

Fairview Community Council

# Form-Based Code Overlay Zone



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Fairview Design  
Committee

**DRAFT**





## Introduction to Fairview's Form Based Code

The Fairview Community has been engaged in a civic dialogue about its future for over two decades. This common endeavor has produced positive improvements in the public realm, primarily due to implementation of the Defensible Space philosophy in East Fairview and integration of a Complete Streets approach to reconstruction of 15<sup>th</sup> Avenue from Orca to Ingra Streets. Neighbors working together on behalf of the common good also did all the leg work to receive formal Anchorage Assembly approval of the grass-roots developed Fairview Neighborhood Plan – our common vision for the future. The Neighborhood Plan is an important and necessary step forward. But it acknowledges that the gritty work of implementing the vision was dependent on residents taking the lead to advance critical Action Items.

The highest priority Action Item and the one that will, over the long term, have the greatest positive impact on quality of life in Fairview is replacement of the current Euclidian Title 21 land use code with a new design-oriented Form Based Code.

## What is a Form Based Code?

According to the Form-Based Code Institute it is "A method of regulating development to achieve a specific urban form. Form-Based Codes create a predictable public realm primarily through controlling physical form, with a lesser focus on land use, through city or county regulations." The public realm is defined as those areas held in common by the people of the community. Typically, the largest components of the public realm in communities developed after World War II are the streets and alleys, roads and highways.

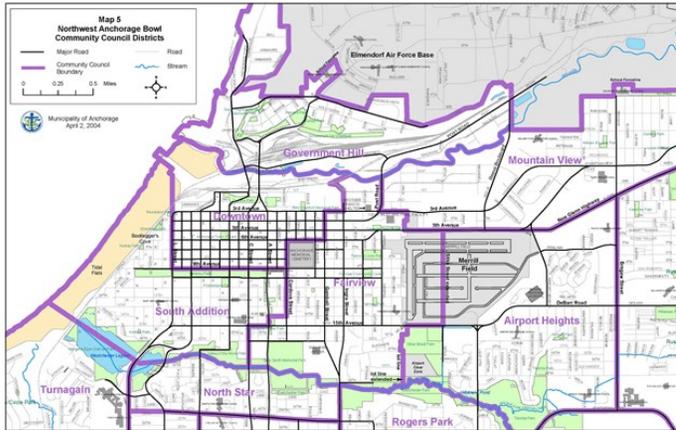
It is proposed that Fairview's Form-Based Code be legally established through zoning ordinance and enabling legislation within Municipal Code. It is intended to guide the development of a livable, mixed-use, pedestrian-friendly urban core. Unlike traditional zoning in Title 21 that regulates primarily by use, the Fairview FBC focuses on directing high quality urban form to coordinate a variety of complementary uses around animated streets and public spaces. More specifically, the Fairview FBC strives to:

- Create a predictable investment environment for development and remove barriers to revitalization of the eastern half of the urban core.
- Promote a mixture of uses including retail, office, residential, institutional, and other.
- Establish transitions from the downtown core and revitalizing sub-areas to the surrounding neighborhoods.
- Clearly communicate through simple language and easily understood graphics the requirements and expectations for new development.
- Implement a review and approval process that is efficient and effective in approving projects that meet the Code's requirements.
- Promote new development that respects the historic building fabric, as well as our unique natural environment and enhances the pedestrian experience.
- Establish a coordinated streetscape approach including street trees, public art, and appropriate public furnishings.
- Accommodate the changing uses of buildings while maintaining the integrity and viability of the public realm, with an emphasis on intermodal transportation options and pedestrian linkages and orientation.
- Implement the goals, objectives and strategies of the Fairview Neighborhood Plan, the Anchorage Bowl Comprehensive Plan and complement the vision laid out in the Downtown Plan.

Existing parallel to the Fairview Form-Based Code standards are a set of Winter City design guidelines that communicate direction on those items that are difficult to quantify or are secondary to the creation of good northern-wise urban form. While conformance with the design guidelines is not



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required on all projects, those proposals that need additional flexibility or are inherently complex may be judged against the design guidelines as a condition of approval.

The Fairview Form-Based Code and the design guidelines are grounded in firm principles realized through parameters such as building type, building placement and height, frontage design, access requirements and glazing regulations. They are intended to create safe, attractive street-life and pedestrian comfort. By regulating appropriate building design and public amenities such as awnings, sidewalk cafes and landscaping the implementation of the Fairview Form-Based Code results in a comfortable, natural integration of uses. Attention is given to features such as large windows that create an enticing relationship between the sidewalk and the ground-floor shops.

Together, the Fairview Form-Based Code and Winter City design guidelines will greatly improve both the regulatory environment for project approval and result in projects that make the hearts of Fairview and the urban core beat with vibrancy and energy.

## Authority

It is expected that the Fairview Form-Based Code as described in this document will be approved and implemented after appropriate formal public review, comments and approval. The Fairview Form-Based Code is expected to be adopted as one of the instruments of implementation of the public purposes and objectives of the adopted Anchorage Comprehensive Plan and the Fairview Neighborhood Plan.

The Fairview Form-Based Code is proposed as a way to promote the health, safety and general welfare of the Municipality of Anchorage, the Fairview Community Council area and their citizenry. It is intended to promote protection of the environment, reduction in vehicular traffic congestion, more efficient use of public funds, improved health benefits of a year-round Walkable pedestrian environment, historic preservation, education and recreation, a more competitive urban center and establishment of a unique Sense of Winter City Place. The Fairview Form-Based Code is intended to be adopted by vote of the Municipal Planning and Zoning Commission and the Anchorage Assembly.

## Applicability

The Fairview Form-Based Code described herein governs the use and future development of land within the Fairview Community Council area and located within the form-based code Regulating Plan shown on page XX of this manual. The following provisions shall be considered for implementation of this manual:

Provisions of the Code are activated by “shall” when required; “should” when recommended; and “may” when optional.

The existing Municipality of Anchorage Zoning Ordinances and appropriate Sub-division Ordinances shall continue to be applicable to issues not covered by this Code except where they would be in conflict with the purpose of the Fairview Form-Based Code and design guidelines.

Certain properties within this Form-Based Code have legally established



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Conditions of Approval as of the adoption of this proposed Ordinance. Those Conditions of Approval for those properties shall continue to be effective under the new Fairview Form-Based Code regulations. Where conflict occurs with any standards or guidelines of this code, the Conditions of Approval for those properties shall take precedence.

Numerous terms used throughout this Code are defined in Section ZZ Definitions. Section ZZ contains regulatory language that is integral to the Code. Those terms not defined in Section ZZ shall be accorded their commonly accepted meanings. In the event of conflicts between these definitions and those of Chapter PP of Municipal Codes, those of this Code shall take precedence.

## **Why is Fairview so different it needs a new Regulatory Code?**

The natural questions to ask are: Why is it needed and will it make a difference? The answer to the first relates to how the land in the urban center has been sub-divided. Fairview is one of the Original Four neighborhoods of Anchorage. The Corps of Engineers laid out the original sub-divisions in territorial days. The new town of Anchorage was surveyed and platted in what was considered then a traditional manner; a grid system of streets, alleys and lots with short block lengths. This town layout design is pedestrian scaled and convenient for people walking to and from specific places. Most of the older urban areas of communities throughout the United States of America sub-divided prior to World War II were laid out this way.

If you compare Fairview with other parts of the Anchorage Bowl, one notice's that sub-divisions surveyed after World War II have a much different layout. These sub-divisions have curvi-linear streets, no alleys, cul-de-sacs with no connections and large blocks. They emphasize movement by vehicles rather than people.

Traditional towns typically encouraged multiple uses on land. For example, if you look at any typical Main Street developed prior to World War II, buildings had commercial on the ground floor with office or residential above. It was relatively easy for a person to walk to most of the services they needed. And this emphasis on the pedestrian meant there was no front setback for automobile parking and the building was located up to the sidewalk and the streets provided a safe and convenient pedestrian experience. You can walk the streets of the Central Business District to experience this development.

After World War II, most designs began to focus on making it safe and convenient for vehicles. This is also when codes were changed to mandate minimum off-street parking requirements. In Fairview, most of the area is laid out in a traditional grid pattern that is structurally set up for a pedestrian friendly experience. However, most of the buildings on the lots were subject to land use codes oriented to accommodate the automobile. These Euclidean land use codes focused on controlling how land is developed and placed an emphasis on separating land use. There is very little concern about how the individual lots relate to common spaces such as streets and green spaces that make up the public realm. This often results in a disjointed urban design, visually unappealing streetscapes and, especially in the winter a hostile pedestrian environment.

Citizens in Fairview who live with this situation every day were adamant the Neighborhood Plan include an Action Item to fix the structural problems. These are caused by a disconnect between the traditional design of sub-divided land and the land use zoning regulations mandating adherence to a suburban, auto-oriented set of development rules. Citizens concluded that better design makes neighborhoods more appealing and a visually appealing sense of place will attract people who want to invest in the future of the area.

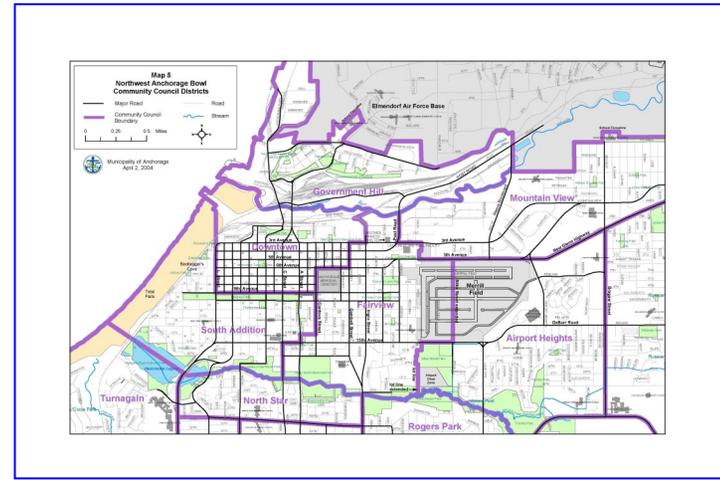
# Form Based Code Overlay

The Fairview Community Council has made Code changes its number one priority and a group of citizen volunteers agreed to participate on a design committee. This group of neighborhood residents organized two Design Workshops (late 2016 and early 2017) and prepared a Visual Preference Survey to compile a more quantitative understanding of what folks found appealing and not appealing. Workshop write-ups are included as Appendix A. The Visual Preference Survey and results are included as Appendix B. At the end of the second Workshop, participants expressed a sense that it would most productive if they had something more concrete to work with relative to code changes. As a result, it was determined that the Committee would concentrate its focus on constructing a draft proposal as a sort of “straw man” for folks to work over. This document represents progress to date for creating a new land use code framework for the Fairview area. This new regulatory framework is intended to replace the current Euclidean Title 21 sections of Municipal Code with a new Fairview Form Based Code Section. The document also includes a set of Winter City Design Guidelines to supplement the regulations.

These draft proposals are meant to encourage Fairview stakeholders – residents, business owners, property owners and others interested in the betterment of our community – to engage in a constructive dialogue about how we can help achieve our common goal of making Fairview a *Winter City Community of Choice*.

## The Standards

This section describes the form-based building requirements across the Fairview Community Council area. Relief from any provisions of this Section can only be granted through the Urban Design Commission through the appeal process. However, those projects that comply with elements of this section, and are acceptable to



other review agencies, may be approved administratively by Planning Staff within 30 days of submittal of an acceptable application. See Section RR – Process for more information on the review and approval of development applications.

## How to use this Section

A person interested in a specific property should first locate the site on the Regulating Plan to determine which District it is located in and what standards are specific to each Section. Section 2.3 describes the standards specific to each of the seven building types. Section 2.4 describes frontage requirements that are applicable all building Types across all Districts. The standards are followed by sections describing requirements for uses, parking, block standards and public spaces. These eight section describe the required standards for any project in the Fairview Community Council area. However, the design guidelines section should be reviewed for guidance on a range of additional issues that, while are not required, will create high-quality Winter City urban projects that help fulfill the

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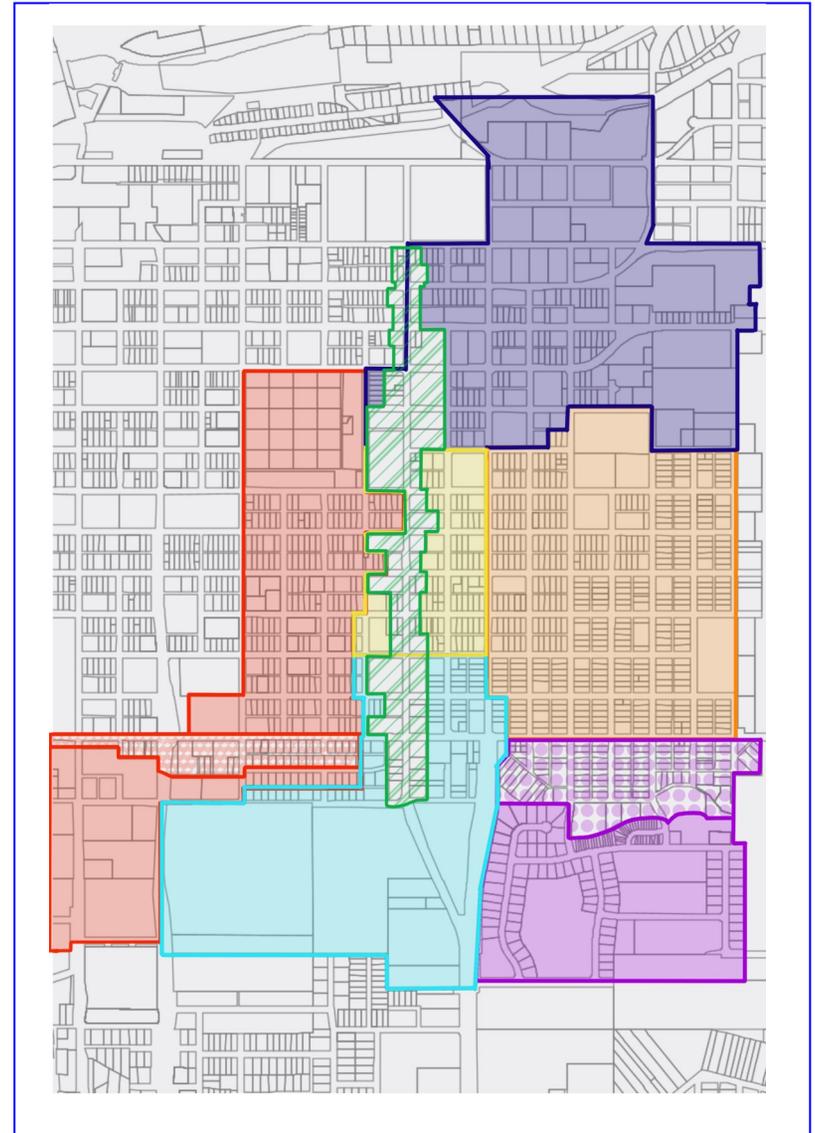
goal to both revitalize the Fairview area but also enhance the quality of life in our unique, sub-arctic community.

## The Districts

A critical component of the Fairview Form-Based Code is the Regulating Plan. It provides a geographical representation of the Code's standards. Specific standards are often correlated with specific Districts. The physical extent of each District is legally established by this Code and can only be modified by Municipal Assembly action. However, due to the continuing evolution of the eastern half of the urban core, the Municipality shall initiate a re-examination of the district designations every 10 years.

## The Regulating Plan

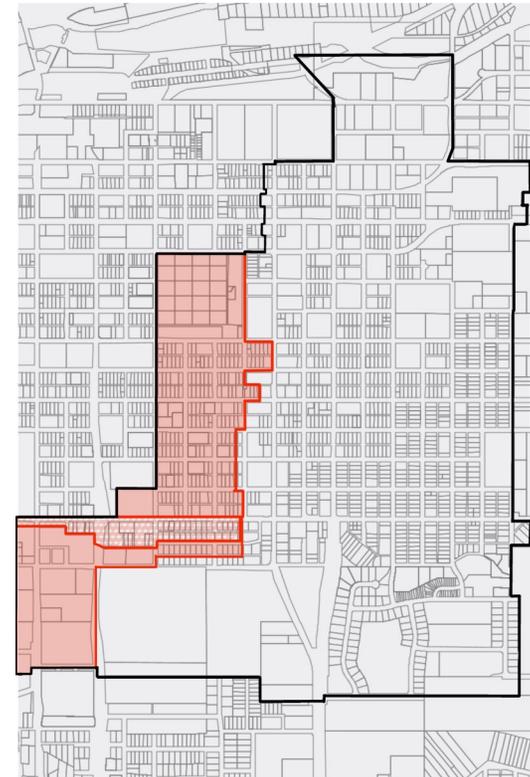
The map to the right illustrates the location and extent of the Code's unique districts. The Fairview Form-Based Code is composed of four main Districts: West Fairview, East Fairview, South Fairview and Innovation. Each of the main Districts has distinct sub-districts as follows:



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**West Fairview Traditional** - There is a section located south of 9<sup>th</sup> Avenue to 11<sup>th</sup> Avenue and from Cordova Street to Fairbanks Street that is composed of primarily older homes. Residents in the area have consistently voiced the opinion this form pattern should be distinguished and to the greatest extent possible retained.

**West Fairview Core and Bluff** – This is the area from 12<sup>th</sup> Avenue to 16<sup>th</sup> Avenue and from Fairbanks Street to Cordova Street with a jog to A Street to include the Central Lutheran Church property and the residential properties on and below the bluff. This area has a few older single-family homes but the over-whelming pattern is multiplex structures.

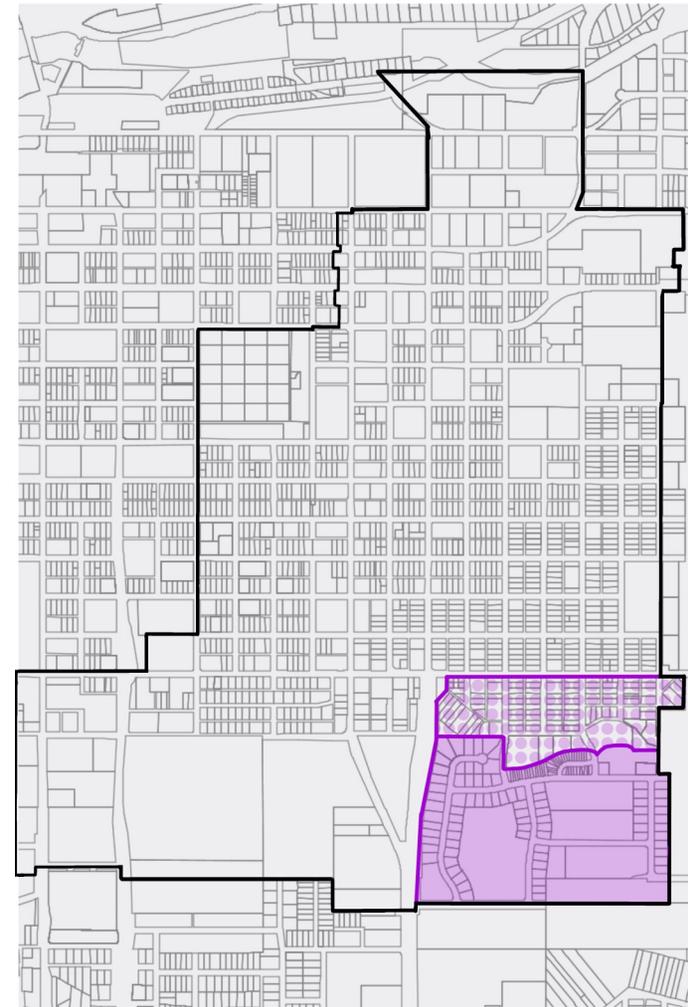


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**South Fairview Bluff** – This is the area south of 15<sup>th</sup> Avenue to where the topographic bench drops in height. While there are a few single-family homes in this sub-area, the majority of the housing stock consists of multiplex units.

**South Fairview** – This is the area from New Seward Highway over to the North Fork of Chester Creek. In the earlier days, it was referred to as “The Flats” but after the 1964 earthquake the entire area was subject to a federally funded urban renewal effort. The urban form reflects the prevailing thinking at that time.

**Fairview** – This is the area from Ingra Street to Orca Street and from 15<sup>th</sup> Avenue to 8<sup>th</sup> Avenue. It consists of a diverse housing stock with many owner-occupied single-family units. This section of the community is often considered the heart of the Fairview community.



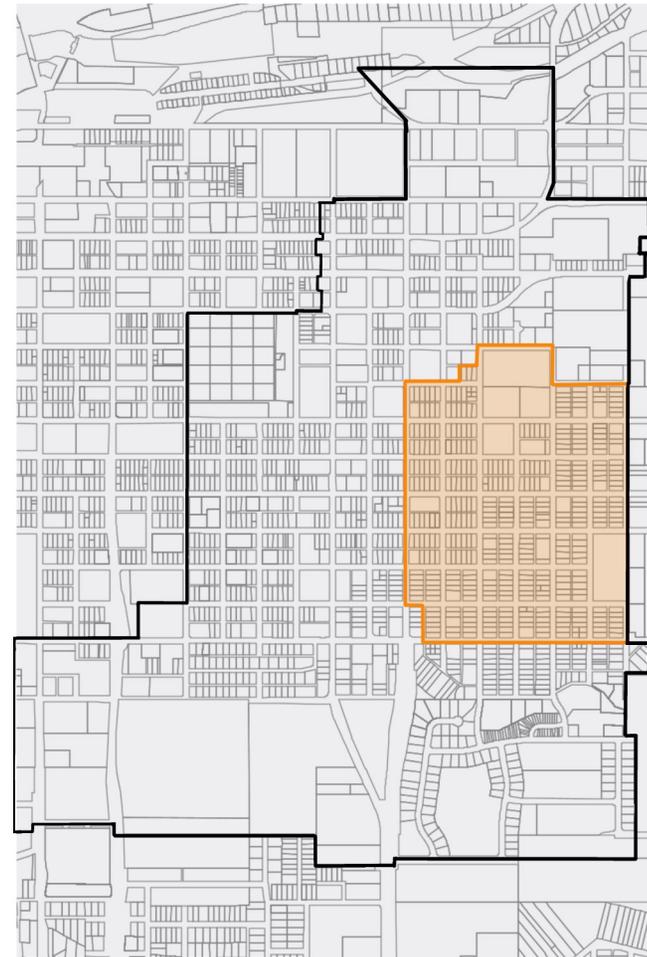
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**East Fairview** – This is the area from Ingra Street to Orca Street and from 15<sup>th</sup> Avenue to 8<sup>th</sup> Avenue. It consists of a diverse housing stock with many owner-occupied single-family units. This section of the Council areas often considered the heart of the Fairview community.

Civic participation is particularly high from the residents and they have been instrumental in successfully implementing the concept of Defensible Space. This is achieved through significant changes in the street network including installation of diagonal diverters, closure of select streets at 15th Avenue to limit cut-through traffic and conversion of Karluk Street to a chicane cross-section.

The residents were also instrumental in advocating for 15th Avenue to be developed as a Complete Street. The section from Ingra Street to Orca Street is arguably the best example of the concept .

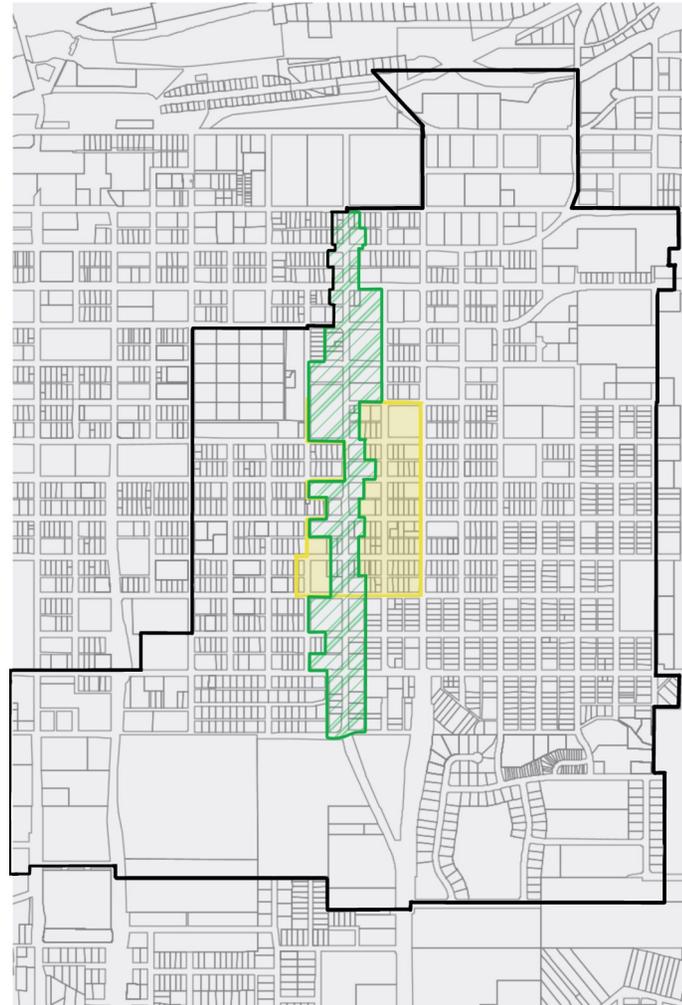
East Fairview is also the location of Fairview Elementary School and the Fairview Community Recreation Center where the Community Council hosts its monthly meetings.



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**Innovation District** – This is a new designation consisting of all the commercially zoned properties, the light-industrial area in North Fairview and the area south of 15<sup>th</sup> Avenue from Ingra Street west to C Street. It has certain unique characteristics and challenges. Due to the scope and scale of these challenges the application of incremental design solutions is likely to be ineffective. As a result, a more aggressive approach is proposed.

The Innovation District makes up the majority of the mixed-use Fairview Form-Based Zone District. The District includes the existing commercial stretches along Gambell Street and 5<sup>th</sup>/6<sup>th</sup> Avenues. It includes all the current B-3 zoned commercial properties as well as the I-1 properties in North Fairview.



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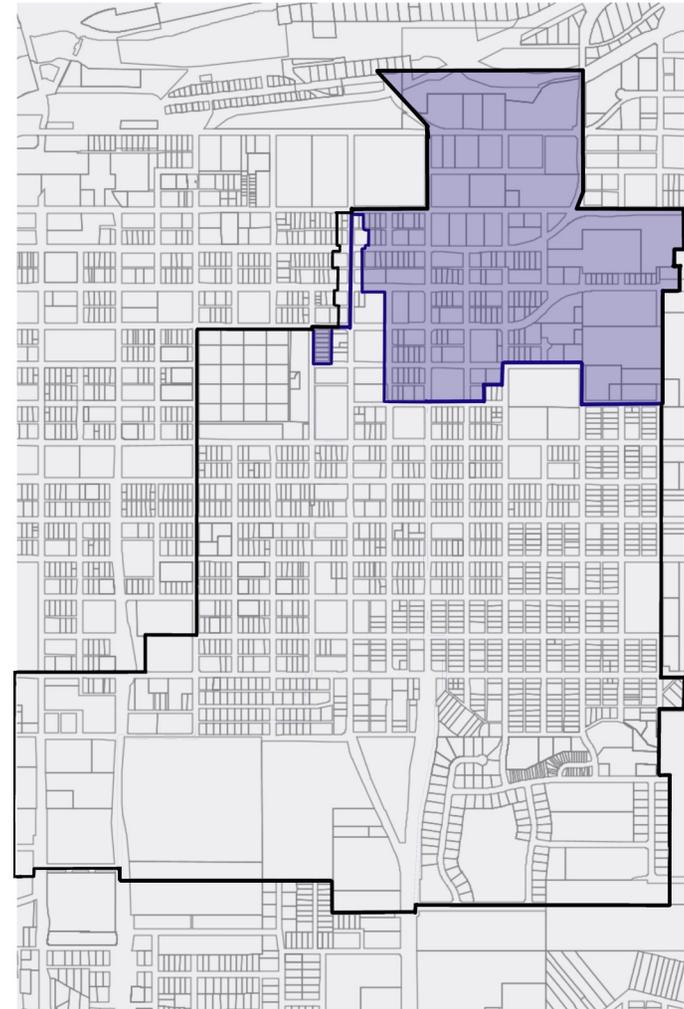
The Innovation District is envisioned as being the economic heart of the eastern downtown core area. Its full potential as an engine for creativity and entrepreneurship is dependent on moving the existing large volumes of regional traffic below ground as proposed in the



Metropolitan Transportation and Fairview Neighborhood Plans. The airspace over this sunken Interstate facility is then covered over to allow for mixed-used development, restoration of Fairview's Main Street along with the creation of an Arena East District and the construction of the Fairview Greenway.

It is intended that the Innovation District will have commercial uses (retail, restaurant, entertainment and office) on the first level of most buildings, with residential, lodging and office uses on the upper floors. This sector shall not have minimum off-street parking requirements. Parking will be on-street or in new structured parking facilities. The primary goal is to improve the ability to economically develop the predominately small lots within the area, increase density, create spaces for mingling of creative and energetic minds, forge an iconic skyline, connect the Ship Creek and Chester Creek Greenbelts with a new Fairview Greenway and establish a high-quality pedestrian environment at street level.

**North Fairview**—This area is predominantly commercial, light industrial and institutional.

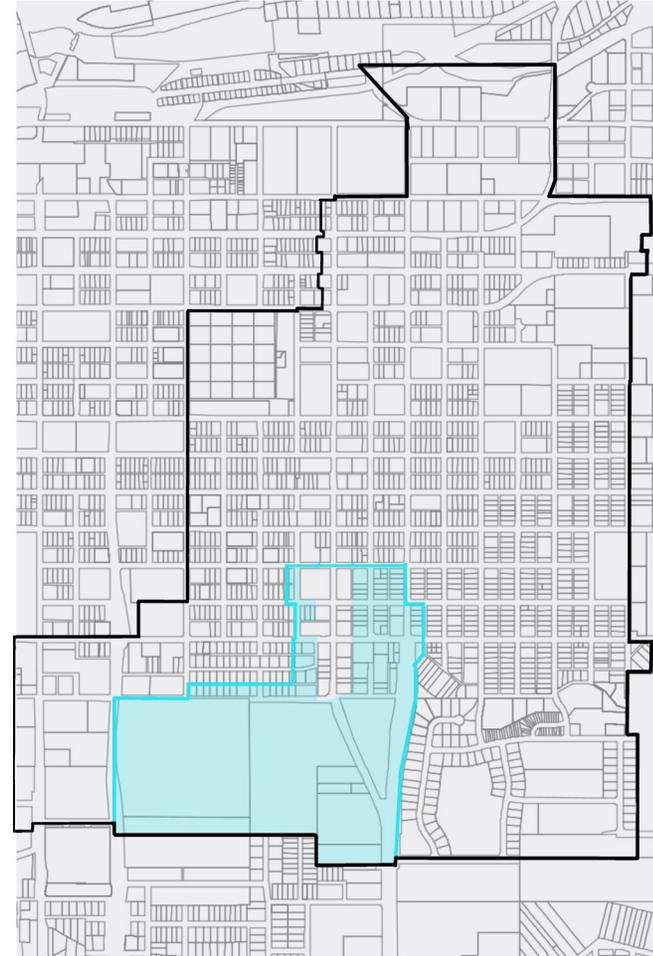


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**Arena Sub-District** – This is the area predominately south of 15<sup>th</sup> Avenue from C Street to Ingra Street. This area is dominated by the regional recreational facilities south of 16<sup>th</sup> Avenue, A Street to Gambell Street. These include the Sullivan Arena, Ben Boelke Ice Arena, Mulcahy Stadium and the baseball fields. There is a distinct area of institutional land uses and professional offices located between A and C Streets. The intent of the Arena District is to establish an urban fabric that explicitly acknowledges the presence of the Regional Sports Complex. The nature of these facilities is such that they draw citizens from throughout the region to the area. Many of these users come from higher-income households and often have substantial discretionary income they could spend should conveniently located restaurants, bars, theme shops and other complementary land uses were in the immediate area. There are currently very few such facilities in Fairview and thus the local neighborhoods miss out on these economic opportunities.

Realizing the latent potential for economic revitalization of the southern end of the Fairview community requires explicit acknowledgement of existing constraints. The most obvious is the issue of parking. Currently, there is inadequate parking on site to accommodate peak demands at the Sports Complex. The result is that local neighborhood streets serve this excess demand. Drivers park on the street, typically just north of 15<sup>th</sup> Avenue and walk to their events. However, the existing street infrastructure is not designed to accommodate these surges of pedestrian traffic. Nor are the walking routes lined with interesting and inviting building facades to entice the regional facility user to linger and enjoy the goods/services of a local business entrepreneur.

Creating an urban form along these walking routes that is conducive to safe, interesting and welcoming pedestrian movement is a necessary condition of capturing a fair share of the users disposable income. While this supportive urban form requires changes to the





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building types and facades along the routes, the public realm itself requires modification. One of these modifications takes advantage of the existing 15<sup>th</sup> Avenue Terrace right-of-way and the alley running from the eastern bend south to 16<sup>th</sup> Avenue. Transformation of the public realm here to emphasize pedestrian mobility would draw walkers from the currently inadequate pedestrian infrastructure along the high-speed Gambell Street extension south of 15<sup>th</sup> Avenue. There is latent potential to create a unique pedestrian street modeled on the “Woonerf” design used in Holland. A carefully thought-out remodel of this street corridor with an emphasis on the land use-transportation relationship could transform this space into a dynamic street environment lined with prosperous local businesses.

**The Fairview Greenway** – This is a significant new addition to the future Anchorage Public Realm. It was proposed by the Fairview Community Council during the update of the Anchorage Bowl Land Use Plan. It was adopted by the Anchorage Planning and Zoning Commission as part of the final approval of the Land Use Plan. This unique public facility will create a green beltway around Anchorage’s urban core. It connects Chester Creek Greenbelt with the Ship Creek Greenbelt and with the Coastal Trail link on the west to establish a pedestrian/bicycle “beltway” around the urban center. This type of public amenity is typically associated with higher-end real estate development as it makes a significant contribution to the quality of life and as such creates added economic value for all the adjacent properties within walking/biking distance of the investment.

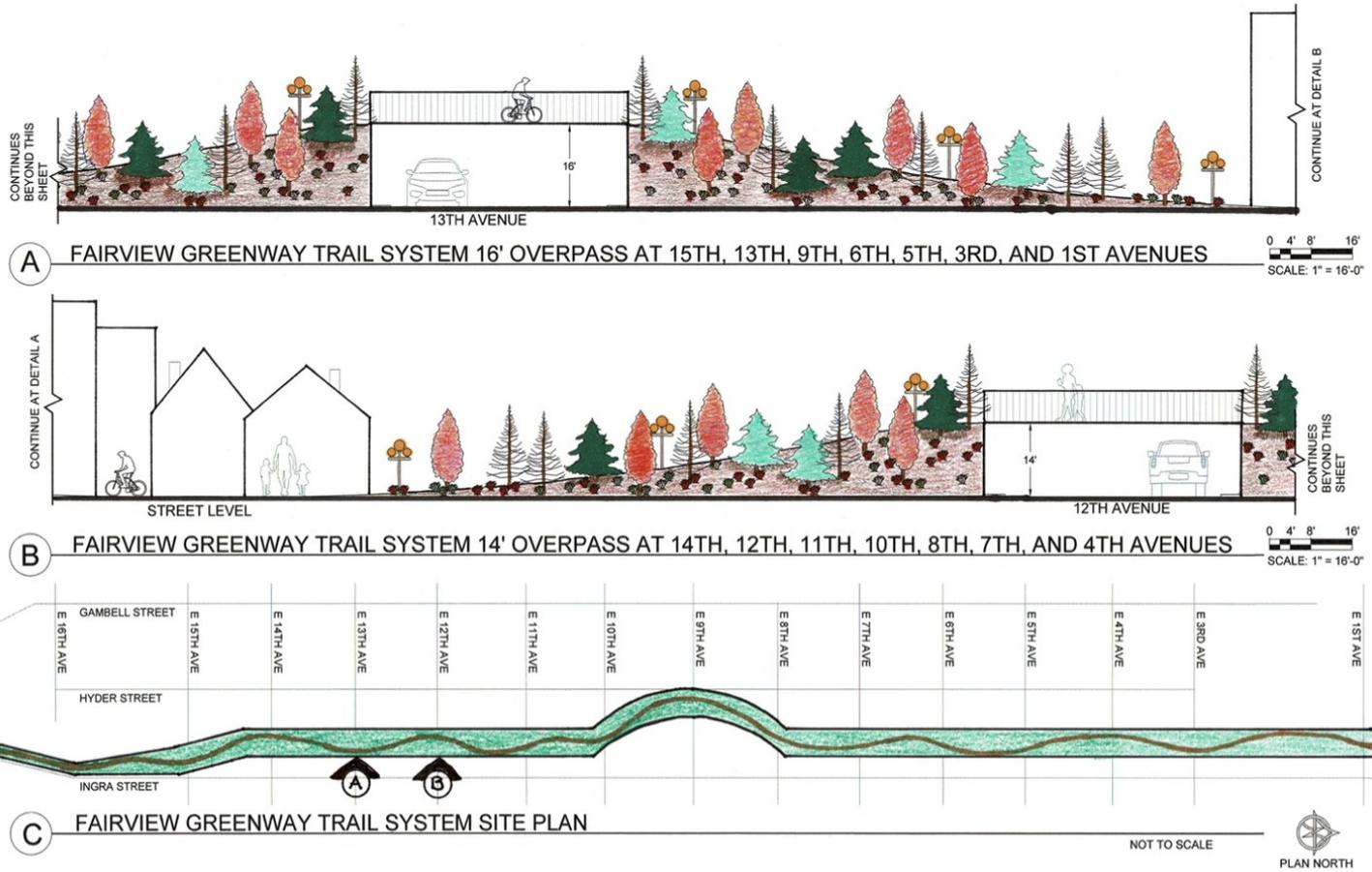
The Fairview Greenway is anticipated to be developed as part of the Highway-to-Highway project whose scope is construction of a sunken, controlled-access freeway connecting the New Seward Highway at 20<sup>th</sup> Avenue with the Glenn Highway at Airport Height’s intersection. This freeway facility will have its airspace layered with developed covers including the Fairview Greenway. Past design efforts had proposed placing the bicyclist down in the freeway trench

next to the high speed truck and automobile traffic. However, this approach has evolved to move the bicyclist away from the regional traffic and up into a more natural setting.

A key design characteristic of a trail and greenway is the continuous flow of pedestrians and bicyclists along its length. As such, the Fairview Greenway will have a vertical undulating pattern as it passes over the existing surface cross-streets. The heights will vary based on the type of trucks expected to use the cross-streets. Greenway spans across the arterials are expected to be 16’ in height while spans across local streets are anticipated to be 14’ in height. The Greenway will likely undulate on the horizontal as well in order to establish strategically located mini-parks, public plazas, community gardens and other green infrastructure.

As the Fairview Greenway will be a significant addition to the public realm, it will have a major effect on the adjoining built environment. New development occurring on top of the covers will be designed with an explicit recognition of this relationship. The Fairview Greenway will open up vistas toward the Chugach Mountain range and contribute to many breath-taking mornings as the sun completes its arc across the northern skies. As such, buildings adjoining the Greenway on the western flank will be designed to embrace these unique experiences.

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## Building Type

The primary focus of regulation in this Code is the form, massing, and location of new buildings. The most effective way to manage these issues is to classify all new or redeveloped buildings into one of xx established building types. Each building type is permitted, prohibited or allowed with a conditional use permit in specific Fairview districts and is associated with specific standards such as building height, setbacks, access and others.

The overall intent of the specific building types and their associated standards is to require new projects to be designed in a way that establishes the density, activity and interest for the pedestrian, the urban resident or the visitor to Fairview, AK. The established building types reflect generic urban forms seen throughout many urban areas but are flexible enough to allow for innovation and creative architecture.

The following is a description of each building type:

**Mixed-Use Building** – A multi-story structure that typically has a vertical mixture of uses. The ground floor (street level) may be used for commercial or office, while the upper floors may be used for office, residential, lodging or storage.

**Live/Work Building** – A dwelling unit that contains, to a limited extent, a commercial component. A live/work building is a fee-simple unity on its own lot with the commercial component limited to the ground level.

**Civic Building** – A structure specifically designed for a civic function. Typical uses include government office, cultural institutions and religious institutions.

**Apartment Building** – A structure with more than two dwelling units

on one lot. The apartment building type may also be used for lodging purposes.

**Small Commercial Building** – A single-use, one-story structure with either commercial or office use.

**Rowhouse** – A dwelling unit attached by a common wall to at least one other dwelling unit. A rowhouse is generally a fee-simple dwelling unit, from ground to roof, with no units above or below. Structures containing rowhouses must contain at least three rowhouses.

**Accessory Unit** – A dwelling unit that is located over a garage on the same lot as the main structure. An accessory unit may also be a single-story dwelling unit, not associated with a garage, located on the same lot as the main structure. An accessory unit may be attached or detached from the main structure and is located to the rear of the lot. An accessory unit shall have a maximum square footage equal to fifty (50) percent of the main structure's furnished space, excluding garages and basements.

## District Building Types

Due to the unique qualities of the individual Districts, not all building types are appropriate in all areas of Fairview. Table 1 illustrates what building types are permitted in each District.

### 3.2.1 Building Envelopes

Each Building type has specific prescriptive building envelope standards. These standards are intended to create an interesting pedestrian environment and a consistent street wall. Table 2 describes building envelope standards for each building type on interior and corner lots. Corner lots are those properties that are adjacent to more than one public street (excluding alleys).

**Building Alignment** – New buildings should be located to align with adjacent buildings on at least one side. This only applies when adjacent buildings are within the range of the required building setbacks.

**Public Roadside Constraints** – Building types with 0' front setbacks but inadequate public roadside width should be setback from the property line far enough to provide adequate public roadside width; however, the inability to meet both building envelope standards and public roadside standards will require the granting of a warrant.

**Measuring Setbacks** – To all extent practical, the entire front façade of a building must be within the range of acceptable front setback. When a 0' maximum setback is required, minor articulation may be used allowing portions of the façade to be slightly setback from the property line. Maximum side setbacks are only applicable at the front of the property that therefore permit rear oriented surface parking lots, landscaped areas, or other non-structured uses behind the building while also establishing a consistent street wall.

**Corner Lots** – A lot located at the intersection of two (2) or more intersecting streets with frontage on both streets and is considered a corner lot. Both lot lines adjacent to the streets are considered front lot lines and must meet front setback envelope standards.

**Access to Rear Parking** – When parking areas are proposed to be located behind a building, the side setback may be permitted to increase to twenty (20) feet to allow an access drive. This provision only applies if the curb cut is acceptable to Municipality, pedestrian conflicts are minimal, and alley access alone is deemed insufficient.

## Building Height

The maximum and minimum height of new structures varies according to building type and district. Table 3 describes the maximum and minimum number of stories relative to building type and district.

Buildings which are primarily residential or lodging and therefore may have shorter floor-to-ceiling heights may be permitted through the approval of a warrant to exceed the maximum number of floors if they are designed to be in scale with the existing or probable height of nearby non-residential buildings.

## Frontages

One of the most critical elements of any new urban buildings is the design of the frontage. A Frontage is defined as the front façade of a building together with the area between the faced and the right-of-way. The type of frontage and the make-up of the façade play a significant role in creating an interesting and pedestrian-friendly street wall. The five acceptable frontage types are:

**Common Lawn** – A landscaped frontage wherein the façade is set back from the property line (but minimum and maximum setbacks are met). The front yard remains unfenced and is visually continuous with adjacent yards supporting a common landscape.

**Forecourt** – A frontage wherein a portion of the façade is close to the frontage line and the central portion is set back. The forecourt area is suitable for vehicular drop-offs or private open space. The forecourt area typically includes landscaping, hardscaping, public art, and/or street furniture. The first floor finished elevations may or may not be elevated to secure privacy for first floor units.

**Stoop** – A frontage wherein the façade is aligned close to

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the frontage line with the first story elevated from the sidewalk sufficiently to secure privacy of the windows. The entrance is usually an exterior stair and landing. This type of frontage is recommended for ground-floor residential use. Stoops may not encroach into the right-of-way.

**Shopfront** – A frontage wherein the façade is aligned close to the frontage line including building entrance at sidewalk grade. This type is conventional for retail use. It has substantial window glazing on the sidewalk level an awning that should be at least 6’ in depth but does not encroach into the street right-of-way.

**Gallery** – A frontage wherein the façade is aligned close to the frontage line with an attached cantilevered shed or a colonnade overlapping the sidewalk. The building entrance is at sidewalk grade. This type is conventional for retail uses. The gallery shall be no less than 10 feet wide and shall permit adequate pedestrian way clearance. The gallery may encroach into the right-of-way if the standards associated with Section xxx are met. The design of the gallery, including the location of the gallery columns, must allow for adequate amenity zone improvements and minimum clearances from public infrastructure including public parking stalls.

**Glazing and Fenestration** – By designing the first level with a significant proportion of windows, the public frontage is improved in two ways – windows typically increase the articulation and texture of the façade, and they improve the pedestrian environment by providing visual interest. The first floor of all buildings in the Innovation District shall be glazed with transparent glass at the maximum percentage feasible. As a guide, table 4 is provided as a guide to determine adequate glazing proportions.

The percentage of first floor glazing equals the percentage of transparent glass along that portion of the façade between eight-

een (18) inches and ten (10) feet in height running parallel to the front property line and the beginning of either the finished floor elevation or finished grade to account for sloped properties. Interior window treatments (e.g. curtains or blinds) may be used periodically for privacy or sun shading purposes, but should not be a constant feature on first floor windows along the building’s façade. Each building façade is measured independently.

## Uses

Although the emphasis of these standards is directed toward building mass and form some uses are prohibited or approved with a conditional use permit within the Fairview Form-Base Zone. Pedestrian-oriented character is primarily established through building form standards, however, restricting specific uses will help guide growth and specifically encourage an increased residential presence in the Innovation District. In order to foster a vibrant Fairview community a balanced and desirable collection of varied uses within the Districts is essential.

## District Uses Matrix

A mixture of compatible land uses is encouraged throughout all districts of the Fairview community; however, the principal uses are residential, arts, entertainment, retail, hospitality, cultural, office, light-industrial and sports. A wide variety of uses should be incorporated into the Fairview community by both vertical and horizontal integration. To assure that the uses most conducive to achieving a successful urban Winter City community, it is important to identify uses to permit, condition, or restrict by sector.

The following is a general District Use Matrix to guide in determining if a use is compatible in a District. This table includes only broad, generalized land use categories, as a large level of use flexibility is



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expected with the form-based code area. Specific and unique uses that are not included on the chart may be deferred by Municipal Staff to the Urban Design Commission for their consideration.

## Uses for Building Types

In addition to use restrictions in each district, general use categories are either permitted or prohibited for each building type. Table XX illustrates what uses are permitted for both the ground-floor as well as upper levels of all seven building types. Flexibility is permitted from this table but can only be granted by the Urban Design Commission.

## Prohibited Uses

Some uses are generally inappropriate in all Fairview Districts. Following is a list of prohibited uses:

Commercial surface parking lots are prohibited as the primary use on any property unless an “interim use” plan is approved, surface parking lots may be permitted if they clearly are accessory to the primary use on the property.

Off-premise free-standing signs are prohibited in all Fairview Districts.

## Conditional Uses

Some uses are generally inappropriate in all Fairview Districts. Following is a list of uses that may be approved as a Conditional Use:

Sexually Oriented Businesses are Conditional Uses and must comply with all siting and buffering standards described elsewhere in the Anchorage Municipal Code.

Detention Facilities are conditional uses.

Any convention center, arena, or sports stadium, whether indoor or outdoor shall be considered a conditional use. The additional level of review may be used to allow such a use in spite of the fact that the proposed structure does not adhere to one of the Form Based Code approved building types.

Bars are considered a Conditional Use throughout the form base code area.

A single retail establishment with over 50,000 square feet will require a Conditional Use permit.

Human Services Establishments – human service homes, human service residences, family care homes, large family care homes, hospices, domestic violence safehouses, or family support residences are permitted uses. Residential child use care facilities, human service shelters or detoxification centers require conditional use approval and must demonstrate adherence to Title I of the Alaska State Constitution regarding Rights and Obligations.

Other Conditional Uses to be Determined after further discussion.

## Parking

Parking supply and demand in the Fairview Form Based Code dis-



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tracts are tailored to the unique character and transportation choices in the urban core setting. The sub-division of land in the Fairview area is very similar to that of the Central Business District – short blocks with alleys in a grid pattern. Commercial properties in the CBD are not required to include off-street parking. Parking demand is met by the facilities of the Anchorage Parking Authority. However, although the lots in Fairview are designed the same as the lots in the Central Business District, they are required to meet minimum off-street parking requirements applicable for the more suburban areas of the Anchorage Bowl. This has created a disconnection between the design and reality for Fairview development and restricted business opportunities. One example of such stunted opportunity is the lack of sit-down restaurants in the Fairview area, even though the Sports Complex sub-area is a prime anchor tenant for customers.

Development has occurred throughout the Anchorage Bowl with many land uses traditionally reserved for the downtown core allowed to locate in a wider geographic area, most notably the Midtown area. Much of this movement was based on economics as land tracts were larger and values were lower while the area was easily accessible via a fairly well developed arterial network.

The convenience of multiple forms of alternate transportation, including the ability to traverse the area as a pedestrian and/or bicyclist, decrease the parking demand for many urban land uses. This is illustrated by the fact that Fairview Census Tracts have one of the lowest rates of auto ownership in the Municipality. Furthermore, the provision of multiple public and private parking structures and for-profit surface lots, decrease the need for new parking stalls for individual projects.

## Parking Reduction Factors

Those properties that include a combination of multiple general land

use categories may reduce the overall supply of parking by the following ratios:

## Parking Exemption

The standards described above in section 3.5 do not apply within the Innovation District. While no parking is specifically required within the Innovation District, new projects are encouraged to coordinate with the Anchorage Parking Authority to ensure adequate parking is available to meet anticipated demand.

The approach is use by the Municipality in the Central Business District is applicable within the Innovation District.

## Block Standards

When new sub-divisions are being created through proposals to divide or merge lots, rights-of-way are established or vacated or other platting action is proposed, the following standards shall apply:

## Block Dimensions

These Standards guide the platting configurations of new subdivisions. The length, width and shape of blocks shall be designed to provide convenient and safe circulation and access for pedestrians and vehicles. The historic block pattern for the urban core should be respected and repeated when possible.

The historic Fairview block dimensions of 350' x 350' shall be preserved and repeated throughout the form based code area.

Blocks shall feature a mid-block alley or pedestrian passage that is at least 20' in width.

The grid system should be maintained, yet variation may be approved by warrant if connectivity is retained and the pedestrian experience is enhanced.

Pedestrian Bridges – elevated pedestrian bridges may be approved to span alleyways or to connect a structured parking facility with a significant land use, but are prohibited over all other public streets.

## Public Spaces

The intent of Public Space Standards is to promote a high quality pedestrian-oriented public realm that encourages usage in addition to providing a comfortable and safe environment for all users of public space. The thoughtful design and maintenance of public roadsides, landscape, street furniture, public parks and plazas, public art, and signage are all elements that impact public space.

All public improvements required specifically by the Fairview Form Based Code must be installed as a condition of approval to the development plan regardless of if the land is being platted. Improvements may include, but are not limited to, curb and gutter, sidewalk, right-of-way landscaping, street furniture, snow-melt cisterns, fire kiosks, lighting, winter landscaping elements, utility upgrades, pedestrian enhancements, traffic improvements, and public wayfinding signage.

## Definition of Individual Public Spaces

The public realm is the area and improvements within the Municipal and State rights-of-way (ROW) and typically extends from building façade to building façade in the Innovation District. It is made up of the following more specific elements:

Public Roadside – The area from the street curb to the building.

Pedestrian Way – The area of the public roadside that is located closest to the building and provides a space for close walkways and legal encroachments that enhance a healthy urban experience for the pedestrian.

Amenity Zone – The area of the public roadside that is located closest to the road and consists of items such as street trees, planters, lights, bike racks, and street furniture. Structures placed in the amenity zone should be located to allow American with Disabilities Act (ADA) clearance for users to travel from a parked vehicle to the pedestrian way.

Vehicular Zone – The area from curb to curb that is predominately used by vehicles.

## General Roadside Design

The following figures illustrate the required design and dimensions of the public roadside:

When inadequate ROW width is present, the required public roadside shall encroach onto private property that must be encumbered by a public improvement easement.

The slope of the public roadside should not exceed 2% slope to conform to ADA requirements.

## Pedestrian Way Design

In all Districts, the pedestrian way shall be at least 6' in width from the ground level to a height of 27". The area from 27" to 80" above the ground level may have maximum encroachments of 12" along light poles, and 4" for wall protection. The area shall be paved with

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4” concrete (except at driveways where 8” is required) and shall not exceed 2% slope. Pedestrian ways may be composed of pavers or other suitable decorative design element but must match the durability of the default 4” concrete standard.

## Amenity Zone

The intent of the street landscaping and furnishing standards is to promote attention to detail, quality, and continuity of practical street elements that encourage a more enjoyable experience for all users of the public realm, including users of automobiles, mass transit vehicles, bicycles, and pedestrians. Structures placed in the amenity zone should be located to allow ADA clearance for users to travel from a parked vehicle to the pedestrian way.

The following table provides information on the design and composition of the amenity zone.  
(INSERT TABLE)

The treatment described herein is considered as the minimum standard regarding design and materials. Alternatives may be approved by the Urban Design Commission if they exceed the minimum standards and are utilized over a larger scale (i.e. block face, renewal area, etc.).

### Street Tree Standards

1. Proposed tree types and planting methods should be consistent with Municipal Landscape requirements.
2. Shade trees should be placed with consideration to street furniture location.
3. Street trees should be placed 25-40 feet apart on center, depend-

ing on the trees size at maturity. Where necessary, spacing requirements may be made to accommodate mature trees, curb cuts, fire hydrants and other infrastructure elements.

4. To maximize survival rates, trees should be planted to ensure proper drainage and shall be irrigated if needed.

5. Development must conform to tree preservation standards set forth in the Municipal Code.

### Bicycle Storage

1. All building projects shall provide adequate bike racks and/or storage areas for employees, customers, and residents.
2. Bike racks and/or storage areas should be located within 100 feet from the entry points to all building types. Bike racks and/or storage areas should be located near high traffic areas but should not impede the function of the pedestrian way.
3. Bike racks should be easy to recognize, attractive, and functional. Innovative bike rack designs are encouraged, especially when located within the public roadside. Bike storage areas should be well lit and designed according to the needs of the user – bike cages or lockers should be provided for long term bike parking where warranted.

### Vehicular Zone

Due to the variety and complexity of specific street cross-sections in the form-based code area, the design of the vehicular zone shall be determined on a case-by-case basis. Those projects that will affect the existing street cross-sections should engage in early dialog with the Municipality to determine the appropriate design of the vehicular zone.



## **Signage**

While the Fairview form-based code zone has specific sign needs and complexities, the sign standards and allocations identified elsewhere remain applicable and shall be enforced throughout the Fairview community. Guidance and recommendations for Fairview specific is provided in other sections of the regulating plan.



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## Public Process

### Visual Preference Survey

A Visual Preference Survey is a technique for obtaining public feedback on physical design alternatives. It is often used to assist in the redesign of local zoning codes. The survey usually consists of a series of images that participants must score according to their preference. The images may be actual photographs or graphics illustrating a future urban environment. The input is then used to make decisions about the future built environment.

It is a visualization technique that allows citizens and decision-makers to determine local preferences for various types of community design, architectural styles, landscaping and other built environment options. It helps to show what design aspects of a community contribute positively or negatively to how people feel about a particular physical space.

The Fairview Visual Preference Survey (FVPS) was distributed over a period of approximately six months in Spring and Summer of 2017. The FVPS was also made available on the Community Council's website. There were a total of 80 images used in the survey with most of the images split between commercial and residential photos interspersed with a few landscaping images. An analysis was conducted of 38 responses to the survey. The visual results are shown in the following pages.

### Discussion of Results

The results show that images consisting of blank walls, lots of concrete and asphalt with garish signage are found to be visually unappealing. Images consisting of greenery such as trees, bushes and

other landscaping techniques were found to be visually very appealing. Streetscapes dominated by automobiles, utility poles and functional directional signage were found to be visually very unappealing. While streetscapes with widened sidewalks, street trees, building facades with lots of glass and sidewalk seating were found to be visually very appealing.

The results of the FVPS validate other sources on public input the community has received over the many years of soliciting opinions on the neighborhood. It reinforces the notion that the built environment produced by the current Municipal zoning code is at odds with the creation of an appealing sense of place.

### Fairview Design Workshops

A general impression from the workshop sessions was reinforcement of community values and policy preferences outlined in the Fairview Neighborhood Plan. No one at the event raised any concerns with the Plan. If anything, there was a sense of inadequate progress toward the betterment of the area.

There was much discussion regarding the utility of engaging in a design effort for Fairview when there was such uncertainty about what the State DOT&PF was going to do with their on-going effort to connect the Glenn and New Seward Highways. How could we envision a future land use scenario for Fairview's heart when there exists the possibility of its destruction.

The end result was the recognition that while there was indeed uncertainty about the exact alignment, there was general agreement about a reasonable foreseeable direction. This allows for strategic development of those areas safe from acquisition by the mega-transportation project. For example, any future connection between the Interstate facilities would not require taking out the Sullivan

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Arena. Thus the area immediately north of the Arena and west of Gambell Street would not be impacted.

The sub-area between the Arena and 15<sup>th</sup> Avenue sees a great deal of pedestrian traffic when large events occur at the Sports Complex. One idea for redevelopment that could be facilitated by an Overlay Zone is establishment of a Mixed-use Pedestrian Plaza with the alley way and East 15<sup>th</sup> Terrace becoming a “Living Street” and the corner lot allowed to develop as mixed-use with a ground floor café/coffee shop and residential/office on upper floors. The site is located on a south-facing slope and with northern wise design has the potential to become a compelling location for investment. Current zoning does not allow for such redevelopment to occur. This is a specific example of how an overlay zone could incentivize tangible economic growth within the Fairview area.

## Design Committee

An Ad-Hoc Design Committee met on a regularly scheduled basis during the winter seasons. The Committee engaged in detailed discussions of the design issues affecting the Fairview Community Council area.



## Fairview Design Initiative—Visual Preference Survey Results

(-3)	(-2)	(-1)	(0)	(+1)	(+2)	(+3)
Strongly Unappealing	Unappealing	Somewhat Unappealing	Neutral	Somewhat Appealing	Appealing	Strongly Appealing
	   	  		   	     	   
	<b>DRAFT</b>					
			Residential			

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## Fairview Design Initiative—Visual Preference Survey Results

February 14, 2017

(-3)	(-2)	(-1)	(0)	(+1)	(+2)	(+3)
Strongly Unappealing	Unappealing	Somewhat Unappealing	Neutral	Somewhat Appealing	Appealing	Strongly Appealing
						
						
						
						
						
						
						
						
						
						

**DRAFT**

Commercial