms, Storage Space, Multi-Purpose Room, Pep Band Area, Player Coach Bench Area, Concession and Trade Show Areas, and Seating Capacity. With the exception of minor improvements, such as locker room reconfigurations, most of the major improvements in the report have not been implemented to date.</p> <p>Now more than ten years old, this report is still highly relevant in its discussion of how to create more space at the Sullivan Arena to hold the basic support functions that go with events. The following excerpts describe 3 possible alternative solutions:</p> <p>1) To excavate under the existing concession and restroom level on the south side of the Arena. The entire structure itself, as well as the floor slab in the outer concourse, is supported on driven pilings; including the outer walkway around the south side of the Arena. Since it is supported on pilings it does not depend on the soil underneath the floor slab to support it. This soil could be excavated out from under this floor without creating any structural problems to the Arena itself. Openings could be cut in the south wall of the existing storage and Booster Club room to create access to this additional space, approximately 165 feet by 30 feet, which is about 5,000 square feet. The advantages are that storage space is created within the footprint of the arena, not using any more land surrounding the building; the storage is convenient and accessible from the Arena floor; is a fairly economical solution and could be constructed with minimal disruption.</p> <p>2) Construct a separate, enclosed storage building of approximately 5,000 square feet, to be located on the east side of the Sullivan Arena. This building would be located in the same area now being used for the outdoor storage of equipment and the parking of the enclosed container vans also used for storage. The building could be an economical, standard pre-manufactured, metal building with minimal heat and ventilation.</p> <p>3) Construct an addition to the east side of the Arena. The floor of this addition would be the same level as the Arena floor. This construction could be part of a much larger construction project which could accommodate VIP rooms, additional concession areas, and additional seating in the overall complex. A logical extension of the building would be approximately 60 feet by the width of the Sullivan Arena. This would create an area measuring approximately 12, 000 square feet. This is the most expensive option because it is a major expansion.</p>

1996	<p>Anchorage Areawide Trails Plan, MOA Planning Department</p> <p>The Areawide Trails Plan is the basic planning and policy document for the development of trails in the Municipality. The purpose of the Plan is to achieve an integrated trail system that encourages travel by many means in addition to motorized vehicles, and that offers a variety of recreational opportunities. The plan designates the Chester Creek Greenbelt trail as a key facility and linkage in the community's system.</p>
2001	<p>Anchorage 2020: Anchorage Bowl Comprehensive Plan, MOA Planning Department</p> <p>This comprehensive plan is a policy document to guide the use of land in the Anchorage bowl through 2020. It recognizes the growth and physical limitations the community is facing, and discusses the important relationships between land use, economic vitality, the natural environment, quality neighborhoods, and transportation.</p> <p>2020 Issues:</p> <ul style="list-style-type: none"> - George M. Sullivan Arena. The Sullivan Arena, built in 1983, is used for sporting events, trade shows and concerts. Its 9,000 seating capacity meets present demands, but the facility has major maintenance needs. Issue: Continued operation and maintenance needs. (p. 30) - Indoor Ice Rinks. The Municipality owns two ice arenas in the Anchorage Bowl (Ben Boeke and Dempsey Arena) . . . use of these arenas is generally at capacity from September to April. Issue: Need for additional private and/or public ice arenas. (p. 31) - Parks and Outdoor Recreation. Issue: Lack of public sports field facilities and lack of a proactive plan for acquiring additional sports fields. (p. 32) - Bicycle and Pedestrian Travel. Issues: Poor street connectivity; winter sidewalk maintenance; trail system gaps. (p. 33) <p>2020 Vision:</p> <ul style="list-style-type: none"> - A northern community built in harmony with our natural resources and majestic setting - A thriving, sustainable, broad-based economy supported by an efficient urban infrastructure. - A safe and healthy place to live where daily life is enriched by a wealth of year-round recreational and educational opportunities - A caring, responsive government <p>2020 Policies:</p> <p>7. Avoid incompatible uses adjoining one another. (p. 72)</p> <p>30. Transportation and land use policies and programs shall include: (p. 78)</p> <ul style="list-style-type: none"> a. Multimodal and intermodal access, including . . . transit service b. Pedestrian-to-transit linkages d. Congestion management and roadway improvements e. Optimal use of parking . . . g. Minimizing impacts on neighborhoods; and, h. Adequate snow storage <p>32. Congestion management techniques shall be applied to maximize efficient use of the existing road system. Strategies: Congestion Management Plan, Parking Standards. (p. 78)</p> <p>33. The Municipality shall improve public transportation service between residential areas and employment, medical, educational, and recreational centers. (p. 79)</p> <p><i>(continued, next page)</i></p>

<p>2001</p>	<p>Anchorage 2020: Anchorage Bowl Comprehensive Plan <i>(continued)</i></p> <p>37. Design, construct, and maintain roadways or rights-of-way to accommodate pedestrians, bicyclists, transit users, the disabled, automobiles, and trucks where appropriate. (p. 79)</p> <p>42. Northern city design concepts shall guide the design of all public facility projects, including parks and roads. Strategies: Design Standards. (p. 81)</p> <p>44. Design and build public improvements for long-term use. (p. 82).</p> <p>50. Healthy, mature trees and forested areas shall be retained as much as possible. (p. 82)</p> <p>66. Fish, wildlife, and habitat protection methods shall be addressed in land use planning, design, and development processes. (p. 85)</p> <p>67. Critical fish and wildlife habitats, high-value wetlands, and riparian corridors shall be protected as natural open spaces, wherever possible. (p. 85)</p> <p>70. The ecological and drainage functions of Anchorage’s aquatic resources shall be protected and, where appropriate, restored. (p. 86)</p> <p>73. Public facilities and services shall meet adopted level of service standards. (p. 87)</p> <p>86. Encourage public/private collaboration for acquisition, development, and maintenance of recreational spaces, parks, sports fields, public use facilities, and trails. (p. 89)</p>
<p>2004</p>	<p>Draft MOA Anchorage Bowl Park, Natural Resource, & Recreation Facility Plan developed by Land Design North and the Epley Institute of Parks and Public Lands</p> <p>This document presents a planning tool and measurable process for acquiring, developing and managing parks and recreational facilities in Anchorage. Elements relevant to CCSC include:</p> <p>Park Classification System</p> <p>1) Special Use Areas: This applies to the portion of CCSC that is developed with the arenas and recreational facilities that serve regional users. Recommendations for this area are:</p> <ul style="list-style-type: none"> - Continue to upgrade existing athletic Special Use Areas and expand facilities where possible to improve maintenance and durability of fields. This includes Anchorage Football Stadium, Mulcahy Baseball Stadium, Kosinski Fields . . . (p. 63) - Utilize engineered fields in high use areas such as soccer fields and baseball infields to reduce maintenance and expand use. (p. 63) - Develop seasonal sports complexes . . . designed to meet local recreation needs but capable of hosting national and international events. (p. 63) - Increase maintenance and facility upgrades for existing facilities including Ben Boeke . . . (p. 64) - Develop a long-term maintenance fund with 5% of construction budget to take care of existing and new facilities. (p. 64) - Continue to upgrade trails and path systems to safely connect Special Use Areas with parks, schools, homes and shops. (p. 64) - Establish partnerships with ACVB and other tourism related groups to market and attract international sports competitions and special events, that includes shared revenues. (p. 64) <p>2) Natural Resource Use Areas: This applies to improving and protecting the Chester Creek Greenbelt. Recommendations are: (p. 69, and 84 - 86)</p> <ul style="list-style-type: none"> - Identify highly critical resource lands including stream corridors, wetlands, high value habitat, and establish Natural Resource Preserve dedicated through the municipal land use regulations. - The Water quality should be monitored and drainages protected. <p><i>(continued, next page)</i></p>

<p>2004</p>	<p>Draft MOA Parks, Recreation and Open Space Plan <i>(continued)</i></p> <ul style="list-style-type: none"> - Continue to acquire, enhance and develop greenbelts along . . . Chester Creek <p>3) Trails and Connectors: This category encompasses Chester Creek Trail , Iditarod Trail access, and links to recreational facilities and neighborhoods including sidewalks. (p. 71, 85)</p> <ul style="list-style-type: none"> - Continue upgrades to trail heads and trail networks at . . . Chester Creek. - Provide lighting of trails including . . . Chester Creek. - Improve the Chester Creek Trail, including access to adjacent neighborhoods. <p>Standards and Level of Service (LOS) describes scenarios for population growth, quantifies trends in sports participation, and recommends general guidelines for meeting demand. At CCSC:</p> <ul style="list-style-type: none"> - LOS modeling reflects some decline in demand for baseball and softball facilities based on national and local participation; by 2020 however there will be deficiencies (p. 62). - LOS modeling for soccer reflects its popularity; over the next 20 years at both a Minimum and High LOS, Special Use Areas will need to provide a number of new soccer facilities (p. 62). - LOS modeling for indoor skating rinks (hockey, figure skating, recreation) describes additional need for additional indoor facilities over the next 20 years (p. 64). <p>Policies relating to CCSC are:</p> <ul style="list-style-type: none"> - The Municipality shall provide maintenance . . . to protect the long-term vitality of facilities and protect the health and safety of the public. (p. 38) - Public Partnerships with individuals and user groups for park maintenance shall be encouraged to promote cost savings to the Municipality and to enhance public commitment to Parks and Recreation. (p. 38) - The Municipality and School District shall to the extent practicable develop joint park/school facility areas in order to provide both educational and recreation services . . . in a convenient and efficient manner. (p. 41) - The Municipality shall encourage public/private collaboration for acquisition, development and maintenance of recreational spaces, parks, sports fields, public use facilities, and trails. (p. 41) - The need for new recreational athletic facilities shall to the greatest extent possible be met through the development of regional sports parks. (p. 45) - Parks and recreational facility development shall be coordinated with other municipal and state and federal agencies, particularly the Anchorage School District. (p. 47) - Where points of access are created to . . . special use areas, particularly where field sports and court spaces are provided, adequate parking is to be established within the park. This is to be done at the same time when the fields, courts, or related space is developed in order to reduce traffic impacts on the surrounding neighborhood. (p. 47) - The Municipality shall adopt LOS standards for parks, recreation facilities and trails (p. 47) - Develop an acquisition strategy to secure sufficient and suitable public lands for parks, sports fields, greenbelts, open space, trails, and public facilities . . . (p. 47) - The Municipal park and greenbelt system shall facilitate development of an integrated trails system where it is appropriate to provide trail linkages between neighborhoods, schools, park sites and major public facilities. (p. 49) <p><i>(continued, next page)</i></p>
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2004	<p>Draft MOA Parks, Recreation and Open Space Plan <i>(continued)</i></p> <ul style="list-style-type: none"> - The Municipality shall establish natural resource preservation areas for the protection of unique land and water relationships, fish and wildlife habitats, high value wetlands, riparian corridors and vistas. (p. 51) - Community involvement and input shall be actively solicited to ensure a responsive and representative parks and recreation program and to ensure that parks are sited to provide maximum user benefit with a minimum of community disturbance. (p. 53) - Design Municipal facilities frequented by the public, particularly schools, to accommodate year-round, multi-purpose activities. (p. 53) - Fiscal Policy: The Municipality shall develop and implement equitable funding mechanisms for provide appropriate levels of public services and facilities. (p. 53) <p>Northwest Area Park Needs: The park plan identified specific improvements and upgrades needed in the CCSC: (p. 85-86)</p> <ul style="list-style-type: none"> - Upgrade/expand/develop Anchorage Football Stadium – improve seating, restrooms and running track - Upgrades to Mulcahy Stadium; also identify economic benefits and improve facilities based on return on capital investments. - Upgrades and improvements to Ben Boeke Ice Rink - Kosinski baseball field improvements - In Charles Smith Park develop play area, picnic area, play fields and parking
2005	<p>Sullivan Arena Roof Study prepared by USKH and Roof Technology</p> <p>This study recommends that due to the age and deteriorating condition of the existing metal and asphalt roof system, that the arena's roof be replaced with a durable, multi-layered 25-year mineral surfaced built-up asphalt roofing system. The estimated cost for this replacement in 2005 dollars is \$2.2 million. It provides documentation of the existing conditions for the 36,000 square foot roof area, describes issues, solutions and structural issues.</p>
2005	<p>Draft Anchorage Long-Range Transportation Plan, Municipality of Anchorage Traffic Department</p> <p>This plan helps allocate investments in Anchorage's transportation system based on understanding the shape, character and extent of land development over the next 20 years, and the range of future transportation plan options. Specific to the CCSC, the plan recommendations include:</p> <p>Glenn – New Seward Highway Connection. This project spans several miles (including adjacent to the Sullivan Arena) and uses topography to trench, burrow and depress a new, high-capacity expressway. The project is proposed to use Context Sensitive Design and could free up sections of Ingra and Gambell Streets for local traffic and redevelopment. (chapter 8)</p> <p>Traveler Behavior Program: This is a new institutional structure to execute planning, research, design and management of travel demand. This office can perhaps help coordinate more appealing public transit options and create incentives for increasing vehicle occupancy for CCSC event traffic. (p. 125)</p>

2 - Workshop Findings

Workshop style meetings and ongoing conversations were held through the fall and early winter of 2005 with three major groups:

1) The **Technical Advisory Group** consists of a small number of representatives from key interest groups that have the ability to help implement the final master plan including MOA, UAA, the Alaska Aces and the SMG Group (managers of the Sullivan Arena under contract to the MOA), and Anchorage's Parks and Recreation Commission.

2) The **Stakeholder Advisory Group** has more than 30 members and includes all identified user and interest groups. Its members are sports users (soccer, baseball, football, hockey and track), vicinity community council members, and non-profit trail and creek protection group representatives. It also includes MOA and UAA department representatives, the Anchorage School District and local public officials.

3) **CCSC Neighbors and the Public at Large.** Direct mail was sent to 900 nearby property owners and 2 ads were placed in the Anchorage Daily News to notify and invite participation. Only a handful of property owners from 16th Avenue provided feedback.

The intent was to gain knowledge of what is working, what is not working, and what the future needs and potential solutions are for improving the CCSC. The combined input from the workshops provided rich information and many suggestions for improving the complex over the next 20 years. This chapter describes the breadth of their input in detail, with some of the highlights described briefly below:

What IS working:

- The greenbelt, creek and trails are highly valued community assets;



- The Sullivan Arena is an important community facility that has a reasonable seating capacity given demand at most sports events;
- Despite the poor condition of Mulcahy Stadium, the Anchorage Bucs and Anchorage Glacier Pilots are important to Anchorage and the CCSC is their historic home;¹
- The Anchorage Football Stadium's artificial turf field is intensively used for football and soccer because of its extended season and ability to host spectators for important games (e.g. state high school football championships);
- The Kosinski Fields have had a number of upgrades and are in fairly good condition; and
- Many neighbors across the street from the complex have lived there for many years and like their proximity to CCSC because of the open space (despite the downsides).

What is NOT working:

- Vehicular access, circulation and parking are problems of legendary status
- There are too many competing uses for facilities: "Like 25 lbs of sugar in a 5 lb bag"

¹ *The Anchorage Bucs Financial Impact on the Anchorage Economy*, April 4, 2002 by Russel Walter estimates that these 2 teams bring an estimated \$2.8 million per year into the greater Anchorage economy (labor expenditures, capital improvements, visitors' contribution to the local economy, ticket sales, and their combined multiplier effect).

Chapter 2 - Workshop Findings

- Many of the facilities are substandard to host tournaments (Anchorage Football Stadium's field ideally would be wider for soccer).
- Deferred maintenance and aging or outdated facilities are real problems (e.g., Mulcahy would probably cost more to fix than to build new; the Sullivan Arena struggles to find replacement seats that fit their system and the roof leaks; Ben Boeke's Freon system needs to be replaced, etc.)
- The Sullivan Arena has insufficient space to accommodate the operational needs typical of a stadium its size (locker rooms, press box, corporate suites, storage, etc.)
- Pedestrian access to the facilities is poor, even for neighbors. Related to this, pedestrians do not feel safe using the Chester Creek trail for evening events because of the homeless population living there.

What the future needs and potential solutions are for the CCSC:

- CCSC's limited space, intensive uses, and poor facility conditions make users highly motivated to take strong action to solve problems (e.g., relocating facilities offsite is on the table)
- The users of Kosinski fields are willing to have some or all of their fields moved to a new location to accommodate parking as long as:
 - o The financial resources to support planning and construction are assured
 - o The new sites reasonably accommodate their use and are not controversial
 - o The new fields are at least equal in quality and size as the existing Kosinski Fields.
- Mulcahy Stadium user groups would be just as happy with a new facility relocated in CCSC or offsite, provided that:
 - o The financial resources to support planning and construction are assured
 - o The Bucs and Pilots do not lose games or a season due to construction
 - o The new location and redesign are planned to better accommodate users needs and with better noise and light buffers for neighbors
- The Sullivan Arena needs to expand its footprint to accommodate the major missing components.



- The master plan needs to anticipate and plan for costs in a rational and realistic manner because the best solutions will be costly and because deferred maintenance and uncoordinated or poorly planned projects have already been costly to the community.
- Any construction or relocation of uses needs to be carefully timed as to not interfere with important sports events.

a. Technical Advisory Group

Meeting Summary, 19 October 2005, LDN Office

TAC Members

- Cyndi Spear, UAA Associate Vice Chancellor for Administrative Services
- Dr. Steve Cobb, UAA Athletic Director
- Bill Bryson, MOA Parks and Recreation Commission
- Bob Kniefel, MOA Traffic Engineer
- Steve Agni, Alaska Aces Partner
- Joe Wooden, General Manager, George M. Sullivan Sports Arena, SMG Management Group
- Monique Anderson, Anchorage Parks Superintendent
- Rod Hill, MOA Parks and Recreation Special Permits

FUTURE OPPORTUNITIES

- Every community of Anchorage's size in the U.S. has facilities 1,000s of times better; we are 20 years behind
- Anchorage is maturing and first rate facilities are needed to serve local, state and even national/

world events like the upcoming National Veterans Wheelchair Games

- If the capacity and quality of facilities were improved, they would get used (and attract more revenues). Many of the facilities are fully booked and bursting at the seams.
- There are a lot of adults who invest a great deal in recreation (hockey is over \$2000 for one adult, 14 games). Anchorage's leagues and groups know the facilities need improvements and could help build community support.

EXISTING CHALLENGES

Site/Complex-wide

- **Identity.** Anchorage does not know the complex as a place, but rather each facility by name. Selling a sense of place for the complex or integrated plan for the area is needed but a challenge.
- **“Fricking” parking.** This aspect of the complex was undersized to begin with and is shared among many facilities adding to the confusion. The creek and limited access create major bottlenecks. Bus service has never worked. Parking, circulation and way finding are THE major problem to solve in this effort.
- **Neighborhood Relationship.** Parking and circulation problems impact the neighborhoods just north of the complex. Is there a way of improving the facilities' relationship with nearby residential areas, especially by resolving parking and circulation problems?
- **Wayfinding.** People arriving who are not familiar with the complex have no way of finding resources to help them navigate the problematic circulation and parking. Parking is not segregated for each facility so when there is a lot going on it is just a free-for-all mess and very frustrating to someone who has driven all the way from Fairbanks, for example, to attend state football.
- **Pedestrian Access & Safety.** The mix of cars and pedestrians is a big problem. Ideally, once people park they should quickly be able to get to a safe pedestrian route.
- **16th Avenue.** This road handles all the traffic in and out of the complex. Major upgrades, beautification and sidewalks need to be considered.
- **Do a better job of less.** The Complex tries to do everything and is used exhaustively. The severe pressure from overuse should be addressed and as a community we should strive to do a better job of less on the site.
- **The reality of costs.** Everyone wants world class facilities with a parking spot at the front door but no one wants to pay for anything. Improvements must be realistic and phased and have community buy in and support.
- **Realistic vision.** The plan must be comprehensive and realistic about what each facility can and cannot be so groups can plan investments and uses accordingly.
- **Cost-effective Investments.** Why invest any more money to repair facilities that are NOT working. If a facility needs to be upgraded or resized to meet the international standard, or must be completely rebuilt in a few years lets plan for that route and even relocate facilities (but not scrap anything we cannot pay to replace).
- **Hosting realities.** Anchorage wants to bid to host events and attract tourism dollars, yet our facilities are not good enough, and not up to standards. National organizers for most events will not choose to come to Anchorage (it is very expensive for travelers and discourages participation) unless we have first rate facilities that meet their needs.
- **Greenbelt Limitations.** The creek and greenbelt are great amenities but constrain options for development and circulation, especially because of legal conservation restrictions tied to the land through the Land and Water Conservation Fund.
- **Deferred Maintenance.** All facilities have been starved for regular maintenance and upkeep. The deferred maintenance costs are enormous, and no one wants to pay for them (pipe systems are not what people donate to support).
- **Incompatible Uses.** Combined facility uses are difficult because of the different sports needs

Chapter 2 - Workshop Findings



and standards (soccer, football, baseball) and overlapping seasons.

- **Keep youth costs low.** We chronically miss opportunities as a community to invest in youth activities and facilities (high school football, hockey, skating, etc.) that benefit everyone financially and as a society (keeps them out of trouble and learning good things like teamwork). Improvements at facilities in the complex need to not be tied to increased expenses for youth, which discourages participation.

Sullivan Arena

- **Roof replacement needed.** A recent study looked at the costs of this badly needed repair (it leaks onto the floor during basketball games and requires wiping).
- **Infrastructure problems.** Deferred maintenance on a whole host of systems will cost a lot to fix.
- **Lack of Storage.**
- **Lack of Storage.** This bears listing twice because it is a CRITICAL issue; every corner is used and big trailers sit out in front of the facility because there is none built in (last minute design changes pre-empted).
- **No Press Box.** How did we build this major sport facility and not include one to start with?!?!?
- **Poor Acoustics.** The arena is used for many things (concerts, events, commencement) and the acoustics are very poor.
- **No Corporate Suites.** The facility and sports leagues are missing out on a lot of financial

support because there is nowhere to locate these.

- **VIP Space Lacking.** The existing space should be larger and nicer to really serve its purpose.
- **New Convention Center and Sullivan Arena's Identities / Uses.** It is hard to predict changes in the Sullivan's identity when the new facility comes on line, and what can or will be relocated to the new convention center:
 - o Home shows?
 - o UAA Commencement?
 - o Concerts?

Ben Boeke

- **Freon.** Both Boeke's rinks Freon refrigeration systems need to be replaced eventually (which is very expensive). One section of piping was replaced and simply covered with ice (and now cannot be used for anything other than skating).
- **Infrastructure.** Deferred maintenance on a whole host of systems will be costly to fix.

Stadiums

- **Community Sentiment.** The Mulcahy baseball and Anchorage Football Stadiums have a lot of community sentiment attached to them and were gifted to the community. Yet they need so much investment to fix and upgrade that it may be less expensive to scrap one or both and rebuild (maybe even better to relocate?). However, just scrapping and not rebuilding is NOT an option.
- **Track Standards.** The track stadium does not currently accommodate the standards and arrangements needed for track and field sports. For example, there are problems with the bleacher location and there is not enough space to locate standard event spaces for:
 - o Hammer
 - o Javelin
 - o Shot put; and
 - o Pole vault
- **Imminent investments.** With the upcoming National Veterans Wheelchair Games this

summer 2006 at Mulcahy track, a fast-moving \$2 million project to redo the track, bleachers and undertake other improvements is funded and designed. How these improvements fit with this Master Plan is a concern (should the facility just be scrapped or relocated, or rebuilt entirely). When the work is done and the uses displaced during construction is another big issue.

Skateboard Park

- **Neighborhood Issues.** This use needs to be visible so that vandalism and other problem behaviors are easily corrected and discouraged.
- **Relocate?** Maybe this use is best located elsewhere in the community, and not right in a major sports complex with major space constraints.

MEASUREMENTS OF SUCCESS

TAC members discussed and agreed that these are the measurements of success for the CCSC Master Planning effort:

- **Salable, Realistic.** The plan will be successful if the community can see where investment is needed and feel the plan provides a realistic, do-able plan of action with a reasonable price tag (e.g., so bonds are approved by voters).
- **Leadership.** The plan must be one that the Mayor and key leadership figures will agree to sell to the public.
- **Community Council support.** To be a success, adjoining Community Councils need to buy-in to the solutions and their relationship to surrounding neighborhoods, businesses, and transportation routes.
- **Planning and Zoning Approval.** Commissioners should easily see the rationale, have been involved, and approve of the plan.
- **Parking and Circulation MUST work together.** No matter what the plan proposes (garage, satellite, new egress), it must be a very workable plan that eases the existing situation,

and comprehensively addresses parking, vehicular circulation, and pedestrian circulation.

- **DOT Acceptance.** The changes and plans for circulation must be supported by DOT.
- **Must Look South and Southwest.** The plan must look at the entire site including the creek for the best solutions, especially for addressing transportation and circulation needs.
- **Passes the Legal Test.** Any proposals included must be legally consistent with the Land and Water Conservation fund requirements that go with the land.
- **Meets National and International Standards.** All newly constructed or developed facilities must meet all possible standards so that the facilities can host world and national events, and state and local competitions. Cost-cutting should not be in this area, and the community should be informed about the importance of not building something that is obsolete for official uses just to save a little money.
- **Addresses Bigger Community Plans:**
 - o UAA growth and needs
 - o *Anchorage 2020*
 - o Transportation
- **Plan includes maintenance costs (not deferred!!).** Although it is easier to raise funds for new capital projects, the full costs into the future should be recognized.
- **Relocation.** If facilities are moved out of the Complex, there must be an acceptable site and plan to reconstruct.
- **Identity.** The plan needs to address, “What is the identity of the complex?”, and “What is it going to be when it grows up”.
- **20 Year Plan.** The plan should look at growth and needs for a 20 year horizon.
- **Wayfinding.** The complex must provide to the visitor a clear understanding of where facilities are located and how to get there.

Chapter 2 - Workshop Findings

b. Stakeholder Advisory Group

Meeting Summary, 8 November 2005, Sullivan Arena

Stakeholders attending (many more were invited who were unable to attend)

Dr. Steve Cobb, University of Anchorage Alaska
Athletic Director

Bill Bryson, MOA Parks and Recreation
Commission

Steve Agni, Alaska Aces Partner

Joe Wooden, Sullivan Arena General Manager
SMG Management Group

Annette Powell, Ben Boeke General Manager, SMG
Management Group

Barbara Pepek, Northstar Community Council

Darrell Hess, Fairview Community Council

Zak Basch, Anchorage Bucs

Holly Kent, Anchorage Waterways Council

Jon Dyson, Anchorage Glacier Pilots

Lefty Van Brunt, Anchorage Glacier Pilots

Jimmy Velasco, Full Force Soccer Club

Carolyn Muegge Jackhan, Anchorage Convention
and Visitors Bureau

Steve Nerland, American Legion Baseball

Martha Stramp, Anchorage Hockey Association

Gary Matthews, Alaska School Activities Association

Johnny Turner, ADSF - Cook Inlet Soccer Club

Monique Anderson, Anchorage Parks
Superintendent

Rod Hill, Parks and Recreation Special Permits

Mari Steinbach, Anchorage Recreation
Superintendent

After an introduction to the project scope and findings to date, Stakeholders divided themselves into facilitated groups of their choice and discussed issues, opportunities and needs associated with specific facilities. Their brainstorming is presented following:

GROUP 1. SULLIVAN & BEN BOEKE

Parking/Access:

- MUST HAVE Segregation of parking between Ben Boeke and Sullivan Arena
- 360° dedicated access is typical arena parking lot
- Parking code issues – upgrades will decrease



- parking space availability
- Add Cal Worthington and Crazy Horse areas to the project limits
- 1 space for 4 seat ratio for parking is used currently
- Seating capacities of facilities:
 - o 7400 Aces Games
 - o >9000 concert
 - o 7500-7800 basketball (Shootout and State Championship – biggest nights)
- Conflict with AFS nights and Sullivan/BB use
- Difficulty with access turns people away
- Shuttle usage dropped and cancelled: it is good for arrival since sequential, but not effective for end of game
- Parking garage egress may be a problem if constructed
- Freeway access
- Connection to Fireweed?

Sullivan Building Issues:

- Concessions
- Locker rooms/alternate storage
- Determine threshold of improve vs. replace
- Focus on making experience better and not changing to what it is not
- Focus on resident games for locker room development rather than peak events
- Upgrade of concession area at Sullivan is big bang for \$ management issue
- Press/Corporate boxes – no room for these within existing facility
- ID class and type of events new Convention Center will offer

Ben Boeke

- State hockey tournament not in Anchorage

because of lack of 3 day ice (2000 capacity)

- Remove or move hockey outdoor rinks and add 2 more indoor to BB with central Zamboni
- Is more cost effective to replace
- Don't focus on storage needs

Both Arenas

- Sullivan Arena is high intensity use vs. Ben Boeke lower intensity
- Geotechnical issues
- Conflict with Commercial sports competing with recreational use
- Something else has to give - move other facilities out to another site that do not fit the "commercial sports" model
- Kosinski Fields/AFS/Outdoor Rinks do not fit
- Get permits (3 of users) for outdoor use of hockey rinks
- Move Mulcahy Stadium & AFS to open up for parking garage/other support facilities
- Buy Cal Worthington and provide access
- Move Kosinski Fields since recreation facilities belong in community
- Pedestrian overpass
- Designated beer garden/restaurant for post game time but difficulties with 'drunk fest'
- Sports bar concept to replace Crazy Horse – removes liability from teams – works in Minnesota and Wisconsin

GROUP 2. ANCHORAGE FOOTBALL STADIUM, OUTDOOR HOCKEY & SKATEBOARD

Anchorage Football Stadium

- Track layout is only good for relay race
- Used for walking and jogging mostly
- Masters track and fields cannot be designed to international standards at this location
- Currently not a full size soccer field, but could be if track was relocated
- Anchorage needs an indoor artificial turf facility for soccer and football – elsewhere
- Relocate soccer and football to another location with minimum 8 fields for a state tournament



- Artificial turf for all fields for maintenance
- Separate football and soccer (seasons overlap and compete)

Outdoor rinks

- Need central outdoor rinks for youth use that are affordable and have adjacent parking
- Perhaps move rinks to Dempsey
- 4 rinks under one roof will bring more events
- Adjacent to Ben Boeke for shared use of Zamboni

Skateboard park

- Isolated from residences is good, and the existing use is not a nuisance to anyone
- Could be an appropriate location
- Out of adult visibility and supervision – not a good location

GROUP 3. MULCAHY BASEBALL STADIUM & KOSINSKI FIELDS

Mulcahy Stadium

- Maybe Mulcahy Stadium should be downtown as an Economic Development project. Nationwide all new baseball stadiums (even Minor Leagues) are being constructed in downtown areas like our CBD to create revenue as the heart of re-development.
- Users recommend synthetic field turf because it lowers maintenance cost and allows for multiple uses. It cost the Pilots and Bucs \$1,750 per game for maintenance.

Chapter 2 - Workshop Findings

- What is the cost of building a brand new facility vs. upgrading current facility with field turf?
- Consider synthetic turf with complete renovations
- Compare renovations with cost of new facilities
- MOA to ASD – build Baseball fields at school sites – they have land

Kosinski Fields

- Users willing to relocate under coordinated plan, BUT only in phases, “NO NET LOSS”
- C Street Extension and Bragaw Extension will make available land where it may be possible to replace the 4 fields (no controversial site like Simonian Little League)
- No increase in full baseball fields in 20 years
- Only one field is in compliance and cannot attract large events
- Used by High School/American Legion and Adult League Baseball teams
- Since 1970's there has been an increase in little league and softball fields in Anchorage, but no net increase of baseball fields
- Every high school in Lower 48 has its own field on campus, why none in Anchorage?
- The numbers of Adult League Baseball players are increasing. Most are former high school/ Legion ballplayers.
- Legion willing to give up Kosinski location for 4 replaceable fields. They have no reason to be in that location, but want access to 4 regulation sized fields.
- Why limit the addition of baseball fields to 4? Realistically, in 20 years there will be more users

GROUP 4. SITE ISSUES.

- It is not working!!! This needs to be tackled and effectively solved, even if it means some facilities must be moved
- Pedestrian access from nearby neighborhoods south of the greenbelt is not safe and easy (crossing C street vs. trails in the forest that do

not feel safe at night)

- Poor sight distance on southbound Gambell near curve adjacent to Cal Worthington.
- Consult DOT&PF on potential Hyder Street bypass and LRTP to understand access issues and capabilities.
- Consider purchase of Cal Worthington for additional parking or parking garage.
- Include bicycle racks
- Include transit service/access and school bus accommodations.
- Consider repaving 16th Avenue and safety/functionality of 16th Avenue intersections with A Street and C Street.
- Bus stops and taxi stands should be right outside front door (not blocks away)

Facilities

- Something needs to be moved offsite, but what criteria to decide? Organized sports vs. recreational facilities.
- Sullivan needs increased capacity
- UAA needs must be considered, especially related to the Sullivan Arena
- Anchorage School District facilities and plans should be on the table to consider (e.g., if high school football stadiums are built at the schools, AFS could go)

Creek / Water Quality

- Consider the use of a “green roof” for parking garages (UAA can help design)
- Consider the use of “grasscrete” for paving as it maintains a degree of perviousness
- Support for a buffer along Chester Creek that is larger than the 25' required by code

Land Status / Ownership

- What are the legal LWCF issues?
- What about purchasing nearby land (Cal Worthington, Crazy Horse, residential) ?

DISCUSSION & SUMMARIES

Each breakout group presented its major findings to the entire group, and discussion about several

topics were explored further as a group:

Mulcahy Stadium: The Bucs have already priced out and done preliminary work toward a stadium renovation or replacement. This work has not attracted funding or attention but now needs to be moved forward.

Soccer / Football: Resolving whether these facilities should be on-site or could be relocated elsewhere is a big question (football to new high school stadiums; soccer to Kincaid?). The school district is a major player in determining options.

Skateboard Park: Several stakeholders disagreed that the Complex is a good place for this activity (safety and security issues). Some questioned if skateboarding is really an “organized sport” and also stated a need for direct supervision of kids using the facility.

Criteria for CCSC Facilities

Given that stakeholders supported moving some of the complex’s existing or planned facilities offsite, the group generally agreed that following are good criteria to decide what should stay:

1. Serves all of Anchorage
2. Structured, organized sports – not recreation
3. Is it addressed better offsite (e.g., If high school sports are addressed at schools maybe AFS could be relocated)
4. Use common sense

a. CCSC Neighbors and the Public at Large

Meeting Summary, 9 November 2005, Spenard Recreation Center

Public Participation

- 950 public notices were mailed to property owners and business in a half-mile radius
- 2 banner advertisements were placed in the Anchorage Daily News Life section (2.5” x 11”) the Sunday and Monday prior to the meeting
- 12 members of the public, primarily neighbors, attended the event; three called in advance of the meeting to say they could not attend and gave feedback over the phone.

OPEN HOUSE STATIONS

Four stations with aerials and informational posters were set up. Each station had consultants facilitating discussions and writing down public comments on the topics covered by the station.

Station 1. SULLIVAN ARENA & BEN BOEKE ARENAS

Public Input and Discussion

- No parking garage fronting on 16th Avenue (loss of southern exposure to residents)
- How will you enforce use of a parking garage when free parking is in neighborhoods?
- Eagle/16th terrace – block for fire access
- Connection to greenbelt from 16th
- Sullivan Arena is good neighbor, but general public misconception that CCSC is area for NOISE
- Right turn lane only for residents
- Sound system affects neighborhood
- ‘Residential’ signage for no parking (and enforcement) is needed
- Shuttle service from external site to CCSC
- 8-10 times per football season conflict with Sullivan Arena events
- Parking line delineations (loss of parking space)
- Exit at existing curb cut north of Cal Worthington (DOT permission)
- No parking on the sidewalk!!!
- Traffic flow to residential area is dangerous during events



Chapter 2 - Workshop Findings

Station 2. ANCHORAGE FOOTBALL STADIUM, OUTDOOR HOCKEY & SKATEBOARD PARK

Public Input & Discussion Points

- Keep football at Chester Creek
- Skate park is needed, but current location not good due to poor visibility to site and close proximity to camps
- Have closed space for public walking, dogs, i.e. park space fenced from Chester Creek
- Clean up Chester Creek Greenbelt and ensure better safety and security
- Eliminate unsafe, secluded areas. Example: SW corner of Mulcahy Stadium
- Develop park/open space south of proposed skate park
- Speed skating area, possibly around football
- Broaden Chester Creek to recreate its natural channel.
- Clear path, make trail wider

Station 3. MULCAHY STADIUM & KOSINSKI FIELDS

Public Input and Discussion

- New Mulcahy Stadium – on site
- Better access – East/West
- Closer parking to Sullivan Arena
- General infrastructure improvements
- Baseball ownership financial participation in new Mulcahy must be required!
- Develop/clean up Charles Smith Memorial Park
- Move Mulcahy Stadium offsite and keep Kosinski Fields where it is!

Station 4. SITE ISSUES

Public Input and Discussion

- Having open space in the neighborhoods works
 - o Ball fields, etc
 - o Not buildings
 - o Not necessarily woods (vagrancy)
- Parking garage would ruin views from 16th Ave if close to 16th
- Vagrancy problems – open up forest
- Chester Creek improvements: Meander channel and ponds/basins
- Use University Center for shuttles
- Legal restrictions on location of Mulcahy?

- “Resident Only” permit parking
- Sound issue from Mulcahy Stadium (impacts residences)
- Need fenced dog park (Adopt-A-Park and winter multi-use of Kosinski)
- Trash pick up after events is an issue
 - o In parks
 - o In neighborhoods
- Need sidewalks along A street for local residents to walk to events (through the woods on the trail does not feel safe)

Additional Public Input

Members of the public who could not attend the event called in, or provided additional comments by email:

- 16th Avenue: When the city raised this road they created new problems (drainage, etc.). This road could be improved
- Cordova: It is nice now that they close this street off before events
- Ben Boeke:
 - o There are over 120 youth teams using the Boeke, Dempsey, and Tesoro. This includes 94 house (non-competitive and at least 25 competitive teams); this does not include the boy’s and girl’s high school, or any of the local adult teams.
 - o The poor conditions of the Boeke for our local high school teams are terrible for holding games. There is rarely if ever room for people to watch the game. The Boeke is far too small for our growing community. The building is an embarrassment for every player that uses the facilities.
 - o The cost of ice per month for any child in Anchorage playing hockey is generally \$250.00 to \$400.00 per sheet, per hour
 - o Anchorage teams often must travel to Wasilla or Palmer for practice ice availability. We simply donot have enough ice in Anchorage.
 - o Boeke’s changing rooms are ridiculously small, outdated, and old
 - o Instead of spending a fortune renovating the Boeke, if the city will please consider bulldozing it and building it elsewhere??

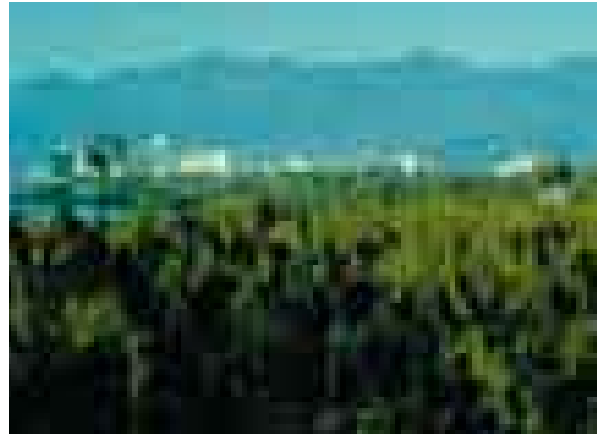
3 - Existing Conditions

a. Land use analysis / considerations

When CCSC's initial development occurred through the 1960s and early 70s, land use pressures and traffic volumes were not so great in Anchorage. After the Sullivan Arena was constructed in 1982, the pressures on the site and to adjacent properties intensified. As Anchorage has grown in the intervening decades, land use issues have become a serious concern, but difficult to resolve at CCSC. Major issues include:

Limited room to expand development:

- **Greenbelt** - South of CCSC's development footprint where facilities are located, the public greenbelt and creek encompass much of the site and limit expansion for reasons described in Chapter One.
- **16th Residential** - Residential developments, including sizable multi-family complexes and small single family dwellings, are situated across 16th Avenue, north of CCSC's facilities. Although past plans have identified some of these lands as acquisition targets, no action has been taken, and neighbors who have attended recent meetings expressed no interest in selling out and enjoy living in their neighborhood.
- **A Street and Gambell** - Bordering the east and western edges of the site are 2 major arterials, northbound A Street (one-way), and the southbound lane of the New Seward Highway (Gambell Street). These road segments are owned by the State and although future upgrades may consider and help address CCSC's needs, the primary purpose of these rights-of-way is to accommodate major arterial traffic volumes, not solve event traffic difficulties.
- **Cal Worthington** - Bordering the southeast corner of the complex is an auto sales lot owned by Cal Worthington. This site was identified as an acquisition target as early as the



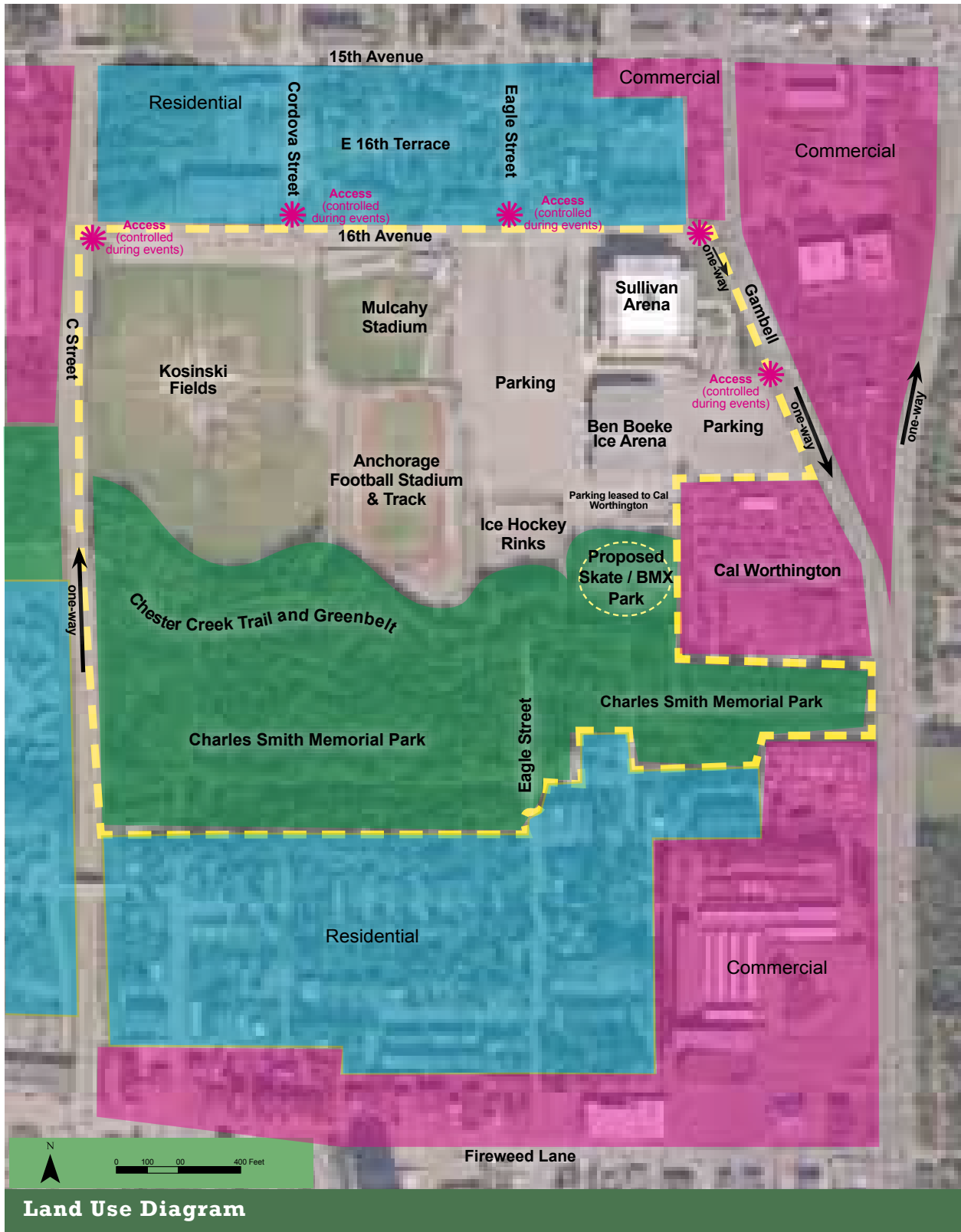
Chester Creek Greenbelt Plan (1975), but was not purchased and now has a well-established user. The management at Cal Worthington was contacted during this planning effort and asked if they have an interest in moving or selling out. Into the foreseeable future, Cal Worthington plans to stay at this location, although they do find it necessary for their operation to lease CCSC parking space south of Ben Boeke for their employees (via a contract arrangement between SMG group and Cal Worthington).

- **Underutilized commercial properties** south of 15th Avenue near the Sullivan Arena were identified by stakeholders as acquisition opportunities that would allow expansion of CCSC parking, redevelopment opportunities (like sports bars and restaurants) that could be linked via overpasses and sidewalks to the Arena. No property owners were approached about this concept.

Major access and parking problems that impact all surrounding land uses:

- **On-Site Parking.** The initial CCSC Master plan acknowledged that on-site parking in 1984 met less than 30% of the projected high demand for 4,900 vehicle spaces. During major events,

Chapter 3 - Facilities Conditions & Need



Land Use Diagram



especially when several facilities are busy simultaneously, the inability to meet demand on-site stresses facility users, the visiting public, and has created a problem of legendary status that discourages attendance (although die-hard fans are not that easily off-put).

- **Off-site Parking.** CCSC's on-site parking problem is displaced off-site impacting landowners and roads all the way from Fireweed to 15th Avenue and beyond. The initial CCSC Master Plan anticipated this. It identified 2,892 off-site parking spots associated with churches, office buildings, and other private land uses within $\frac{3}{4}$ of a mile of the site. A contractor, Alpine-Burctco, was targeted in the study with negotiating working agreements and parking fees for the public to use these lots during events. The study also estimated 2,540 on-street parking spaces within a $\frac{3}{4}$ mile radius of the site. The Police Department, Traffic Engineering Department and Municipal Office of Community Affairs were identified as the parties that would take responsibility to make sure that public parking was safe, legal, and profitable for private property owners.

Since the 1983 plan, off-site parking has not been carefully negotiated as a public private partnership. Rather it has become a headache for nearby property owners in many forms, including illegal parking, blocked roads and driveways, noise and trash. Additionally, event goers walking from off-site parking do not have well-developed pedestrian facilities like sidewalks. Pedestrians traveling to events regularly make dangerous mid-road crossings, especially on Gambell and A Street.

- **Impact on Arterials.** Fortunately for Anchorage, events at the Sullivan Arena and CCSC occur during the evening and weekend, and not at rush hour. As will be discussed later in this chapter, the complex is adjacent to two major north-south arterials that have significant capacity but that also carry significant daily volumes of traffic. Event traffic affects these arterials, although private contractors and police have a management plan that controls access and sets out cones and staff to help defray the impact on non-event traffic.
- **Access bottlenecks.** Currently 16th Avenue and Gambell provide the only access points for

Chapter 3 - Facilities Conditions & Need



CCSC. These are major choke points causing significant delays and frustration, which are compounded by problems caused by the parking lot's lack of a clear circulation pattern.

- **Limited alternatives to driving.** As difficult as parking is at CCSC, there are limited alternatives. There is no public bus shuttle system directly at the Sullivan Arena because of the limited demand (it was tried previously). Public bus route numbers 2, 75 and 102 do travel on A Street but service ends before most events would let out (around 9:00 pm). Small capacity shuttles associated with sports bars are provided by the private sector but of the thousands of events goers, these shuttles only accommodate dozens. The Sullivan Arena could use an improved taxi stand, bike racks, and pedestrian friendly sidewalks and other amenities. Even neighbors who walk have said that the street level landscape is not conducive to walking, and some are afraid to use the greenbelt trails at night because of the homeless population living there and poor visibility through the trees.
- **Wayfinding / Circulation.** CCSC's events, especially State Championships and UAA's Commencement, attract people from out of town who are not familiar with the complex.

Their experience with the access and parking problems are compounded by the lack of a coherent and efficient circulation pattern, limited wayfinding information, and lack of segregated parking. When multiple activities take place simultaneously, CCSC's parking becomes a "free-for-all mess" that is very frustrating to visitors and users.

Compatibility Issues with adjacent land uses:

- **Residents** on 16th Avenue and south of the creek who attended the initial public meeting for this planning effort (who may or may not be representative of the neighborhood) said they are long-time residents who identify with CCSC and in many respects enjoy having open space nearby. None expressed an interest in leaving their neighborhood because of event traffic, noise, light pollution, trash, or other impacts (although they would like to see these issues better addressed, especially Mulcahy loudspeaker sound and parking problems).
- **Acres of on-site surface parking** pose several issues for adjacent land uses. First of all, the impervious surfaces impact the greenbelt and creek in terms of water quality and erosion. Secondly, residents have expressed a desire that CCSC's parking have landscaping and beautification to lessen its visual impact.

b. Traffic Parking and Circulation Study (CCTIPS)

Traffic and parking are clearly the major issues this study needs to resolve, yet as the land use analysis describes, there are no easy answers. The first half of the traffic parking and circulation study (CCTIPS) that follows is intended to raise issues for further analysis. The final master plan report will identify how to practically improve access and parking given the constraints and lack of easy solutions.

STUDY ROADWAYS AND INTERSECTIONS

Existing traffic conditions are presented following for C Street, A Street, Gambell Street, Ingra Street, and 16th Avenue within the vicinity of the CCSC in Anchorage. These roadways comprise the primary approach routes and/or provide direct access to the sports complex.

C Street and A Street form a north-south couplet that extends approximately 2.25 miles between 3rd Avenue (north of CCSC) and 36th Avenue (south of CCSC) within the City. The route continues north as Loop Road, providing access to northern Anchorage, and two-way C Street continues south to intersect with Dimond Boulevard. Within the vicinity of CCSC, both southbound C Street and northbound A Street, respectively, consist of three travel lanes with wide shoulders (five to eight feet in width). CCSC fronts approximately 800-feet of A Street; however, no driveway access is currently provided from A Street to the site.

Gambell Street and Ingra Street form a north-south couplet that extends a mile between 1st Avenue (north of CCSC) and 20th Avenue. The couplet merges into one roadway just south of CCSC. This couplet is also designated as State Route 1 (SR 1), which continues south as a divided highway (also known as Seward Highway) out of the City. Gambell Street fronts about 800-feet of CCSC with one driveway providing access to the sports complex. The driveway is located on Gambell Street approximately 500-feet south of 16th Avenue. Within the vicinity of CCSC, Gambell Street and Ingra Street, have a three lane cross sections with



either wide shoulders or intermittent sidewalk, curb, and gutter, located along the roadway, depending upon location.

16th Avenue extends approximately $\frac{3}{4}$ -mile between E Street and Gambell Street. This roadway consists of three travel lanes, with two intended for westbound traffic and one for eastbound traffic adjacent to the site. Two driveways provide access to a parking lot designated to Sullivan Arena, Ben Boeke Arena, Anchorage football field, and Mulcahy Stadium. One driveway provides access to two small parking lots designated for Kosinski Field, Mulcahy Stadium, and the Anchorage Football Stadium. A fourth driveway also provides access to the parking lot aligned between Kosinski Fields and 16th Street.

A Street, C Street, Gambell Street, and Ingra Street are classified as arterials by the Municipality of Anchorage (MOA). 16th Avenue is classified as a collector street.

This study evaluated traffic conditions at three study intersections; C Street/16th Avenue, A Street/16th Avenue, and Gambell Street/16th Avenue. These intersections have stop-controls on 16th Avenue with the intersecting streets being allowed free/unrestricted north or south movements. The majority of site trips approach and depart CCSC through these intersections.

Chapter 3 - Facilities Conditions & Need

ANALYSIS SCOPE/METHODOLOGY

Per standard industry and local methodologies, capacity conditions and traffic operations were quantified primarily through an examination of intersection levels of service. Intersections tend to experience congestion and delay more rapidly and significantly along a roadway versus mid-block locations or even at the typical business driveway. This occurs because the frequency of speed changes/reductions and number of turning conflicts increase at intersections versus other points along a roadway. Thus, by evaluating intersections, a traffic analysis is more conservative as opposed to a scenario when only roadway capacities are evaluated and presented.

Intersection levels of service (LOS) were evaluated based upon the methodologies of the Highway Capacity Manual (Transportation Research Board, 2000). The Highway Capacity Manual (HCM) is a nationally recognized and locally accepted method of measuring traffic flow and congestion for signalized and unsignalized intersections. Criteria range from LOS A, indicating free-flow conditions

with minimal vehicle delays, to LOS F, indicating extreme congestion with significant delays.

Table 1 outlines the LOS criteria for both signalized and unsignalized intersections. As shown, level of service thresholds, as a function of delay, vary between signalized and unsignalized intersections. This is because driver tolerances for delay have been documented to be much higher at signalized intersections than at unsignalized intersections. Again, all three-study intersections are currently unsignalized.

LOS were evaluated using Synchro Version 6, Build 614 (Trafficware, 2000). This intersection analysis software tool is based upon the methodologies of HCM 2000. The MOA maintains a LOS D goal for intersections. Intersections that operate below this standard may have to be improved. Traffic analyses of study intersections were performed for both the AM and PM peak hours of the typical weekday.

Synchro was also used for this study because of its ability to generate traffic simulations. Simulation is a visually generated movie/animation file that provides a virtual representation of traffic operations (flow and function). The tool can be used to determine where conflict points, extraordinary queues, and capacity issues are located or are likely to evolve. This provides a more comprehensive overview of traffic functions for CCSC as opposed to only LOS analyses.

Finally, collision histories were collected and reviewed for the existing conditions report in conjunction with the operations analysis. The best evidences of potential congestion points, or an

Level of Service	Signalized: Control Delay (sec/veh)	Unsignalized: Average Delay (sec/veh)
A	≤10	≤10
B	>10 – 20	>10 - 15
C	>20 – 35	>15 - 25
D	>35 – 55	>25 - 35
E	>55 – 80	>35 - 50
F	> 80	>50

Intersection/Location	PM Peak Hour			PM Peak Hour		
	LOS ¹	Delay ²	WA ³	LOS ¹	Delay ²	WA ³
C Street/16 th Avenue	B	13.3	EBA	F	117.8	WBA
A Street/16 th Avenue	E	35.5	EBA	F	90.8	EBA

1. LOS = Level of service.
 2. Delay = Average intersection delay.
 3. WA = Worse Approach (EBA = eastbound approach and WBA = westbound approach)

indicator of inadequate designs can be identified through a review of historical accident data. High accident frequency at a particular location or along a corridor section in conjunction with the LOS analysis can further confirm a traffic issue. Further analysis of accident data can even yield the cause for traffic or safety issue; resulting in more appropriate improvement recommendations.

EXISTING TRAFFIC VOLUMES

Turning movement counts were provided for the intersections of C Street/16th Avenue and A Street/16th Avenue by the MOA. These counts were performed in September of 2005. Turn movement counts for the intersection of Gambell Street/16th Avenue were performed by USKH in November of 2005. No intersection exists at Ingra Street/16th Avenue; thus no turn movement/peak hour count data were collected for this area.

Counts were performed between 7:00 and 9:00 AM, and between 4:00 and 6:00 PM for the purpose of capturing the peak morning and afternoon rush hours for intersection, however these times do not typically coincide with the major events at the complex. The counts yielded a consistent 7:30 to 8:30 AM peak hour for the morning commute and 4:30 to 5:30 PM peak hour for the evening commute between all three intersections. Counts provide the basis for determining existing capacity of study intersections and roadways. Note, counts were conducted during a typical weekday when no unusual event activities were occurring at CCSC. Figure 2 provides a summary of AM and PM peak hour turn movement volumes.

Average daily traffic (ADT) count data was provided by both the MOA and the State of Alaska Department of Transportation and Public Facilities

(DOT & PF). These counts indicate that A Street supports approximately 19,000 and C Street 13,000 ADT within the vicinity of 16th Avenue. Gambell Street supports approximately 26,000 ADT and Ingra Street approximately 28,000 vehicles within the study area. Finally, 16th Avenue supports nearly 1,900 ADT adjacent to the sports complex. These counts have been collected for informative purposes, and to assist with accident rate analyses.

TRAFFIC OPERATIONS

LOS evaluations were performed based upon existing geometric and traffic control conditions,

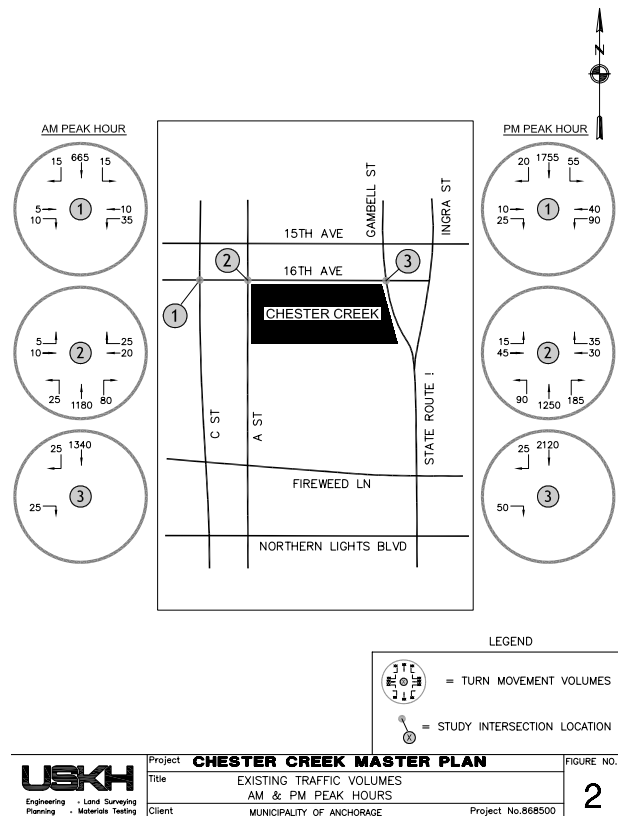


Table 3. Collision Histories– 2002 to 2004

Location	Year 2002				Year 2003				Year 2004				Totals			
	pdo ¹	inj ²	fat ³	tot ⁴	pdo ¹	inj ²	fat ³	tot ⁴	pdo ¹	inj ²	fat ³	tot ⁴	pdo ¹	inj ²	fat ³	tot ⁴
C Street/16 th Avenue	5	1	0	6	3	2	0	5	3	1	0	4	11	4	0	15
A Street/16 th Avenue	4	7	0	11	6	4	0	10	3	4	1	8	13	15	1	29
Gambell/16 th Avenue	8	1	0	9	3	1	0	4	6	0	0	6	17	2	0	19
Total	17	9	0	26	12	7	0	19	12	5	1	18	41	21	1	63

1. pdo = Property Damage Only.
 2. inj = Injury Accident.
 3. fat = fatality
 4. tot = Total Accident

Chapter 3 - Facilities Conditions & Need

as noted/identified through field examinations. 16th Street is stop controlled at both A Street and C Street; thus, LOS and delay values have been determined for these intersections. Table 2 provides a summary of AM and PM peak hour LOS for these intersections.

As shown, levels of service goals are surpassed at C Street/16th Avenue and A Street/16th Avenue during the PM peak hour. It is expected that this occurs due to the high northbound and southbound volumes occurring on these arterials.

Although no analyses have been provided for intersections along 16th Avenue, it is expected that LOS would be adequate because of the low number of vehicles that use the street during the typical weekday. Conversely, any other unsignalized intersection or driveway along C Street, A Street, or Gambell Street is expected to also operate poorly during the peak hours. As indicated, LOS is a function of the delay experienced by stop-controlled vehicles at an unsignalized intersections. Because of the high volumes and speeds on the study area north-south roadways, vehicles on sidestreets and at driveways must wait an extended duration before adequate gaps become available for turning and acceleration movements.

Note that 16th Avenue is uncontrolled at Gambell Street. The eastbound lane on 16th Avenue feeds into a southbound acceleration lane on Gambell Street, with no stop signs located along either 16th Street or along the southbound merge lane at the intersection. LOS determinations cannot be provided for such a scenario, as there are no measurable delays with which to estimate LOS. Intuitively, counts indicate that less than 50-vehicles an hour perform the eastbound to southbound movement at this intersection during the typical

weekday; which amounts to less than one vehicle per minute. This low vehicle count/frequency typically does not pose a functional problem for vehicles merging onto a busy arterial from such a lane. Thus, it is not expected that the function/operation of this intersection is an issue. A review of traffic simulations confirms this assessment.

COLLISION HISTORIES

As a part of this study, a summary of collision histories was prepared for the existing primary study intersections of C Street/16th Avenue, A Street/16th Avenue, and Gambell Street/16th Avenue. These histories were compiled and evaluated to determine whether unusual safety issues are occurring as a result of any congestion and/or design issues.

The methodology/approach in identifying a high accident location (HAL) is to review the most current available collision data for a consecutive three-year period. As such, accident reports were collected and summarized for a three-year period extending between January 1, 2002 and December 31, 2004, as available from the MOA. Accident histories typically include information such as accident severity, roadway conditions, atmospheric conditions, and specific accident severity and type.

Table 3 provides a summary of accident totals for study intersections during the three-year analysis period. This table reports only those intersections that experienced an accident within the evaluation timeline, and does not include incidents not recorded by State or local police. As shown, all three intersections experience accident rates that exceed recommended thresholds. This indicates the potential for HAL issues, and further study of conditions at these intersections is likely warranted; especially as injury rates exceed those typically experienced throughout the MOA.

Table 4. MEV and MMT Rate Summaries – 2002 to 2004

Location	3-Year Totals	Average Accidents	TEV ¹	Accident Rate ²
C Street/16 th Avenue	15	5.0	14,000	0.98 MEV
A Street/16 th Avenue	29	9.7	20,000	1.33 MEV
Gambell/16 th Avenue	19	6.3	27,000	0.64 MEV

1. TEV = total entering volumes for intersections.
 2. Accident rate expressed in terms of million entering vehicles (MEV) for intersections.

Chapter 3 - Facilities Conditions & Needs

STAKEHOLDER ISSUES

Stakeholder meetings have already been performed for this project; resulting in comments that are summarized in the following sections for the existing facilities. These comments have been summarized directly from Stakeholders.

Parking

The amount of parking available to users of the Chester Creek Sports Complex during sporting events is often limited. The bulk of the existing parking is located between the two sports arenas and Mulcahy Stadium, with additional lots adjacent to Gambell Street and 16th Avenue. Utilization of all of the on-site parking is inadequate to handle parking needs for winter sporting events at Sullivan Arena. The parking shortage is exacerbated during the summer months when the Anchorage Football Stadium is in use and participants have to compete with arena users for parking spaces. The current level of on-site parking had been viewed as adequate in prior decades with the assumption that share-a-ride programs and adjacent neighborhood parking arrangements would provide significant relief during events. These relief valves have simply not materialized.

Parking for events in Anchorage is complicated by the fact that stall delineations (pavement stripes) is often covered by snow and ice. Regardless of how well professional traffic control personnel direct event traffic, some level of parking capacity is lost as a result of the lack of clearly delineated parking stalls.

Access

The Chester Creek Sports Complex is bounded by one-way arterials on the east and west with Chester Creek to the south and the 16th Avenue collector to the north. All ingress to on-site parking is via 16th Avenue with egress opportunities via 16th Avenue or onto Gambell Street (southbound). Event traffic control utilizes an exclusive two-lane access from A Street to 16th Ave. for pre and post event traffic and traffic arriving from the north and Gambell Street utilize an exclusive right-hand turn lane onto 16th.

Traffic arriving for an event via 16th and A Street flows fairly well into parking, while it lasts. However, significant post event traffic leaving via A Street is forced to travel northbound for blocks in order to

make u-turns for southbound destinations. Similarly, traffic leaving via Gambell Street must travel south initially and turn around south of Fireweed Lane if they desire to travel north. Access north of 16th Avenue via Cordova Street or other local road access is either discouraged or prohibited. A related issue with traffic exiting to southbound Gambell is the poor sight distance at the curve adjacent to Cal Worthington Ford and the unsafe maneuvers of departing event traffic.

In a meeting between the project team and ADOT/PF personnel, DOT/PF traffic planners identified a need to separate the primarily north and south destination traffic. This could be addressed via additional access and exit points to A Street and Gambell that are used on an event basis.

Alternative modes of transportation are poorly accommodated at CCSC. Sixteenth Avenue is not set up very well for transit service. Improved transit and taxi service with passenger pickup near the entrances would provide an attractive alternative means of traveling to and from the sports complex. The facility is not equipped with bicycle racks for sports complex users.

Circulation

Poor circulation within the existing parking lots significantly impairs their functionality. The limited number of ingress and egress points to the complex is problematic, but the lack of functional channelization within the lots themselves contributes to an internal gridlock. Choke points between the sports arenas and between Ben Boeke and Cal Worthington contribute to anarchy in the parking lot and significant delay in post-event departures.

Pedestrians

Pedestrian access to Chester Creek from adjacent neighborhoods and businesses can be a safety issue. Due to the fact that insufficient on site parking exists; pedestrians commonly walk several blocks and cross busy roadways to get to events. Snow and ice covered sidewalks promote pedestrian use of the 16th Avenue roadway when traveling to and from events, further compromising safety.

Chapter 3 - Facilities Conditions & Need



c. Facilities Conditions & Needs

This section looks at parking and each of the facilities at the complex and identifies basic conditions and general needs as a preliminary step toward identifying physical solutions and potential costs in the final master plan.

PARKING

Existing Conditions

This aspect of the complex has been undersized for decades and is severely out of compliance with Anchorage’s Municipal standards, Title 21. On-site parking appears to meet less than 30% of the peak projected demand and appears to have somewhere

between 1300 to 1600 spaces (low number is SMG group’s calculation, high calculation is from the original Master Plan). Moreover, the existing parking is shared among many facilities and has poor definition reducing capacity further. Also, the parking lot as designed and constructed maximizes the number of stalls, but does not provide any of the landscaping or curbs that Title 21 requires.

Future Needs

Any upgrade to CCSC must meet Title 21 requirements. Given the site zoning (PLI , I-1), and the land use as multiple “places of public assembly”, Title 21 requires that one parking space be provided for every four seats in the principal auditoriums or assembly rooms (AMC 21.45.080-F). Based



on Sullivan Arena management, current parking capacity is 1,300 vehicles. To meet this regulation, hundreds if not more than one thousand new parking spaces will need to be developed. Although variances to this standard “may be granted” upon recommendation of the traffic engineer (AMC 21.40.020 J) there is clear indication by the public and stakeholders that the quantity and quality of parking currently provided are unacceptable and meeting the parking standard is an important consideration.

An additional issue with Title 21 is parking landscaping. The space needed to meet these landscape requirements would reduce the existing parking by 100 parking spaces if installed.

Title 21 Landscaping requirements:

Buffer Landscaping (north boundary): The perimeter of the site needs to meet “Buffer Landscaping” requirements or have a screening structure and visual enhancement landscaping as an “institutional, commercial or industrial use” adjoining a residential district. Specifically this means incorporating planting beds, 10’ width minimum with trees every 10’ on-center minimum,

shrubs every 18” minimum, with a ground cover or mulch.

Visual Enhancement Landscaping (east and west boundary requirement, plus within the parking lots): This means incorporating planting beds (8’ width minimum) with trees every 20’ on-center minimum, shrubs every 18” minimum, and a ground cover or mulch. Also, adjoining a lot line, a screening structure shall be placed on the perimeter of the parking area. At least 5% of the surface of the parking area including appurtenant driveways shall be devoted to visual enhancement landscaping.



Chapter 3 - Facilities Conditions & Need

Sullivan Arena

Existing Conditions

Overview: Indoor spectator sports facility; building completed 1982, parking completed 1983. In 1994 and 2005 respectively studies were completed describing expansion options and the costs of a roof repair (see page 8).

Seating Capacity: Versatile telescoping seats provide 6,500 to 9,000 capacity. Maximum: 8,751 for concerts; 7,987 for basketball; 6,290 for hockey; 8,935 for boxing or wrestling.

Floor Capacity: Olympic sized ice sheet; insulated floor covering for basketball, concerts & trade shows. Total with all seats upright: 32,000 sq. ft. and 22,000 sq. ft. of usable space that can hold up to 210 Exhibits, 220 Booths or Table seating for 1500. Stage size is maximum 40' x 54', including two 16' x 16' sound wings (2,400 sq. ft. SICO stage). Height varies from four to six feet with a five foot crowd barrier.

Power / Lighting Systems / Sound: Show power includes two 400 amp three-phase system and one 200 amp three-phase system or for trade shows two 400 amp three-phase systems for floor distribution. Main disconnect located 125 feet from east of (stage) end or arena floor. 4-way ASI scoreboard with full graphics capabilities. Main arena lighting supplied by pattern of 1,000 watt metal Halide fixtures suspended from the roof structure. Uniform intensity of 100-150 f.c. on the main floor. Additional lighting provides 750 f.c. over boxing/wrestling ring. Spot lighting includes eight Xenon Super Troupers. Sound system includes ceiling cluster of high and low frequency speaker units. Control area contains AM/FM tuners, tape deck, microphone inputs; amps and equalizers. Microphone jacks throughout facility.

Loading /Unloading / Equipment: Service drive entrance on east side of facility: 16' x 18'5" doors. Limited parking available for equipment vehicles outside the service entrance. The Arena has forklifts, manlifts, chain hoists, and spotlights, and a Zamboni.



Support space: Five locker rooms of various sizes, VIP area, small press room (communications infrastructure limited), storage, laundry, concessions, bar room.

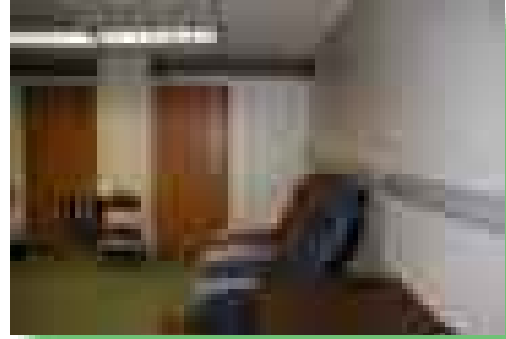
Primary Users: UAA is the major user of the Arena for hockey, basketball games and commencement. The arena is also home rink for the Anchorage's professional ECHL affiliated hockey team, the Alaska Aces. The arena holds many other events ranging from sports, to concerts to trade shows.

Major Issues

- Identity: the Sullivan is doing many things, but none of them extremely well (e.g., sports events, home shows, UAA Commencement, concerts, etc.)
- Current seating/arena capacity may be adequate, but expansion is needed for supporting activities (e.g. locker rooms, press box, storage)
- As the major traffic generator, the arena's events put major stresses on the site and nearby neighborhoods

Facility Needs

- Renovations required at the Sullivan Arena to render it a contemporary sports arena include at least four modern locker rooms with showers, officials room, electronic scoreboards, displays and screens, and club/box seats.
- Roof needs replacement
- SERIOUS lack of storage space (east parking lot is full of stage pieces and equipment)
- No press box
- Poor acoustics
- No corporate suites
- VIP space lacking
- It is difficult to get replacement parts for existing benches (most stadiums have newer automated systems)
- Parking not in compliance with Municipality of Anchorage parking standards and not sufficient to meet demand



Chapter 3 - Facilities Conditions & Need

Ben Boeke Ice Arenas

Existing Conditions

Overview: Constructed in 1974 with an addition in 1979. The facility hosts numerous regional and national youth hockey tournaments and figure skating competitions.

Ice Rinks: Two 200' long by 85' wide ice surfaces using a common 210-ton direct refrigeration system. Both rinks have complete hockey dasher systems with plexi-glass and tempered safety glass.

Seating Capacity: 1000 spectators at Rink 1, 100 spectators at Rink 2

Support Space: Four wet locker rooms with full restroom facilities, two dry locker rooms (dressing accommodations only), Espresso and Coffee Shop, Concession Stand, seating, and telephone.

Facility Users: This facility, like other ice sheets in Anchorage is in high demand and serves a number of adult and youth hockey organizations, figure skating clubs, and an in-house adult hockey recreational league consisting of approximately 116 teams, and high school teams.

Major Issues

- Deferred maintenance on a whole host of systems and the building will have significant repair costs
- This facility is heavily used during hockey season, and scheduling is a challenge; demand exceeds available ice citywide.
- It would be nice for maintenance and users if the outdoor rinks directly adjoined this facility
- The cost per month for ice for any child in Anchorage playing hockey is high.

Facility Needs

- Many aspects of the building and physical plant need repairs and upgrades
- More than \$2 million and an expanded mechanical room will be needed to upgrade the facility to a non-freon system (when it is outlawed)
- The small, outdated changing rooms need to be



- upgraded, enlarged and modernized
- Parking and access conflicts with Sullivan Arena and compliance with Title 21 need to be addressed
- To be a real hockey tournament facility, four ice sheets would be desirable (expand the facility)



Mulcahy Stadium

Existing Conditions

Overview: Constructed 1959 with a 325' regulation field, sodded infield. Stadium has metal bleachers; restrooms; concession stand; wooden fence, and several storage and team use sheds.

Users: During the summer Anchorage's only baseball stadium is used intensively by the Anchorage Bucs Baseball Club and the Anchorage Glacier Pilots with the following positive impacts:

- Generates an estimated \$2.8 impact on Anchorage's economy
- Attracts some of the world's finest collegiate baseball players
- Cultivates local players
- Provides healthy summer entertainment for baseball fans

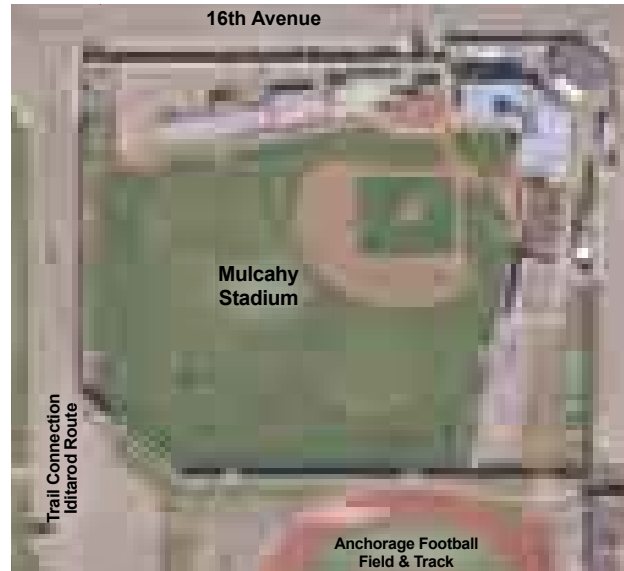
Major Issues Needs

- Anchorage is the largest town in the U.S. without a quality baseball stadium
- Given the level of improvements needed, should the stadium be entirely rebuilt or relocated?
- Ticket prices cannot support the level of upgrades needed. How could major rebuilding or relocation be funded?

Facility Needs

The stadium has been a great community asset but it is showing its age. Years of deferred maintenance and limited investment have taken a toll and major upgrades are needed on the field, restrooms, fencing, water system, bleachers, lighting and other infrastructure. At this point, many users believe that rebuilding will cost less than renovations.

- Stands are deteriorated
- Some fences are ready to fall down
- Fields need re-grading
- Restrooms need a major upgrade (doors do not close, etc.)



- Exposed water system and holes in the fence are problematic
- Scoreboard and lighting need upgrades
- The press box is too small
- Better storage space is needed for maintenance equipment, etc.
- The current lighting and sound system disturb neighbors across 16th Avenue.

Chapter 3 - Facilities Conditions & Need

Anchorage Football Stadium

Existing Conditions

Overview: Constructed in 1967-68 (artificial turf 1982); includes artificial turf playing field, removable goals for football and soccer, 8 lane ¼ mile track, bleachers, press box, concession/restrooms; adjacent artificial turf soccer/football field, lighting, surrounding chain link fence.

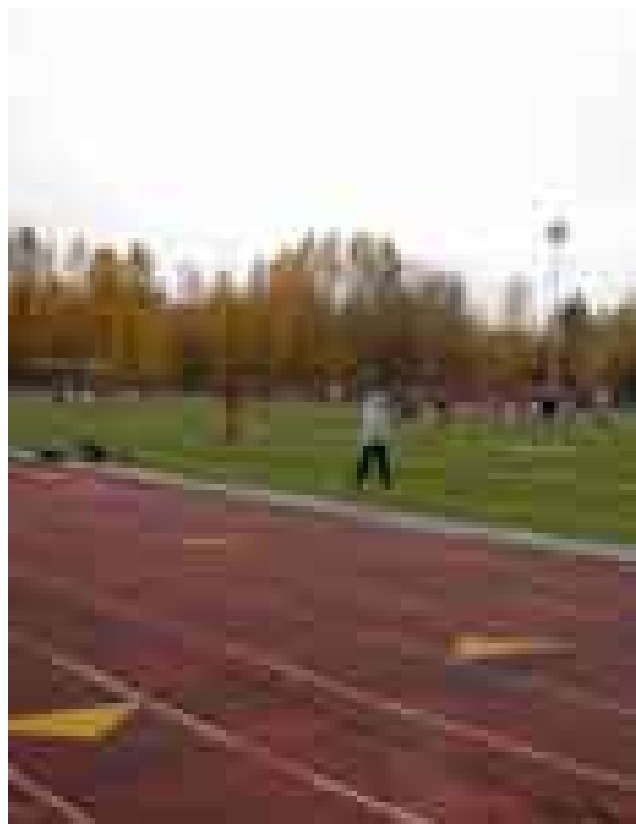
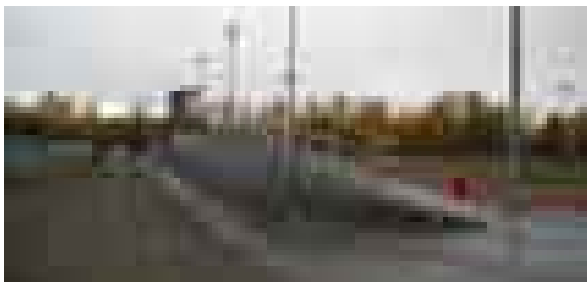
Users: The stadium is in high demand because of the artificial turf, especially for football (high school) and soccer (high school and league). It is used for games including State Championships and practice.

Major Issues Needs

- The AFS stadium would need significant upgrades to meet Track and Field needs including the standards and arrangements needed for bleacher location, hammer, javelin, shot put and pole vault.
- Many upgrades are funded and will be made prior to the National Veterans Wheelchair Game event this summer

Facility Needs

- Deteriorated track needs replacing, and upgrades are needed to bring this portion of the facility up to regulation standards
- Bleachers, viewing box, and railings need to be upgraded and replaced (safety issues)
- Lighting, scoreboard and restrooms could use upgrades and modernization.
- Artificial turf is in high demand and the site is heavily used (it is often shared by high school football teams). Widening of this field would be beneficial for soccer.



KOSINSKI FIELDS

Existing Conditions

Overview: In 1970 three baseball fields and one softball field (northwest) were installed. These have been well used, maintained and upgraded in the time since. The fields have one restroom and an area for concessions, but in terms of other services are very basic (no scoreboards, lighting, etc.).

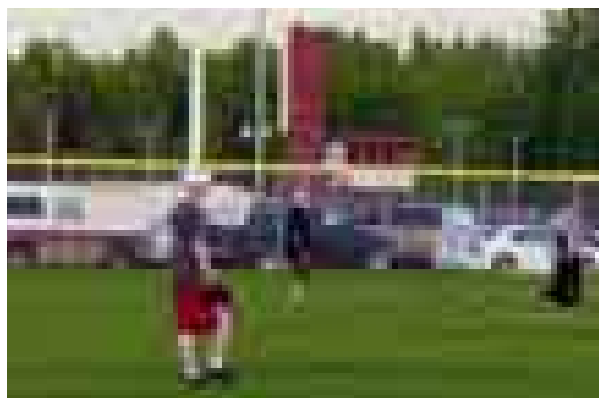
Users: American Legion Baseball and other leagues use the site during the season and work hard to maintain it; off-season neighbors like to play their dogs (and clean up) within the fenced fields.

Major Issues Needs

- The north entrance, fencing, and fields have recently been upgraded (the American Legion spends \$40,000 annually for maintenance of these fields)
- Given space constraints at the complex, the major acreage devoted to these fields could provide room to expand parking, etc.
- Users agree that relocation of these facilities may be an option, depending on assurance for funding a new project

Facility Needs

- Improved storage space is needed for maintenance equipment and supplies
- Only 1 of the 4 Kosinski Fields is regulation size



Chapter 3 - Facilities Conditions & Need

Outdoor Hockey Rinks

Existing Conditions

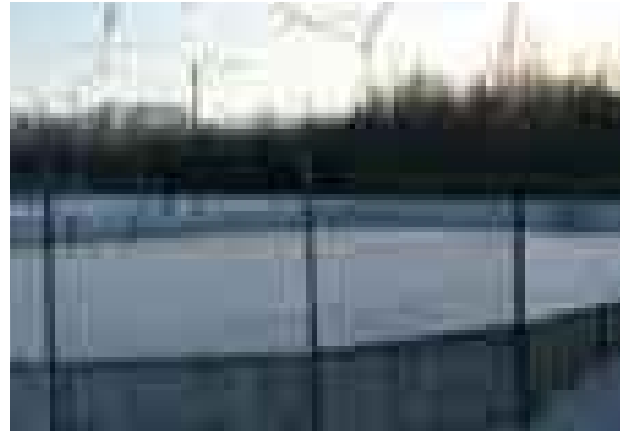
Overview: Two rinks are established seasonally in what formerly were tennis courts (built in 1975). The ice sheets are popular for recreational hockey practice because they are inexpensive and available.

Major Issues

- This facility is popular with users, but is not a competition grade facility; parking and restrooms are shared with Ben Boeke creating additional demand. According to stakeholders, there may be better locations for these rinks given their casual recreational nature which may free up additional space for parking.

Facility Needs

- The facility is functional, but could use new side boards, paint, asphalt repair and general upgrades
- Ideally these rinks would be adjacent to the Ben Boeke Arena, or should be converted in to 2 additional indoor sheets for competition.



Skateboard Park

Existing Conditions

New proposed use (see yellow outline, right). This project is not currently funded and has gone only to a schematic design level.

Major Issues Needs

- Soils on the site may not support the development (tests are underway)
- Given space constraints at CCSC stakeholders have suggested this should be relocated elsewhere in the community
- Ideal skateboard park sites have great visibility, adult supervision, and nearby playgrounds and other activities to encourage family use. The proposed site at CCSC poorly meets the typical guidelines for siting these facilities (see Appendix A).
- Stakeholders and skateboard park experts recommend that a better suited location be found, perhaps at Valley of the Moon Park or at Cuddy Family Midtown Park.





d. Minimum standards for UAA, ASD, and MOA facilities needs

Improvements to CCSC have long been desired by many of the major facilities' users. UAA for example uses the Sullivan Arena for commencement, hockey and basketball games because it is the only local facility that can accommodate its sizable gatherings. Yet at every game, UAA's athletic program is impacted by the lack of a press room and corporate boxes, inadequate locker rooms and serious parking problems.

Major stakeholders, like UAA, have made it clear that CCSC needs more than repairs. Anchorage needs to redevelop CCSC as a first rate community

sports complex that residents enjoy attending, that groups are proud to play at, and that can attract and host national and world tournaments.

A major feature of improving the facilities to this higher level is to use standards set by each sport so that the facility can be used for local, state, national and international venues. To build to a lower standard rarely saves money; it does however make it impossible for Anchorage to compete to attract tournaments and competitions that bring money and visitors to our community and promote civic pride. The table that follows describes the standards identified to date that will be used in Alternatives for new or renovated facilities:

Chapter 3 - Facilities Conditions & Need

Minimum standards for UAA, ASD, and MOA indoor facilities, court and sports field needs

Baseball/Softball	Field dimensions	Other requirements	Regulating body	Data Source
Little League	200' x 200' 180-200' radius	250' x 250' dimension 62,500 sq. ft.	Little League Baseball	Sportsknowhow.com
Youth	250' x 250' 250-320' radius	300' x 300' dimension 90,000 sq. ft.	Little League Baseball	
Adult Intramural	350' x 350' Lines-330', Center 400'	400' x 400' dimension 160,000 sq. ft.	Men's Senior Baseball League/ Men's Adult Baseball League	
Collegiate	350' x 350' Lines-330', Center 400'	400' x 400' dimension 160,000 sq. ft.	NCAA	
Softball-slow pitch	275' x 275' Dimensions vary	295' x 295' 87,025 sq. ft.	Amateur Softball Association of America	
Professional	350' x 350' Lines-330', Center 400'	400' x 400' dimension 160,000 sq. ft.	Major League Baseball	
Football	Field dimensions	Other requirements	Regulating body	Data Source
High School	160' x 360'	180 x 380'		Sportsknowhow.com
Collegiate	160' x 360'	180 x 380'	NCAA	
Professional	160' x 360'	180 x 380'	NFL	
Hockey	Field dimensions	Other requirements	Regulating body	Data Source
Youth	200' x 85'		USA Hockey	ASLA Sports Facilities
Adult Intramural	200' x 85'			
Collegiate	200' x 85'		NCAA	
Professional	200' x 85'	Olympic dimensions 200' x 90'	NHL	
Figure Skating	60 x 30 meters	Oval of 111.12 m	International Skating Union	International Skating Union
Soccer	Field dimensions	Other requirements	Regulating body	Data Source
Youth	70-80 yards x 40- 50 yards	4,500 to 12,000 sq. ft.	United States Youth Soccer (USYS)	Northern Arizona University
Adult Intramural	105 yards x 60 yards		USYS	USYS
Collegiate	110-120 yards x 65-80 yards	120 yards x 75 yards recommended	NCAA	NCAA
Professional	110-120 yards x 70-80 yards		MLS/US Soccer	
Olympic	110-120 yards x 70-80 yards		Federation International Football Association (FIFA)	FIFA
Track / Running	Field dimensions	Other requirements	Regulating body	Data Source
Track	591' x 263' 400 M track	700' min. for Track and Field	International Association of Athletics Associations (IAAA)	Planning & Design of Outdoor Sports Facilities, Dept. of Army/Air Force/ ASLA Sports Facilities
Hammer	Landing Area: 250'	Throwing Circle: 3.5'radius	IAAA	Track and Field Rulebook ASLA Sports Facilities
Javelin	Runway Lane: 120' min. x 13'1.5"	Landing Pad: 16'x8'	IAAA	
Shot put	Landing Area: 70'	Throwing Circle: 3.5'radius	IAAA	
Pole vault	Runway Lane: 147'6" x 42"	Landing Pad: 16'x18'	IAAA	
Discus	Landing Area: 220'	Throwing Circle: 4'1.25"radius	IAAA	

Chapter 3 - Facilities Conditions & Needs

4 - CCSC Identity and Criteria

Anchorage’s “Chester Creek Sports Complex” has very little name recognition—despite its highly visible location and decades of use by Anchorage’s residents. Residents are, however, very familiar with each of the complex’s facilities by name.

Clearly CCSC’s identity is not as a complex, but as individual facilities, each with their own history and users, and each built at different times: Mulcahy Stadium (1959), Anchorage Football Stadium (1967-68), Kosinski Fields (1970), Ben Boeke Arenas (1974-75), the greenbelt trails (1970’s), and the Sullivan Arena (1982).

This chapter explores the identity of the complex, and how the community wants to see CCSC change and evolve at this point when investment is imminent, and “everything” is on the drawing board. To discern the future identity of CCSC, users, stakeholders, and residents have been asked “What is the Chester Creek Sports Complex; what do we want it to be in 20 years”.

In asking this question there have been several types of answers to date:

- Serious sports users want the CCSC be the place in Anchorage where athletes hold high-level competitions. They envision facilities that are modern, that meet Olympic or equivalent standards, and that are dedicated to staging local, state, national and international competitions that showcase athletes and bring economic benefit and acclaim to the city.
- Recreational sports users see CCSC as a place where recreational practice *and* high-level competitions are held, facilitating the growth of athletes over their life and building a sense of community within each sport. It is a place where American Legion players practice and play on fields next to where professionals play. As they grow-up, kids aspire for the chance to play in the stadium someday.
- Facility managers and the public want CCSC to become a place where the most basic issues are resolved—the site has plenty of parking



and easy access. Facilities are upgraded, the infrastructure is all repaired or replaced, and there is plenty of storage space, there are gracious waiting and circulation areas, and modern bathrooms. Overall, they want a good experience for users and visitors that is affordable to the community.

- UAA is a major tenant at the Sullivan and wants to see major upgrades of that facility along with a significant increase in the quantity of parking. If CCSC and the community cannot accommodate these upgrades in the foreseeable future, UAA will begin to study how to develop its own facilities on campus.
- Opportunity-minded residents see CCSC’s central location and major event traffic as a redevelopment opportunity. Nearby private properties below 15th and between Ingra and Gambell are clearly underutilized; why not work with private developers to link these properties with the Sullivan through an overpass and create a destination with sports bars, parking (lot or garage) and redevelopment that enhances the CCSC, and helps reshape

Chapter 4 - CCSC Identity and Criteria

the area in conjunction with future highway to highway projects?

Clearly, the future identity and mix of uses at CCSC will be influenced by the vision and direction of participants in this master planning process. Some of the choices however, will not be easy to make and/or will have major cost implications.

At the fall and winter meetings, participants expressed their desire to see bold solutions that create more space onsite by removing one or more facilities. But how does this project decide what should stay or go? At the workshops discussions were held at several levels to try and tackle the issue of what facilities belong at CCSC.

Out of that discussion, four criteria are listed below that, according to general consensus, can begin to help participants to weigh considerations about which facilities should stay and which should go. Following the criteria is a discussion of whether or not each facility meets criteria based on what was heard at the workshops using the following symbols:

(+) if the facility meets the criteria

(≈) if it is unclear, or partly meets the criteria

(-) if the facility does not meet the criteria.

As a caveat, the discussion of criteria that follows is not intended to serve as a decision. Rather it is

intended to help initiate more advanced discussions about the future and identity of CCSC at a critical point in the planning process. Furthermore, any serious discussions of moving facilities offsite needs to be preceded by work to define costs and identify realistic sites. Stakeholders, users, and residents were clear that they only want to see something moved if and when a replacement facility is ready.

Criteria 1. Facilities that represent a major community investment and physically still have a useful life should stay

- + Sullivan Arena clearly meets this criteria
- ≈ Ben Boeke may meet this criteria but it needs major upgrades that are expensive
- ≈ Kosinski Fields has been carefully tended by its users and is in good condition, but ballfields represent a much lower order of magnitude of investment
- Anchorage Football Stadium has sentimental value and some useful life, but needs such major upgrades that it could go based on this criteria
- Mulcahy has great historical and sentimental value, but its physical plant is marginal, so it does not meet this criteria



- The Outdoor Iceskating Rink has not a lot invested in it and is in not so great of shape
- The proposed new Skateboard Park has not been developed (no community investment yet) and does not meet this criteria

Criteria 2. Common sense should dictate what stays and what goes

- + Sullivan Arena would be too hard and expensive to move
- + Ben Boeke has had a long and useful life serving several generations of skaters. With expansions and upgrades it can become a first rate facility again.
- ≈ Anchorage Football Stadium may be better located somewhere else (on school grounds) and needs so many upgrades that it could go; conversely, it is a regional facility with a great beginning and history at CCSC so it could stay based on this criteria. It also has Anchorage’s only artificial turf playing surface and is targeted for 2 million dollars worth of improvements in 2006.
- Kosinski Fields takes up more than one-third of the usable acreage at CCSC on a very constrained site; its recreational use could logically be located to a new site and become a better facility in the end that better suits its users (more parking, more fields concentrated together, etc).
- The Outdoor Iceskating Rinks logically should be rebuilt at another site or upgraded adjacent to Ben Boeke according to most stakeholders
- Why locate a new skateboard park at CCSC when space is so urgently needed, and we are talking about relocating facilities with great historical ties to CCSC offsite (Mulcahy and Anchorage Football Stadium)? Moreover, the CCSC is not suited to a skateboard park according to the standard site criteria for that use (see memo Appendix A).

Criteria 3. Facilities only belong at CCSC if they serve all of Anchorage

- + Sullivan Arena serves as a regional and state-wide facility
- + Ben Boeke
- + Anchorage Football Stadium
- + Mulcahy Stadium
- ≈ The Outdoor Ice Rinks fill a high-demand niche for inexpensive, available hockey practice ice, and draw players from around the city. On the other hand, they are not a competition grade facility.
- ≈ Kosinski Fields serves recreational users from different parts of Anchorage but is not a city-wide competition venue of the same magnitude as other CCSC facilities.
- Skateboard Park If the park were a regional competition skateboard arena it could fit this criteria; as it is, especially given the site’s distance from bus stops it will probably become a facility serving users who live in proximity to the trail system and near neighbors or those with access by car.

Criteria 4. Facilities that are better suited to another location should go

- + Ben Boeke
- + Mulcahy Stadium
- ≈ The Sullivan Arena would be better sited at the center of a 100 acre vacant parcel with 360 degree parking. Practically, the Sullivan is not moving and is well-located in terms of being central and accessible to major arterial roadways and Anchorage’s trail system
- ≈ The Anchorage Football Stadium works at CCSC but would better serve a major user (high school football) if it were relocated on to Anchorage School District property. The ASD has expressed some interest in constructing their own artificial turf fields (perhaps one on the east side and one in the south of town

that can be used for high school games and practice). Also, stakeholders have said that for a variety of reasons track and field may be better facilitated at Clark Middle School or off site if the Stadium stays at CCSC.

- ≈ The Outdoor Ice Rinks are well-suited to other sites (Dempsey) or could also be moved adjacent to Ben Boeke
- Kosinski Fields would better suited in a recreational baseball-complex in a non-congested part of town with good parking and access (maybe in South Anchorage, off of the C Street extension)
- The proposed Skateboard Park was sited at CCSC primarily because land appeared to be available and there were no nearby residents to be disturbed. A nationally recognized skateboard park developer on the consulting team has provided a memo (see Appendix A) describing how the skateboard park fails to be a good match for its proposed CCSC location given the standard site criteria used in the industry. A much better location is the little-used ball field at Valley of the Moon Park or at Cuddy Family Midtown Park.

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Project Alternatives

Presented below are five project alternatives that represent various approaches that were suggested to resolving issues within the CCSC. The alternatives respond directly to suggestions and issues identified by the Technical Advisory Group, Stakeholders, or the public in meetings held in the autumn and winter of 2005.

The alternatives that are presented can be summarized as individual configurations that address the following different approaches:

Alternative 1: Competition Sports Complex

Alternative 2: Recreation Sports Complex

Alternative 3: Improve Parking Flow

Alternative 4: UAA Sports Center Addition

Alternative 5: Private-Public Partnership

Common to all of the alternatives are an expanded Sullivan Arena, removal of the outdoor hockey rinks/skateboard park, and provision of a parking and traffic plan that addresses circulation and management within the parking area.

Expanded Sullivan Arena

In each of the alternatives Sullivan Arena is expanded to the east, providing additional locker space, administrative facilities, storage, and VIP services.

Parking

In each case, the parking lots are re-designated to provide separation of traffic that originates from the north from traffic that originates from the south. In each scenario, the hockey rink/skateboard location is used for additional parking and the treed area directly east of the hockey rink is proposed to provide additional parking. The removal of the tree area for parking may conflict with LWCF requirements and may be objectionable, even though it has been proposed as the location for a skateboard park. In all of the alternatives, the



Kosinski Field parking is also removed, providing the ability to expand the outfield fences of the Kosinski Fields (if retained) while improving and widening 16th Avenue to be a more appropriate gateway to the CCSC and better facilitating movement into and out of the complex.

North Traffic

Traffic that originates from the north is collected at the northeastern corner of the site and is directed to the north parking lot. That traffic is then directed to two or three entries into the north parking lot. The northern lot is separated by temporary traffic restraints from traffic that enters the south lot. After events have concluded, traffic in the northern lot is then directed to 16th Avenue, exiting to A Street, northbound. This facilitates access to 6th Avenue, eastbound.

South Traffic

Traffic that originates from south Anchorage is collected on A Street and directed to south and east parking lots. Upon conclusion of events, traffic is then directed to Gambell Street, flowing south. A new exit would be provided to Gambell on an "events-only" basis in order to expedite exiting from the south and east parking lots.

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Hockey Rinks/Skateboard Park

In each of the alternatives, the existing hockey rinks, which serve for skateboarding in the summer, are removed from Chester Creek Sports Complex. Both serve very specialized needs that are either addressed in other locations or could be better addressed in other locations.

Mulcahy Stadium

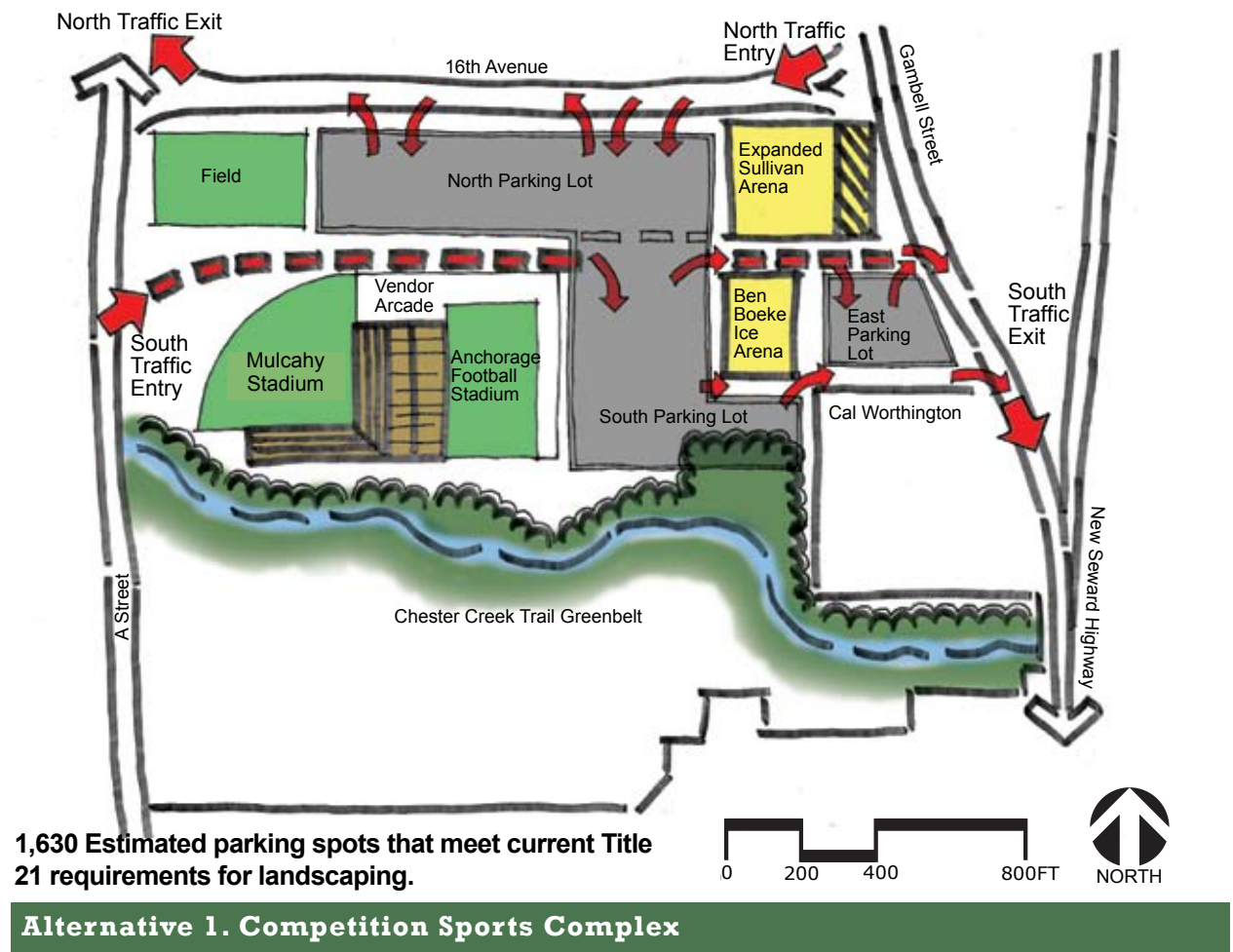
In each of the alternatives Mulcahy Stadium is retained, on-site but in a different location from its present location. Because reconstruction would result in the loss of a playing season to the Anchorage Glacier Pilots and Anchorage Bucs, each alternative assumes that a new stadium would be constructed at a different location, and that the teams would open the following season in a newly

constructed stadium. The old stadium would then be razed and the site used for a new purpose, varying with the different alternatives.

Following is a description of the five alternatives listed above.

Alternative 1: Competition Sports Complex

The intent of this alternative is to provide a sports complex with facilities for organized sports that are targeted at a high level of play and competition. The primary facilities include an expanded Sullivan Sports Arena, the retention of Ben Boeke Ice Arena in its present configuration, Mulcahy Stadium relocated to the southwest, an improved Anchorage Football Stadium without track and field capacity,



a vendor arcade between Mulcahy Stadium and Anchorage Football Stadium, and a new field in the northwestern corner of the site that could be an additional regulation soccer/football field, or possibly a speedskating oval. The Kosinski Fields would be located to South Anchorage Sports Park.

In this alternative, north traffic (southbound) arrives at the northeastern corner of the site from the 15th Avenue and Gambell Street intersection, and enters the north parking lot which is expanded to include the grounds occupied by Mulcahy Stadium. Those vehicles would park in the north parking lot and would not enter the south or east parking lots. After events, that traffic would exit to 16th Avenue, traveling west, and then turn north onto A Street to head home.

South traffic (northbound) would enter the site from A Street via a new connection into the site. That traffic would be directed to the south and east parking lots. After events, that traffic would then exit to the east, onto Gambell Street, being directed south for their return home.

Discussion: This would provide many advantages to the present configuration, providing better traffic circulation and definition and a unified sportsfield complex with a vendor arcade that could serve either football/soccer or baseball, or both concurrently. Also, one idea espoused in stakeholder discussions is that the complex could provide two artificial turf football/soccer fields, helping to address Anchorage School District needs for additional durable-turf fields without the investment of artificial turf at every Anchorage high school. On the negative side, the Kosinski Fields would need to be located at a different site, perhaps in South Anchorage Sports Park or South Anchorage Park. This alternative does not address UAA needs for additional sports training and facilities, outside of the expansion of Sullivan Arena and the provision of two soccer fields that would be usable if UAA expanded to include a soccer program.



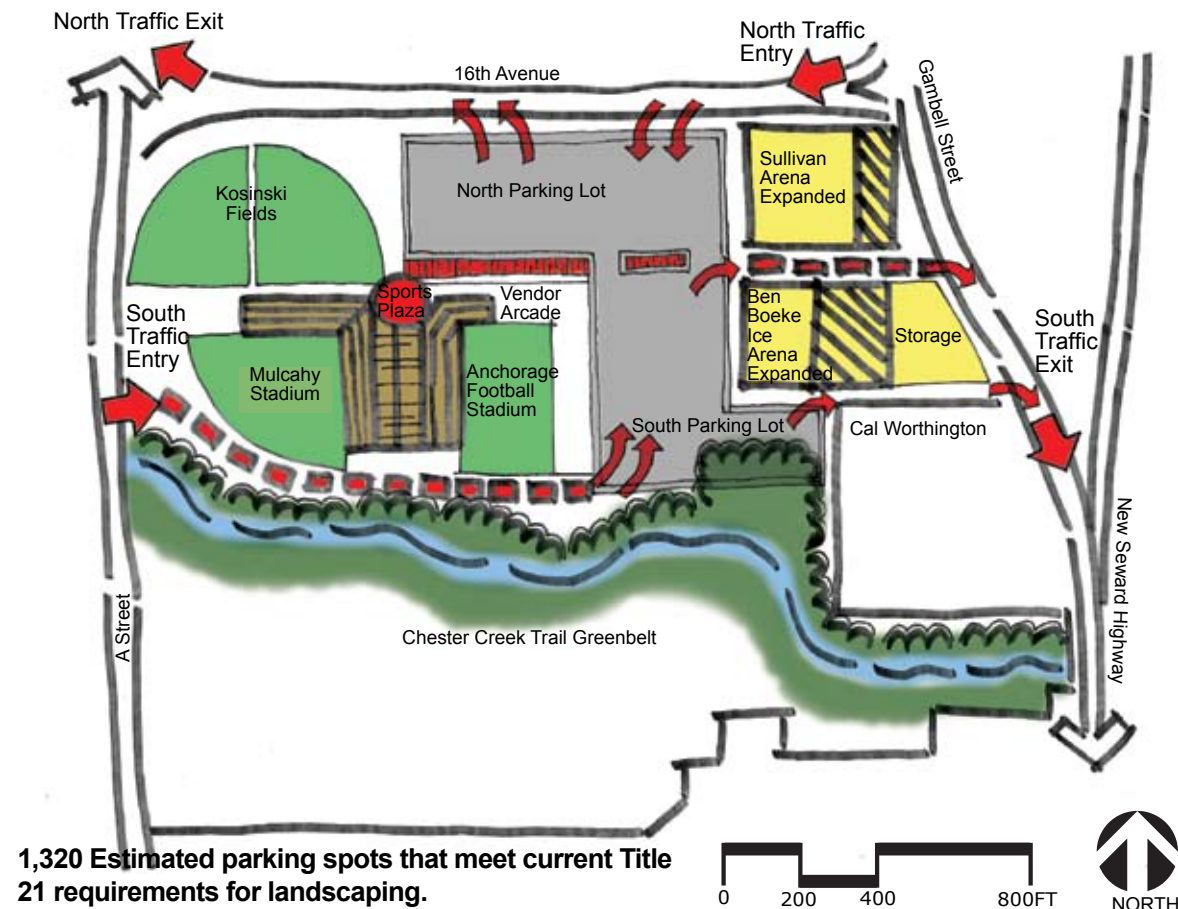
Baseball arcade concepts from California (top), Illinois (center), and Philadelphia (bottom) that are constructed with pedestrian plazas that access vendors and basic services like ticket boxes, restrooms, and phones. An adaptation of this concept is used in Alternatives 1, 2, and 5.

Alternative 2: Recreation Sports Complex

The intent of this alternative is to maintain the prominence of the CCSC as an urban park, serving as a primary component of the Anchorage recreation sports inventory. In this scenario, two of the Kosinski Fields would be maintained, Mulcahy Stadium would be located in the location of the existing large Kosinski Field and Anchorage Football Stadium would be expanded to provide regulation soccer. An arcade and sports plaza would be provided to provide a focus of the baseball/football/soccer recreation complex. Sullivan Arena would be expanded as earlier discussed, Ben Boeke Ice Arena would be expanded to offer two additional sheets of ice, and the remaining area east of Ben Boeke Ice Arena would be dedicated to storage to serve both Ben Boeke Ice Arena and the Sullivan Sports Arena.

In this alternative, traffic would generally be routed as earlier discussed for Alternative 1, however the baseball/football/soccer recreation complex would be maintained as a pedestrian-only zone, with the vehicular connection to the south parking lot being provided via a roadway to the south of the new Mulcahy Stadium. This would provide a better “flow-through” in the south parking lot. There would be no parking in the east lot, since it would be dedicated to building expansion and storage.

Discussion: This alternative helps significantly to address parking lot circulation and provides a recreation/sports complex at the western side of the site with a strong pedestrian focus. However, the circulation plan provides a street next to the Chester Creek Greenbelt which may be objectionable. It also does not achieve significantly



Alternative 2. Recreation Sports Complex

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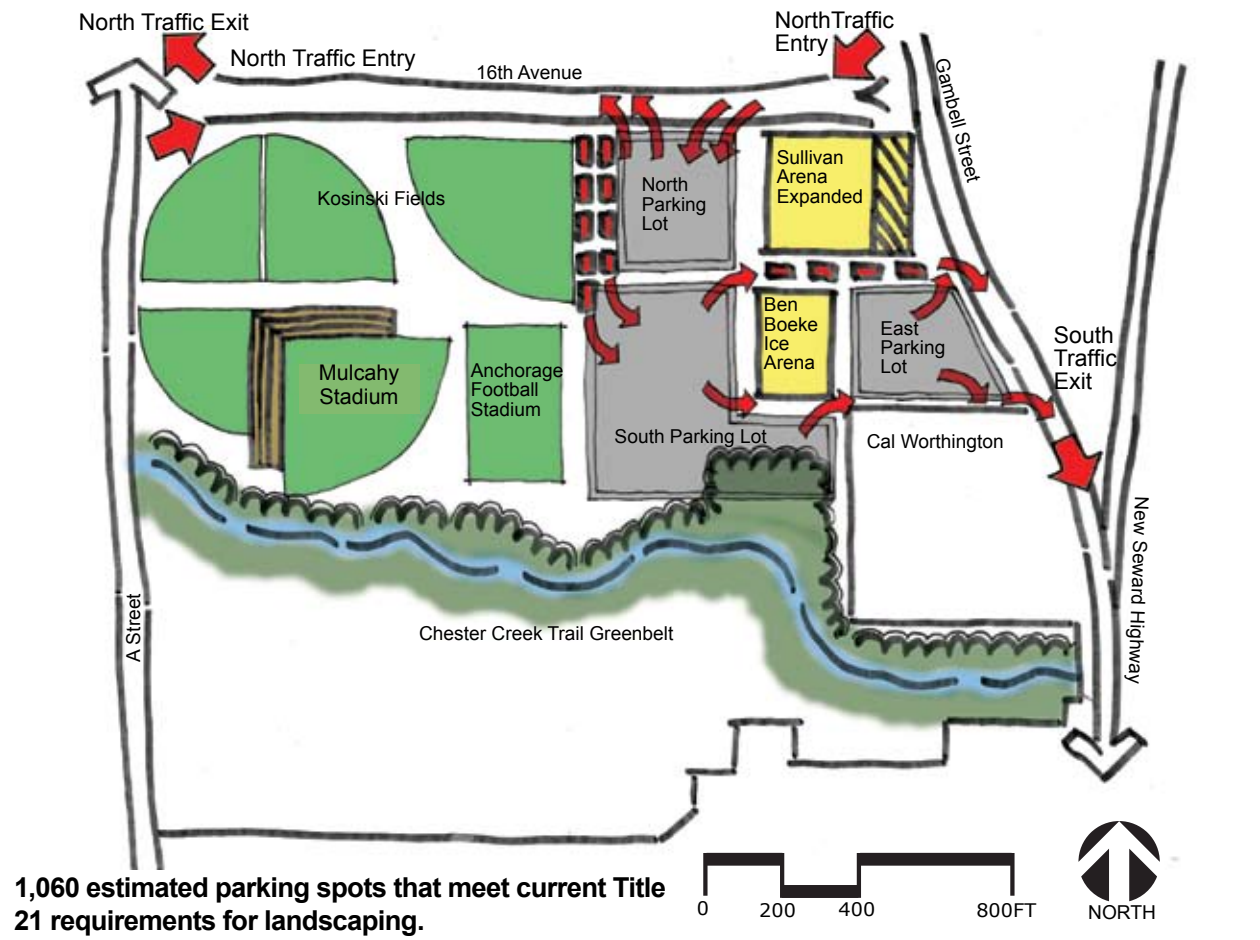
higher parking opportunities due to the maintenance of the Kosinski Fields, the expansion of Ben Boeke Ice Arena, and the dedication of the area west of Ben Boeke to storage.

Alternative 3: Improve Traffic Flow

The intent of this alternative would be to keep the existing configuration to the maximum extent possible while improving traffic flow into the complex. Sullivan Arena is expanded to the west and the south parking lots are expanded into the existing hockey rink and forested area east of the rinks. Also, Mulcahy Stadium is moved to the southeast corner of the Kosinski complex of fields and new replacement field built at the former Mulcahy Stadium site.

In this alternative, there would be only one exit off of A Street to the complex on 16th Avenue. That traffic would then be channeled to the south parking lot via an access road that would be separate from the north parking lot. Traffic from the north, arriving via Gambell Street would enter at the northeast corner and be channeled to the north parking lot.

Discussion: The primary advantage of this alternative is the ability to address parking through better defined circulation and a second exit to Gambell Street, just north of Cal Worthington Ford. However, parking capacity is less than currently exists due to the loss of the Kosinski Field parking (which could be kept but prevents expansion of outfield fences) and the reconfiguration to meet Municipal parking lot standards.



Alternative 3. Improve Traffic Flow

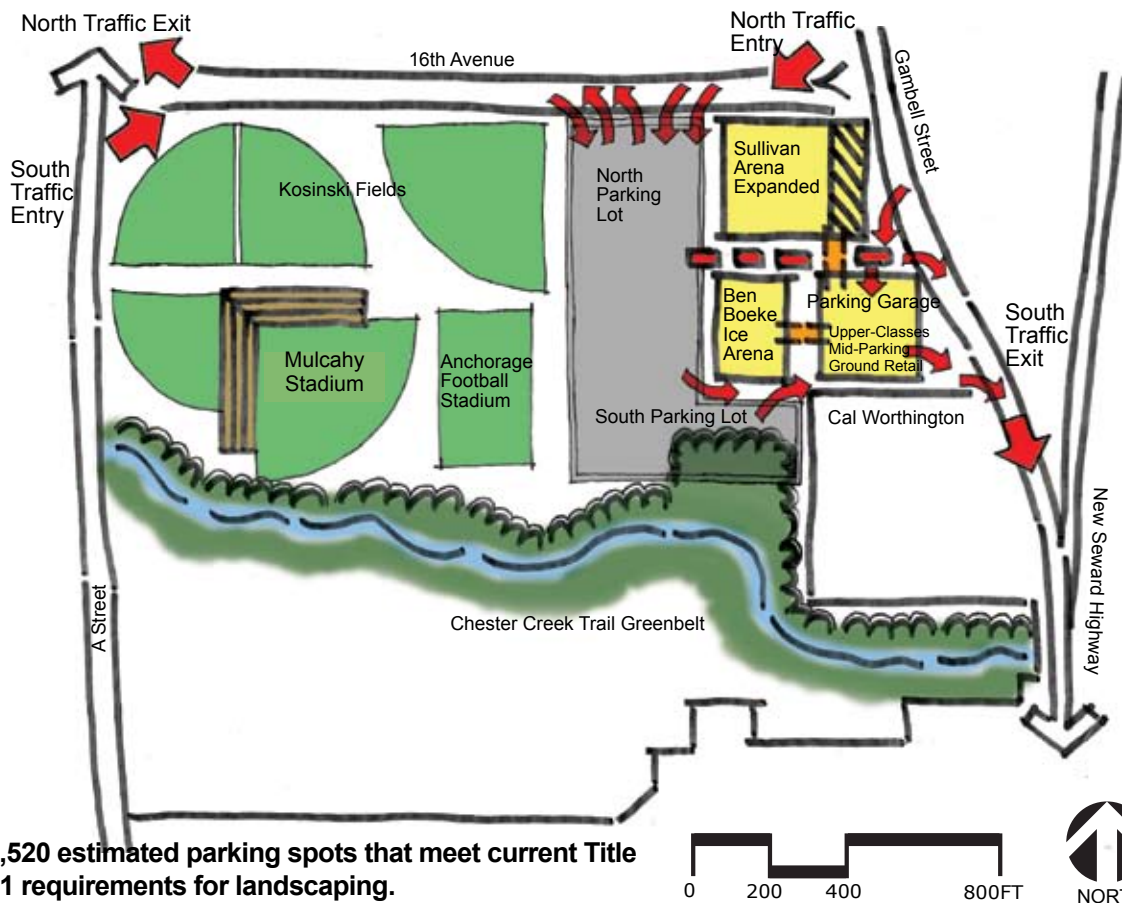
Alternative 4: UAA Sports Addition

The intent of this alternative would be to meet the needs of UAA for additional facilities to serve sports programs. The alternative would provide an expansion to the Sullivan Arena and a new facility that would provide a 600 vehicle parking garage/ classroom/ retail building located east of Ben Boeke Ice Arena. The new building could be constructed with skywalks that would connect to both Ben Boeke Ice Arena and the Sullivan Arena.

The plan would maintain existing parking as configured with parking traffic entering at the east and west ends of 16th Avenue, and entering the parking garage off of Gambell Street. Traffic leaving the site from the south parking lot and parking garage would leave via Gambell Street, and parking from the north lot would leave via 16th Avenue.

Discussion: This alternative provides additional parking, facilities for UAA sports and athletics, and preserves much of the existing sports and recreation facilities. While parking access can be configured to provide better definition of flows, this configuration compromises exiting after events since a higher number of vehicles would be trying to exit to Gambell Street. Also, parking garages present some troublesome event challenges since numbers of vehicles must back into stalls before events or out of stalls after events, which slows entry and/or exit. A second exit north of Cal Worthington Ford would help alleviate access from the complex to Gambell Street.

The new parking garage/ classroom/ retail building would facilitate training of student athletes via the close connection to Ben Boeke Ice Arena and the Sullivan Sports Arena. It could be located to the west of the Sullivan Sports Arena, however



Alternative 4. UAA Sports Addition

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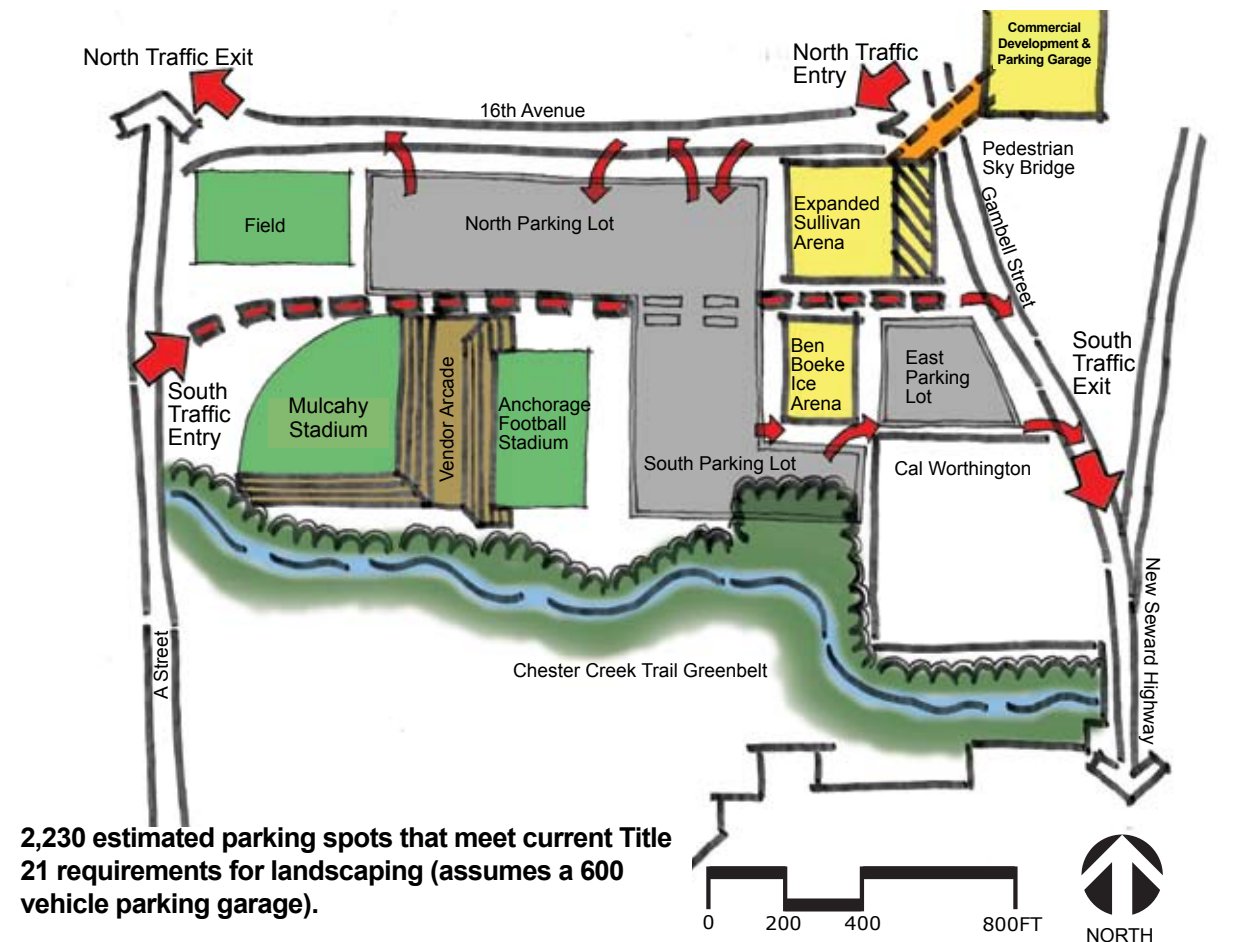
individuals from the neighborhood to the north have indicated a concern for any large building that would block views or sun from residences.

While a new parking garage/ classroom/ retail building would provide several positive attributes, the funding of such a facility would be problematic. Parking garages typically have a poor return on investment and rely on daily use to recover capital and operating costs. Use by the public would generally be limited to events and daily usage would be restricted to students and staff. The facility could be used for professional office space but this presents issues related to the participation of government in the creation of competing office space. This would probably present additional problems related to the conflict with LWCF lands, beyond that represented by mere re-configuration of parking and sports fields.

Alternative 5: Private/Public Partnership

This alternative is intended to provide the facility configuration and traffic pattern identified in Alternative 1 with the opportunity for expansion of parking to a parking garage or lot on the parcel located northeast of the Sullivan Sports Arena. Thus the plan would provide for the additional parking identified by Alternative 1 with the addition of off-site spaces provided by a parking garage or lot.

Discussion: This alternative fundamentally provides the benefits and negatives of Alternative 1 and recognizes that there may be a potential for public and private benefit in facilitating development of parking off-site. This could simply be left to market forces to dictate whether this is prudent, or could be encouraged by development incentives of some type.



2,230 estimated parking spots that meet current Title 21 requirements for landscaping (assumes a 600 vehicle parking garage).

Alternative 5. Private / Public Partnership



Summary and Next Steps

The diagrams preceding were intended help illustrate some of the ideas that came from stakeholders and the public during the first round of workshops and discussion. These options and the information in this report are intended to help focus discussion on the most viable solutions to be moved forward into 2 or 3 alternatives. After alternatives are selected, they will be carried forward for detailed analysis and cost estimating. The final selected alternative will then become the focus for developing the refined master plan.

