

ANCHORAGE BOWL LAND USE PLAN MAP



Anchorage Bowl Comprehensive Plan — Community Discussion Draft 2/29/16



Municipality of Anchorage – Planning Department

February 29, 2016

Dear Anchorage,

We are pleased to present to you the *Anchorage Bowl Land Use Plan Map Update (LUPM Update)*, developed on a foundation of inclusiveness and commitment to improving our community as the best place in America to *Live, Work, and Play*.

Our community has grown and evolved since adopting *Anchorage 2020: Anchorage Bowl Comprehensive Plan* in 2001. New challenges demand that our community become more resilient and better prepared for mid-21st century realities, including new opportunities for economic development and sustainability.

The *LUPM Update* recognizes these community-wide changes and sets the stage for future growth and development. Additionally, many of the neighborhoods and communities within Anchorage have adopted plans. This includes East and West Anchorage, Government Hill, Fairview, the Hillside, the UMED area, Girdwood, Turnagain Arm, and Chugiak-Eagle River.

The *LUPM Update* incorporates significant analysis of Anchorage demographics and projected growth; current and future economic changes; current land uses; and future land capacity. This information informs the policies and strategies contained within the *LUPM Update*.

To ensure efficient and equitable growth within our limited geographic area, Anchorage will need to maximize land use efficiencies while protecting and enhancing our natural resources. The *LUPM Update* recommends strategies for balanced regional growth, infill and compatible uses, housing and neighborhoods, commercial centers and corridors, anchor institutions, open space and greenbelts, transportation, and coordinated and focused public investments. New policies provide structure for targeted areas of economic development and revitalization.

This is a community-based plan that has engaged many partners throughout its development. Thank you, to those who gave time and great thought to make this *LUPM Update* what it is. We look forward to hearing from everyone on this draft plan. We want to demonstrate to you that Anchorage is open for investment and new ideas!

Sincerely,

A handwritten signature in blue ink that reads "Hal H. Hart".

Hal H. Hart, AICP
Director

1. Policy Overview

1.1. Guiding Anchorage's Growth

Where will new residents settle over the next two decades? Where will people work, shop and play? Will there be enough room to grow?

The Anchorage Bowl Land Use Plan Map provides a visual guide for future growth and development over the next 25 years. The Plan Map is aligned with the goals and policies of the *Anchorage 2020 / Anchorage Bowl Comprehensive Plan (Anchorage 2020)*.

With one-third of Alaska's population and nearly half of its jobs in a 100 square mile area, the Anchorage Bowl is the urban center of an emerging metropolitan region. At its heart, Anchorage plays host to many of the region's cultural attractions, businesses and services, and is its strategic focal point for air, road, port and rail transportation that help drive the regional and statewide economy.

By 2040, forecasts predict that the Anchorage Bowl will need to accommodate up to 27,000 additional households, 62,000 more residents, and 44,000 additional jobs. This Plan Map accommodates that growth in a way that enhances the quality of life for all residents. It provides for more housing and businesses, while also building on strong communities,

and preserving resources for the next generation.

The Land Use Plan Map shows Anchorage's future development pattern and distribution of land uses across the Bowl. It displays where different uses, intensities of use, and urban form characteristics are planned to occur by 2040. It confirms that Anchorage can meet the growth projections.

These designations guide where growth will occur, and what needs to be built to accommodate that growth. It includes related strategies and actions to guide growth into a more compact and efficient pattern primarily in and around designated mixed-use centers, while preserving lower intensity uses, such as single-family homes, and open spaces outside these centers.

The use categories on this plan are more than fulfillment of a growth strategy. They graphically represent the future types of places that make Anchorage a great city in which to live, work, shop, recreate, study, visit, and invest. These places are its neighborhoods, centers, corridors, industry employment areas, institutional campuses, public facilities, and parks and open spaces. These land uses define the community's physical form and function.

This update includes the following objectives:

- Provide greater land use predictability and policy direction;
- Advance the overall direction of the *Anchorage 2020* Land Use Policy Map;
- Incorporate recommended land uses from adopted area-specific plans;
- Respond to recent policy issues and updated growth projections;
- Create a logical framework for future zoning and development, and
- Provide a strategic framework for infrastructure decisions such as transportation or economic development.

Once adopted, the Land Use Plan Map will provide guidance when developing other plans and making land use and development decisions, public infrastructure investments, and evaluating proposed zoning changes, in coordination with other elements of the Comprehensive Plan.

1.2 Updating the *Anchorage 2020 Comprehensive Plan*

The *Anchorage 2020*, adopted in 2001, set a new direction for growth and development. Its policies anticipated the ongoing shift in how Anchorage will grow, toward reinvesting in existing business districts and neighborhoods with new patterns of infill and redevelopment. *Anchorage 2020* envisioned major new urban elements, such as mixed-use centers, and

highlighted their approximate locations on its Land Use Policy Map (page 50, *Anchorage 2020*).

This Land Use Plan Map is a limited, targeted amendment to *Anchorage 2020* that supplements and clarifies its policies with more specific guidance for land use throughout the Bowl. It is a part of the Comprehensive Plan and carries the same legal weight.

It also updates the growth forecasts and land use projections of *Anchorage 2020*, and responds to changes in the community since 2001, while advancing the community goals established in *Anchorage 2020*.

1.3 Community Goals Driving this Plan

To develop the *Anchorage 2020 Comprehensive Plan*, the Municipality involved a cross section of business, neighborhood and community groups. While some of the particulars have changed, and new challenges have emerged, the core principles and goals that emerged from those meetings are as relevant today as when first incorporated into the Plan. Subsequent area-specific and other plans have reconfirmed and elaborated on these goals. The Land Use Plan Map follows these land use goals of *Anchorage 2020* and other elements of the Comprehensive Plan. These include:

Future Growth. Take a forward-looking approach to community growth and redevelopment, which seeks innovative ways to accommodate and encourage growth in population, housing, and employment.

Building Community. Build on existing business districts and neighborhood strengths through reinvestment.

Diverse, Healthy Economy. Capitalize on Anchorage's unique strengths and its regional, statewide, and global position, as well as its key economic sectors and well-paying jobs .

Economic Viability with Placemaking. Strive to create a built environment comprised of great places, streets, and spaces that together generate a positive city image, support long-term economic viability, attract new residents and workforce talent, and promote affordable development.

Compact Development. Use infill and redevelopment with a more compact land use pattern, which supports the efficient provision of public services, provides more room for businesses, improves performance of transportation networks, and preserves open space.

Natural Open Spaces and Wildlife. Preserve and enhance the network of natural open spaces through the community that preserves and enhances Anchorage's scenery,

ecological functions, its diversity of fish and wildlife habitats, and recreational opportunities.

Strong, Resilient Community. Minimize exposure to life safety, property, and economic risks from natural hazards.

Balance of Commercial and Industrial Land. Preserve a balanced supply of commercial and industrial land which is compatible with surrounding uses and has access to transportation networks.

Housing. Provide a diverse supply of affordable, quality housing that meets the needs and preferences of the city's residents, at all income levels, in safe and livable neighborhoods.

Neighborhood Identity and Vitality. Encourage a variety of safe, pleasant, and distinctive neighborhoods responsive to the diverse needs of residents, in urban, suburban and rural settings, and with amenities and infrastructure to absorb future growth, with good access to schools, recreation, natural areas, and services.

Compatible Development. Development that respects the scale and character of existing neighborhoods, contributes to neighborhoods of lasting value and vitality, and is supported by investment in local amenities and services.

Harmony with Natural Setting. Develop in harmony with the natural setting, and capitalize on retaining Anchorage’s advantage as an attractive place to live and work, which is mindful of critical environmental lands, its northern climate, and natural hazards.

Community Facilities. Provide a well-planned mix of public, utility, and institutional facilities that coordinate with private development to meet the health, educational, civic, cultural, recreational, utility, governmental, and public safety needs of all citizens, businesses and neighborhoods.

Mobility and Access. Develop a transportation system, based on land use, that moves people and goods safely, with low impact on surrounding uses, and that maximizes choices and alternative travel modes like walking, bicycling, or public transit.

Walkable Community. Develop a community that allows for living, working, shopping and recreation within convenient travel distances, in a pedestrian oriented development pattern that supports healthy, active lifestyles.

1.4 Coordinating with Other Plans

Since the Land Use Plan Map guides how land is to be used throughout the Anchorage Bowl, it relates to policies contained in the other elements of the Comprehensive Plan.

This included the Metropolitan Transportation Plan, the Wetlands Plan, the Parks Plan, and plans for other community facilities. The Comprehensive Plan serves as an “umbrella plan” which guides these plans.

The goals and objectives of these plans are drafted in compliance with the Comprehensive Plan, but are not entirely folded into the Plan and are still “stand-alone” documents.

Neighborhood and District Plans

The Land Use Plan Map provides a citywide land use policy framework that reflects area-specific plans. *Anchorage 2020* called for Neighborhood or District Plans to help achieve Comprehensive Plan policies, and respond to specific issues that arise in particular parts of the community. Since the adoption of *Anchorage 2020*, 11 areas have been the subject of new neighborhood, district, and other area-specific plans.

These plans provide more tailored Land Use Designations and guidance for growth not specifically addressed in detail at the Bowl-wide level. While each area plan addresses specific community needs, its policies and recommendations are intended to remain in harmony with other plans and the overall Comprehensive Plan.

In contrast, the Anchorage Bowl Land Use Plan Map lays out an overall plan for the future distribution of uses throughout the Bowl.

Together, the Anchorage Bowl Land Use Plan Map and area-specific plans guide future growth and development to achieve citywide and neighborhood goals, and maintain or improve the essential character of Anchorage’s communities.



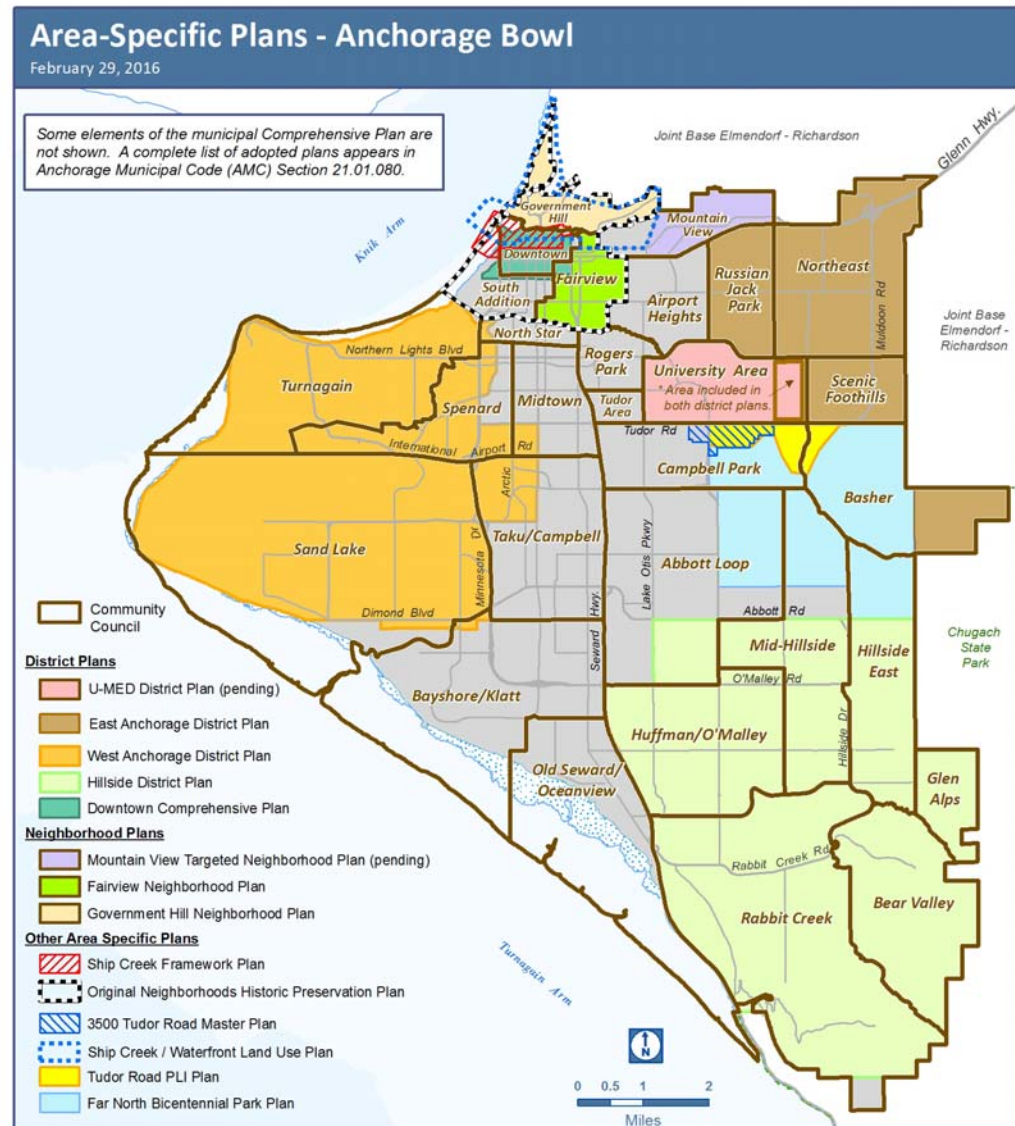
The *Area-specific Plans Diagram* on the next page depicts the current adopted plans for the Bowl. As the community adopts new plans, the *Area-specific Plans Diagram* should be updated to keep it current as a guide to adopted land use plans around the Bowl.

Concurrent Planning Efforts

Development and implementation of this plan will coordinate with several ongoing and related 2016 planning initiatives, such as:

- 2040 Metropolitan Transportation Plan
- Spenard Strategic Corridor Plan
- Anchorage Trails Plan Update
- Anchorage Talks Transit – People Mover visioning process

This plan will be consulted by participants and lead agencies in these planning efforts. In turn, the community input, data analyses, and recommendations of these efforts will also influence adjustments to this plan.



1.5. Directing Implementation

This plan is a policy framework for the next 25 years, but it does not set specific regulations, capital projects, or programmatic solutions. The Municipality expects this plan to be implemented through separate changes in zoning, development regulations, functional plans, public services and investments, and partnerships with the community.

Zoning

Along with other elements of the Comprehensive Plan, the Land Use Plan Map provides policy direction for future zoning changes and other land use decisions such as public facility site selections. Like other elements of the Comprehensive Plan, it is implemented through the municipal Zoning Map and land use regulations (Title 21 of the municipal code).

The Land Use Plan Map influences future zoning, but does not alter current zoning, or change the land use regulations that apply to a given parcel of land. This Map does not affect the right of property owners to use the land for its purpose as zoned at the time of the Map's adoption.

The Plan Map shows the community's recommended land use categories and a range of potential uses and intensities in each category. Zoning sets rules for the use of property, including requirements for setbacks,

heights, permitted and conditional uses, parking and other attributes. These regulations apply as zoning districts on the municipal Zoning Map. The Zoning Map delineates zoning district boundaries for the Municipality.

Amendments to Title 21 regulations, the Zoning Map, and other discretionary municipal land use decisions should be consistent with the Land Use Plan Map and Comprehensive Plan policies.

1.6. Growing within a Regional Context

Surrounded by military lands and Chugach State Park, the Anchorage Bowl is part of a larger community, with residents on the military base, in settlements along Turnagain Arm, and in the northern communities of Chugiak-Eagle River.

This plan map accommodates Anchorage's share of growth forecast for the region, in coordination with the growth planned in Matanuska-Susitna Borough and the comprehensive plans for Chugiak-Eagle River, Girdwood, and Turnagain Arm.

Chugiak-Eagle River is the Municipality's second largest community, with an area two-thirds that of the Anchorage Bowl and most of the vacant land reserves left in the Municipality.

Community Expansion – Other Options

The amount of available land for residential, commercial, and industrial development in the Bowl is finite. Land exchanges or surplusings of military land, construction of a causeway to Fire Island, development in Chugiak-Eagle River, or a Knik Arm Crossing to Point MacKenzie in the Mat-Su Borough could increase the available supply of land. However, all of these options remain highly speculative and largely external to municipal control.

The Land Use Plan Map update considered each option and planning staff made a determination based on an extensive number of consultations with stakeholders and review of studies and reports. Military land at Joint Base Elmendorf-Richardson, Fire Island, the Chugiak-Eagle River area, and Point MacKenzie were investigated and analyzed to determine whether these and other options could become available by 2040.

JBER actively uses most of its lands for operations and training and this is not expected to change in the foreseeable future. Construction of a causeway to Fire Island is unlikely because of cost and distance factors. The Chugiak-Eagle River area, including the Mirror Lake reserve lands of Eklutna, Inc., could potentially be developed during the plan horizon but only with changes to prioritization of road and utility infrastructure investments. The Knik Arm Crossing to Point MacKenzie could potentially be constructed during the latter half of the planning time horizon.

If any of these options for expansion do arise, Anchorage's growth options should be reassessed, and the Land Use Plan Map and corresponding Comprehensive Plan revised to reflect those changes.

This plan coordinates with the goals, policies and strategies in the *Chugiak-Eagle River Comprehensive Plan*. Chugiak-Eagle River’s plan anticipates a share of new population, housing and businesses. The Chugiak-Eagle River Plan identifies new neighborhood areas in an orderly phased sequence, including the Powder Reserve Tract A and other land reserves further north. It also designates space for new businesses and identifies a new cultural district for Eklutna Village, while preserving open spaces and the character of lower intensity neighborhoods.

1.7. Updating and Amending this Plan

Planning is a process that continues beyond the production of a document. It includes monitoring city conditions, collecting data on changes over time, and making adjustments to the plan as the need arises.

Over time, new people and businesses will move into the city. The Land Use Plan Map should be amended, just like other policies in the Comprehensive Plan, as the city grows, evolves and responds to new circumstances.

The Map may also be amended based on new land use decisions, studies, data analyses, and plans. Land Use Plan Map amendments may be considered concurrently with other development proposals.

For instance, if a proposed rezoning that is not consistent with the adopted Land Use Plan Map is demonstrated to have community-wide benefits and responds to new issues, needs or opportunities not addressed in the Comprehensive Plan, an amendment to the Land Use Plan Map may be appropriate.

Conflicts between a development proposal and the Land Use Plan Map should be resolved using the guidance of Comprehensive Plan policies. Proposed amendments to the Land Use Plan Map should be considered with a community-wide perspective.

For the Comprehensive Plan to remain current to provide a community framework for decision makers, land use decisions such as rezonings, facility site selections, and area-specific plans that conflict with the Land Use Plan Map should be accompanied by a concurrent amendment to the Land Use Plan Map. This is necessary for rezonings and other decisions to remain consistent with the Comprehensive Plan.

Where conflicts between Comprehensive Plan elements do exist, the most recently adopted element governs. An amendment to one part of an older plan—such as to a use designation for a particular site in the older plan—does not make the other parts of the older plan supersede more recent plans. The

older plan governs only in the area affected by its newly updated, changed use designation.

Area-specific Plan Updates

Additional neighborhood, district and other area-specific plans may be expected in the future. As each new plan is adopted, it amends the Comprehensive Plan and the Anchorage Bowl Land Use Plan Map.

While each neighborhood plan addresses a community’s specific needs, its recommendations should be in harmony with other area-specific plans and the overall Comprehensive Plan. Individual plans may refine the overall Land Use Plan Map, but together they will maintain or increase housing and employment capacity to achieve the community’s needs, goals, and citywide strategy for growth.

Proposed substantial departures from citywide Land Use Designations should be evaluated against Comprehensive Plan policies for land use, transportation, public facilities, and the allocation of future growth, for impacts in other parts of the community.

Future Revision of Anchorage 2020

The Anchorage Bowl Land Use Plan Map Update is the first step toward a full revision of the *Anchorage 2020*. The future revision of the Comprehensive Plan may include changes to the Land Use Plan Map. In the meantime, this

Land Use Plan Map provides a baseline from which land use planning can evolve.

1.8. Forecasting Growth to 2040

The planning department has just received refinements to the population and growth forecasts for the Anchorage Bowl and is still assimilating and reconciling discrepancies. This section is forthcoming March 2016, with Section 3.

1.9 Anchorage's Growth Strategy

A strategy is a long-term engagement, implemented through actions, which involve partnerships among multiple organizations and people in the community—relationships that continue and evolve over time to meet the community's goals and needs.

Key elements of Anchorage 2020 are its goals, policies, and strategies.

What do we mean by goals, policies, and strategies?

- ✓ **Goals** are general achievements that the community desires to reach in the future.
- ✓ **Policies** are specific actions needed to help the Municipality attain its goals.
- ✓ **Strategies** are mechanisms selected to carry out the policies.

The following planning strategies guide the growth allocation on the Land Use Plan Map and the placement, intensity, and urban form of the Land Use Designations. These growth strategy categories provide the framework for the actions in section 3.

1. Balanced Regional Growth
2. Infill and Redevelopment
3. Centers and Corridors
4. Housing and Neighborhoods
5. Coordinated and Focused Public Investment
6. Land Use - Transportation Coordination
7. Industrial Land Prioritization
8. Compatible Land Use
9. Open Space and Greenbelts
10. Anchor Institutions and Facilities

1. Balanced Regional Growth

A series of large events throughout the past century shaped the development of Anchorage's economy, from the building of the Alaska Railroad to the discovery of oil on the North Slope to the Good Friday earthquake in 1964. Supplementing these major events, however, were various economic forces that continue to propel the city's economy forward. This includes expansions in retail and other service industries such as health care and bars and restaurants; large increases in federal spending in Anchorage; near constant

growth in tourism; expansion of international air cargo; and the success of Native corporations.

Anchorage will continue to grow as the region's center of commerce, employment, culture, and other urban amenities. While the Anchorage economy is far more diverse now than it has ever been, Anchorage remains on the edge of wilderness and will continue to face different challenges than most other U.S. cities of a similar size.

This plan map accommodates Anchorage's share of growth forecast for the region, in coordination with the growth planned in Matanuska-Susitna Borough and the comprehensive plans for Chugiak-Eagle River, Girdwood, and Turnagain Arm.

In Chugiak-Eagle River, population and housing stock are encouraged to grow by at least 15% by 2040 to balance regional growth. Bringing urban water and wastewater services to lands such as Powder Reserve will provide critical support for this housing and commercial growth. Future development of local-serving retail, commercial services, and other forms of employment will further strengthen the economic resiliency of Chugiak-Eagle River. Protections for existing and future neighborhoods will enhance the quality of life. These changes should be considered through updates of the Chugiak-Eagle River Comprehensive Plan.

2. Infill Development and Redevelopment

The Anchorage Bowl faces significant housing, commercial, and industrial land demand challenges. Meeting projected population growth will require better use of existing lands and public infrastructure. This includes facilitated redevelopment strategies that encourage infill housing development; more compact residential and commercial development, more efficient use of industrial lands; and focus on areas of town that will support compact, well-served urban living.

Infill development and redevelopment can put residents closer to employment and commercial centers, thereby reducing impacts on transportation systems, boosting public transit, supporting local businesses, and creating more vibrant destinations. Building on the recommendations of the *2012 Anchorage Housing Market Analysis*, more compact infill development and redevelopment will require that the Municipality:

- A. Identify the most appropriate locations for higher density and compact housing that will be the most desirable for residents;
- B. Ensure that appropriate infrastructure serves identified sites and public amenities (parks or open spaces, transit access, etc.) are available nearby;
- C. Support specific redevelopment projects that can catalyze nearby redevelopment

and create appealing districts with a sense of place.

D. Identify incentives.

In addition, supporting creative placemaking and other efforts that enhance, transform, or create appealing public space can provide lasting value to a neighborhood or district, which in turn supports infill development or redevelopment. Strategies such as these are explored in greater detail in Section 3.

In communities where infill development and redevelopment strategies have been successful, public sector investments in infrastructure and public-private partnerships on catalytic sites provided critical support to the market for higher density and more compact forms of development. In turn, this support ultimately generated unsubsidized, private-sector investment in higher density and compact development over time.

3. Centers and Corridors

This strategy concentrates most of the expected future growth in and around places designated as Centers. These have been the commercial areas and business districts serving their local neighborhoods and the broader city for decades.

Centers are focal points for locating community and civic activity, government. Commercial, entertainment, culture, and

living; and include the surrounding areas. Centers are critical to accommodate future growth and will allow Anchorage to grow while protecting open spaces, industrial areas, and lower density neighborhoods outside of Centers.

This strategy encourages business, community, and housing growth in urban Centers, making it possible for more people to live near job opportunities, social activities, and services for everyday needs. Centers vary in their characteristics, size, location, mix of uses, scale, and intensity. Each center serves its surrounding community with shopping, services and employment, and its mix of uses and scale should fit the surrounding neighborhood.

Corridors are the connectors between – and within – Centers, employment hubs, and other Neighborhoods. Corridors should contain a mix of uses such as shopping, retail, medical and professional services, and low intensity employment. While many of Anchorage’s existing Corridors are automobile dependent – characterized by individual low-rise, single-use retail buildings or multi-tenant strip malls – this strategy will encourage the evolution of auto-oriented commercial corridors into mixed-use, pedestrian-oriented and transit-friendly environments that can accommodate more of Anchorage’s growth.

4. Housing and Neighborhoods

Housing of all types and sizes are needed in order to provide a range of housing opportunities for all. The 2012 Anchorage Housing Market Analysis identified that the remaining supply of vacant buildable lands in the Bowl must be more efficiently developed. Housing will need to be more “compact” in form if there is to be enough housing to meet future need. This compact form includes small-lot “cottage” homes, accessory dwellings where appropriate, attached dwellings (duplex and triplex), townhouses, multifamily, and residential units built as part of commercial developments (mixed-use).

The 2012 Anchorage Housing Market Analysis further showed that senior and Millennial generations, the fastest growing population groups, desire compact housing that is located near services, jobs, entertainments, parks and trails, with minimal to no yard maintenance required. Anchorage’s inadequate housing supply makes this an urgent priority for the city to redirect near term resources, actions, and solutions to address this housing need head on.

This Land Use Plan Map provides for a variety of housing by preserving established residential neighborhoods, while providing for

housing development opportunities along key transit corridors, within neighborhood and town centers, and in the employment centers. The Plan Map also recognizes the housing designations made through the adopted neighborhood and district plans and integrates those land use decisions in this Plan Map.

Municipal decisions and actions on land use and infrastructure improvements will play a vital role in spurring housing development within key areas identified for growth. Future targeted area rezoning and or lot consolidation will help ready areas for new housing development. Future amendments to development codes and review procedures will also encourage compact forms of housing. Consistent decisions on rezones and conditional use applications with a focus on protection and preserving scarce residential lands for housing development will be a priority. Coordinated capital improvement decisions will further enhance the identity and character of existing urban neighborhoods that have a traditional urban street grid and sidewalks, a small lot pattern, and served by urban water and sewers or are identified to be served such as the lower Hillside.

As future neighborhood and district plans are developed and updated, they too will have a vital role in helping meet future housing needs. These plans will not only identify those areas that should continue with their present development patterns, but also locations where new housing, commercial, and other necessary uses will take place to meet its share of population growth and contribute to a robust, vibrant and economically sound community at large.

5. Coordinated and Focused Public Reinvestment

Coordinated and Focused Public Reinvestment directs the Municipality of Anchorage’s limited resources to projects and areas within the community that will return the greatest benefit for the investment. The resources, projects and areas of investment will be determined by several factors; potential for public/private partnership(s), available land, available funding mechanisms, an acceptable return on investment and, the ability to direct Municipal capital improvement plan funding to the desired area or project within an acceptable timeline.

Section 3 identifies focused or targeted areas that have potential for public investment. Many of these areas are identified in adopted neighborhood and district plans.

Opportunity Areas for Public Reinvestment include neighborhoods and subareas in and around Downtown, Fairview, Muldoon, Spenard, Midtown, the UMED District, south “C” Street, Dimond Boulevard, the Powder Reserve and downtown Eagle River as identified in *Anchorage 2020*. In neighborhoods that surround these targeted areas, density transition to a walkable pedestrian scale giving opportunities for a wide array of compatible housing types to help retain neighborhood scale, character, and traffic levels will be desired and supported.

Items of consideration when implementing this strategy include; areas with vacant land capacity or potential for redevelopment, areas not occupied primarily by new or recent construction, areas in which significant new development or redevelopment is anticipated, reinvestment in established infrastructure is already needed or anticipated, and those areas in and around established urban centers and business districts.

6. Land Use – Transportation Coordination

As the Bowl evolves to a more urban form and function, Anchorage needs to tie land use and density changes with transportation planning and alternative travel modes. Maximizing all modes of travel while enhancing transit connections between neighborhoods, employment, and commercial centers, is critical to supporting successful growth. The

plan assumes that future strategic road upgrades, new pedestrian trails and connections, and improved transit service are essential to and directly tied to the land uses, density increases and commercial growth outlined in this plan. Transportation improvements will be balanced among transit, pedestrian, and road improvements. Pedestrian accessible developments and multimodal roadways are promoted across the Bowl. Street design that safely and efficiently accommodates traffic, freight movements, bicycles, and pedestrians becomes essential to the planning process and implementation of this plan.

Certain growth supportive features, notably Transit Supportive, Greenway Supported, or Commercial and Main Street Corridors rely on upgrades to transit and maximizing travel alternatives. Public and private investments combine to make these travel modes and travel support possible in strategic sections of the Bowl. The success of the growth features depicted on the Land Use Plan Map is directly tied to reliable and supportive transit and multi modal choices for all forms of travel.

7. Industrial Land Prioritization

Anchorage’s industrial land inventory is critical to maintaining, growing, and diversifying the regional economy. Anchorage is the economic hub of the state

and its industrial users are an essential component of the economy, but the industrial land supply in the Bowl faces market pressures to convert industrial land to other uses due to land scarcity among commercial and residential land uses.

According to the *2015 Industrial Land Assessment Update* the Anchorage Bowl does not have sufficient industrially zoned land to accommodate twenty years of growth even with the addition of the Chugiak-Eagle River industrial land supply. To better anticipate future supply and demand for industrial zoned lands Anchorage will need to adopt industrial land use policies that target land supply, identify land demand conflicts and encroachment / transition, or both.

8. Compatible Use

The Land Use Plan Map takes into consideration compatibility of uses. This refers to types of uses as well as the physical characteristics of buildings and density of dwelling units, noise, appearance, and traffic. The size, or bulk of buildings, building design, the shadowing and wind effects of tall buildings can impact neighboring structures and lots. Compatibility issues are generally addressed through more specific area, neighborhood or district plans, transportation plans, and through zoning.

In addition to regulations, building design, street design, and buffers of open space, landscaping, forest, trails, sound barriers, separation distances and well-designed public places can be important for reconciling potentially incompatible uses and creating attractive, vibrant neighborhoods or Centers.

There are significant concerns about neighborhood character being harmed through the construction of multiple-dwelling or multi-use projects on infill lots and through redevelopment. It is crucial to have standards and incentives in place that promote sensitive, compatible development when infill and redevelopments projects use higher density forms than the surrounding area. Density by design, elegant density is the desired outcome.

Well-designed and maintained streets with separated sidewalks, lighting, street furniture, landscaping, open space, and parks mitigate the impacts of higher densities and contribute to neighborhood value. They are requisite for creating non-motorized connections to Centers, for creating places that incentivize walking, and improve opportunities for neighbors to meet and socialize, and grow healthy, safe environments.

This strategy also addresses transitions and buffers between different land use designations, such as between major airport facilities or industrial use and residential neighborhoods.

9. Open Space and Greenbelts

Greenbelt and trail corridors are valued assets of the community. They will be maintained, improved, and strategically extended to connect and enhance land values and the livability of neighborhoods and mixed-use centers as these areas grow through infill and redevelopment.

Anchorage capitalizes on one of its major advantages for attracting talent and investment in the global economy: its extensive greenbelts, trail corridors, and natural open space. These amenities are preserved and enhanced to support growth and livability of neighborhoods and economic centers. The *Anchorage 2020 Conceptual Natural Open Space Map* continues to guide strategic decisions about and identify new additions to this land use. New parks and greenbelts are added to offset deficiencies and support higher density development, or to function as buffers between incompatible developments. Critical fish and wildlife habitats and other natural areas important to water quality, public access and recreation are retained. Restored greenways and creek corridors encourage and support higher density and redevelopment by providing open space amenities.

10. Anchor Institutions and Facilities

Anchor institutions tend not to move location. Emerging trends related to globalization—such as the decline of manufacturing, the rise of the service sector, and a mounting government fiscal crisis—suggest the growing importance of anchor institutions to local economies. Their importance is born out by the institutions and facilities found in the Anchorage Bowl including; the University and Medical Center (UMED) District, Alaska Regional Hospital, Ted Stevens Anchorage International Airport, Merrill Field, the Alaska Railroad, and to some degree Joint Base Elmendorf Richardson.

These economic engines provide the greatest concentration of employment in the Anchorage Bowl, and the State of Alaska. Support of these institutions is important as Anchorage seeks to diversify its economy, retain existing jobs and, create new opportunities for investment. Neighborhood and District plans completed for the areas containing the Anchor Institutions will identify compatibility issues, desired transportation improvements, new mixed-use development, ideas for resolving land use and compatibility conflicts, and the mitigation of operational impacts to the greatest extent possible.

The future growth of airport, railroad, and port facilities is encouraged and managed primarily within the present facility property boundaries.

However, there is the need to prioritize infrastructure investments including water, sewer, and roadways in order for these areas to evolve and grow. Public/private partnerships, and/or intergovernmental partnerships may be pursued to support and sustain future economic growth.

Strategies are desired that enhance the Anchor Institutions, minimize impacts to natural areas and nearby communities, foster compatible use and economic development. This includes implementation of neighborhood and district plans, area-specific land use decisions, and revisions to land use regulations.

1.10 Supplementary Policy Guidance

Together the land use goals and policies of *Anchorage 2020* and the area-specific and functional plan elements of the *Comprehensive Plan* provide the policy guidance for this Land Use Plan Map.

Anchorage 2020 policies no longer adequately address current issues, needs, and community priorities.

The following land use policies are new policy recommendations. They are intended to fill policy gaps, clarify existing policies, and provide complete policy guidance for this land use plan update until the next update of the

Anchorage Bowl Comprehensive Plan. They also clarify the policy intent of adopting and using the Anchorage Bowl Land Use Plan Map.

LU-1 Anchorage Bowl Land Use Plan Map

Update the Land-Use Map to increase land use efficiency to achieve *Anchorage 2020*, neighborhood and district plans, and to better resolve conflicts with existing land use patterns, land use regulations and zoning map. Coordinate planning of future land uses with plans for transportation or infrastructure investments or to address outstanding environmental concerns. (Supplements policies 1 and 2 of Anchorage 2020)

LU-2 Land Use Planning Framework

The Anchorage Bowl Land Use Plan Map shall provide a framework to identify where different types of development are planned and guide land use decisions. (Supplements policy 2 of *Anchorage 2020*)

LU-3 Future Growth

The Anchorage Bowl shall employ strategies in order to accommodate approximately 62,000 new residents, 27,000 new dwelling units, and 44,000 new jobs by the year 2040. (Amends information in Policy 3 of *Anchorage 2020*.)

LU-4 Zoning Consistency

The Land Use Plan Map shall be used in conjunction with the Comprehensive Plan policies and other adopted elements of the Comprehensive Plan including area-specific plans to evaluate zoning consistency including proposed zoning map and code amendments. The Zoning Map shall be ultimately be amended to be consistent with the adopted Land Use Plan Map and neighborhood and district plans. (Supersedes policy 4 of Anchorage 2020)

LU-5 Consistency of Area-specific, Functional, and Facility Plans

The Comprehensive Plan shall be the Municipality's lead and overall policy guide for growth and development in the Anchorage Bowl. Revisions and updates to other municipal plans related to the growth and development and related infrastructure plans shall be in conformance with the Comprehensive Plan. (Clarifies relationship among plans)

LU-6 Consistency of CIP

Consult with Comprehensive Plan including the Land Use Plan Map and area specific and functional plans when establishing priorities within the Municipal Capital Improvement Program.

LU-7 Targeted Infrastructure Investment

Target infrastructure investment to promote and accommodate the population and employment growth in mixed-use centers and other prioritized areas as designated in the Comprehensive Plan. Invest in public infrastructure (e.g., parks, trails, schools, sidewalks, streetscapes, utilities) to catalyze reinvestment in priority focus areas.

LU-8 Planning Data Updates

The Municipality shall continue to fund, develop, maintain, and make available, data for monitoring of such issues as land use and development activity, buildable land and development capacity, and other land use factors.

LU-9 Placemaking

Public and private development shall create places, streets, and spaces that in aggregate are visually attractive, safe, accessible, functional, meet the needs of people at all stages of life.

LU-10 Conserving, Enhancing, Revitalizing Neighborhoods

Balance the need to increase the housing supply and expand neighborhood commerce with the parallel need to protect and enhance neighborhood character, preserve historic resources, and restore the environment.

LU-11 Reducing Barriers to Core Sector Growth

Assist Anchorage's core sector and growth industry employers, to resolve land use constraints so they can continue to grow, expand job opportunities, and provide a diverse, stable economic base.

LU- 12 Coordinating Institutional Growth

Expand and encourage partnerships among Anchorage's large educational, research, and medical institutions to coordinate future growth and development of these institutions with surrounding land uses and neighborhoods.

LU-13 Protecting Industrial Land

Protect opportunities to locate industrial production, distribution, flex, and repair uses in designated industrial areas and near major transportation hubs such as the airports and port. (Supplements Policy 26) *Source: Anchorage Industrial Land Assessment Update 2015*

LU-14 Limiting Commercial Uses in Industrial Areas

Limit non-industrial uses in industrially zoned areas in order to preserve these areas for industrial development. Identify industrial areas that deserve long term industrial use protection and preservation to ensure predictability of existing and future

operators in those districts and compatibility of adjacent uses, traffic patterns, and other uses that can be obstacles to industrial uses. (Supplements Policy 26) *Source: Anchorage Industrial Land Assessment Update 2015*



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