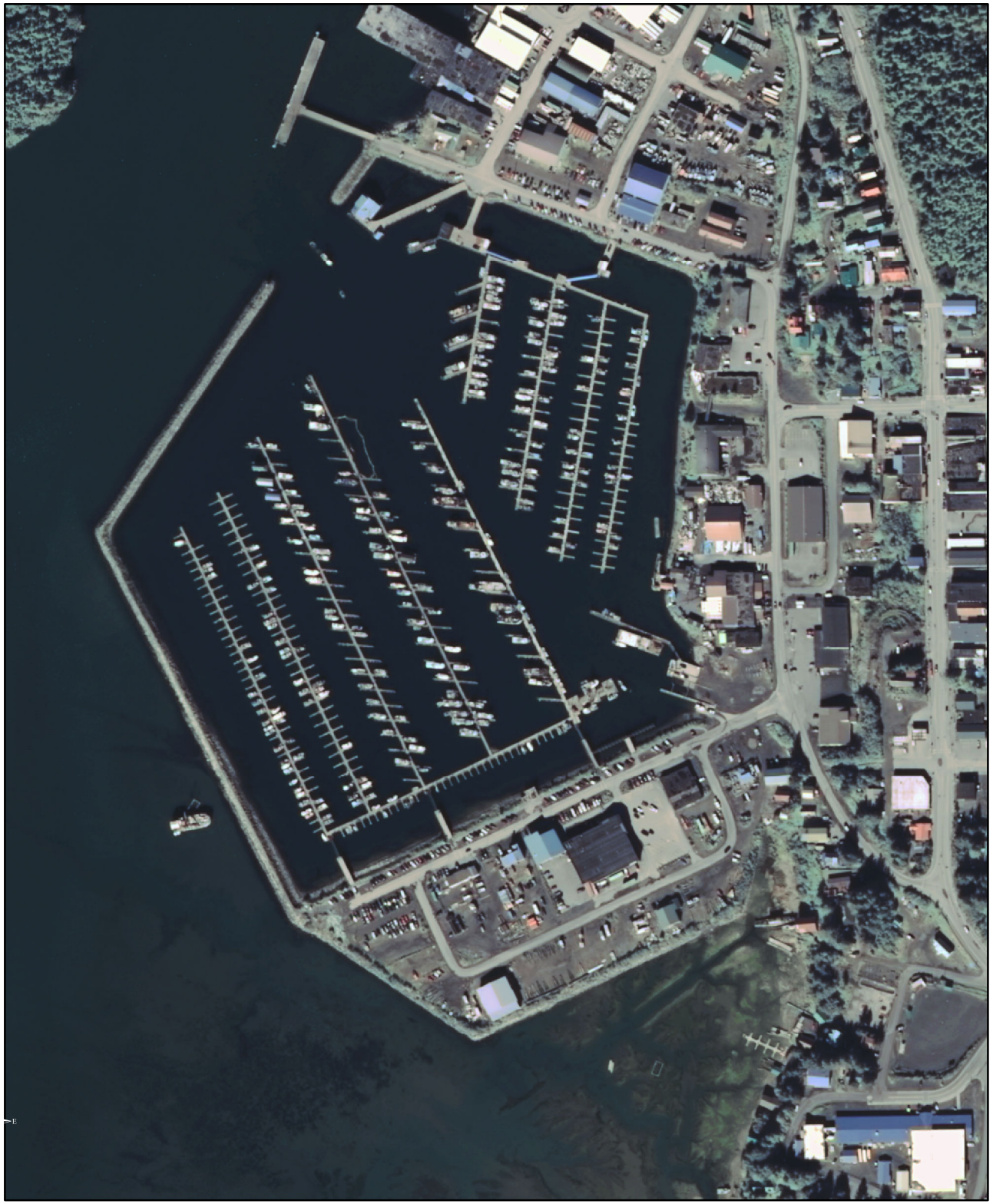

# A Summary of 3 Community Meetings for the South Fill Commercial Area

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## Introduction

The South Fill Commercial Area (SFCA) was developed in the early 1980s and the plat was recorded in 1985 to promote economic development and to expand growth opportunities for Cordova. For many years, the area sat vacant and was used for parking and seasonal storage for boat trailers. However, development has slowly been increasing on the SFCA, and today there are no remaining lots available for purchase. All vacant lots are slated for future development by property owners or will be used seasonally for parking and snow dumps by the City of Cordova.

In September of 2012, the Planning and Zoning (P&Z) Commission received four proposals for the purchase of the last available lot in the South Fill area. While there are no longer lots available in the SFCA, there is still demand for commercial property in the area. Additionally, there is community interest in exploring other projects and ideas for this waterfront property. Recognizing this interest, in March of 2012, the P&Z Commission recommended to City Council a formal planning process for the area. In the summer of 2012, the City passed a resolution to examine SFCA expansion options (Appendix A).

As outlined in this report, the purpose of the SFCA planning process, held over a four-month period from January – April 2013, was to develop a prioritized suite of projects to implement over the coming years in the SFCA. Through this process, the P&Z sought to identify a range of short-term, easily-to-accomplish projects, as well as more ambitious ideas for future development. At a minimum, the project team wanted to make sure that all priority projects were "shelf-ready," meaning they had public support, an initial design, a cost estimate and a narrative, as these components are all necessary to proceed with grant applications, capital funding or to pursue other funding sources. This report describes the process and major outcomes of the SFCA planning effort and serves as a decision-making tool for City staff, the P&Z Commission and the City Council.

## The SFCA Planning Process

The planning process, and ultimately this plan, seeks to identify waterfront issues, concerns, goals and a set of recommended projects and strategies for the SFCA. P&Z Commission Members and City Staff also recognize the need for a broader conversation regarding the surrounding waterfront and nearby downtown area. Throughout the process, community members were encouraged to share ideas regarding other waterfront development issues and desired goals. Those ideas are documented in the public meeting notes (Appendix C) and in Table 5: Other Waterfront Efforts Action Plan. These ideas are valuable contributions to parallel effort of waterfront planning efforts (e.g., Harbor Redesign Study). Still, the main objective of this plan is to focus in particular on options for the SFCA.

To kick off the process in March 2012, neighbors and businesses on and adjacent to the South Fill Commercial Area received a letter from the city notifying them of the planning process and inviting them to participate in a P&Z meeting to discuss expansion of the SFCA. The letter also included a map which listed one alternative for expanding the area. Fervent discussion about the map confirmed that additional public input and planning was needed before moving forward with the South Fill Expansion. The City Council and the P&Z decided that a facilitator was needed to direct the conversation, and to ensure that concerns, priorities and ideas about the project were adequately addressed (Appendix A). Agnew::Beck was hired to assist the City with the public participation process which included a series of stakeholder interviews and three facilitated public meetings.

## Stakeholder Interviews

The project team began by researching SFCA issues and goals through a series of interviews with various stakeholders, including SFCA property and business owners, local fishermen, members of the Cordova Chamber of Commerce and P&Z Commission Members. From these conversations and input from City staff, the team developed an initial list of issues and goals.

Preliminary Issues

- Overall, lack of coordinated waterfront/site planning.
- Need to strengthen and diversify local economy.
- Improve character of downtown and waterfront areas.
- Lack of trails and sidewalks.
- Lack of viewing opportunity and scenic overlooks.
- Right uses in the right locations (zoning district).
- Generate revenues to support local government services.
- Need more area for commercial development.

Preliminary Goals

1. Create a plan to encourage economic development for Cordova with emphasis on South fill Area.
2. Increase connectivity between Sawmill/Cordova High School/South Fill Area to the harbor, Cordova Center and downtown.
3. Provide safe walking/viewing areas for local residents and visitors.

## Public Meetings

Using the preliminary lists above, as well as additional research on existing land use conditions and availability in the SFCA, waterfront and surrounding areas, the project team solicited public input during a series of meetings Spring 2013. The meetings were held over a 2 month period. All meetings were advertised in the local newspaper, radio, scanner TV channel and on the City's website. Flyers were also posted around town for each meeting.

All meetings were well attended; average attendance was around 35 participants. Attendees included a range of stakeholders, with a core group of approximately 10-15 people who attended all the meetings. The atmosphere of the meetings was positive and the public was appreciative of the opportunity to participate. The Planning Department developed lines of communication with the public that continue today. The maps became an important part of the meetings and provided a good communication tool between staff and the public. The multi-meeting approach worked well as participants' ideas and understandings developed over the meeting series. The time between meetings also gave the project team an opportunity to make revisions to maps and to gather additional relevant information to help inform and guide the conversation at each additional meeting.

Three meetings seemed to be the optimal number of meetings for this size and type of project. The continuity, iterative nature and well defined objectives for each meeting, as well as the timeframe for completing the meetings (i.e., three meetings in a two-month period is unusual) gave more credibility to the planning process with comments like "we are seeing our thoughts and ideas being brought to the next meetings…", "…it feels like we are making an impact, not just being told what is happening".

Three important tools came out of the planning meetings and the overall process; they include the overall waterfront area (including the SFCA) goals (presented below), the project consideration criteria (presented below), and the action plan matrices. These tools will help guide the Planning & Zoning Commission's work along the waterfront, and specifically, the SFCA.

*Waterfront/SFCA Goals*

The overall refined goals for the waterfront area, including the SFCA are:

- Improve waterfront access to both residents and visitors.
- Create a visually attractive waterfront business district.
- Compliment and contribute to the vitality of the downtown area.
- Improve the strength and diversity of Cordova's economy.
- Create a safe and pedestrian-friendly waterfront.
- Consider and protect critical habitat.[1]

*Project Consideration Criteria*

- Meet the overall goals and will align with other waterfront planning/development efforts/projects.
- Economically feasible - available capital and long-term operation cost and maintenance.

[1] This goal is not intended to designate any area as a critical habitat, nor is this area at the time of this writing designated as critical habitat by federal, state, or city agencies.

- Physically doable.
- Environmentally compatible.

A brief synopsis of each meeting is outlined below. Appendix B includes the power points, maps and handouts for each meeting. Appendix C has detailed meeting notes which were used to frame the next meeting's presentation and maps.
.

Meeting 1 – March 26, 2013
The first meeting provided general background and overview of the purpose of the SFCA planning project issues, goals, and project ideas. Topics covered during this meeting included:

- Preliminary issues, concerns, needs and potential goals of overall waterfront.
- Current zoning – districts and purpose.
- Potential and future waterfront projects.
- Background for considering expansion of the SFCA.
- Permitted principal uses and structures in the waterfront commercial district.
- Current and future makeup of the SFCA area (existing and future businesses).
- Pros and cons of other areas in the community zoned for waterfront commercial and/or business development.
- Preliminary issues, concerns, needs and potential goals for SFCA.
- SFCA preliminary ideas.

Using the background information provided above, and detailed maps of the South Fill Commercial Area, participants were split into small groups, asked to identify their areas of concern, and where possible, draw/describe specific projects ideas. After this small group exercise, each group reported back to the larger group. Notably, all groups had very similar concerns and projects for the SFCA, as well as the overall waterfront area. The meeting concluded with a discussion of next steps and what to expect at the subsequent meeting. The group agreed that moving forward; projects could be grouped by priority into short, medium and long-term projects. After the meeting, the project team used the maps and notes to gather additional information, refine the issues/concerns and vision/goals list, and to create a set of revised maps with projects arranged by priority for Meeting 2.

Meeting 2 – April 16, 2013
The overall goal of the second meeting was to summarize, address and evaluate feedback from meeting one and to develop a more detailed phased approach for addressing SFCA development.

One of the biggest concerns shared during the first meeting was whether or not there is a documented need for additional commercial property. Participants noted Cordova's decreasing population trend, as well as the numerous vacant lots and buildings for sale in the downtown area, as reasons

for questioning the actual need. City staff addressed this topic, as well as other concerns from the first meeting. Specific topics covered during Meeting 2 included:

- Project purpose, waterfront and SFCA issues, goals and short, medium and long-term development options.
- Context and background information – What do we know about Cordova today?
    - Population
    - School district enrollment
    - City and private land availability
    - City-issued building permits
    - Newly constructed and proposed commercial buildings
    - Current waterfront planning efforts
    - Current CIP list for State legislation
- Specific project considerations and preliminary prioritization criteria.

Using the information outlined above, and maps showing a summary of input from Meeting 1, participants fleshed out different project ideas. Specifically, participants were asked to answer the following questions:

- What projects are missing?
- What is the right timeline for proposed projects? Are these short (1-5 years), medium (6-10 years) or long-term (10+years) projects?
- How does each project meet the criteria?
- What do we know about it?
- What ideas do you have for getting these projects done? What specific tasks, partners, resources would make the project a reality?
- Of the projects on short-term ideas map, which of these rises to the top as the most important (i.e., from what you know and have learned; best meets criteria)?
    - Of the projects on medium-term ideas map?
    - Of the projects on long-term ideas map?

Representatives from each small group presented and discussed. When the small groups reported back, much like the first meeting, there was general agreement across the groups about time frames and project priority. The meeting concluded with the project team reviewing next steps and the main objectives for the third and final meeting including:

- Review and confirm project selection criteria.
- Revise project maps to reflect Meeting 2 feedback.
- Research and provide preliminary project capital and operation and maintenance cost estimates for key projects.
- Develop Meeting 3 agenda to focus on SFCA specifically.

Meeting 3 – April 30, 2013

The objective of the final meeting was to review and discuss more detailed information, including preliminary cost estimates for SFCA-specific projects identified and refined in Meetings 1 and 2, and to get community feedback on a near-term action plan comprised of actions to be completed toward SFCA improvements within the next six months. To best accomplish the meeting objective, City staff developed and presented matrices showing proposed projects, criteria and other information for each projects, by timeframe (near, short, medium and long-term).

With this additional information, and as meeting participants realized the costs associated with particular projects, some projects increased in priority, while others were determined less important. For example, the estimated high costs associated with the Sawmill Avenue Connection, led to a discussion and support for reprioritizing certain segments of sidewalk improvements. In other words, less costly solutions, like constructing/improving sidewalks could meet the intended goal of creating a safe walkable waterfront-down area and help provide safe pathways for local youth.

## South Fill Commercial Area Action Plans

The following tables include priority projects identified during the community meeting series. The tables are organized by timeframe, ranging from projects that are currently underway (Near Term), projects that are 1-5 years out (Short Term), projects that could happen in the next 5-10 years (Medium Term), and projects are not listed in any particular order Each matrix includes the following categories:

Table 1 Example of Matrix Categories.

| **Overarching Project/Purpose – Example: Improvements to existing South Fill Commercial Area:** To provide a visually attractive waterfront. | |
|---|---|
| *Project Considerations* | *Specific Project – Pocket Park* |
| A. Goals Met – Does the project meet the criteria? | Yes |
| B. Gains/Achieves – What does the project accomplish? How does it improve upon what we have? | Provide safe gathering place for residents and visitors |
| C. Project Status – What is the project's current status (in progress/not started/incomplete)? | In progress; estimated completion: 7/15/2013 |
| D. Physical Constraints – What are some of the anticipated challenges of pursuing this project? | Utilities |
| E. Legal/Regulatory Issues – Are there any anticipated legal/regulatory issues that would make the project more difficult to accomplish? | None |
| F. Preliminary capital costs – What are the estimated costs for completing the project (NOTE: includes all phases of project development, from design to construction)? | • $2,500: Commercial grade picnic table and freight; future cost would include thorough design of pocket park including interpretive signage |
| G. Preliminary operation + maintenance costs – What are the estimated costs of sustaining the project? What are the annual costs of operating and maintaining the project? | • Garbage: $3,600<br>• Setup/take down: $300 |

It is important to note that many of these projects are ideas that are early in the planning phases, and while estimated costs have been provided, the actual design, permitting and other logistical details still need to be refined. The project specifics may change or need to be adjusted. Going forward, the project criteria will be a useful reference point to confirm that projects still meet the goals and objectives even as the details evolve. The Planning and

Zoning Commission anticipates sending email updates to the project mailing list and additional public meetings as projects develop. The P&Z Commission and staff would like to continue the public's involvement with the decisions affecting the waterfront and downtown area.

## Near-Term Projects (Within 1 Year)

Table 2: Near-Term SFCA Action Plan

| **Improvements to existing South Fill Commercial Area:**<br>To provide a visually attractive waterfront. | | | |
|---|---|---|---|
| *Project Considerations* | *Pocket Park* | *Dirt Pile* | *Street Signs* |
| A. Goals Met | Yes | Yes | Yes |
| B. Gains/Achieves | Provide safe gathering place for residents and visitors | Redevelop existing trailer parking by removing dirt pile | Install street signs and speed limit signs |
| C. Project Status | In progress<br>Est. completion 5/2014 | Done | In progress<br>Est. completion 4/2014 |
| D. Physical Constraints | Utilities | | |
| E. Legal/Regulatory Issues | | | |
| F. Preliminary capital costs | $2,500: Commercial grade picnic table and freight<br><br>Future cost would include thorough design of pocket park including interpretive signage | $28,000<br>($175/hr per truck x 5 trucks x 32 trips) | Unknown at this time |
| G. Preliminary operation + maintenance costs | • Garbage: $3,600<br>• Setup/take down: $300<br>Total: $3,900 | • Garbage: $3,600<br>• General upkeep: $2,500<br>Total: $6,100 | • General upkeep: $2,500 |
| *Project Considerations* | *Harbor Loop Road* | *Trash Problem* | *North Fill Ramp Plan Assessment* |
| A. Goals Met | Yes | Yes | |
| B. Gains/Achieves | Assess best alternative to reduce potholes and maintenance. | Assess the trash problem in and around SFCA. | Assess the impact of the N. Fill ramp plan on traffic congestion at Baja Taco. |
| C. Project Status | Streets reviewing alternatives & planning | Harbor Master is addressing | 10/2013 |
| D. Physical Constraints | Utilities | NA | NA |

| | | | |
|---|---|---|---|
| E. Legal/Regulatory Issues | NA | NA | NA |
| F. Preliminary capital costs | NA | NA | NA |
| G. Preliminary operation + maintenance costs | NA | NA | NA |

## Short-Term Project Descriptions

### Development Study

As identified during the public meeting series, community members expressed the need for more objective information regarding development needs and potential in Cordova. The Development Study would achieve this objective through the following tasks:

- Inventory and identify promising parcels and/or structures with high potential for redevelopment (requires defining some simple preliminary screening criteria for what constitutes such a site, e.g., downtown location, older structure, vacant lot, expressed interest in change such as for sale sign or past application for building permits).
- Briefly research redevelopment strategies used in other communities around the United States, including various forms of public funding (e.g., assistance with infrastructure, property tax relief, small grants for façade improvements, or overall improvement to a district that increases the desirability of an area, such as happens under national Main Street program, http://www.preservationnation.org/main-street/).
- Interview property/building owners to learn what they see as constraints and opportunities for redevelopment (e.g., why would they rather build new on South Fill rather than build/redevelop downtown?). Issues to understand and document include restraints related to lot size, cost to tear down/rebuild, regulatory requirements, access, parking, etc. Talk with owners about options to accelerate redevelopment process, and what they believe the City might do that would be most helpful.
- Develop a set of draft strategies to address concerns and encourage redevelopment; review with community and planning commission/city council; approve and implement.

### Greenbelt Outside of Current Fill Area

The Greenbelt Project is to create a walkway with scenic overlooks on the outside of the current South Fill area. The planning of the greenbelt would need to incorporate planning efforts related to the Sawmill Connection and sidewalk projects (see below). Through the meeting series, a number of path/trail ideas, including specific Cordova-specific landscaping ideas, were shared. These ideas need further review and analysis. Additionally, current landowners should be consulted, as this project will impact adjacent properties.

### Sidewalk Projects 2 and 6

Combined, there are six sidewalks projects on the short and medium-term SFCA project lists. These projects are important to establish connectivity between the SFCA and surrounding areas including other waterfront areas (e.g., north end of the harbor), and the SFCA and downtown Cordova. During Meeting 3, two projects were elevated from medium-term to short-term priorities, as they were considered good alternatives, achieving the same kind of connection, as the more costly Sawmill Avenue to SFCA connection project.

### Sawmill Avenue to South Fill Connection

The Sawmill Avenue to South Fill connection has been a topic of discussion for many years. There is a broad spectrum of documented stakeholder support for this project. Consensus from the public meeting series is to develop a trail versus road connection. Ideas shared during the meeting series ranged from creating navigable water under the trail, allowing water to pass through via culverts, to filling everything including the unfilled area behind

the trail. Details for alternatives with the greatest support through the public dialogue are outlined in Table 4. As described in the public meeting overview, after reviewing the potential cost, timeframe and implementation logistics of this project, this project moved from the short-term to medium-term project list.

Table 3: Short-Term SFCA Action Plan

| **Planning Projects:**<br>To assess what buildings and lots are currently available and develop consistent standards that meet the vision and goals for the South Fill Commercial Area. | |
|---|---|
| *Project Considerations* | *Development Study* |
| A. Goals Met | Yes |
| B. Gains/Achieves | Assesses what buildings and lots are currently available |
| C. Physical Constraints | N/A |
| D. Legal/Regulatory Issues | N/A |
| E. Preliminary capital costs | $10,560 ($120/hr x 88 hours) |
| F. Preliminary operation + maintenance costs | N/A |
| **Improvements to existing South Fill Commercial Area:**<br>To provide a visually attractive waterfront. | |
| *Project Considerations* | *"Greenbelt"* |
| A. Goals Met | Yes |
| B. Gains/Achieves | Cantilever Boardwalk around current South Fill |
| C. Physical | Building on rip rap; working with landowners; utilities |

| | |
|---|---|
| Constraints | |
| D. Legal/ Regulatory Issues | Land ownership |
| E. Preliminary capital costs | $150,000 ($100/linear foot x 1,500 feet)<br>Estimate includes cantilever boardwalks with scenic overlooks and interpretive signage |
| F. Preliminary operation + maintenance costs | • Garbage: $3,600<br>• General Upkeep: $2,500<br>Total: $6,100 |

**Sawmill to South Fill Connection:**
To connect Sawmill Avenue to the South Fill Commercial Area to provide a safe pedestrian access, especially to students who access the South Fill Commercial Area.

| *Project Considerations* | *Alternative 1 (Pilings and walkway)* | *Alternative 2 (Path or Trail with fill; non navigable; fill behind)* | *Alternative 3 (Navigable access with walkway)* | *Alternative 4 (Path or Trail with fill; culverts {12 foot trail: 10' of walkable space with railings)* |
|---|---|---|---|---|
| A. Goals Met | Yes | Yes | Yes | Yes |
| B. Gains/Achieves | Safe connection between the High School and SFCA | Safe connection between the High School and SFCA | Safe connection between the High School and SFCA | Safe connection between the High School and SFCA |
| C. Physical Constraints | Sewer buried in slough; land ownership | Sewer buried in slough; land ownership | Sewer buried in slough; land ownership;<br>*Not ADA compliant: ADA requires 1:12 slope; this one would be 1:8. Top of walkway would be 10' above current South Fill. 250' long bridge, 15' at the top of the bridge would have to remain at 30' for navigable access* | Sewer buried in slough; land ownership |
| D. Legal/Regulatory Issues | Permitting | Permitting | Permitting | Permitting |
| E. Preliminary capital costs | • $13,500,000<br>($750/sq ft x 18,000 sq ft) | • $1,000,000<br>($450,000 fill cost; $100,000 rip | Unknown w/o engineer input | • $763,700<br>($75,000 fill cost; $29,700 HDPE |

| | | | | |
|---|---|---|---|---|
| | | rap cost; $450,000 covering cost) | | culverts (2 each of 48" wide by 90' long at $115 per foot) and $9,000 freight; $450,000 covering cost) |
| F. Preliminary operation + maintenance costs | • Garbage: $3,600<br>• General Upkeep: $2,500<br>Total: $6,100 | • Garbage: $3,600<br>• General Upkeep: $2,500<br>Total: $6,100 | • Garbage: $3,600<br>General Upkeep: unknown | • Garbage: $3,600<br>• General Upkeep: $2,500<br>Total $6,100 |

**Sidewalks connecting South Fill to downtown:**
To provide a safe route for residents and visitors from the downtown area to the boat harbors and South Fill Commercial Area.

| *Project Considerations* | *Project SW2* | *Project SW6* |
|---|---|---|
| A. Goals Met | Yes | Yes |
| B. Gains/Achieves | Sidewalks: Main Street to Railroad Ave (without the cost of the stairs already included in Cordova Center project) | Sidewalks: Harbor Loop Road to Railroad Ave develop stairs/crossing from HS |
| C. Physical Constraints | Utilities; ROW issues | Utilities; ROW issues |
| D. Legal/ Regulatory Issues | NA | NA |
| E. Preliminary capital costs | $144,000<br>(1,600 linear feet x $90 per linear foot (Rolled curb and gutter: 5 foot sidewalk, 2 foot curb & gutter)) | $58,500 (650 linear feet x $90 per linear foot (Rolled curb and gutter: 5 foot sidewalk, 2 foot curb & gutter)) |
| F. Preliminary operation + maintenance costs | • General Upkeep: $2,500 | • General Upkeep: $2,500 |

# Short-Term Project Ideas (within 1-5 years)
## Summary of Community Input

Planning Projects:
Development Study to assess buildings and lots that are currently available and develop consistent standards that meet the vision and goals or the SFCA.

N
W E
S

Feet
0 100 200 400 600 800 1,000

## Medium-Term Project Descriptions

**Develop + Implement Design Standards**

The development and implementation of design standards is a planning project that would establish consistent design of new development in and around the SFCA. The project would create standards that would provide for a more attractive and unique area, to promote specific business and development (i.e., waterfront commercial development to attract tourists and visitors) that would not compete with the downtown area. Potential tasks for this project may include:

- Walk the waterfront district, take pictures, and make observations. Identify buildings and building features that are more and less successful. Topics to explore include: building location on lot; building entry features; scale and character of doors and windows; building form and building materials; use and character of lots (parking, landscaping, collection of debris, etc.).
- Briefly research waterfront design standards, design guidelines in other locations. Gain a sense of the goals, level of detail, types of policies, advisory vs. mandatory, etc. Some examples are outlined below; these likely all go into more detail than Cordova would require.
    - http://westlinnoregon.gov/sites/default/files/fileattachments/wia_design__uidelines_final2.pdf
    - http://www.novaregion.org/DocumentCenter/Home/View/1354
    - http://www.juneau.org/cddftp/documents/WaterfrontDesignGuildelines2008.pdf
- Hold a meeting with a small group of invited land and business owners, Chamber of Commerce, other involved parties. Discuss pluses and minuses of standards; agree on goals for standards – What topics do the guidelines need to address? Is intent a handful of simple advisory guidelines? Or alternatively, is intent a more fleshed out full and detailed set of policies, like some of the examples above?
- Develop a set of draft guidelines that respond to the conclusion of step immediately above.
- Review design standards package with community, P&Z Commission, City council; approve and implement.

**Current South Fill Area West End Square Off**

The idea of placing additional fill in the South Fill Commercial Area was the start of the SFCA planning process. The original map (Appendix A), presented at the March 2012 Planning and Zoning meeting was created to illustrate a potential concept for adding commercial space to the SFCA. Lacking proper background information and community dialogue, the original map, was not well received. At that time, the P&Z Commission removed it from a resolution of support they had recommended to City Council, acknowledging the need for more public education and dialogue regarding community goals for the SFCA (and other waterfront areas).

Through the spring 2013 public meeting series, a modification of the original fill concept, was shared and supported by meeting participants. After reviewing the current status of the SFCA, and the current property available downtown, participants felt the new alternative, shown in Figure 2 above, is considered a good alternate development meeting the desired outcome – more waterfront commercial development space in the SFCA. Moreover, participants expressed the new alternative would raise less environmental concerns off the west end of the current fill, and would have less of an impact on current land owners.

**Sidewalk Projects**
Combined, there are six sidewalks projects on the short and medium-term SFCA project lists. These projects are important to establish connectivity between the SFCA and surrounding areas including other waterfront areas (e.g., north end of the harbor), and the SFCA and downtown Cordova. During Meeting 3, two projects were elevated from medium-term to short-term priorities, as they were considered good alternatives, achieving the same kind of connection, as the more costly Sawmill Avenue to SFCA connection project.

**Gazebo**
The gazebo project was discussed in all three public meetings and is considered a nice addition to some of the improvements outlined in the near and short-term SFCA project lists. For example, if the greenbelt project were completed, adding a gazebo for sitting, relaxing, taking in waterfront views, while getting shelter from the elements, would add to the resident and visitor recreational experience.

Table 4: Medium-Term SFCA Action Plan

| **Planning Projects:**<br>To develop a consistent set of standards which would meet the vision and goals of the South Fill Commercial Area. | | | |
|---|---|---|---|
| *Project Considerations* | *Waterfront Design Standards* | | |
| A. Goals Met | Yes | | |
| B. Gains/Achieves | Develop consistent set of standards that meet the vision and goals for the South Fill Commercial Area | | |
| C. Physical Constraints | NA | | |
| D. Legal/Regulatory Issues | Legal review will be required | | |
| E. Preliminary capital costs | • $12,000 (100 hours x $120/hr) | | |
| F. Preliminary operation + maintenance costs | NA | | |
| **Square Off West End of Current South Fill Commercial Area:**<br>To add commercial space to the current South Fill. | | | |
| *Project Considerations* | *Alternative 1 (Fill)* | *Alternative 2 (Planks)* | *Alternative 3 (Sheet Pile)* |

| | | | |
|---|---|---|---|
| A. Goals Met | Yes | Yes | Yes |
| B. Gains/Achieves | 7 new commercial spaces (with current zoning code lot size requirements); additional greenbelt walking area | 7 new commercial spaces (with current zoning code lot size requirements); additional greenbelt walking area | 7 new commercial spaces (with current zoning code lot size requirements); additional greenbelt walking area |
| C. Physical Constraints | Shorebird Habitat; Elevations and tides | Shorebird Habitat; Elevations and tides | Shorebird Habitat; Elevations and tides |
| D. Legal/Regulatory Issues | Permitting | Permitting | Permitting |
| E. Preliminary capital costs | $2,208, 175<br>($30.11 per sq. ft. x 73,335 sq ft; $270,990 cost for 1 commercial lot*with current zoning code lot size requirement of 9,000 square feet) | $55,001,250<br>($750 per sq. ft. x 73,335 sq ft; $6,750,000 cost for 1 commercial lot* with current zoning code lot size requirement of 9,000 square feet) | $5,573,460<br>($76 per sq. ft. x 73,335 sq ft; $684,000 cost for 1 commercial lot*with current zoning code lot size requirement of 9,000 square feet) (dredging cost not included) |
| F. Preliminary operation + maintenance costs | • Garbage: $3,600<br>• Plowing: $19,000<br>• Grading: $2,400<br>• General Upkeep: $2,500<br>Total: $27,500 | • Garbage: $3,600<br>• Plowing: $35,000<br>• Grading: $0<br>• General Upkeep: $2,500<br>Total: $41,100 | • Garbage: $3,600<br>• Plowing: $19,000<br>• Grading: $2,400<br>• General Upkeep: $2,500<br>Total: $27,500 |

**Additional Sidewalks:**
To provide a safe route for residents and visitors.

| *Project Considerations* | *Project SW1* | *Project SW3* | *Project SW4* | *Project SW5* |
|---|---|---|---|---|
| A. Goals Met | Yes | Yes | Yes | Yes |
| B. Gains/Achieves | Sidewalks: Main Street to Railroad Ave: without the cost of the stairs already included in Cordova Center Project | Sidewalks: North Harbor through Reluctant ROW to Railroad Ave | Sidewalks: continue existing at Council Ave along Railroad Ave to existing sidewalk before CRH intersection | Sidewalks: Railroad Ave from Reluctant ROW to Nicholoff intersection |
| C. Physical Constraints | Utilities | Utilities; ROW issues | Utilities; ROW issues | Utilities; ROW issues |

| | | | | |
|---|---|---|---|---|
| D. Legal/Regulatory Issues | ROW | ROW | ROW | ROW |
| E. Preliminary capital costs | $18,000<br>(200 linear feet x $90 per linear foot; Rolled curb and gutter: 5 foot sidewalk, 2 foot curb & gutter) | $52,200<br>(580 linear feet x $90 per linear foot; Rolled curb and gutter: 5 foot sidewalk, 2 foot curb & gutter) | $108,000<br>(1,200 linear feet x $90 per linear foot; Rolled curb and gutter: 5 foot sidewalk, 2 foot curb & gutter) | $65,250<br>(725 linear feet x $90 per linear foot; Rolled curb and gutter: 5 foot sidewalk, 2 foot curb & gutter) |
| F. Preliminary operation + maintenance costs | • General Upkeep: $2,500 | • General Upkeep: $2,500 | • General Upkeep: $2,500 | • General Upkeep: $2,500 |

**Improvements to existing South Fill Commercial Area:**
To add a gazebo at the end of the existing Breakwater Trail.

| *Project Considerations* | *Gazebo* |
|---|---|
| A. Goals Met | Partial |
| B. Gains/Achieves | Provides viewing area |
| C. Physical Constraints | High wind area. Needs to be engineered to withstand weather conditions. |
| D. Legal/Regulatory Issues | USCG |
| E. Preliminary capital costs | • *$10,000 gazebo cost.* ***Cannot determine engineering cost for making the gazebo withstand weather conditions.*** |
| F. Preliminary operation + maintenance costs | • Garbage: $3,600<br>• General Upkeep: $2,500<br>Total $6,100 |

# Medium-Term Project Ideas (within 6-10 years)
## Summary of Community Input

Planning Projects:
Waterfront Design Standards to develop consistent set of standards that meet the vision and goals of the SFCA!

A Summary of 3 Community Meetings for the South Fill Commercial Area

*For Planning Purposes Only*

## Other Waterfront Project Descriptions

Unlike projects listed in the near, short and medium-term project lists, the "other waterfront projects" action plan includes projects for other waterfront areas, especially the harbor area. Throughout the planning process, community members shared and discussed in detail other key waterfront projects that would help improve waterfront areas adjacent to the SFCA. An important next task is to review these project ideas to ensure they align with existing waterfront planning efforts, such as the Harbor Redesign Study.

Table 5: Other Waterfront Projects Action Plan

| **Improvements to Existing South Fill Commercial Area:**<br>To improve Harbor water circulation and add an additional boat ramp. | | |
|---|---|---|
| *Project Considerations* | *Culverts* | *Additional Launch Ramp* |
| A. Goals Met | Maybe | Maybe |
| B. Gains/Achieves | Install 2 culverts in the current breakwater to allow for water circulation and flushing | Additional launch ramp to reduce congestion at Baja Taco |
| C. Physical Constraints | Utilities; Trident's discharge line | Utilities; Trident's discharge line; no additional maintenance area without losing parking; need maintenance area for boats to pull out to |
| D. Legal/Regulatory Issues | Permitting | Permitting |
| E. Preliminary capital costs | $262,800<br>(culvert cost: $22,800; 2 each of 48" wide by 60' long at $115 per foot and $9,000 freight; removal and reinstallation of breakwater $240,000; $120,000 per culvert) | $760,655<br>(100' length x 43' width; 25' ramp plus 18' fill to breakwater x 5' average depth=21,500 x $1.25 per cubic foot=$26,875; 100'x $4,000 averaged = $400,000 sheet pile cost; engineer cost for boat ramp $60,000; excavation and backfill $50,000; Concrete plank and plank lags $213,780; base timber for planks $10,000; dredging cost not included) |
| F. Preliminary operation + maintenance costs | • General Upkeep: $2,500 | • Garbage: $3,600<br>• General Upkeep: $2,500<br>Total $6,100 |

| **North Harbor-15':**<br>To extend the North Harbor Parking Area to include additional parking and walkways (green belt may include commercial area). | | | |
|---|---|---|---|
| *Project Considerations* | *Alternative 1 (Fill)* | *Alternative 2 (Planks)* | *Alternative 3 (Sheet Pile)* |
| A. Goals Met/Aligns with other planning efforts | Yes | Yes | Yes |
| B. Gains/Achieves | Move parking in 5' and widen road; 10' green belt | Move parking in 5' and widen road; 10' green belt | Move parking in 5' and widen road; 10' green belt |
| C. Physical Constraints | Rip Rap Equation-<br>1 foot: 1.5 feet; utilities | utilities | utilities |
| D. Legal/Regulatory Issues | Permitting | Permitting | Permitting |
| E. Preliminary capital costs | $796,050<br>($58 per square foot x 13,725 sq ft) | $10,293,750<br>($750 per square foot x 13,725 sq. ft.) | $4,913,550<br>($358 per square foot x 13,725 sq ft; dredging cost not included) |
| F. Preliminary operation + maintenance costs | • Garbage: $3,600<br>• Plowing: $5,760<br>• Grading: $720<br>• General Upkeep: $2,500<br>Total $12,580 | • Garbage: $3,600<br>• Plowing: $10,000<br>• Grading: $0<br>• General Upkeep: $2,500<br>Total $12,580 | • Garbage: $3,600<br>• Plowing: $5,760<br>• Grading: $720<br>• General Upkeep: $2,500<br>Total $12,580 |

| **North Harbor - 50':**<br>To extend the North Harbor Parking Area to include additional parking and walkways (green belt may include commercial area). | | | |
|---|---|---|---|
| *Project Considerations* | *Alternative 1 (Fill)* | *Alternative 2 (Planks)* | *Alternative 3 (Sheet Pile)* |
| A. Goals Met | Yes | Yes | Yes |
| B. Gains/Achieves | 95 additional parking spaces; 15 feet greenbelt | 95 additional parking spaces; 15 feet greenbelt | 95 additional parking spaces; 15 feet greenbelt; dredge would make deeper boat access & new slips |
| C. Physical Constraints | Rip Rap Equation- | Utilities | Utilities; 30 year life span |

| | | | |
|---|---|---|---|
| | 1 foot: 1.5 feet; utilities; boat access concerns | | |
| D. Legal/Regulatory Issues | Permitting | Permitting | Permitting |
| E. Preliminary capital costs | $1,594,950<br>($35 per square foot x 45,570 sq ft) | $34,177,500<br>($750 per sq. ft. x 45,570 sq. ft.) | $5,696,250<br>($125 per square foot x 45,570 sq ft; dredging cost not included) |
| F. Preliminary operation + maintenance costs | • Garbage: $3,600<br>• Plowing: $19,000<br>• Grading: $2,400<br>• General Upkeep: $2,500<br>Total $27,500 | • Garbage: $3,600<br>• Plowing: $25,000<br>• Grading: $0<br>• General Upkeep: $2,500<br>Total $31,100 | • Garbage: $3,600<br>• Plowing: $19,000<br>• Grading: $2,400<br>• General Upkeep: $2,500<br>Total $27,500 |

**North Harbor - 75':**
To extend the North Harbor Parking Area to include additional parking and walkways (green belt may include commercial area).

| *Project Considerations* | *Alternative 1 (Fill)* | *Alternative 2 (Planks)* | *Alternative 3 (Sheet Pile)* |
|---|---|---|---|
| A. Goals Met | Yes | Yes | Yes |
| B. Gains/Achieves | 95 additional parking spaces; current parking moved off road; 20 feet greenbelt with possible commercial space | 95 additional parking spaces; current parking moved off road; 20 feet greenbelt with possible commercial space | 95 additional parking spaces; current parking moved off road; 20 feet greenbelt with possible commercial space; dredge would make deeper boat access & new slips |
| C. Physical Constraints | Rip Rap Equation-<br>1 foot: 1.5 feet; utilities; boat access concerns | Utilities | Utilities; 30 year life span |
| D. Legal/Regulatory Issues | Permitting | Permitting | Permitting |
| E. Preliminary capital costs | $2,196,000<br>($32 per square foot x 68,625 sq ft) | $51,468,750<br>($750 per sq. ft. x 68,625 sq. ft.) | $6,290,853<br>($91.67 per square foot x 68,625 sq ft; dredging cost not included) |

| | | | |
|---|---|---|---|
| F. Preliminary operation + maintenance costs | • Garbage: $3,600<br>• Plowing: $28,800<br>• Grading: $3,600<br>• General Upkeep: $2,500<br>Total $38,500 | • Garbage: $3,600<br>• Plowing: $35,000<br>• Grading: $0<br>• General Upkeep: $2,500<br>Total $41,100 | • Garbage: $3,600<br>• Plowing: $28,800<br>• Grading: $3,600<br>• General Upkeep: $2,500<br>Total $38,500 |
| **South Harbor - 15':**<br>To extend the South Harbor Parking Area to include additional parking and walkways. | | | |
| *Project Considerations* | *Alternative 1 (Fill)* | *Alternative 2 (Planks)* | *Alternative 3 (Sheet Pile)* |
| A. Goals Met | Yes | Yes | Yes |
| B. Gains/Achieves | Move parking in 5' and redevelop green belt area | Move parking in 5' and redevelop green belt area | Move parking in 5' and redevelop green belt area |
| C. Physical Constraints | Rip Rap Equation-<br>1 foot: 1.5 feet; utilities; Trident's discharge line | Utilities; Trident's discharge line | Utilities; Trident's discharge line |
| D. Legal/Regulatory Issues | Permitting | Permitting | Permitting |
| E. Preliminary capital costs | $761,250<br>($58.33 per square foot x 13,050 sq ft) | $9,787,500<br>($750 per sq. ft. x 13,050 sq. ft.) | $4,676,250<br>($365 per square foot x 13,050 sq ft; dredging cost not included) |
| F. Preliminary operation + maintenance costs | • Garbage: $3,600<br>• Plowing: $5,760<br>• Grading: $720<br>• General Upkeep: $2,500<br>Total $12,580 | • Garbage: $3,600<br>• Plowing: $10,000<br>• Grading: $0<br>• General Upkeep: $2,500<br>Total $16,100 | • Garbage: $3,600<br>• Plowing: $5,760<br>• Grading: $720<br>• General Upkeep: $2,500<br>Total $12,580 |
| **South Harbor - 50':**<br>To extend the South Harbor Parking Area to include additional parking and walkways. | | | |
| *Project Considerations* | *Alternative 1 (Fill)* | *Alternative 2 (Planks)* | *Alternative 3 (Sheet Pile)* |
| A. Goals Met | Yes | Yes | Yes |

| | | | |
|---|---|---|---|
| B. Gains/Achieves | 90 parking spaces gained; 15 feet of greenbelt | 90 parking spaces gained; 15 feet of greenbelt | 90 parking spaces gained; 15 feet of greenbelt; dredge would create deeper boat access and would create slips |
| C. Physical Constraints | Rip Rap Equation-<br>1 foot: 1.5 feet; utilities; Trident's discharge line; boat access concerns; not improving Harbor slips | Utilities; Trident's discharge line | Utilities; 30 year life span |
| D. Legal/Regulatory Issues | Permitting | Permitting | Permitting |
| E. Preliminary capital costs | $1,522,500<br>($35 per square foot x 43,500) | $32,625,000<br>($750 per sq. ft. x 43,500) | $5,437,500<br>($125 per square foot x 43,500; dredging cost not included) |
| F. Preliminary operation + maintenance costs | • Garbage: $3,600<br>• Plowing: $19,000<br>• Grading: $2,400<br>• General Upkeep: $2,500<br>Total $27,500 | • Garbage: $3,600<br>• Plowing: $25,000<br>• Grading: $0<br>• General Upkeep: $2,500<br>Total $31,100 | • Garbage: $3,600<br>• Plowing: $19,000<br>• Grading: $2,400<br>• General Upkeep: $2,500<br>Total $27,500 |
| **South Harbor - 75':**<br>To extend the South Harbor Parking Area to include additional parking and walkways. | | | |
| *Project Considerations* | *Alternative 1 (Fill)* | *Alternative 2 (Planks)* | *Alternative 3 (Sheet Pile)* |
| A. Goals Met | **N/A** | Yes | Yes |
| B. Gains/Achieves | **N/A** | Move the parking onto the extension which will widen the road; add 1 additional row or parking; 20 foot green belt and/or commercial area and crane location | Potential additional parking, commercial area and greenbelt/walkway design; dredge would create deeper boat access and would create slips and crane locations |
| C. Physical Constraints | **Not enough room on the South Harbor side for fill due** | Utilities; Trident's discharge line | Utilities; 30 year life span; Trident's discharge line |

| | | | |
|---|---|---|---|
| | **to the rip rap equation** | | |
| D. Legal/Regulatory Issues | **N/A** | Permitting | Permitting |
| E. Preliminary capital costs | **N/A** | $48,937,500<br>($750 per sq. ft. x 65,250 sq. ft) | $5,981,467.50<br>($91.67 per square foot x 65,250 sq ft; dredging cost not included) |
| F. Preliminary operation + maintenance costs | **N/A** | • Garbage: $3,600<br>• Plowing: $35,000<br>• Grading: $0<br>• General Upkeep: $2,500 | • Garbage: $3,600<br>• Plowing: $28,800<br>• Grading: $3,600<br>• General Upkeep: $2,500 |

# Other Waterfront Projects
# Summary of Community Input

Planning Projects:
Waterfront Design Standards to develop consistent set of standards that meet the vision and goals of the SFCA!

*For Planning Purposes Only*

## Next Steps

Moving forward, it is imperative that the City follows through on the near-term projects developed in this plan. By implementing near-term projects, such as moving the dirt pile and working towards developing a picnic area at the pocket park, the City will demonstrate commitment to a plan that was developed and endorsed by local residents. This shared success could set the stage for ongoing City and resident partnerships in making short, medium and longer-term SFCA (and other waterfront) projects a reality.

This final report will be presented to the P&Z Commission for review and discussion during their September 2013 meeting. Upon their approval, P&Z will recommend the document to the City Council as a guide for developing the South Fill Commercial Area. Likewise, most of the longer-term, harbor-related will be submitted to the Harbor Commission for their continued planning efforts.

After the plan is reviewed and accepted by the City Council, the Planning and Zoning Commission will develop timelines and funding strategies for implementation of the short-term projects. While all P&Z Commission meetings are open to the public, City staff will conduct additional public forums at opportune times to provide progress updates on SFCA action plans, and, to solicit feedback regarding work completed. Via the City website, City staff will share project approaches including designs, timelines and funding strategies, and will encourage input from local residents.

P&Z staff will work hard to support South Fill Commercial Area goals. The Planning and Zoning Commission will use the matrices to pursue priority projects and to keep efforts moving forward as design, cost estimates and funding sources are identified.

Lastly, throughout the Spring 2013 meeting series, there were many discussions about the entire waterfront area, with a specific interest and focus on the harbor area. The meetings presented a good opportunity for the City to share some of the planning that is occurring across the waterfront, and to provide the public with a better understanding of zoning district permitted uses. While conversations regarding projects outside the SFCA are not within the scope of this plan, these ideas were discussed when relevant, and all these conversations were captured via detailed meeting notes, and will be passed on to the appropriate stakeholders. These ideas will ultimately become part of the Harbor Redesign and/or other larger waterfront planning efforts.

## Appendix A – P&Z and City Council timeline for approval of resolution of support for South Fill Area Planning

Memorandum

To: Planning Commission From: Planning Staff

Date: 3/1/2012

Re: South Fill Extension Area

The south fill development park has had an influx of business development and growth in the recent past. The number of lots on the south fill that are available for sale have been reduced, yet it appears that there is still a demand for commercial property. There has been a variety of ideas, projects and discussion about the expansion of the south fill and the surrounding area. These ideas include sidewalks that would connect the south fill to Council Avenue and the new Cordova center, sawmill extension trail and/or road, and boardwalks around the harbor. All these ideas serve to create an area that will eventually provide a connection between the sawmill avenue, Cordova center, downtown, and the old and new harbor.

The idea of expanding the south fill has been mentioned many times at a variety of venues, while some of these projects such as the sidewalks and boardwalks have been approved to move into the design phase, the concept of expanding the south fill and connecting sawmill avenue with a road has never been formally started. The staff would like to start "formally" planning the development of the south fill and incorporating the many projects in the area into an overall plan by having Planning and Zoning agree to an overall conceptual plan of expansion, so that the detail planning and design work can begin. At this meeting staff is asking P&Z to make decisions based on the information provided and depending on those decisions to make a recommendation to the city council to formally start the formal planning process or not.

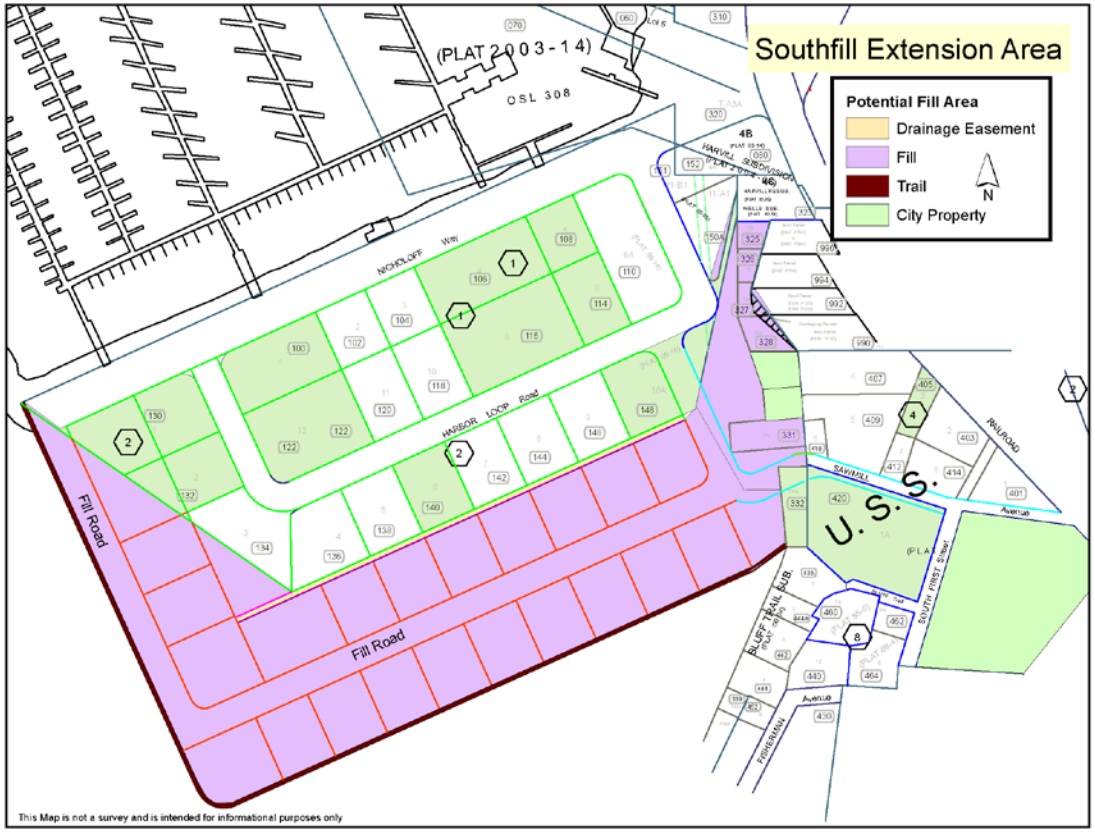
The first question is, does P&Z believe that this is a good conceptual plan for the community's future economic growth?

Please remember that this is a conceptual plan at this point. There will are numerous known details that will have to be

worked out in the future, but at this point we are only asking if this is the basic direction that P&Z and City Council would like to move?

If this is the direction that P&Z wants to go, then making the following recommendations to city council seem appropriate at this time.

A. Expand the South fill Development Park using this basic concept (exhibit A) as a blueprint and incorporate other projects into an overall plan to Cordova's commercial, downtown and harbor areas. Support public hearings and work sessions throughout the process.
B. Maintain this project as a high priority on the City' Capital Project list.
C. Ask City Council to commit funds to proceed with formal planning, including design, engineering, land issues, permits, surveys, fill strategies, grant effort and matches, and other issues that may arise.
D. This will be the initial step in the long term planning process the end product would be to connect both vehicles and pedestrians from the sawmill area to the southfill and downtown area.


Southfill Extension Area
Potential Fill Area
Drainage Easement
Fill
Trail
City Property
N
(PLAT 2003-14)
OSL 308
NICHOLOFF Way
HARBOR LOOP Road
Fill Road
Fill Road
U.S.
SAWMILL
Avenue
RAILROAD
SOUTH FIRST Street
BLUFF TRAIL SUB.
FISHERMAN
This Map is not a survey and is intended for informational purposes only

Approved Minutes from the 3/6/2012 P&Z meeting related to the South Fill Expansion Project

K. **OLD BUSINESS**

**Discussion on the South Fill Expansion**

**Mark Lynch** ~ I just wanted to intro this a little bit, Sam, Moe, Dale and I have worked on this for a long time and I think probably the first time I brought it up to this group was close to a year ago that we had started to work on this and it's taken us this long to really get what we felt was a comprehensive plan together that we hope tonight to bring to you a plan that you can support in its entirety but that's up to you. I know one question came up earlier about how tides might be affected and one of the things we talk about in this is that at this process moves forward there's going to have to be engineering and that's an engineering concern that would be addressed. And then I think Kristin (Carpenter) brought up that we were coming into this without good basis and she (**Samantha Greenwood**) didn't type this up since you spoke. We have some of the reasons that we have discussed and now I'm going to turn it over to Sam and let her go through it.

**Samantha Greenwood** ~ Okay, so I wanted to have a kind of more formal introduction to this as Mark (Lynch) said we've been talking about this for a long time and we never really had a recommendation from Planning and Zoning to City Council that says that we want to move forward with some formal planning and that's what we're looking for right here. We're not saying that we're going to build this just like this picture says we're just trying to come up with a concept, an idea and move it through the proper channels. So I just want to make that really clear. Some of the reasons that we've talked about the South Fill is that we continue to get requests for properties with these types of uses that area available on the South Fill. Another thing is that we've talked for a long time about a possible trail from Sawmill Avenue, a road from Sawmill Avenue, how can we get the kids across there that are coming down to AC or Baja Taco safer. So this is what we want to accomplish in this meeting I put this in the Memo, this is straight out of the Memo, The first question is: Do you want to move this way? Yes or No? It's pretty straight forward. If so, then can we discuss, modify and or make these recommendations to City Council so that we can start the formal processing. If it does move forward, I'm hoping to have it on the Council Meeting on the 21st of March.

**Bailer** ~ Well, What was the first question? Does P&Z believe that this is a good conceptual plan?

**Mark Lynch** ~ Ultimately what we need to know tonight, there is a resolution for this and if you approve the resolution we'll move this forward to Council on the 21st so that potentially they can give us the approval to go ahead and start atleast dealing with some of the issues that we're aware of and like Sam said, permitting for one thing that's something that if we do it in-house I don't think the cost should be tremendously high but it will be time consuming and there's going to have to be public input.

**M/ Reggiani S/Greenwood " I move resolution 12-02 A Resolution of the Planning and Zoning Commission of the City of Cordova, Alaska recommending the formal planning of the expansion of the South Fill Development Park to the City Council of the City of Cordova, Alaska."**
**Upon Voice Vote; Motion Passed 7-0**

**M/ Reggiani S/Greenwood to Amend "A" in the resolution to now read "Expand the South Fill Development Park and incorporate other projects into an overall plan to Cordova's commercial, downtown and harbor areas."**
**Upon Voice Vote; Motion Passed 7-0**

**M/Reggiani S/Pegau to Amend "D" in the resolution to now read "Ask City Council to commit funds to proceed with formal planning."**
**Upon Voice Vote; Motion Passed 7-0**

**CITY OF CORDOVA, ALASKA**
**PLANNING AND ZONING COMMISSION**
**RESOLUTION 12-02**

**A RESOLUTION OF THE PLANNING AND ZONING COMMISSION OF THE CITY OF CORDOVA, ALASKA, RECOMMENDING THE FORMAL PLANNING OF THE EXPANSION OF THE SOUTHFILL DEVELOPMENT PARK TO THE CITY COUNCIL OF THE CITY OF CORDOVA, ALASKA**

**WHEREAS**, the City of Cordova developed the Southfill Development Park in the early 1980s to provide for economic development and business growth for the City of Cordova, and businesses have since developed and flourished there.

**WHEREAS,** most lots in the Southfill Development Park have been sold, yet there is still demand for commercial property; and

**WHEREAS**, the concept of expanding the Southfill Development Park has been a topic of discussion in multiple venues, and while some projects such as the Southfill Development Park sidewalks, Harbor Study, and Harbor boardwalks have been moved into the design phase, the planning of the expansion of the Southfill Development Park and associated extension of Sawmill Avenue has not yet formally begun; and

**WHEREAS**, the Planning Department staff and the Planning and Zoning Commission would now like to start "formally" planning the development of the Southfill Development Park and incorporating the many projects in the area into an overall plan; and

**WHEREAS**, the Planning and Zoning Commission believes that a long term planning process incorporating the future economic development and the connectivity of Cordova's commercial, downtown and harbor areas will benefit the citizens of Cordova; and

**WHEREAS,** the Planning and Zoning Commission recommends to the Cordova City Council the below items in order to officially begin the planning process for the Southfill Development Park:

A. Expand the Southfill Development Park and incorporating other projects into an overall plan to Cordova's commercial, downtown and harbor areas.
B. Support public hearings and work sessions throughout the process.
C. Maintain this project as a high priority on the City' Capital Project list.
D. Ask City Council to commit funds to proceed with formal planning.

**NOW, THEREFORE, BE IT RESOLVED THAT** the Planning and Zoning Commission of the City of Cordova does hereby recommend the formal planning of the expansion of the Southfill Development Park to the City Council of the City of Cordova, Alaska

**PASSED AND APPROVED THIS 6th DAY OF MARCH, 2012**

Tom Bailer, Chairman

ATTEST:

Samantha Greenwood, City Planner

Memorandum

**To:** City Council
**From:** Sam Greenwood, City Planner
**Date:** 3/21/2012
**Re:** Southfill Development Park

## PART I. BACKGROUND:

- At the March 6th 2012 P&Z meeting a discussion about expanding the southfill development park, implementing the formal planning process occurred. A resolution was also approved

The Southfill Development Park has had an influx of business development and growth in the recent past. The number of lots on the Southfill that are available for sale have been reduced, yet it appears that there is still a demand for commercial property. There has been a variety of ideas, projects and discussion about the expansion of the Southfill and the surrounding area. These ideas include sidewalks that would connect the Southfill to Council Avenue and the new Cordova center, sawmill extension trail and/or road, and boardwalks around the harbor. All these ideas serve to create an area that will eventually provide a connection between the sawmill avenue, Cordova center, downtown, and the old and new harbor.

The idea of expanding the Southfill has been mentioned many times at a variety of venues, while some of these projects such as the sidewalks and boardwalks have been approved to move into the design phase, the concept of expanding the Southfill and connecting sawmill avenue has never been formally started. The staff would like to start "formally" planning the development of the Southfill and incorporating the many projects in the area into an overall plan by having City Council accept the resolution that Planning and Zoning is presenting.

## PART II. GENERAL INFORMATION:

The first consideration that P&Z addressed at their March meeting was that the commission believed that expanding the Southfill would be a good plan for the community's future economic growth. The resolution that Planning and Zoning is providing will be the initial step in the formal planning process for the expansion of the Southfill Development Park.

There are numerous known and unknown details that will have to be worked out in the future. Planning and Zoning feels that resolution 12-02 with the following recommendations is needed to start the formal planning process and start working through the feasibility of the expansion.

A. Expand the Southfill Development Park and incorporate other projects into an overall plan to Cordova's commercial, downtown and harbor areas.
B. Support public hearings and work sessions throughout the process.
C. Maintain this project as a high priority on the City' Capital Project list.
D. Ask City Council to commit funds to proceed with formal planning.

## PART III. SUGGESTED MOTION:

*"I move city council accept resolution 12-02 from the Planning and Zoning Commission."*

*Approved Minutes from 2/21/2013 City Council Meeting relating to the P&Z resolution.*

22. Council's acceptance of P&Z Commission's Resolution 12-02
***M/Allison S/Bradford*** for City Council to accept resolution 12-02 from the Planning and Zoning Commission.
***Allison*** asked how many funds they would like Council to commit to the project. He is in favor to committing funds but he would like to know how much. ***Lynch*** stated that there is a request in to the State for $100k. After we find out how much the State will commit then Council will decide how much they want to commit. ***Reggiani*** and ***Mayor Kallander*** agreed with ***Lynch***. ***Bradford*** stated that he thinks this will get things going in the right direction and start the public process.
Vote on motion: 7 yeas, 0 nays. Motion passes.

**March 26th, 2013**

**Masonic Lodge**

**Cordova**

# Cordova South Fill Commercial Area Planning for Future Options

# Purpose of this Process

Generally…

- Identify existing waterfront issues, concerns, needs
- Get a better sense of waterfront vision, goals
- Identify areas along waterfront (or other places in the community) that address those needs

# Purpose of this Process

Specifically...

- Identify options for **South Fill Commercial Area**

Later...

- Develop/implement plan for one or more of those future options

# Tonight – Meeting Purpose + Agenda

- Review purpose, timeline, products for this process
- Discuss overall waterfront issues, concerns, needs, potential vision + goals
- Brainstorm initial ideas for South Fill Commercial Area – What do you want for the future of the area?
- Review immediate next steps

6:00 PM – 8:30 PM

# Meeting Guidelines

- Stay on topic
- Be clear and concise
- Cell phone on vibrate
- One person has the floor at a time

# The Process Area – Cordova Waterfront

# Timeline for Process

- Initial meetings last spring
- Background research + stakeholder interviews
- **March 26th – Community Meeting #1**
- Compile, summarize + evaluate what we've heard
- Develop potential alternatives for SFCA
- **April 16th – Community Meeting #2: Share potential alternatives**

# Timeline for Process

- Summarize + evaluate feedback on alternatives
- Develop a “Detailed Preferred Option” or “Options” for Review
- **April 30th – Community Meeting #3: Share options**
- Draft + present final preferred alternatives to Planning + Zoning Commission
- Present final package of options to City Council

# Issues, Concerns, Needs + Potential Goals Overall Waterfront

- Overall, lack of coordinated waterfront/site planning
- Need to strengthen and diversify local economy
- Improve character of downtown, other waterfront areas
- Lack of trails and sidewalks
- Lack of viewing opportunities and scenic overlooks

# Issues, Concerns, Needs + Potential Goals Overall Waterfront

- Right uses in the right locations – zoning districts
- Development would generate revenues to support local government services
- Need more areas for commercial development
- Other issues, concerns, potential goals?

# Setting the Context – Current Zoning

# Purpose of Waterfront Commercial District

## 18.39.010 - Purpose.

- The waterfront commercial park district is intended to be applied to land with direct access or close proximity to navigable tidal waters within the city.
- Structures within the WCP district are to be constructed in such a manner as to be aesthetically consistent with, and reflect the community's marine—oriented lifestyle.
- Uses within the waterfront commercial park district are intended to be water-dependent or water-related, and primarily those uses that are particularly related to location, recreation or commercial enterprises that derive an economic or social benefit from a waterfront location.

# Waterfront Zoning + Potential Future Projects

Proposed additional fill in SFCA:
- Extra waterfront commercial zoned property
- Public pathways, mini parks
- Improved access from High School to South Harbor area

- Harbor Redesign Study
- Potential boardwalks

Proposed additional fill Haul Out area:
- Take advantage of Boat Haul Out Facility
- More space for industrial activities

# Why Consider New Options for South Fill Commercial Area?

- Continued requests for commercial property that is centrally located and close to/on waterfront
  - Example: Recent property disposal for the South Fill had 7 requests for 2 lots
  - Since 2010, five lot sales – every lot that isn't a parking lot has been sold/leased
- Safer routes + traffic flow
  - For kids to access the South Fill business area
  - For improved traffic flow around the boat ramp area
- Creates a recreational walking area
  - Links the Harbor, South Fill Commercial Area, Sawmill Area, Whitshed, Cordova Center + Downtown

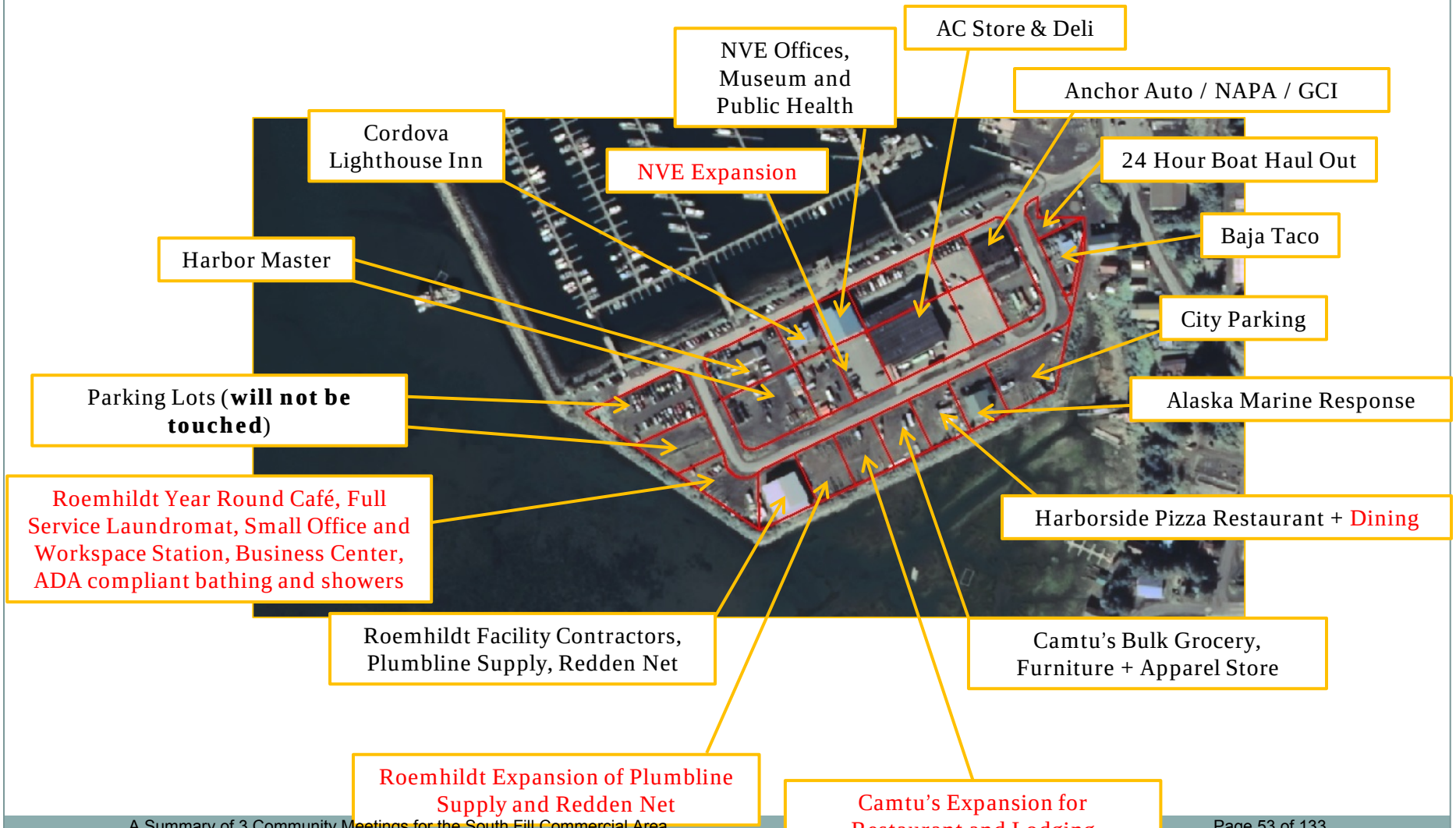
# Why Consider New Options South Fill Commercial Area?

- Projected increase in tourism
  - Cordova Center opening
  - Fast ferry
  - Increased recreational activities
- Generates additional revenue
- Project will take years to plan, permit, fund – take steps now for initial planning
- Prepare for potential funding opportunities
- **Due to the factors above** – City Council and Planning + Zoning Commission have funded South Fill Commercial Area planning

# Permitted Principal Uses + Structures Waterfront Commercial District

- Boat charter services
- Commercial and sport fishing supplies and services
- Docks and harbor facilities
- Eating and drinking facilities
- Fish and seafood markets
- Fueling piers
- Gift shops
- Hotels
- Laundromats and laundries
- Marine-related retail and wholesale stores
- Offices associated with permitted principal uses
- Recreational goods sales
- Travel agencies
- Visitor information center
- Waterfront parks, access paths, and boardwalks

# Current + Future Makeup of South Fill Commercial Area



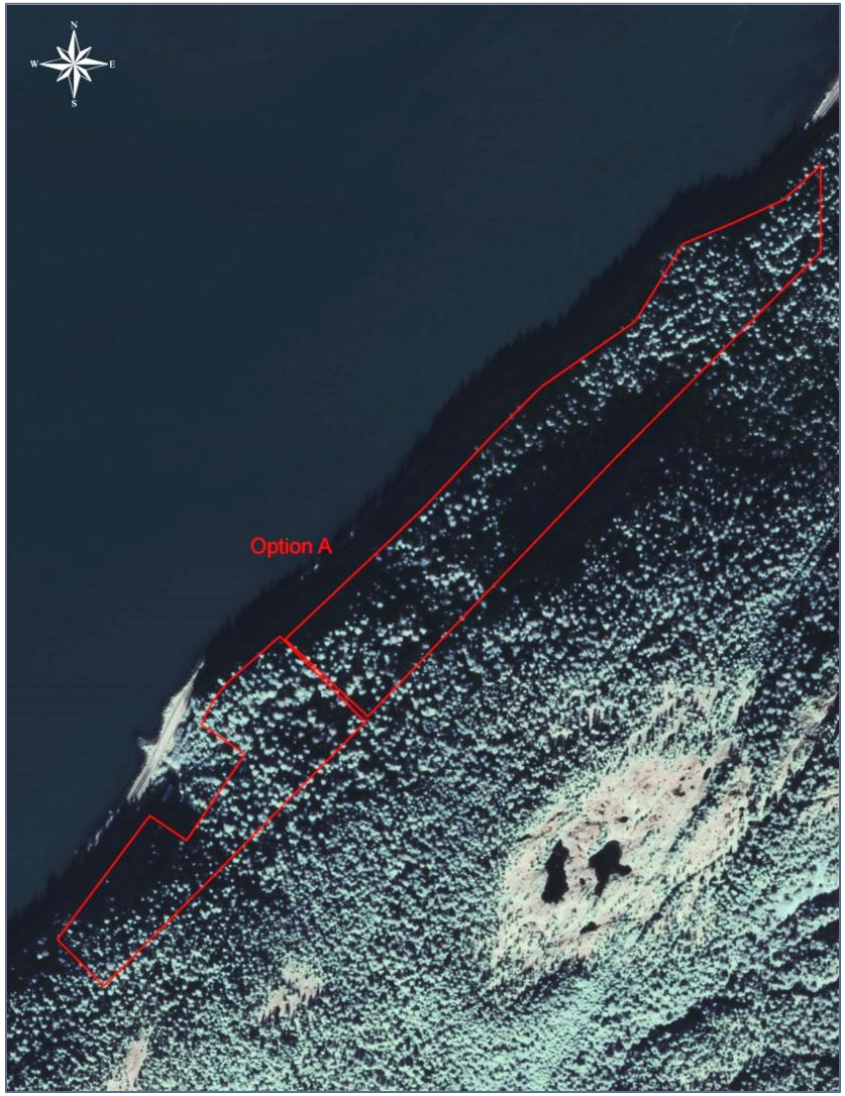
# Other Available Areas Zoned Waterfront Commercial or Business

A. Last mile of New England Cannery Road – Waterfront Commercial

B. Museum + Library Lots – Central Business

C. Area near Eagle Contracting on Copper River Highway – Business

# A. New England Cannery Road Waterfront Commercial




- Pros
  - Correct zone
  - Not filling tidelands
  - Scenic overviews
  - Potential for trails
  - Space for parking
- Cons
  - Major extraction of rock
  - Far from to city center
  - No harbor/dock facilities

# B. Library + Museum Lots – Central Business

- Pros
  - Central location
  - Walkable to downtown + harbor
  - Near Cordova Center
- Cons
  - Small area
  - Not waterfront
  - Parking is limited
  - Does not meet waterfront commercial zoning purpose

# C. Copper River Highway – Business

- Pros
  - Large area
  - Off street parking
  - Potential trails
- Cons
  - Major extraction of rock
  - Far from to city center/harbor/waterfront

# Stakeholder Issues + Concerns – SFCA

- Unsafe for kids walking from high school to SFCA on their lunch breaks
- In general, unsafe for pedestrians that want to walk down to the harbor and South Fill businesses
- Development could have potential negative impact to residences in the area
- We don't want to lose any parking – we don't have enough parking; what we have is unsafe
- Development could impact environment, birds, wildlife

# Stakeholder Issues + Concerns – SFCA

- Let's not rush this project, we need to look at the waterfront as a whole
- Can commercial development need be met on other City properties?
- Other issues and concerns?

# South Fill Commercial Area Preliminary Ideas

Proposed additional fill to meet these needs:

- Extra Waterfront Commercial zoned property
- Public pathways, mini-parks
- Improved access from high school to South Harbor area

Meets commercial property needs, safety concerns

- Link existing pathways to future development – meets safety, recreational , tourism needs
- Develop boardwalks around harbor

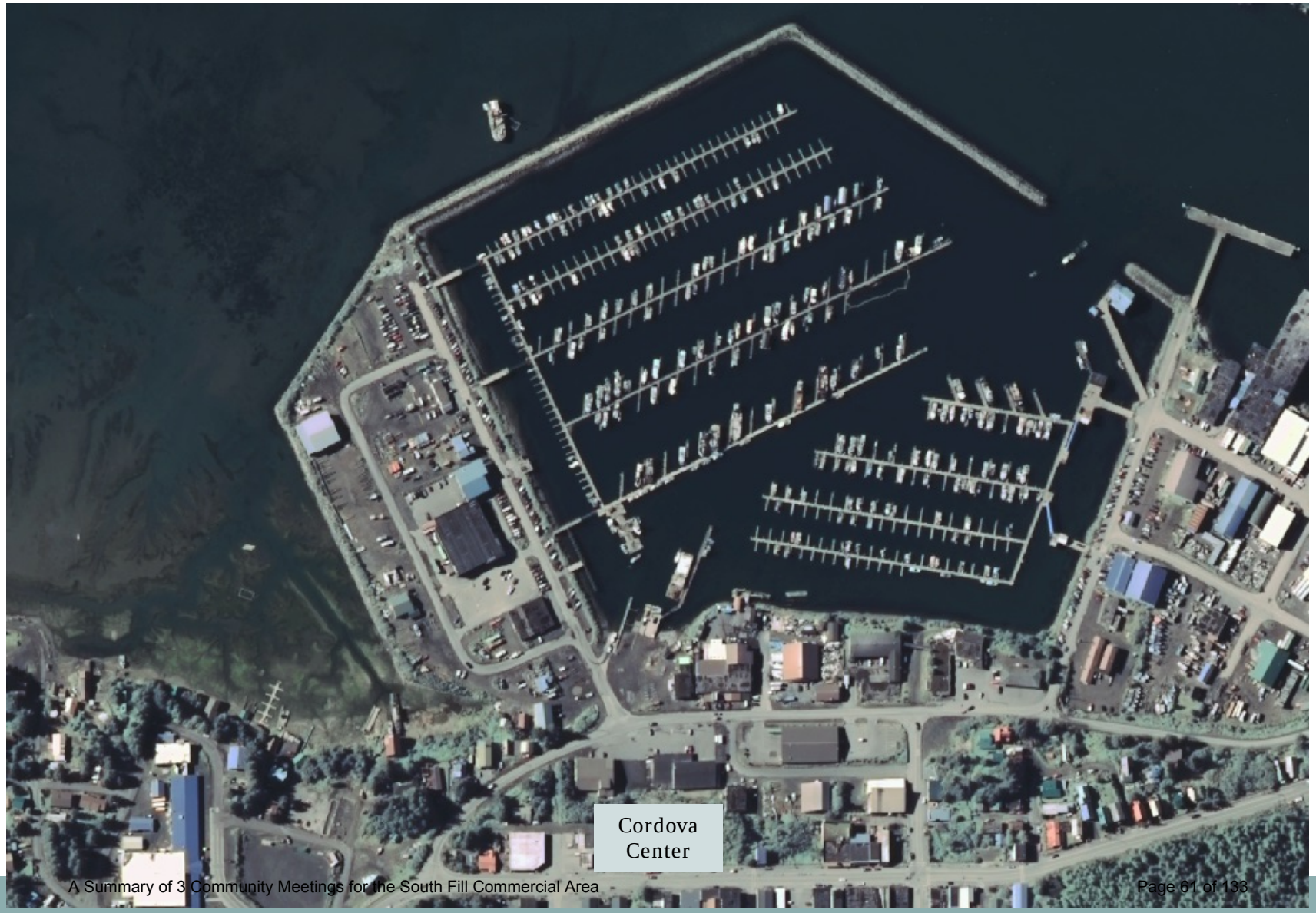
Proposed trail or road connecting Sawmill to South Fill Commercial Area

Develop sidewalks around South Fill Area

Trail from Cordova Center /Downtown to SFCA

Cordova Center

# What are your thoughts?



# Immediate Next Steps

- Compile, summarize + evaluate what we've heard tonight
- Develop potential alternatives for South Fill Commercial Area
- **April 16th – Community Meeting #2**
- Stay involved
  - Get more information – www.cityofcordova.net
  - Share your comments, questions, concerns with:
    - Sam, 424.6233, planning@cityofcordova.net
    - Shannon, 424.6220, planning2@cityofcordova.net,

**April 16th, 2013**

**2nd Public Meeting**

**Masonic Lodge**

**Cordova**

# Cordova South Fill Commercial Area Planning for Future Options

# Purpose of this Process

Generally…

- Identify existing waterfront issues, concerns, needs
- Get a better sense of waterfront vision, goals
- Identify areas along waterfront (or other places in the community) that address those needs

# Purpose of this Process

Specifically...

- Identify options for **South Fill Commercial Area**

Later...

- Develop/implement plan for one or more of those future options

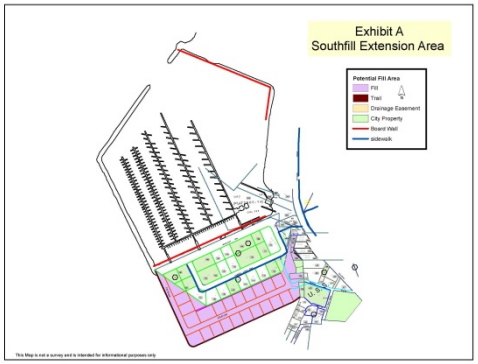
# Tonight – Meeting Purpose + Agenda

- Purpose, timeline, products for this process
- Why we're here – issues + concerns
- Key messages from Meeting #1
- Context – existing conditions, waterfront planning efforts
- And flesh out project ideas
- Review immediate next steps

# Meeting Guidelines

- Stay on topic
- Be clear and concise
- Cell phone on vibrate
- One person has the floor at a time

# Process Timeline + Key Products




- Initial meetings last spring, March 2012

*We've come a long way since then…*

- February/March – Conducted background research + stakeholder interviews
- **March 26th – Community Meeting #1**
- Compiled, summarized + evaluated what we heard, learned from more research
- Develop potential phased development approach for SFCA

# Process Timeline + Key Products

- **April 16th – Community Meeting #2: Share + get feedback on potential phased development approach**
- Summarize + evaluate feedback
- Develop more detailed "Phased Development Approach" for Review
- **April 30th – Community Meeting #3: Share + get feedback on detailed approach**
- Draft + present final phased development approach to Planning + Zoning Commission
- Present final package of options to City Council

# Why We're Here - Issues, Concerns, Needs Overall Waterfront

- Overall, lack of coordinated waterfront/site planning
- Need to strengthen, diversify local economy
- Desire to improve character of downtown, other waterfront areas
- Lack of trails, sidewalks
- Lack of viewing opportunities and scenic overlooks

# Why We're Here – Issues, Concerns, Needs Overall Waterfront

- Right uses in the right locations – zoning districts
- Development would generate revenues to support local government services
- Need more areas for commercial development

# Why We're Here – Issues, Concerns, Needs South Fill Commercial Area?

- Continued requests for commercial property that is centrally located and close to/on waterfront (e.g. recent property disposal for the South Fill had 7 requests for 2 lots)
- Safer routes + traffic flow (e.g. high school students; traffic flow to boat ramp area)
- Creates a recreational walking area (i.e. links Harbor, South Fill Commercial Area, Sawmill Area, Whitshed, Cordova Center + Downtown)

# Why We're Here – Issues, Concerns, Needs South Fill Commercial Area

- Projected increase in tourism (e.g. Cordova Center opening, fast ferry, increased recreational activities)
- Opportunity to generate additional revenue
- Any of the potential projects will take years to plan, permit, fund – take steps now for initial planning
- Prepare for potential funding opportunities
- **Due to the factors above** – City Council and Planning + Zoning Commission have funded South Fill Commercial Area planning

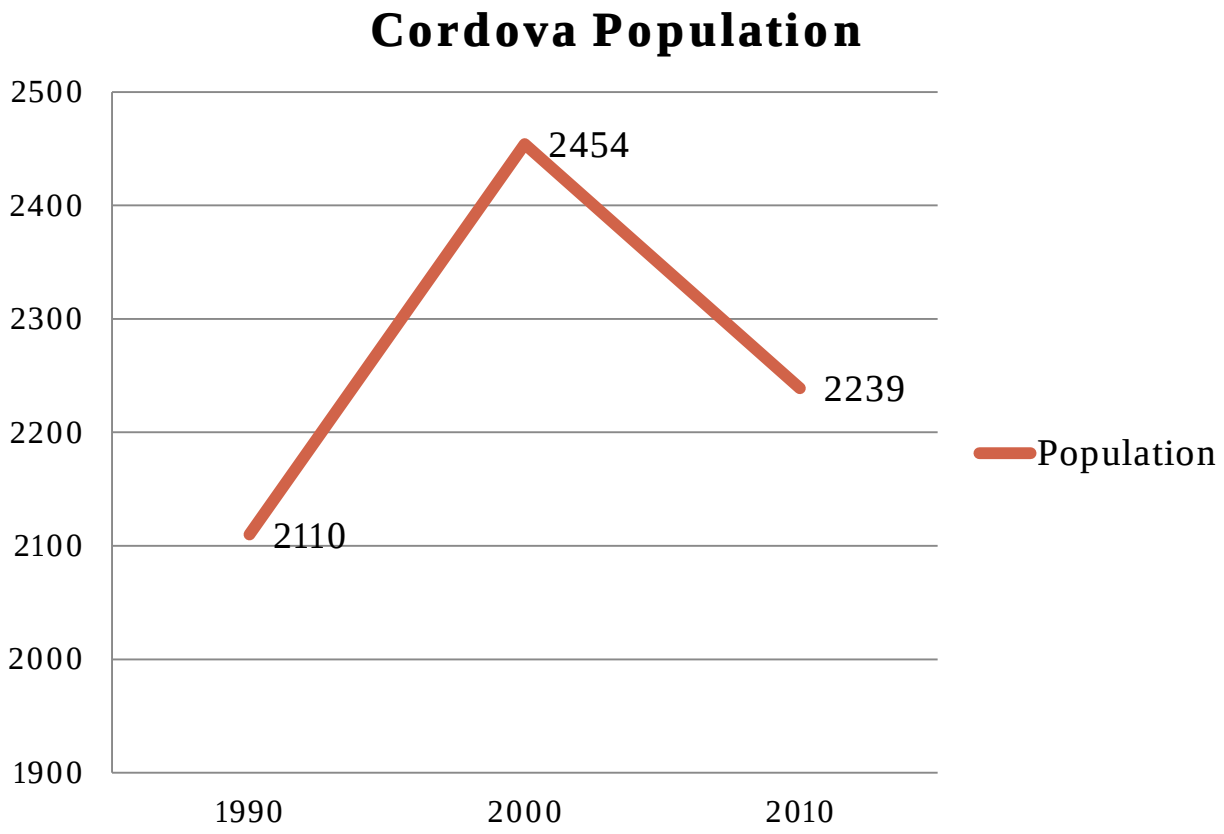
# Key Takeaways from Meeting # 1 + Subsequent Interviews

- General agreement on vision/goals for the overall waterfront and SFCA.
- General agreement on the types of projects, where they should happen.
- Purpose of tonight is to learn more and refine:
  - Collective knowledge of existing conditions, planning efforts – **more on context for this process**.
  - **Vision, goals** for SFCA area.
  - List of **potential projects** and what we know about them.
  - **Criteria** for fleshing out, **prioritizing** potential projects.

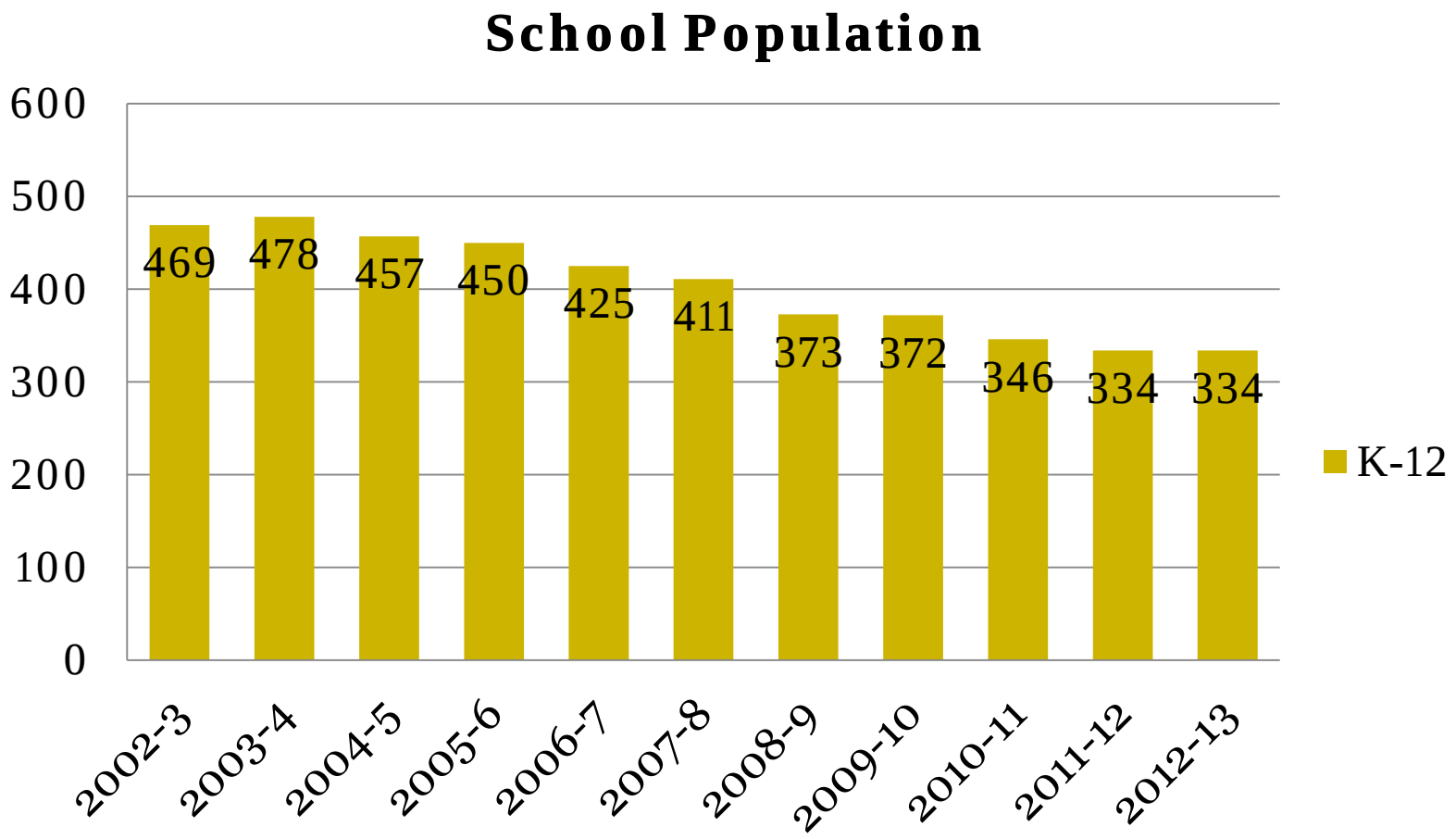
# Context – What do we know about Cordova today?

- Population
- School enrollment
- Commercial development land availability
- Newly constructed building permits
- Current + future makeup of SFCA
- Existing/current planning efforts

# Context – Cordova Population 1990-2010



# Context – Cordova School District Student Population K-12



# Context – City + Private Land Availability

## Downtown Area

City Property:

1. Vacant Lot—Next to Wells Fargo
2. Library/Museum Library Lot-Future availability
3. Snow Dump area behind current Library/Museum
4. Vacant Lot- 527 Third Street

Private Property

*For sale or lease:*

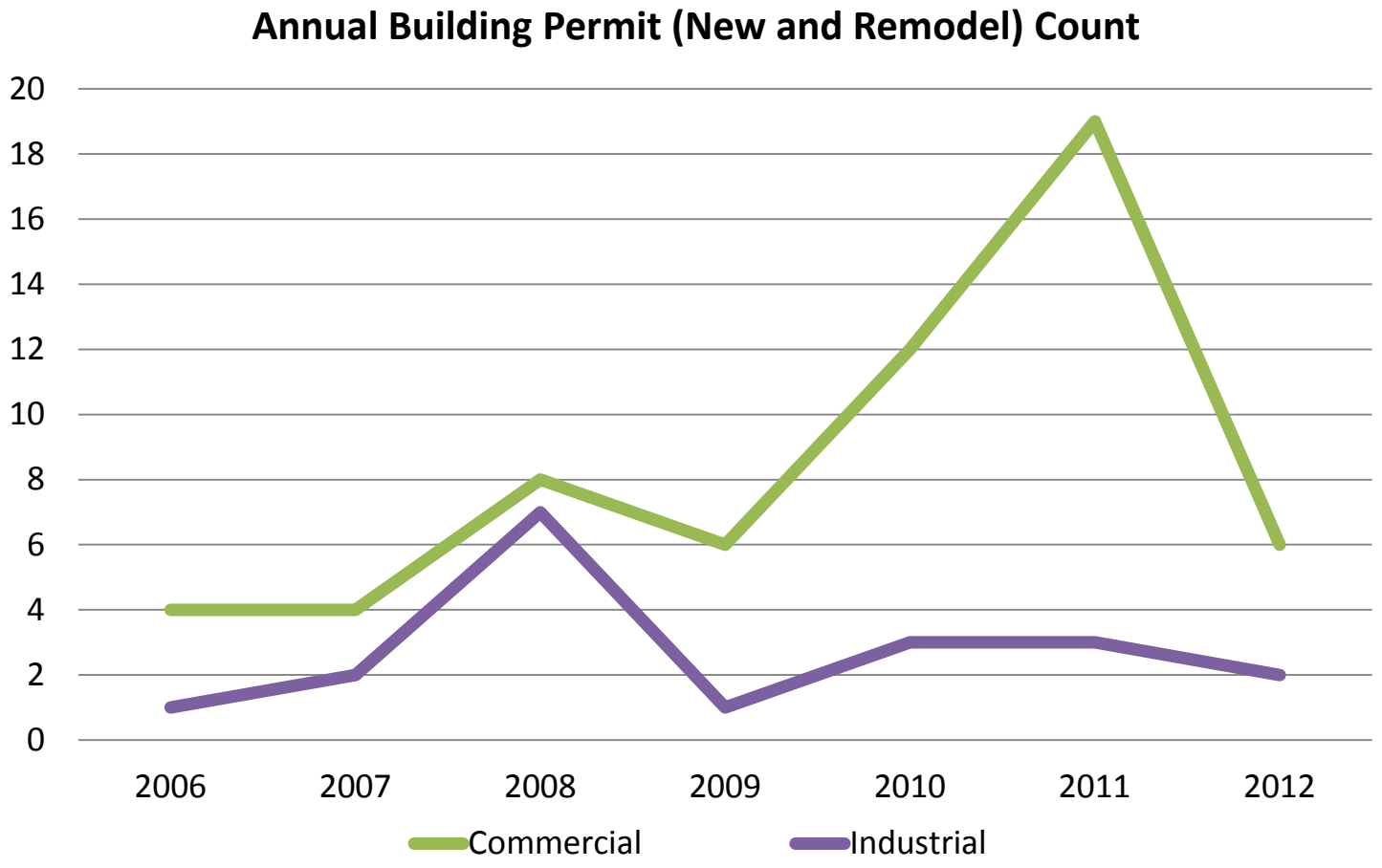
1. Camtu: 512 Second Street
2. Allen Schmitt: 508 Second Street
3. Remy's: 530 Second Street
4. Steve Schmid: 412 First Street
5. Wilson Building (formally Pastimes): 500 Water Street

*Vacant lots*

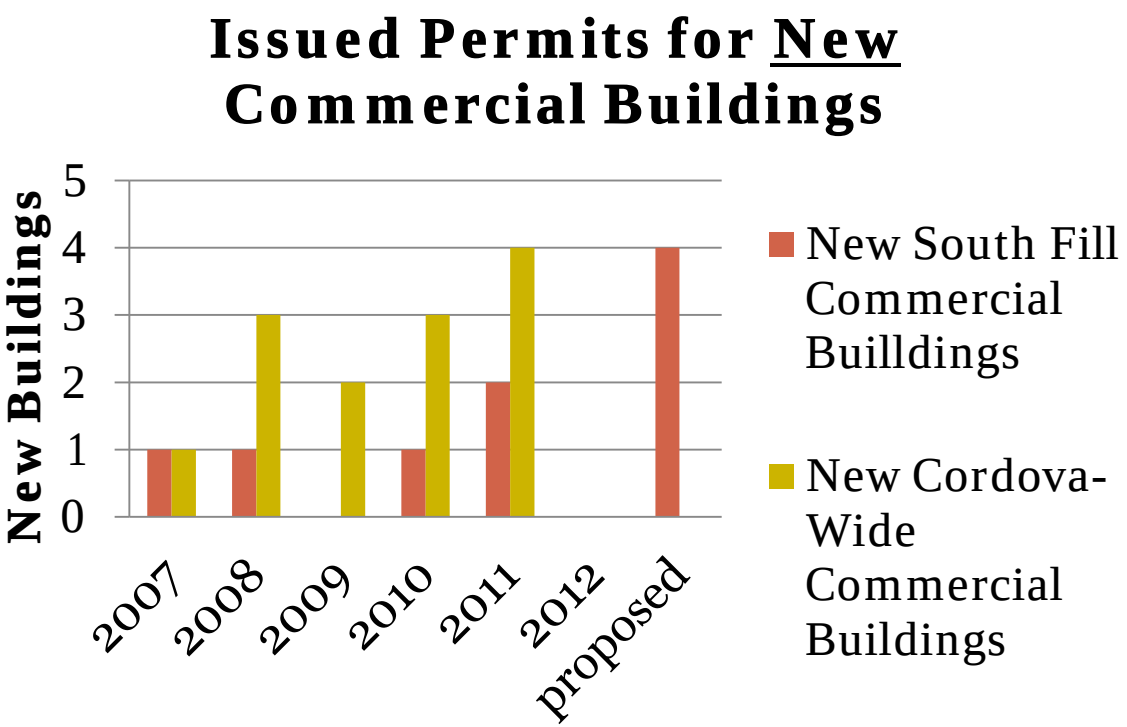
## Outlying Area

1. Copper River Highway
2. New England Cannery Road

# Context – Issued Building Permits



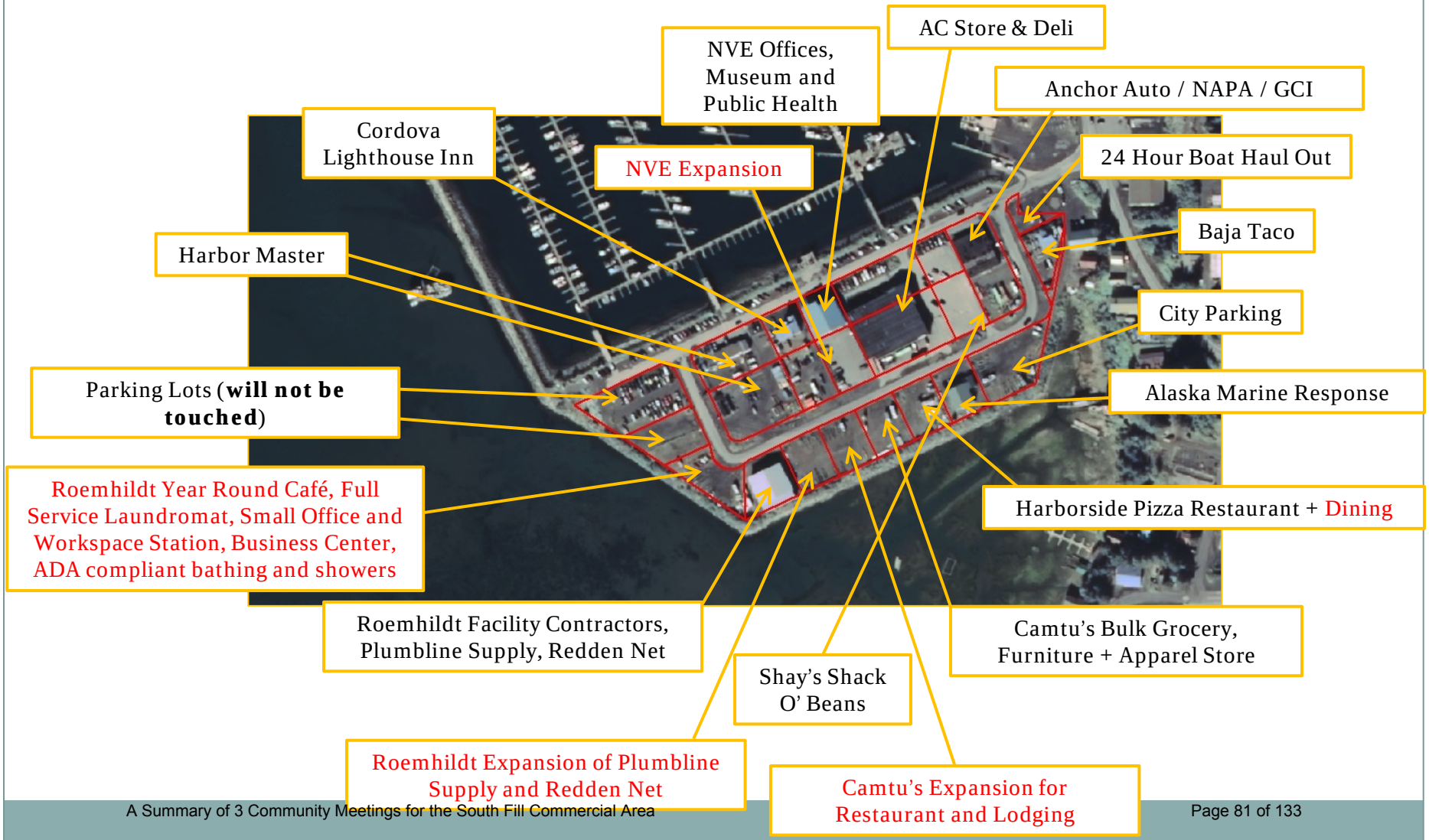
# Context – Newly Constructed + Proposed Commercial Buildings




In progress commercial buildings on the South Fill include:

- Year Round Café, Laundromat, Business Center, Bathing and Showers
- Restaurant and Lodging
- Plumbline Expansion and Redden Net
- NVE Expansion

# Current + Future Makeup of SFCA



# Context
# Current Water Front Planning Efforts

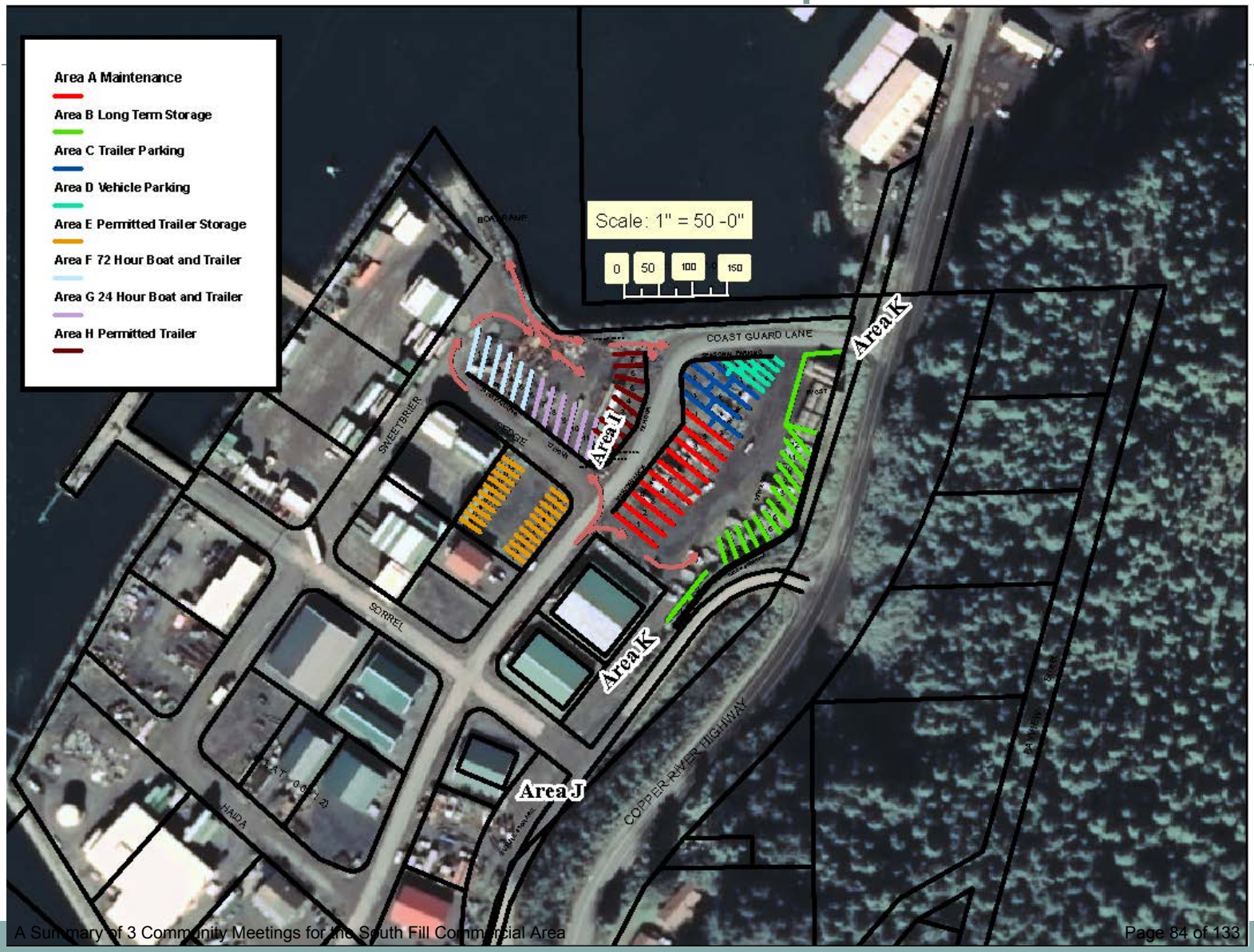
1. North Fill Boat Ramp Plan
2. Samson and City Land Swap
3. Potential Shipyard Fill
4. Harbor Re-Design
5. Boardwalks
6. Sidewalks
7. South Fill

# 1. North Fill Ramp Planning Efforts

**Project Goals**

- Alleviate congestion at South Ramp.
- Develop underutilized area.
- Create safe and user friendly area.

# 1. North Fill Ramp Plan



# 2. Samson + City Land Swap

Land Swap between Samson and City is near completion.

- Samson and Harbor Staff are moving buildings, boats and equipment.
- Harbor Staff is looking at new lay out options created by the land swap.
- Harbor Commission will be reviewing and discussing new lay out options created by land swap

# 3. Shipyard Area + Potential Fill

- Preliminary engineering efforts:
  - Working on design and approximate cost
  - Consulting with ADF&G, Army Corps of Engineers and other agencies on needed permits.

- Potential fill construction and shipyard building on Capital Improvement Project (CIP) list for State Legislation.

- Limited planning on layout of facilities on proposed fill area; site planning is in very preliminary stages.

# Other Current Waterfront Planning Efforts

**4. Harbor Re-design**

- Preliminary design has been received from engineer.
- Review by Harbormaster and Harbor Commission is at beginning stages.

**5. Boardwalks around Harbor**

- Engineer has done survey work

**6. Sidewalks**

- Discussed and reviewed at P + Z meetings

**7. South Fill**

- Current public meetings

# Context – Current CIP list for State Legislation

1. Cordova Center
2. Shipyard Fill
3. G Float Replacement
4. Shipyard Building
5. Municipal Dock (Ocean Dock) Renovation
6. South Fill Sidewalks
7. South Fill Expansion + Sawmill Avenue Extension
8. Public Safety Building
9. Recreation Building
10. Ferry Trail

# Moving Forward – Refining Our Work

Let's review…

- Shared Goals
- Shared Specific Project Considerations

Together…these are your project identification + selection CRITERIA

- Will help to refine preliminary project ideas

# Shared Goals – Overall Waterfront + SFCA

1. Improve water front access to both residents and visitors of Cordova.

2. Create a visually attractive water front business district.

3. Compliment and contribute to the vitality of downtown.

4. Improve the strength and diversity of Cordova's economy.

5. Create a safe and pedestrian-friendly waterfront.

6. Protect shorebird habitat.

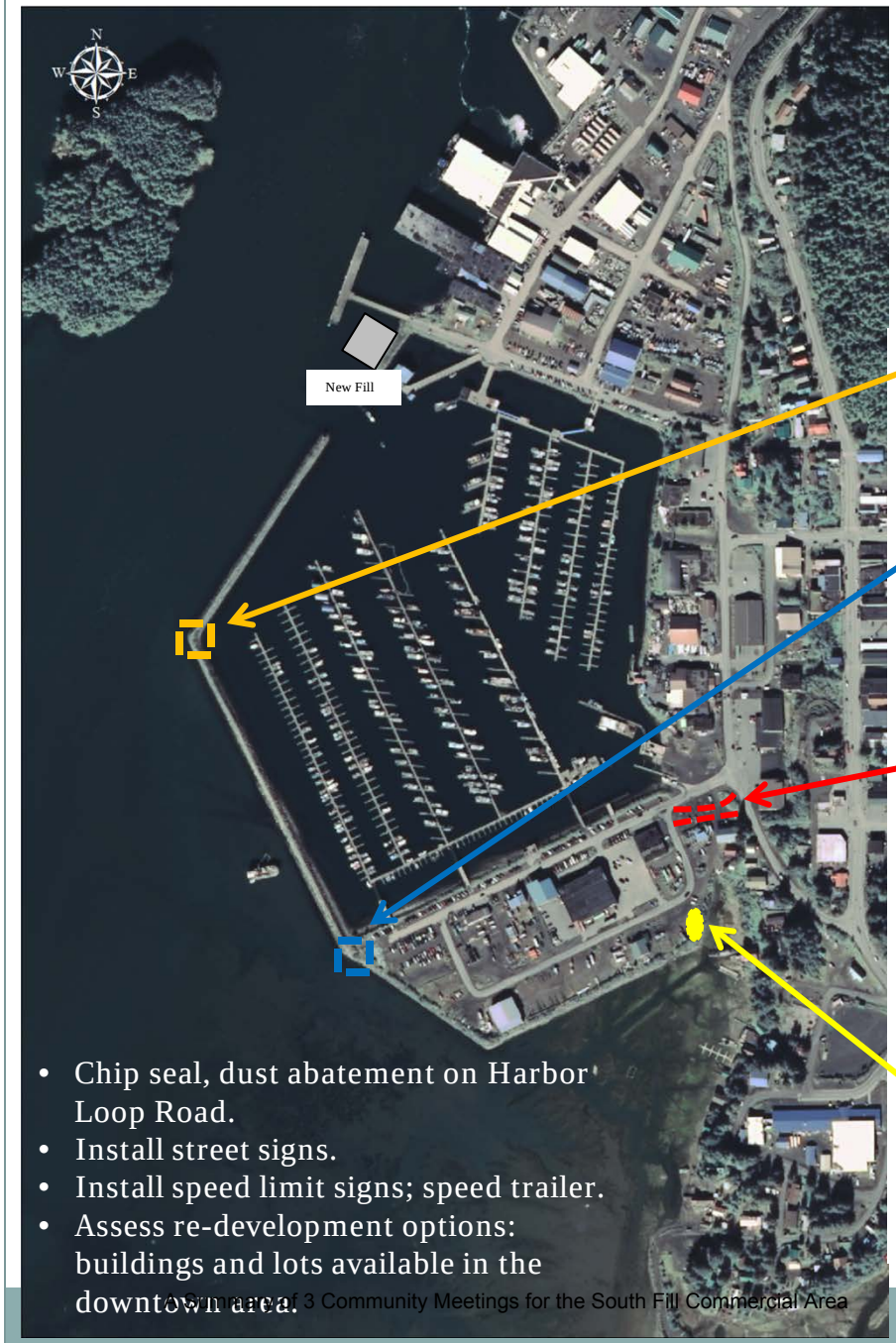
# Shared Specific Project Considerations

- Align with other waterfront planning/development efforts, projects.
- Economically feasible – both capital costs and long-term operation and maintenance.
- Physically doable.
- Environmentally compatible.

# South Fill Commercial Area Future Development Options

## **Short Term (1-5 years)**

## Summary of community input as of 4/16/2013 Meeting




- Chip seal, dust abatement on Harbor Loop Road.
- Install street signs.
- Install speed limit signs; speed trailer.
- Assess re-development options: buildings and lots available in the downtown area.

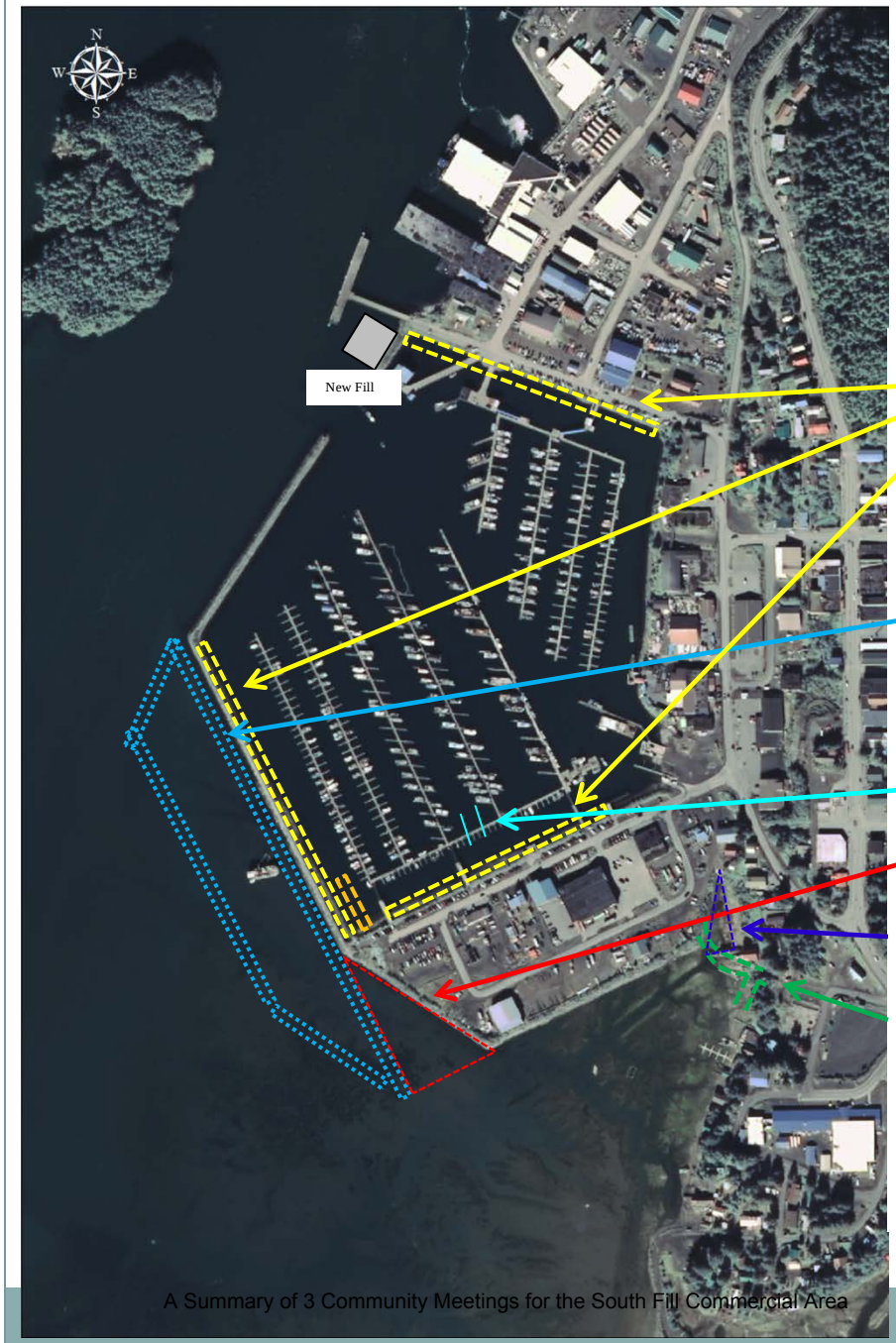
- Construct "Widows Watch" Gazebo at end of current Breakwater Trail
  - Research and develop building criteria due to strong winds.
  - Obtain funding.
- Develop pocket park at beginning of Breakwater Trail
  - Implement picnic table, trash can , clean up for summer 2013.
  - Develop long term plan including beautification of pocket park.
- Move Nicholoff Road over to put maintenance area on ramp side.
  - Assess feasibility; determine need after assessing impact of North Fill Ramp Plan implementation.
  - State owns land adjacent to the ramp.
  - Shifting the road would require grade work.
  - Access from Railroad Avenue to Nicholoff Way and Harbor Loop Road would be affected.
- Remove the dirt pile and create 72 hour boat trailer parking
  - Public Works developing permitting process to remove dirt pile and will implement in May '13.

# South Fill Commercial Area Future Development Options

## **Medium Term (6-10 years)**

## Summary of community input as of 4/16/2013 Meeting

- Culverts installed to allow for Harbor water circulation.
  - Review functionality of multiple culverts.
- Sidewalks, trails and/or boardwalks connecting South Fill to downtown.
  - South Fill sidewalks are on legislative capital list.
  - Sidewalks in front of and through Trident private property aren't feasible.
- Covered walkways at Cordova Center, Baja Taco and existing snow dump .
  - Cordova Center covered stairs connecting to First Street are already funded as part of the project.
  - Snow dump areas are limited.
- Acquire corner lot to allow for widening road at Copper River Highway and Railroad Avenue intersection.
- Green belt around current South Fill.
  - Work with land owners on design and compatibility.
  - Design must accommodate rip rap.
  - Develop design to create green belt over rip rap.




# South Fill Commercial Area Future Development Options

## **Long Term (10 + years)**

## Summary of community input as of 4/16/2013 Meeting

- Sheet pile
  - North and South Harbors to add parking and/or boardwalks and trails .
  - Inner area of current breakwater to allow for a second boat ramp in South Fill – provide maintenance area for additional ramps.
- Square off the end and extend to NW corner of harbor. All new fill would have greenbelt, trail or boardwalks on outer edges.
  - Filling in front of the breakwater may limit harbor expansion.
  - City does not own all the land outside the breakwater.
- Cut "L" Dock in half to allow for boat access.
  - Does not allow continuous access between floats.
- Square off end of current South Fill. All new fill would have greenbelt, trail or boardwalks on outer edges.
- Fill behind Sawmill connection.
  - Work with landowners.
- Connect South Fill to Sawmill
  - Path, road or bridge.
  - Scenic overlook to view migrating birds.
  - Develop tideland area adjacent to extension.
  - Alignment with idea for navigable waters.
  - Work with landowners.

# Small Group Activity – Guiding Questions

***Flesh Out Preliminary Ideas***

1. What projects are missing?
2. What is the right timeline?
3. How does each project meet the criteria?
4. What do we know about it?
5. What ideas do you have for these projects?

***Importance – From what you know, have learned…***

1. Of the projects on **short-term ideas map**, which of these rises to the top as the most important (i.e., from what you know and have learned; best meets criteria)?
2. Of the projects on **medium-term ideas map**?
3. Of the projects on **long-term ideas map**?

# Immediate Next Steps

- Compile, summarize + evaluate what we've heard tonight
- Develop detailed potential phased development approach for South Fill Commercial Area with preliminary action plan on "priority projects"
- **April 30th – Community Meeting #3**
- Stay involved
  - Get more information – www.cityofcordova.net
  - Share your comments, questions, concerns with:
    - Sam, 424.6233, planning@cityofcordova.net
    - Shannon, 424.6220, planning2@cityofcordova.net

# Navigating to the South Fill Project Page

# Looking around the South Fill Project Page

http://www.cityofcordova.net/government/planning/south-fill-prc | South Fill Project - City of C...

View Favorites Tools Help

GIS Mapping Softwa... AKDNR - Alaska Mapper Reprojecting spatial data i... Alaska DNR LRIS, Public L... Alaska Department of Nat... Municode SkillPath Seminars - Search Kessler BlogGIS Kessler GIS Or

WELCOME | LIVING In Cordova | BUSINESS In Cordova | GOVERNMENT Of Cordova | CORDOVA CENTER Grand Opening 2014 | How Do I...? | DOCUMENT CENTRAL Forms for Download

You are here: Home (Welcome) Government Planning (Land Use & Development) South Fill Project

## South Fill Public Meetings

**Learn More + Give Your Feedback!**

**Come to Community Workshop #2**

**The Future of the South Fill Commercial Area**

**WHEN: Tuesday, April 16, 2013; 6:00 – 8:30 PM**
**WHERE: Masonic Lodge, 400 First Street**

The City of Cordova Planning Department is holding a second workshop to discuss the future of the South Fill Commercial Area and would like to **share and get your feedback on:**

- **Issues + Concerns – What we learned from talking with you, Community Workshop #1**
- **Existing Conditions – What we have learned from additional research**
- **Existing Planning Efforts – How this process ties into other community projects**

**SOUTH FILL PROJECT MEETINGS**

Tue Apr 16: 6:00pm - 8:30pm
South Fill Second Public Meeting - Masonic Lodge

**SOUTHFILL PROJECT RESOURCES**

- Comprehensive Plan
- Harbor Facilities/Uplands Management Plan
- Tourism Plan
- First Meeting (March 26) Power Point

**April 30th, 2013**

**3rd Public Meeting**

**Mt. Eccles Elementary School**

**Cordova**

# Cordova South Fill Commercial Area Planning for Future Options

# Purpose of this Process

Generally...

- Identify existing waterfront issues, concerns, needs
- Get a better sense of waterfront vision, goals
- Identify areas along waterfront (or other places in the community) that address those needs

# Purpose of this Process

Specifically...

- Identify options for **South Fill Commercial Area**

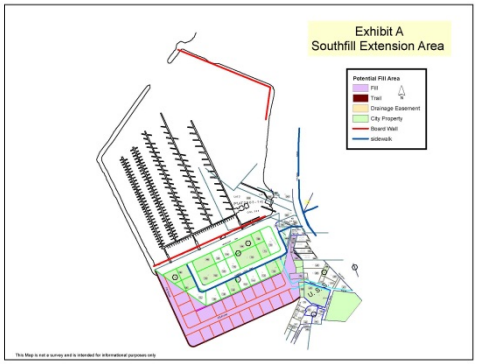
Later...

- Develop/implement plan for one or more of those future options

# Tonight – Meeting Purpose + Agenda

- Review purpose, timeline, products for this process
- Review why we're here – issues + concerns
- Share and get feedback on what we've accomplished since Meeting #2
- Collaboratively, develop a near-term action plan
- Review immediate next steps

# Process Timeline + Key Products




- Initial meetings last spring, March 2012

*We've come a long way since then…*

- February/March – Conducted background research + stakeholder interviews
- **March 26th – Community Meeting #1**
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# Process Timeline + Key Products

- **April 16th – Community Meeting #2: Share + get feedback on potential phased development approach**
- Summarized + evaluated feedback
- Developed more detailed "Phased Development Approach" for Review
- **April 30th – Community Meeting #3: Share + get feedback on detailed approach**
- Draft + present final phased development approach to Planning + Zoning Commission
- Present final package of options to City Council

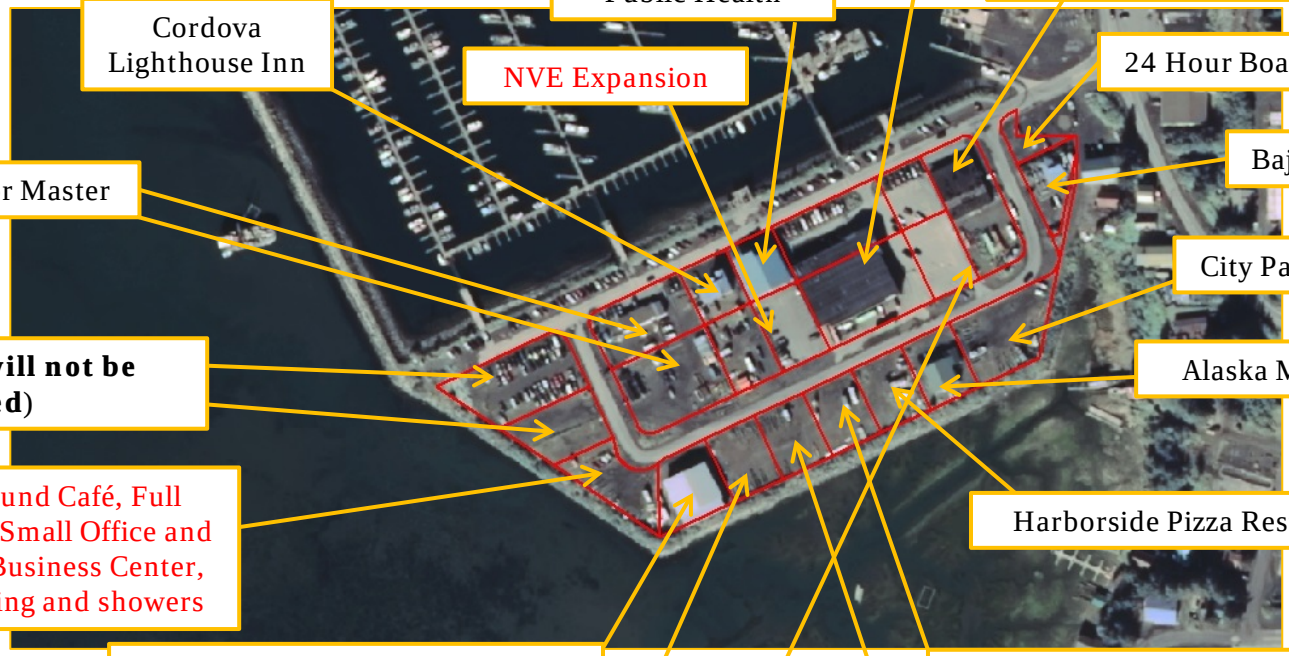
# Why We're Here – Issues, Concerns, Needs South Fill Commercial Area?

- Continued requests for commercial property that is centrally located and close to/on waterfront
- Need safer pedestrian routes
- Need to ease traffic flow
- Desire for recreational walking, viewing areas
- Potential tourism opportunities

# Why We're Here – Issues, Concerns, Needs South Fill Commercial Area

- Opportunity to generate additional revenue
- Any of the potential projects will take years to plan, permit, fund – take steps now for initial planning
- Prepare for potential funding opportunities
- **Due to the factors above** – City Council and Planning + Zoning Commission have funded South Fill Commercial Area planning

# Current + Future Makeup of SFCA



# What we've accomplished since Meeting #2

- Confirmed and slightly revised shared goals, project considerations.
- Assessed how potential projects meet/not meet shared goals.
- Revised short, medium and long-term maps.
- Used the project considerations to develop detailed project summaries.
- Developed step-by-step example for highest priority project: Sawmill Ave to SFCA pathway.
- Developed a preliminary plan for near-term actions.

# Shared Goals – Overall Waterfront + SFCA

1. Improve water front access to both residents and visitors of Cordova.

2. Create a visually attractive water front business district.

3. Compliment and contribute to the vitality of downtown.

4. Improve the strength and diversity of Cordova's economy.

5. Create a safe and pedestrian-friendly waterfront.

6. Consider and protect critical habitat.

# Shared Specific Project Considerations

A. Meets overall goals + will align with other waterfront planning/development efforts, projects

B. Tangible gains/benefits

C. Physical constraints

D. Legal or regulatory issues

E. Economically feasible:
   - Capital costs
   - Long-term operation and maintenance

# Focus of this process – SFCA

- What happens to the other potential waterfront projects we've discussed?
  - Sample project: **North Harbor Extension Options**

# North Harbor-75': To extend the North Harbor Parking Area to include additional parking and walkways (green belt may include commercial area)

| *Criteria* | *Alternative 1 (Fill)* | *Alternative 2 (Planks)* | *Alternative 3 (Sheet Pile)* |
|---|---|---|---|
| A. Goals Met | Yes | Yes | Yes |
| B. Gains/Achieves | 95 additional parking spaces; current parking moved off road; 20 feet greenbelt with possible commercial space | 95 additional parking spaces; current parking moved off road; 20 feet greenbelt with possible commercial space | 95 additional parking spaces; current parking moved off road; 20 feet greenbelt with possible commercial space; dredge would make deeper boat access & new slips |
| C. Physical Constraints | Rip Rap Equation- 1 foot: 1.5 feet; utilities; boat access concerns | utilities | Utilities; 30 year life span |
| D. Legal/Regulatory Issues | Permitting | Permitting | Permitting |
| E. Preliminary capital costs | $2,173,125 ($32 per square foot) | $$$ | $6,290,625 ($91.67 per square foot) |
| F. Preliminary operation + maintenance costs | Garbage: $3,600<br>Plowing: $28,800<br>Grading: $3,600<br>General Upkeep: $2,500<br>**Total: $38,500** | Garbage: $3,600<br>Plowing: $35,000<br>Grading: $0<br>General Upkeep: $2,500<br>**Total: $41,100** | Garbage: $3,600<br>Plowing: $28,800<br>Grading: $3,600<br>General Upkeep: $2,500<br>**Total: $38,500** |

# Examples

**Sheet pile**

**Planks**

# Overview of SFCA Projects

1. Short, Medium, Long-Term Projects

- Maps
- Summary tables

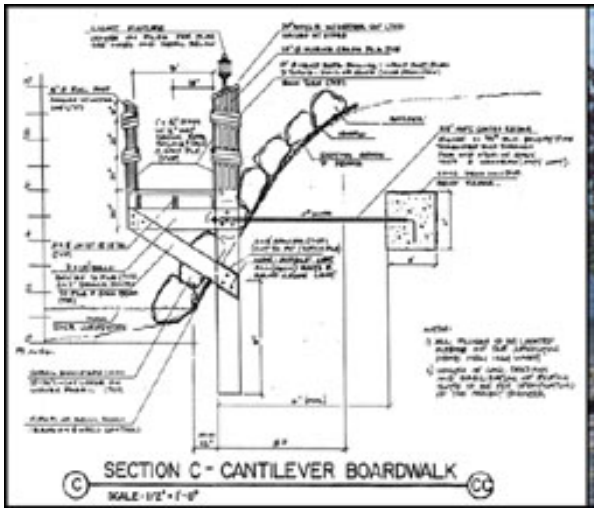
2. Step-by-Step Plan for Highest Priority: Sawmill Ave to SFCA Pathway

3. Near Term Action Plan

# Examples

Roll curb + gutter

Cantilever



# Sawmill Avenue to South Fill Commercial Area
# Preliminary Step-by-Step

**Step 1:**
Hold 3 public meetings to discuss South Fill Commercial Area Priorities.
(March/April 2013)

**Step 2:**
Complete general design decisions.
(4-6 months)

**Step 3:**
Finalize preliminary design recommendation in a 4th public meeting.
(1 month)

**Step 4:**
Recommendation to City Council for final preliminary design.
(2 months)

**Step 5:**
Research grant opportunities for engineering design and survey work.
(2 months)

**Step 6:**
Apply and wait for grant response.
(8-12 months)

**Step 7:**
If grant is denied or no grant is available, go to City Council for appropriation of funds for the final preliminary design and survey.
(6-12 months-depending if funds are appropriated in mid-year or if they have to be requested at the beginning of fiscal year)

**Step 8:**
RFP sent out and awarded.

**Step 9:** Project completion.
(best case scenario – 2019)

# Near Term Action Plan

# Immediate Next Steps

- Compile, summarize + evaluate what we've heard tonight
- Develop and share package for Planning + Zoning Commission.
  - FOCUS: SFCA options, with notes re: other waterfront projects
- Stay involved
  - Get more information – www.cityofcordova.net
  - Share your comments, questions, concerns with:
    - Sam, 424.6233, planning@cityofcordova.net
    - Shannon, 424.6220, planning2@cityofcordova.net

# Navigating to the South Fill Project Page

## Appendix C: Meeting Notes
## Section 1. 1st South Fill Meeting Report Back

March 26, 2013

**Big Picture**

- Need to think about the waterfront as a whole.
- City has done and is continuing to do a lot of waterfront planning; need to re-examine and take advantage (workshop coming up April 8th, 6:30 on North Fill, for example).
- Think broadly about what constitutes "waterfront" ("1st Street, even 2nd Street could be part of "waterfront" with better access;" "we need to better use what we have").
- Is there a budget for these South Fill and other waterfront improvements? Need to think about how best to spend finite community resources; is there actually demand for more land? Is the town actually growing?
- Need to respect importance of commercial fishing as the fundamental driver of the community and the community economy. Above all, don't shrink area available to support commercial fishing.

**Meeting Commercial Demand**

- Need to think about land use needs over near and long term; what is supply of land today, including both city and private land? Is this sufficient to meet foreseeable needs?
- Instead of filling new waterfront areas, which is very expensive, encourage infill on existing private lands. "Several properties for sale downtown." "What about five empty buildings on 2nd street"?
- If there is a need for more fill, decide by looking at the waterfront as a whole, comparing relative environmental/habitat values in different areas, and the relative value of different areas for developed uses.
- If more fill in the existing South Fill area is needed, consider extending South Fill west, into deeper water. This area is slightly less valuable for birds, would have less environmental and community impact.

**Meeting Demand for Other Uses**

- Need for more public land for waterfront mini-parks, seating areas; for residents, for businesses.
- There is a severe lack of places for cannery off work workers, areas to decompress (today, lots of folks hang out by the gazebo, and on the hill below the gas station).
- Add a greenbelt along outer edge of existing fill? Does property ownership allow?
- Clean-up and create a small park on water side of ball field, not far from school.

**Harbor-edge, Other Fill Options**

- Expand existing fill into harbor, by installing vertical sheet pile and backfilling. This could be done along both the south and north sides of the existing harbor. NOTE: Whittier has done this (successfully?).
- If existing fill is expanded along Nicholoff Way, keep existing boat parking; consider breaking up dock that parallels Nicholoff to allow for easier access.
- Consider pushing out existing breakwater to west; this could happen as part of adding fill on the outer, western side of the existing South Fill.
- Better use of existing South Fill land – get rid of dirt pile to clear up usable space.
- Mudflats are critical stop over for shore birds. Cordova area is designated/recognized for critical value to migrating shore birds. In general, highest mudflat values are in shallower area; these often extend quite far from the high tide mark.

**Pedestrian Circulation**

- Waterfront area needs to be a safer, more attractive and enjoyable place to walk; need pathways and sidewalks.
- New sidewalks would address many of the objectives that are tied to the proposed South Fill.
- Add sidewalks along Railroad Ave, and along other roads near the harbor.

- Create a walking trail/sidewalk along water side of the harbor, from north, to east, to south. Take advantage of the City right of way passing Reluctant.
- Put in sidewalks along Harbor Loop Road.
- Some connection along the route from school to AC/harbor is needed; advantages and disadvantages road vs. trail connection:
    - Road just shifts vehicular congestion into school area?
    - A trail beside a road is easier to plow.
    - PWS Audubon chapter: road or trail prefer it's built on pilings (but very costly).
    - If road or trail, have a good sized culvert to allow water to flow under and through
    - Vital to connect downtown to harbor:
        - Covered walkway and steps down from Cordova Center are planned.
        - Enhance or replace existing walk below gas station (called for in Cordova Tourism Plan).

**Vehicular Circulation**

- Vehicular and pedestrian circulation along Railroad Ave is a mess.
    - Widen, improve intersection where Railroad hits 1st street.
    - Install stoplight at Railroad and Nicholoff Way?
    - Add sidewalks in congested areas.

**Boat Ramp Solutions**

- Current boat ramp area is very busy, congested and at times unsafe – but only for 1-2 relatively short periods per year.
- Improve existing road/boat ramp area before building new.
- Recognize that even if sidewalks are built kids won't necessarily use them; need to be realistic about people's tendency to take the shortest route from A to B.

- Improve configuration and widen Nicholoff road next to ramp; create more space for rigs backing and out, and for pedestrians trying to squeeze by.
- New boat ramp and associated facilities is planned at North Fill by Copper River Seafood; that should help relieve congestion at downtown boat launch.
- Move boat ramp to south side of the harbor? Does this simply shift congestion? Would help if there was a one way road system on existing fill.
- Ease pressure by adding new ramps, perhaps install sheet pile along extent of existing breakwater, would allow direct loading.

## Appendix C: Meeting Notes
## Section 2. 2nd South Fill Meeting Report Back

April 16, 2013

**~Group 1~**

***Short-term***

- Gazebo low priority

**Add/emphasize as high priorities**

- Pocket parks
- Bring back 72-hour parking, move dirt.
- Move quickly on sawmill road-high school pathway – but a path, not a road.
- Assess redevelopment options – encourage use of downtown property.

***Medium-term***

- Greenbelt? – primarily a walkway (vs. a focus on plantings)
- Culverts – wouldn't be successful in southwest location shown.

Add/emphasize as high priorities

- Move fire station.
- Issues with fire station location is tied to tsunami zone; State is working on but hasn't yet released final study; City can't get funding for Fire Station until that issue is resolved.

***Longer-term***

- Extension of fill towards west is not a good idea because that area, like area to the south, is mostly mudflats with value for shorebirds; other species (not clear relative value of west extension area vs. south).
- Sheet pile on the side of harbor breakwater – lower priority than other two locations
- Other sheet piles higher priority – north highest, south second, harbor-side lowest

**~Group 2~**

***Short-term***

**Add/emphasize as high priorities**

- Path to high school – use a bridge rather than fill
- Sidewalks to downtown
- Boat ramp/ space for landing craft

Lower priorities – gazebos on breakwater

***Medium-term***

**Add/emphasize as high priorities**

- Move up access to higher priorities, near term; aim to create a continuous outer, ocean side pathway around edge of fill that connects to breakwater.

**Other**

- Yes on culverts, even if not working at all tides; southwest corner most needs flushing.
- Greenbelt – some green, some beautification, but mostly trails and benches

**Longer-term**

- Confusion about breakwater options – don't want to create barrier to possible eventual expansion of the harbor; don't place fill on outside of breakwater.
- Along breakwater – extend sheet pile north just far enough to create deeper water in that area and space for a boat ramp.
- If there is a need for fill use the area extending westward.

**~Group 3~**

**Trident says:**

- Issues with a number of the recommendations
    - SW harbor culvert won't work; conflicts with existing 6" outfall; moving line requires big costs, difficult permit issues.
    - NW culvert would work
    - Trident sidewalk not possible – TSA safety area

**Add/emphasize as high priorities**

- Better management of trash is a priority; get a dumpster grant.
- Parking more of a priority use of fill than new buildings.
- Pocket parks
- New fill to create path to high school.

- Pedestrian access – into harbor area from downtown; along water within harbor
- Use wood resin for dust control, replace chip seal.
- Fill on western end might impact expectations of existing fill businesses.

Gazebo lower priority; build a gazebo it's a trash collection point; also very windy.

**~Group 4~**

**Add/emphasize as high priorities**

- Missing – fill on original south side
- Trash is less of visible problem – people are ditching things in the ocean before they get into the harbor, because getting rid of trash at the harbor is difficult. Need to improve options for legal trash disposal.
- Tsunami warning sign is an eyesore. It's in a high risk seismic zone, so might not function in the case of an earthquake when it might be needed.
- Paving a priority
- Timeline: sawmill-high school trail should be short term priority.
- Agree with prioritization among three sheet pile locations offered by another group; move to near-term for permitting, construction to mid-term on CIP list for highest priority.
- As mentioned by other groups – southwest sheet pile would be limited only to area of proposed boat launch.
- Culverts opening into mudflats were environmental/permitting problem in Valdez – outflow of polluted water (shallow one not doable). Flushing out is priority, feasibility is a question to be worked out.

**~Group 5~**

- Prioritize everything that is pedestrian related – high school, sawmill connection as a priority, a pedestrian path *(proposed by this group, not by others: provide option for gill net boat to pass under pathway to get access to existing private parcel)*.
- Perimeter pathway, for visitors, for residents; with signage.
- Square off western edge with more fill, space for pocket parks; (less impact on shorebirds; less impact on landowners).
- *Proposed by this group, not by others: harbor master building raised a floor or two, with space underneath for services, businesses*.

***Summary of Priorities from all breakout groups:***

- *Same as Group Five plus below*
- Deal with stagnant harbor water; throwing sport fishing carcasses into harbor is a bad practice. Although, harbormaster points out that state "clean harbor" person said that Cordova has relatively little sport fishing, so actually a quite minor issue.
- Solve boat ramp issue – Cordova depends on sport fishing.
    - North fill ramp – is not apples to apples; not going to replace south/Baja Taco ramp, won't work for single person; need a boat ramp where harbor is; a place where you take care of business.
    - Southwest corner could work for a boat ramp, if portion of new fill devoted to those functions.
    - Adding a second ramp in harbor doesn't alleviate any traffic.
    - Crane is a priority in making north ramp a true alternative to the existing ramp – plan for a crane at the north ramp, but not at floating dock. Note: people who don't have slips in the harbor – subsistence and sport users for example – will be more prone to using the north ramp.
    - Sheet pile in three phases:
        - North side is place to start.

- Majority of cost for sheet pile projects is sheet pile itself; addition of fill is a relatively minor cost. Consequently adding sheet pile with minimal fill, as is proposed for the harbor, is potentially a high cost project with only modest benefits.
- Pocket parks yes, with realism about what will or will not grow in Cordova; gazebo not a high priority.
- Cleaning up trash is a priority.

## Appendix C: Meeting Notes
## Section 3. 3rd South Fill Meeting Report Back

April 30, 2013

**Overall**

- It would be helpful to add information regarding "potential income" or "revenue" to "Section B. Gains/Achieves" for each project. For example, what are the projected revenues related to fill, additional property/sales taxes?
- Overviews are just a beginning. Based on the feedback at this meeting, confirming the general direction makes sense (i.e. we are still meeting the goals of the SFCA), we need to learn a lot more about the different options and feasibility of potential projects.
- Focus of this meeting is on the SFCA projects. Other projects shown in the overviews document and correlated maps, would ultimately become part of the harbor redesign and/or other larger waterfront planning efforts.

### Short-Term Projects

*Sidewalk Projects*

- Need to include what the Cordova Center plans. These plans currently show connectivity from Main Street to Nicholoff Road.
- Should possibly add painted crosswalk from the pool to Nicholoff.

*Sawmill to South Fill Connection*

- Add lights to the connection to deter kids from hanging out there after dark and getting into trouble.
- Fill cost could be different: some fill costs could be substantially less dependent on what "fill" you use. Quality of the middle compared to the outer fill.

- Could the dirt pile at the South Harbor be given to residents or can they pay for the fill? City Council has requested the fill be gone within a month. It will be moved and it is not the best fill as it has broken glass in it.
- In terms of cost, would it be cheaper to have a narrower sidewalk? Isn't the 10 feet shown in the draft project overview the size of a road? Actually, the 10 feet is needed for emergency vehicle access. Also, it is definitely the group's consensus that the connection, as mentioned in previous meetings, be a pathway. Makes sense for the intended use, including kids that are using the baseball field.
- What about the manholes for the sewer line in the slough? According to Public Works, the sewer lines will continuously be raised and then will be capped off wherever the top is.
- The costs for this project seem exorbitant. Do we really have to make it a "safe pathway" for youth? Where are the documents supporting the need for a "safe route"? Why do we have to provide that? Youth will use the easiest access point, no matter what. Still, seems there is strong support for some form of a "pathway connection". However, perhaps the other sidewalk projects should become a priority of the Southfill to Sawmill, especially given the cost of the Sawmill project.

*Development Study*

- Is there a way to include existing and available residential property as part of this study? In other words, we need to consider the larger land use needs, as compared to existing conditions. You can build all the commercial property you want, where are people going to live?

**Medium-Term Projects**

*General*

- Again, a missing component in the project overviews related to project-specific considerations is the revenue generating portion; need to get some basic level of understanding of what new commercial property and future

changes will bring us. How will these changes help us achieve the goal of creating new revenue and economic development opportunities for the City, community?

*Square off the Current SFCA*

- The additional boat ramp and the "squaring off the South Fill" projects need to go hand-in-hand, since there isn't that much room down there now.
- Maybe take more boat parking into consideration: not just commercial parking. The other item to add to the list is having a maintenance area.
- If the additional boat ramp continues to stay as an option, you should probably extend the new fill further in order to allow for boat parking/maintenance areas.

*Additional Sidewalks*

- From the Project Overviews, SW3: Is that going over the water? Would imagine it would be some sort of cantilever boardwalk and then connecting to the sidewalks.
- Need the right type of equipment to take care of the sidewalks in the winter: due to the current state of the sidewalks.
- All the sidewalks seem to be high priority: it's all dependent on funding sources.
- Completion of sidewalks 2 and 6 could potentially eliminate the need for the Sawmill/South Fill Connection. NVE's safety study could possibly help with this.
- Still trying to observe and assess the North Fill Ramp Plan impact on the Baja Taco Ramp.
- Shouldn't ignore the Reluctant waterside sidewalk: people walk over there.
- Make the stairway by the Curran's house (from HS to Railroad Ave) safer since kids use it right now.

Sawmill to South Connection Step-by-Step Overview – Understanding project process from beginning to longer-term O+M

- Need to add “permitting” as an additional step at multiple times during a project planning, implementation process.
- There is not the same degree of enthusiasm for the Sawmill/South Fill Connection this evening. It is a reality check having some rough numbers in front of us that shows potential investment. Better long-term investment may be in the sidewalks that help to address part of the safety need, getting kids from one place to another, safely.

**Near-Term Action Plan**

- List projects by their objectives rather than by Short, Medium and Long Term so you can address them a little easier: can articulate the safety concern using that method.
- Sidewalk planning can tie into the near term action plan.
- Have a conversation with the State regarding the land near the current boat ramp and if it’s possible to use some of their land.
- Get a group of people together to plant wildflowers at the South Fill Commercial Area.
- Someone is working on getting a covered area installed around fisherman’s memorial.
- We could also make interpretive signs more attractive.
- Sidewalks 2 and 6 should come closer to the near term.
- Harbor Re-Design: do a feasibility study in the short term.
- Current sidewalks need to be plowed (with special equipment) in the wintertime.
- Use volunteer effort if possible: especially for beautification.