

Anchorage Bowl Land Use Plan Map
Land Use Plan Map Narrative

Draft Approved in Concept by the Planning & Zoning Commission on June 28, 2006

Notes:

1. Changes from the January 13, 2006 public hearing draft narrative are highlighted. New text is underlined and deleted text is indicated with a ~~strike through~~.
2. There has been a change since concept approval to the names of some of the draft Title 21 Rewrite zoning districts referenced by the Land Use Plan Map. In addition, some of the previously proposed new districts will not be carried forward in the public hearing draft Title 21 Rewrite. This document reflects these recent Title 21 Rewrite zoning district changes in **purple text** (grey text on black and white copies) on pages 6 – 15.

Anchorage 2020
Anchorage Bowl Comprehensive Plan
LAND USE PLAN MAP

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 Land Use Plan Map provides a visual guide for future city growth and development, aligned with the policies of the Anchorage 2020 / Anchorage Bowl Comprehensive Plan.

The Land Use Plan Map is long term, since it provides direction for the next 20 years and beyond. It is comprehensive because it addresses land use throughout the Bowl. Its objectives are as follows:

- Designate the future distribution and general location of land uses such as residential, commercial, industrial, parks, mixed-use city centers and institutional development;
- Address the desired density, intensity and general character of the land use designations reflected on the map;
- Help ensure that Anchorage’s growing population will have adequate housing, employment and recreation opportunities;

- Help maintain a balanced distribution of residential, commercial and industrial land; and
- Direct public infrastructure, service and utility investments to the location of appropriate planned land use activities.

Efficient use of remaining vacant and underdeveloped lands is critical for Anchorage to continue as Alaska’s economic and cultural center. Public officials, property owners and citizens will use the Land Use Plan Map as an essential tool when making decisions about future development.

Relationship to Other Elements

The Anchorage 2020 / Anchorage Bowl Comprehensive Plan, adopted in 2001, set a new direction for growth and development. Its policies were a dramatic change from the past. It envisioned major new urban elements in the Bowl, and highlighted their approximate locations using a Land Use Policy Map (inside front cover).

The Land Use Plan Map supplements the Policy Map and written policies of Anchorage 2020 with more specific guidance for the future location and intensity of land use development throughout the Bowl. As such, it is an essential element of the Anchorage Bowl Comprehensive Plan.

Since the Land Use Plan Map governs how land is to be used, it relates to most policies contained in other Comprehensive Plan

elements for the Bowl, such as the Parks Plan or Long-Range Transportation Plan. It also establishes a framework for neighborhood planning and a basis for changes to the zoning map.

Neighborhood Plans

Anchorage 2020 identifies Neighborhood or District Plans as an essential strategy for updating the Land Use Plan Map. These plans provide customized guidance for growth in specific areas of town. Each includes elements such as a land use plan, plans for infrastructure improvements and implementation strategies.

As an important step toward achievement of Anchorage 2020 policies, the Land Use Plan Map lays the groundwork for these area-specific plans. It provides a broader plan for the overall pattern and distribution of future growth in the Bowl.

Each area-specific plan will in turn refine the Land Use Plan Map and provide opportunities to more fully achieve Anchorage 2020 policies and other community objectives. Upon adoption each of these plans becomes an amendment to the overall Anchorage Bowl Land Use Plan Map.

Neighborhood Plans are intended to help implement the Comprehensive Plan. While the outcome of individual neighborhood plans may refine the overall Land Use Plan Map, changes to land designations that affect expected use types and densities should remain within the parameters of general conformance with the Anchorage Bowl Land Use Plan Map. This ensures that the area-

specific plans cumulatively achieve the overall Bowl-wide policy for the distribution of future growth. The outcome of an area-specific plan should avoid substantial net loss of planned residential housing capacity, employment capacity or institutional / public use reserves, which might force other areas of the community to accommodate a greater share of anticipated growth. Substantial increases in residential density or commercial mixed-use centers should be evaluated against *Comprehensive Plan* policies for land use, transportation and the allocation of future growth, as well as the locational criteria for Land Use Plan Map use designations.

The *Area-specific Plans Map* on the next page depicts the current adopted plans for the Bowl. As new plans are adopted, this map is intended to be maintained as a source of information about land use plans in effect around the Bowl.

Relationship to Land Use Regulations and Zoning

The Land Use Plan Map is a geographically explicit visual representation of *Comprehensive Plan* policies. It is not a zoning map, but a geographic policy guide and legal basis for future zoning changes. An amendment to the Land Use Plan Map, as to any other part of the *Comprehensive Plan*, does not implement itself, or automatically change which land use regulations or zoning apply to any parcel of land. Only a zoning map amendment (a “rezoning”), achieves this.

The Municipality’s *Land Use Regulations* (Title 21 of the municipal code) is the primary tool for implementing the *Comprehensive Plan*. Title 21 establishes rules regarding the use of property and site development standards, providing detailed guidance for development based on the policies of the *Comprehensive Plan*.

These regulations are applied as zoning districts on Anchorage’s Official Zoning Map. The Official Zoning Map delineates zoning district boundaries within the Municipality.

The Land Use Plan Map use designations do not affect current zoning boundaries on the Zoning Map. Only future changes to zoning and other land use decisions will conform to the Land Use Plan Map. The Land Use Plan Map is, in conjunction with *Comprehensive Plan* policies, the official guide for future development decisions, and is implemented through zoning and development review.

Land Use Plan Map Amendments

The Land Use Plan Map is a framework for future growth through the year 2025 and beyond. This framework illustrates what the pattern of development in the Bowl will be in two decades if it takes place in conformance with the *Comprehensive Plan*.

However, the Land Use Plan Map is not intended as a fixed predetermination of land use through 2025. It can be updated and amended, just like other policies in the *Comprehensive Plan*. As the community continues to grow and change, it is anticipated that the Land Use Plan Map will inevitably change.

An up-to-date Land Use Plan Map can inform decision makers about the broader community effects of potential land use choices. For the Land Use Plan Map to provide a broader community perspective, a land use decision such as a rezoning or facility site selection that does not correspond to a Land Use Plan Map designation for an area should be accompanied by a concurrent amendment to the Land Use Plan Map.

Concurrent amendments allow the Land Use Plan Map to continue as a contemporary statement of evolving community policies, needs and opportunities.

Achieving the Vision

The Land Use Plan Map is an important tool in achieving the vision of the *Comprehensive Plan*. Key land use policies that have directly shaped the content of the *Land Use Plan Map* include:

1. *An emphasis on the overall long-term welfare of the entire community;*
2. *An affordable, economically healthy community with a balance of jobs, housing and recreational opportunities;*
3. *Balanced regional growth;*
4. *Growth through infill and redevelopment;*
5. *Concentration of most commercial growth into existing commercial centers;*
6. *Preservation of key industrial lands;*
7. *Conservation and efficient use of residential lands for housing;*
8. *Residential growth allocation by subarea of the Bowl, with greater density in areas near city centers designated for redevelopment;*
9. *Neighborhood protection with compatible infill development;*
10. *Diversity of housing types and neighborhoods that appeals to a broad spectrum of people;*
11. *A walkable community that allows for living, working, shopping and recreation leisure within convenient travel distances, and for transportation choices; and*
12. *Conservation of parks, natural open spaces, and ecological functions.*

The Area-specific Plans Map is intended to fill the remaining white space on this page. It appears on the following page in this draft. Its content remains unchanged from the January 13, 2006 public hearing draft Land Use Plan Map narrative.]

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Anchorage Bowl Comprehensive Plan:

Area-specific Plans

Adopted or Approved by the Anchorage Assembly as of January 2006

-  **Central Business District Comprehensive Development Plan**

-  **Far North / Bicentennial Park Master Plan**

-  **Section 36 Land Use Study**

-  **Ship Creek / Waterfront Land Use Plan**

-  **Hillside Wastewater Management Plan**

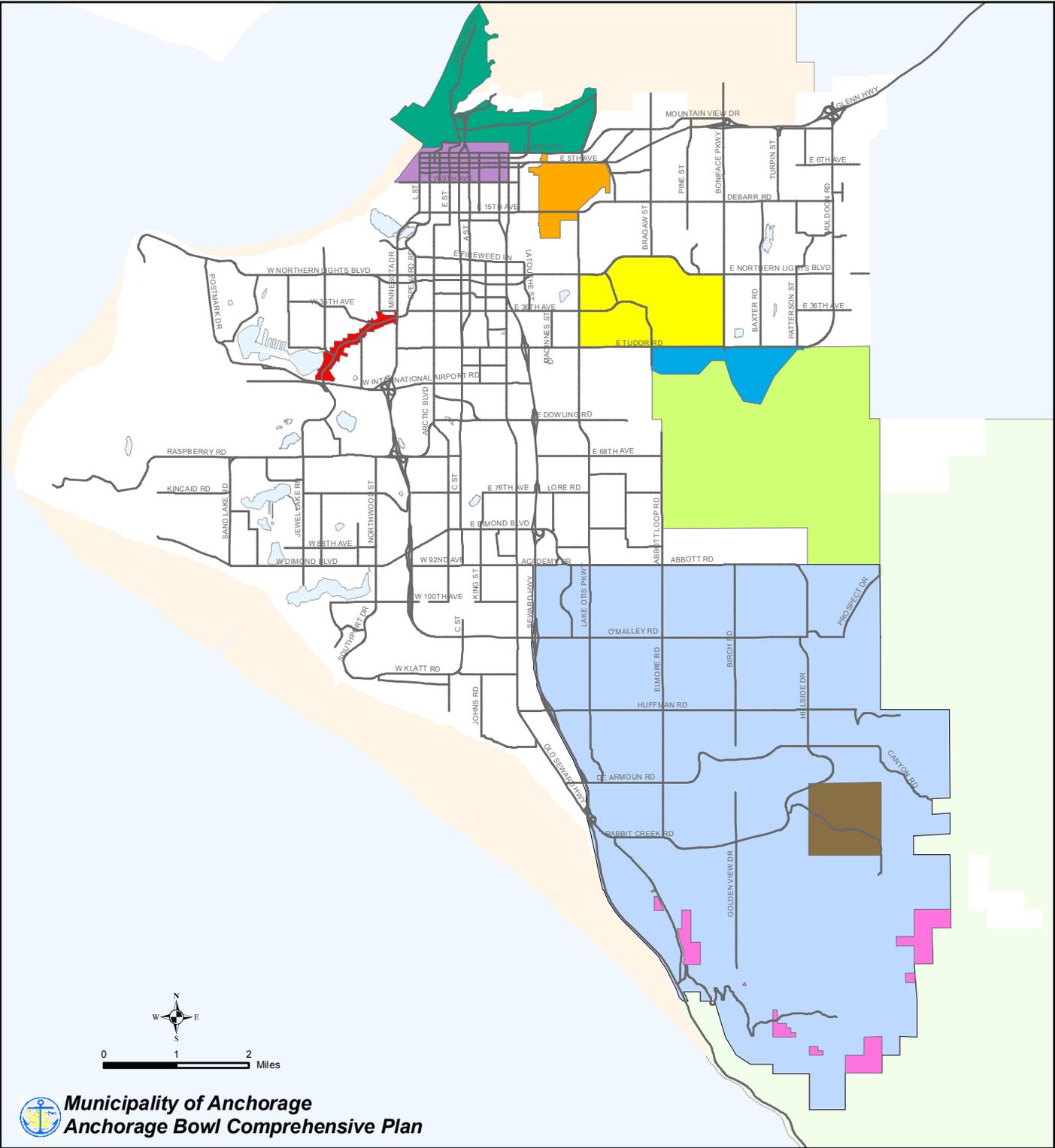
-  **Merrill Field Airport Master Plan**

-  **Spenard Commercial District Development Strategy**

-  **Potter Valley Land Use Analysis**

-  **Tudor Road Public Lands and Institutions Plan**

-  **Universities and Medical District Framework Master Plan**



Land Use Plan Map Overview

The Land Use Plan Map element of the *Anchorage Bowl Comprehensive Plan* consists of five maps and this accompanying document. There is a Generalized Land Use Plan Map followed by map layers that provide more specificity about different issues:

- A. Generalized Land Use Plan Map
- B. Residential Intensity Map Layer
- C. Commercial Intensity Map Layer
- D. Community Facilities Map Layer
- E. Composite Land Use Plan Map

Each map layer highlights and further defines a general category of use from the Generalized Land Use Plan Map. The Residential Intensity Map Layer establishes density ranges to define the general level of housing development appropriate for each residential area.

The Commercial Intensity Map Layer differentiates commercial and mixed-use centers into levels of scale and function appropriate to the areas each serves. The Community Facilities Map Layer depicts the location and general nature of existing and planned facilities and open spaces.

Finally, the Composite Land Use Plan Map tells the “whole story”. It combines all of the information from the map layers on one map.

Land Use Designations

Land Use Designations are provided in order to define the amount, type, and general character of future development allowed in a given location in the Bowl. Reflecting the policies of *Anchorage 2020*, the set of categories incorporates designations not used before in Anchorage, such as *Commercial / Mixed-use Centers*.

The pages that follow define the Land Use Designations. Each designation includes a statement of intent and a description of essential characteristics, such as predominant uses, intensity of use, and the general nature of new development/redevelopment. The table on the next page summarizes the Land Use Designations.

Locational Criteria

Each *Residential*, *Commercial* and *Industrial* Land Use Designation concludes with set of bulleted *locational criteria*. These are essential to understanding the maps. They provide the rationale for the locations, types and intensities of uses. If there is a question as to why a certain land use appears in a location, it is advisable to consult its locational criteria. Criteria are mostly derived from *Comprehensive Plan* policies.

The set of locational criteria for each designation applies in combination rather than individually. However, it is not necessary that all criteria be achieved in every location.

Implementation Zoning

Each of the Land Use Designations on the *Land Use Plan Map* is implemented by a defined set of zoning districts from the Official Zoning Map. The *Land Use / Zoning Consistency Table* on the next page cross-references each Land Use Designation with the zoning districts that are **potentially most** compatible with and permissible to implement it, **depending on the area of town**. The table serves as a guide for future zoning changes.

Zone change proposals that are consistent with the table should be **considered for approval** **approved** pursuant to appropriate *Title 21* review and approval findings based on the policies of the *Comprehensive Plan*. Where the table shows that a Land Use Designation has more than one corresponding zone, the proposed zone should be shown to be the most appropriate, taking into consideration the purpose of each zone, the proposed rezoning site and the zoning and/or development pattern of surrounding land.

Where a Land Use Designation boundary appears generalized or uncertain, actual delineation of uses will be established at the time of a zoning or development request. Although zoning must generally adhere to the land use boundaries depicted on the Land Use Plan Map, flexibility in interpretation of a boundary may be granted through the rezoning or development approval process. Interpretation should be based on the policies and locational criteria of the *Comprehensive Plan*.

Land Use / Zoning Consistency Table [Note: the table refers to the zoning districts in *Title 21 Rewrite Public Hearing Draft*]

Generalized Land Use Plan Map Designations	Specific Land Use Designations (residential density in <i>housing units per gross acre</i>)	Corresponding Implementation Zoning ^{1,2}
Residential	<ul style="list-style-type: none"> Limited Intensity (0-1) Low Intensity, Detached Houses (1.1-5³8) Low Intensity, Attached and Detached (5.1-8) Low / Medium Intensity (8.1-15) Medium Intensity (15.1-35 or up to 40³) City Center Intensity (>35) 	R-6, R-8, R-9, R-10 R-1, R-1A, R-7, RT , B-1A ⁴ R-2A, R-2D, B-1A R-2F, R-2M, B-1A R-2M, R-3, B-1A R-3, R-4, R-4A
Commercial	<ul style="list-style-type: none"> Commercial Corridor Office – Low Intensity 	B-3, NMU, CMU, B-1A RO, R-3
Commercial / Mixed-use Center	<ul style="list-style-type: none"> Neighborhood Center Community Activity Center Regional Commercial Center Major City Center 	B-1A, NMU NMU, CMU RMU, CMU, B-3 DT-1, DT-2, DT-3, MT-1, MT-2, RMU
Industrial	<ul style="list-style-type: none"> Industrial / Commercial Industrial / Industrial Reserve 	I-1, IC I-1 , I-2, AF
Park and Natural Resource	<ul style="list-style-type: none"> Park and Natural Resource Other Areas that Function as Park or Natural Resource 	PR, PLI and most other zones PLI and most other zones
Community Facility	<ul style="list-style-type: none"> School and Community Institutional Major Institutional Public Utility / Facility 	PLI PLI PLI, I-1, I-2
Major Transportation Facility	<ul style="list-style-type: none"> Major Transportation Facility 	AD, MI, MC, RUC , I-1, I-2, IC ⁵

¹ In addition to the zoning districts that appear in the table, the PR, PLI and PCD zones may be used to implement most Land Use Designations.

² Not every corresponding implementation zone listed for a Land Use Designation is necessarily appropriate in all areas. A proposed zone for an area should be shown to be the most appropriate for that location. For example, the only appropriate zone for the Rabbit Creek Heights area of Hillside designated *Low Intensity Residential* is R-7.

³ The *Medium Intensity Residential* designation may accommodate up to 40 housing units per gross acre near some *Commercial/Mixed-use Centers*.

⁴ The B-1A district is not a primary implementation zone for *Residential* designations. It is only for existing neighborhood business districts within residential areas.

⁵ Other non-transportation zoning districts may be applied to certain Railroad-owned areas, as provided in the *Major Transportation Facility* description below.

Residential Designations

The Anchorage Bowl *Residential* designations are designed to offer a wide range of housing densities and types to meet the demand of current and future residents. In addition to the characteristics described below, other uses such as schools, places of worship, parks and child care facilities are often allowed in *Residential* areas. Small-scale, non-obtrusive neighborhood commercial services may be allowed in existing neighborhood business districts, or in new locations if designated by an adopted neighborhood or district plan.

The Land Use Plan Map residential density ranges are generalized descriptions of the density of development considered appropriate for a broadly defined area. The measure of housing units per gross acre is based on area-wide densities rather than specific densities for individual parcels. This allows the Land Use Plan Map to indicate the intended overall distribution of population and housing units for entire contiguous geographic areas of the city.

The measure of housing units per gross acre includes streets, open spaces, leftover or unusable lands and small non-residential uses within a residentially designated area on the Land Use Plan Map. It is not intended to be applied directly as the measure of how many housing units may be allowed on each lot or development site. The *Title 21 Land Use Regulations* and Official Zoning Map will determine how many housing units may be allowed on each lot or development site.

Limited Intensity Residential

Intent: *The Limited Intensity Residential designation provides for large-lot, semi-rural residential neighborhoods in areas where natural conditions and distance to services preclude more intensive development.*

Description: The predominant land use consists of detached houses on lots one acre or larger in size. The intended overall density for development is less than one housing unit per gross acre. This type of development results from a combination of preferred lifestyles, a lack of public infrastructure, remoteness and environmental constraints. Lot size, setbacks, the variety of custom housing designs and the presence of natural vegetation help retain the semi-rural and natural environment. This designation is implemented by the R-6, R-8, R-9 and R-10 zones.

Locational Criteria: As with all other Land Use Designations, these apply in combination rather than individually. However it is not necessary that all be achievable in every location:

- Areas with an established large-lot, semi-rural development pattern;
- Areas outside of the water / wastewater service boundaries;
- Areas furthest from employment and services, where higher density development would impact traffic congestion;

- Areas constrained by limited road access; and
- Areas where environmental constraints preclude more intense site development.

Low Intensity Residential, Detached Houses

Intent: *The Low Intensity Residential, Detached designation provides for a variety of urban single-family detached residential neighborhoods.*

Description: The predominant land use consists of conventional single-family detached houses on individual lots generally between 6,000 and 20,000 square feet or more larger in size. Some areas provide for more compact forms of single family homes, attached single-family housing and two family (duplex) units, for efficient use of residential land and affordable housing opportunities. The intended density range is greater than 1 and up to 5 housing units per gross acre, or up to 8 units in areas that allow attached or two family housing. Detached houses, building scale, landscaped setbacks and low traffic volumes on local streets contribute to a low intensity living environment. This designation is implemented by the R-1, R-1A and R-7 and RT zones, pursuant to note 3 on Page 4.

Locational Criteria:

- Areas with an established single- or two-family detached development pattern;
- Areas not severely impacted by land uses of incompatible scale or intensity;
- Areas not subjected to high volumes of through-traffic;

- Areas outside of designated redevelopment / mixed-use areas, town centers and transit supportive development corridors;
- Areas furthest from employment and services, where higher density development would impact traffic congestion; and
- Areas formerly designated for higher density development that are distant from *Commercial / Mixed-use Centers* and transit development corridors and have developed with low housing densities.

Low Intensity Residential, Attached and Detached

Intent: *The Low Intensity Residential, Detached Houses designation provides for a variety of single-family, single-family attached and two-family residential neighborhoods.*

Description: *This Low Intensity Residential designation provides for more efficient use of residential land and affordable housing opportunities. Predominant land uses consist of conventional single-family detached houses, more compact forms of single-family such as small-lot homes and attached single-family housing, and two-family (duplex) units. The intended density range is greater than 5 and up to 8 housing units per gross acre. Building scale, landscaped setbacks and low traffic volumes on local streets contribute to a low intensity living environment. This designation is implemented by the **R-2A** and **R-2D** zones.*

Locational Criteria:

- Areas with existing single-family attached and two-family development;

- Areas not severely impacted by land uses of incompatible scale or intensity;
- Areas not subjected to high volumes of through-traffic;
- Areas outside of designated redevelopment / mixed-use areas, town centers and transit supportive development corridors; and
- Areas formerly designated for higher density development that are distant from *Commercial / Mixed-use Centers* and transit development corridors and have developed with low housing densities.

Low / Medium Intensity Residential

Intent: *The Low / Medium Intensity Residential designation provides for a range of single- and multi-family housing in neighborhoods that offer a compatible diversity of housing choices.*

Description: Residential uses include standard detached houses and small-lot, single-family homes, attached single-family homes, duplexes, townhouses and low density multi-family. The intended overall density range is greater than 8 and up to 15 housing units per gross acre. New single-family development is intended to be relatively compact and mixed with other housing types to enable the efficient use of land and public infrastructure. When located in a neighborhood environment which includes any nearby single-family homes, the physical scale, appearance and street orientation of multi-family/attached housing development should be compatible.

This designation is implemented by the **R-2F** and **R-2M** zones.

Locational Criteria:

- Areas with a mix of single- and multi-family housing;
- Areas that provide a transition from more intense uses or traffic volumes to lower intensity residential areas;
- Areas within unobstructed walking distance of schools, parks, transit and local commercial services;
- Areas within ¼ mile of a transit route;
- Areas accessible to major streets without having to travel through less intensive uses; and
- Areas formerly designated for higher density multi-family development, are distant from any *Commercial / Mixed-use Centers* or transit development corridors, and that have developed with smaller lot sizes and lower housing densities.

Medium Intensity Residential

Intent: *The Medium Intensity Residential designation provides for a compatible mix of multi-family and attached housing choices and an efficient use of residential land near community services and *Commercial / Mixed-use Centers*. It is also intended to provide for an attractive, high-quality living environment with design amenities for residents.*

Description: Predominant land uses consist of 2 to 4 story multi-family complexes and townhouses at an intended overall density of greater than 15 and up to 35 housing units per

gross acre. A critical mass of housing at this density threshold supports a diversity of housing choices, efficient provision of public infrastructure and more frequent transit service. New development provides design amenities such as private open space and recreation areas. It also provides transitions and buffering between lower and higher density residential areas.

This designation may accommodate additional density of up to 40 housing units per gross acre adjacent to designated *Commercial / Mixed-use Centers* except for those at the neighborhood scale. Qualifying projects should provide “town center” oriented urban design features as defined in the land use regulations.

This designation is implemented primarily by the R-3 zone, although the R-2M zone may be appropriate in transition areas.

Locational Criteria:

- Areas with an established multi-family housing development pattern;
- Areas of transition between intense uses or high traffic volumes and lower density Residential designations;
- Areas accessible to arterials without the need to travel through less intensive uses;
- Areas within unobstructed walking distance of parks, schools and other community facilities, transit routes, shopping and employment;
- Areas that can provide housing density in transit-supportive development corridors or near *Commercial / Mixed-use Centers*;

- Areas once designated for lower density residential that are well positioned for redevelopment and designated by an adopted plan for more intensive use;
- Areas in formerly designated for non-residential use that are underutilized and well-positioned for residential redevelopment.

City Center Intensity Residential

Intent: *The City Center Intensity Residential designation provides for the highest density housing concentrations in residential areas near designated Major City Centers in Downtown and Midtown, to create greater housing opportunities close to core urban amenities. It is also intended to support the vitality of city centers.*

Description: The predominant land use consists of multi-family complexes. The intended overall density is greater than 35 housing units per gross acre. Limited commercial space is allowed within high density residential projects. New projects can maximize the locational advantages using structured parking and an intensive multi-story design. Development is intended to orient to the sidewalk with active uses, windows and entrances, and provide pedestrian connections to nearby activity centers. This designation is implemented by the R-4 and R-4A zones.

Locational Criteria:

- Areas designated by an adopted plan as redevelopment/mixed-use areas around Downtown and Midtown;

- Existing high density multi-family near Downtown or Midtown shopping, transit, parks, schools or employment;
- Areas formerly designated for non-residential that are underutilized and well-positioned for high-density residential development.

The following sections comprise two categories of commercial designations: Commercial and Commercial / Mixed-use Center.

Commercial Designations

The Commercial designations allow for a range of shopping, retail services, and low intensity employment. Areas include linear corridors or office-residential transitions outside of city activity centers.

Commercial Corridor

Intent: *The Commercial Corridor designation provides for local and regional retail sales and services on major street corridors which are already developed for commercial purposes.*

Description: Some *Commercial Corridors* are automobile dependent, characterized by individual low-rise, single-use retail buildings or strip malls with multiple tenants. Predominant land uses include a range of retail sales and service uses as well as similar commercial uses such as fast food, vehicle services and entertainment uses that generate customer vehicle traffic. It is important that site development be situated to have minimal impact on residential areas.

Other *Commercial Corridors* may be designated for transit-oriented development. These areas often feature older, smaller lot development patterns, frequent transit service, and are well-positioned for intensive, pedestrian-friendly redevelopment.

This designation is implemented by the **B-3** zone in automobile dependent corridors. It is implemented by the NMU and CMU zones in transit-supportive development corridors.

Locational Criteria:

- Linear street corridors with single-use retail sites or multi-tenant strip malls;
- Existing commercial corridors designated by an adopted plan for transit oriented (re)development; and
- Not intended for significant geographic expansion at the expense of *Residential* or *Industrial* designated areas.

Office – Low Intensity

Intent: *The Office – Low Intensity designation provides for situations where a range of office uses may be appropriate, but not a broad spectrum of commercial uses.*

Description: Predominant uses consist of small- to medium-sized office buildings with business, professional and medical services.

Low Intensity means 3 to 4 story maximum building heights, landscaped setbacks and an employment density generally less than 15 employees per gross acre.

Multi-family or a mix of office and multi-family residential is encouraged. Low intensity lodging, dining, and small retail uses

may occur, subject to limitations. New development is compatible with nearby residential uses in terms of scale, bulk, landscaped setbacks and traffic volume. Former residential areas may retain a strong residential character with small office uses. This designation is implemented primarily by the **RO** zone. The **R-3** zone can also be appropriate to provide housing opportunities.

Locational Criteria:

- Existing office areas that remain optimal for medical or other office use, and that buffer residential areas from more intensive commercial uses or major roads;
- Areas formerly designated for general commercial use that are underutilized and may be optimal for a mix of office and residential use; and
- Areas formerly designated as residential that are no longer poised for conventional housing development, where other commercial besides limited office uses would be incompatible.

Commercial / Mixed-use Center Designations

The Land Use Plan Map concentrates most new commercial, civic and mixed-use residential development into existing commercial centers. Although the basic land use pattern of the Bowl is settled, Anchorage will continue to grow through infill and redevelopment. Increasing the diversity,

intensity and vitality of land use in existing commercial areas is essential to improving Anchorage’s overall land use efficiency. This will also allow for continued commercial growth without infringing on areas needed for residential or industrial development.

The *Commercial / Mixed-use Center* designations provide focal points of commercial, civic, and cultural activity, at the regional, community and neighborhood scales. Each center serves the surrounding community with shopping, services and employment, and its scale and functions should fit the area it serves.

The *Centers* exhibit the highest degree of interrelationship among land uses. Downtown and several other centers are most likely to evolve as compact, mixed-use centers, integrating a variety of activities (including residential) within a pedestrian-friendly environment—and away from a pattern of individual, segregated land uses. Other *Centers* may remain limited to mostly commercial uses within the *Plan* horizon.

Neighborhood Center

Intent: *The Neighborhood Center designation provides for small to medium size commercial convenience centers that serve the surrounding neighborhood or cluster of neighborhoods.*

Description: Predominant land uses consist of small scale, non-obtrusive convenience retail and personal services, such as food markets, drug stores, restaurants, and professional services oriented to the needs of the surrounding residential population. The largest centers may be anchored by a full-sized

grocery store. It is important that the scale, appearance and function of new development be compatible with adjacent residential uses, and designed with a goal of reducing vehicle trips and driving distances, and minimizing traffic impacts. This designation is implemented by the B-1A and NMU zones.

Locational Criteria:

- Existing neighborhood commercial locations;
- Areas designated by an adopted plan as neighborhood commercial centers;
- Areas generally up to 20-25 to 30 acres in size, each serving a surrounding area population of up to approximately 30,000 residents;
- Areas within walking distance of, or that can provide conveniences to the adjacent neighborhood(s), reducing vehicle trips or driving distances; and
- Areas having frontage on two streets and a locally important street corner.

Community Activity Center

Intent: *The Community Activity Center designation provides focal points of activity for major sub-areas of the Bowl, integrating community-serving retail, public services and civic facilities. With additional planning and more housing, some Community Activity Centers may evolve into mixed-use core areas of the Town Centers envisioned in Anchorage 2020.*

Description: A range of retail shopping and services, including grocery stores and day care centers, provide most of the daily needs of

residents of surrounding neighborhoods. Low-medium rise offices provide services and employment. Community facilities such as post offices, recreational facilities, branch libraries and schools add to the life and vitality of the center. *Community Activity Centers* also encourage mixed-uses and residential uses up to 40 housing units per gross acre. Public improvements and the orientation of new stores to the street help to enhance the pedestrian environment. This designation is implemented primarily by the CMU zone. The NMU may be appropriate in transition areas.

Locational Criteria:

- Areas designated by an adopted plan as mixed-use town centers;
- Areas generally 40 to 80 acres or more in size, located 2-4 miles apart, each serving a surrounding area population of 30,000 - 40,000 residents;
- Centers accessible by walk-in trade from nearby *Medium Intensity Residential* areas; and
- Areas well positioned for higher-intensity redevelopment.

Regional Commercial Center

Intent: *The Regional Commercial Center designation provides for conglomerations of large-scale commercial uses that serve the wider community, function as focus centers of commercial activity, and are allowed and encouraged to evolve as mixed-use centers.*

Description: Major malls with clusters of large retail establishments anchor *Regional Commercial Centers*, serving a market area of up to an hour travel distance, and significant out-of-town traffic. Supporting uses include low-medium rise offices, hotels, transit hubs, entertainment uses and housing, to develop the commercial center into a more physically integrated mix of uses. Overall gross employment density is lower than that of *Major City Centers*. This is a hybrid designation that allows some land-intensive and/or auto-oriented uses that may not be appropriate for more compact mixed-use centers. This designation is implemented by the RMU, CMU and B-3 zones.

Locational Criteria:

- Existing retail centers anchored by large malls and multiple large retail establishments;
- Areas at intersections of arterial streets with nearby access to freeways; and
- Regional focal points of shopping activity that include public services, transit facilities, hotels, and other uses.

Major City Center

Intent: *The Major City Center designation provides for the highest concentration of employment, civic and cultural institutions, regional commercial uses, and high-density mixed-use housing in Downtown and Midtown.*

Description: Land uses consist of high-density office developments at an intended overall density of 50 or more employees per gross

acre; regional commercial uses; and major civic, cultural and entertainment activities. Supportive retail uses, such as grocery stores, restaurants, services such as day care and banks mix with office uses. High density housing is encouraged; low intensity development is discouraged. A shared network of sidewalks and public spaces lends vitality to the center. This designation is implemented by the DT-1, DT-2, DT-3, MT-1, MT-2 and RMU zones.

Locational Criteria:

- Major employment centers designated in *Anchorage 2020*;
- Areas optimal for concentrations of regional commercial, or employment densities at 50+ employees per acre;
- Areas within unobstructed walking distance of high density residential; and
- Intended for contiguous geographic core areas of Downtown or Midtown rather than for individual smaller sites isolated from a primary *Major City Center* area.

Industrial Designations

Industrial / Commercial

Intent: *The Industrial / Commercial designation provides for a variety of employment and economic development opportunities in an industrial-type setting.*

Description: This allows a variety of industrial and industrial-related commercial uses, including office industrial parks. Single-commodity bulk retail sales and building

supplies and services are allowed. Other commercial uses that are supportive to industrial functions and character may occur, but are limited in intensity to maintain adequate industrial development opportunities. Development is compatible with adjacent residential areas in terms of physical scale, intensity of activities, and through buffering and transitions. This designation is implemented by the I-1 and IC zones.

Locational Criteria:

- Areas with a mix of industrial and compatible commercial activities;
- Areas located along major truck routes without the need to travel through incompatible uses such as residential;
- Industrial enclaves too small to be major industrial reserve districts; and
- Existing industrial areas subject to encroaching commercial that remain optimal for industrial use as part of the long-term supply of industrial land in the Anchorage Bowl.

Industrial / Industrial Reserve

Intent: *The Industrial / Industrial Reserve designation preserves key industrial lands for existing and future industrial economic development.*

Description: This designation is a reserve for a wide range of industrial uses. There is a limited supply of large, strategically located industrial areas in the Bowl. Non-industrial uses are limited to prevent land use and

traffic conflicts and to preserve land for industrial economic development. Uses may include manufacturing, major transportation operations, research and development, industrial/business parks, warehousing and distribution, equipment and materials storage, vehicle and equipment repair, waste management and similar uses. Certain areas may allow for processing and distribution of natural resources and hazardous materials. This designation is implemented by the I-1, I-2 and AF zones.

Locational Criteria:

- Areas designated by an adopted plan as industrial reserves;
- Areas with an established pattern of primarily industrial development;
- Areas large enough to be reserve districts for multiple, intense industrial uses;
- Areas located along major truck routes without the need to travel through incompatible uses such as residential or commercial retail; and
- Areas with efficient access to *Major Transportation Facilities*.

Park and Natural Resource Designations

Park and natural resource use areas designated on the Land Use Plan Map are generally either existing or known planned areas. The Land Use Plan Map is intended to be updated as new park lands are acquired or other changes occur.

Park and Natural Resource

Intent: *Park and Natural Resource designation provides for active and passive outdoor recreation, conservation of natural areas and trail corridors connecting neighborhoods.*

Description: Uses include neighborhood, community, and natural resource use area parks, special use parks, golf courses, greenbelts, and other municipal open spaces that are dedicated or designated by an adopted plan for parkland or natural conservation. Other municipal lands of high natural value that are environmentally unsuitable for development are also included.

Special purpose facilities such as sports complexes or interpretive centers that support park, recreation and natural resource functions may be allowed subject to special reviews defined in the *Title 21 Land Use Regulations*. This designation is implemented by the PR and PLI zones. Most other zones may also be compatible implementation zones for non-dedicated park and recreation lands.

Other Areas that Function as Park or Natural Resource

Intent: *This designation applies to non-municipal lands that, by adopted plan, formal agreement, subdivision or easement, function as part of the community system of parks, outdoor recreational facilities or natural preservation areas.*

Description: This designation comprises several kinds of non-municipal lands. First, it includes state or federal lands designated by an adopted plan as park or natural resource use, or that are environmentally unsuitable for development.

Secondly, this designation includes *Major Transportation Facility* lands that, (a) by formal agreement, subdivision, easement or permit are allowed provided for park or natural resource use, and (b) where there is a public interest in preserving natural buffers or park use areas. These are depicted on the map with a striped combination of two colors—green representing the park use, and blue representing the predominant land use of the land owner. Some of these areas are park use permit areas that are renewed on an interim basis, yet have substantial long-term community value as park or natural open space. Park uses may not interfere with land owning agency operations.

The boundaries depicted for the Coastal Trail, Sisson Loop trails and Ship Creek Greenbelt on Major Transportation Facility lands are generalized and conceptual in nature. Their width and boundaries should

be established through area-specific planning processes.

Finally, this designation also includes private lands that, by easement, subdivision, agreement, commercial activity or severe environmental constraints function as park, outdoor recreation or natural resource areas.

Some natural open spaces or buffer areas in this designation non-municipal outdoor recreation or natural resource conservation areas are not intended to provide public recreation access. This designation is implemented by the PLI or other zones depending on the location.

Community Facility Designations

Designated public facilities and institutions are generally existing or known planned facilities. The Land Use Plan Map is intended to be updated as new facilities are planned and public facility site selections made.

School and Community Institutional

Intent: *The School and Community Institutional designation provides for small to medium scale institutions that can integrate into the scale of the local neighborhood and provide a community service or focus for the surrounding area.*

Description: The most common predominant use consists of public and large private schools with outdoor campus recreation facilities, including primary and secondary schools. Religious campuses ten acres or larger in size and/or containing large school functions also fall within this designation. Other community

institutions include such uses as community centers, museums, cemeteries and public libraries that serve the immediate area or that are similar to neighborhood serving institutions in terms of physical scale and external impacts. **This designation also allows for not-for-profit administrative offices uses.** This designation is implemented by the PLI zone.

Major Institutional

Intent: *The Major Institutional designation provides for major public or quasi-public institutional centers that serve a wide area of the community, function as major activity and employment centers, and are not usually integrated into residential areas.*

Description: Major institutional uses consist of large hospitals, university campuses, major public administration campuses that provide services for the visiting public, and major public assemblies such as sports arenas or cultural facilities. Supportive uses such as food, lodging, group housing or offices are allowed. Physical design mitigates the external impacts of scale, and allows the facilities to relate positively to surrounding street and open space networks.

Major institutional uses should cluster as activity centers to support other similar uses and benefit from access to various modes of transportation. These centers should have access to transportation systems without the need for users to travel through incompatible uses, and are not intended for expansion into

low intensity residential areas. This designation is implemented by the PLI zone.

Public Utility / Facility

Intent: *The Public Utility / Facility designation provides for public facilities and infrastructure that are industrial in character.*

Description: Predominant land uses consist of public utilities: sewer and water treatment plants, power generation plants, industrial yards, water tank reservoirs, pump stations and facilities for maintenance or fleet services. The designation also applies to facilities such as fire stations not oriented to on-site customer service. This designation is implemented by the PLI, I-1 and I-2 zones.

Major Transportation Facility

Intent: *Anchorage is a regional and global transportation center, with four major transportation facilities. These facilities are land intensive and essential to Anchorage's economy. Strategies to maintain and further develop these facilities while minimizing impacts to adjacent land uses are to be addressed in part through area-specific plans and revisions of the land use regulations.*

Description: This designation is comprised of (1) Ted Stevens Anchorage International Airport and (2) Merrill Field Airport properties, subject to FAA use regulations; (3) the Port of Anchorage and water-borne transportation related areas; and (4) the Alaska Railroad Corporation terminal reserve areas and railroad utility corridors.

Railroad uses are under certain circumstances subject to exclusive United States Surface Transportation Board regulation. Commercial, industrial, residential or institutional uses within Alaska Railroad property boundaries that are not directly a part of transportation operations may be developed subject to municipal land use regulations.

The *Major Transportation Facility* designation is primarily implemented by the AD, MI, MC, RUC, I-1, I-2, IC, and PLI zones. **The railroad utility corridor passes through a variety of zoning districts.¹** Other non-transportation related zoning districts may be applied to Railroad-owned areas of the Government Hill neighborhood that are predominantly residential, commercial or community institutional use areas. **Commercial and industrial activities such as offices or warehouses on leased lots can be accommodated within Major Transportation Facility designated areas.**

Additional Map Symbols

Government / Institutional Focus Area

A strong downtown is the heart and trademark of a city, and is a key strategy for Anchorage to remain the region's economic and cultural center and to attract business within the global economy.

The *Governmental Institutional Focus Area* identifies Downtown as the preferred location for municipal, state and federal administrative

¹ Note: This new sentence reflects the deletion of the RUC district from the draft Title 21 Rewrite.

offices and regional arts and culture facilities. The *Comprehensive Plan* recommends the concentration of such facilities Downtown, to strengthen it as a vibrant regional center for commerce, tourism, services, finance, arts and culture, and government offices.

Intermodal / Transit Focus Area

Intermodal / Transit Focus Areas identify the approximate location of existing and potential commuter railway/ intermodal stations, or represent wider hub areas that enjoy a higher level of transit service, such as more frequent bus arrivals and multiple opportunities to transfer between bus routes. Areas designated *Major City Center* or *Major Institutional* may include an *Intermodal / Transit Focus Area* symbol to indicate a high level of transit service for the general area.

Intermodal / Transit Focus Areas are transit hub areas. While other neighborhoods may have high ridership levels, *Intermodal / Transit Focus Areas* specifically support urban commercial/ mixed-use centers designated on the Land Use Plan Map—hub areas that are destinations and transfer areas between multiple transit routes and travel modes. They *Transit Focus Areas* add to the vitality and efficiency of mixed-use environments by providing alternative transportation choices for residents, employees and visitors.

Special Study Area

There are several public land parcels for which a specific use has yet to be identified. These areas are subject to a site-specific land use study before use designation or development.

The Land Use Plan Map depicts these areas as *Special Study Areas* using a diagonal line pattern over a white background.

The boundaries of several *Special Study Areas* are generalized and conceptual in nature. For example, the exact size and locations of future open spaces or airport facility areas on lands currently owned by the Municipality west of the international airport should be established through area-specific planning processes.

This designation also includes municipal lands that have been designated by the *Potter Valley Land Use Analysis* for future park use, for which disposal of a portion of the property may be warranted to provide funding for development of park facilities, pursuant to the appropriate plan amendment procedure incorporating public comment. These lands include portions of HLB parcels 2-134, 2-135, 2-136, 2-140 and 2-144. Such areas have a diagonal black line pattern over a green background.

Lastly, the *Special Study Area* line pattern is also applied to a federally-owned site south of Raspberry Road and east of Kincaid Park and to northern Connors Bog east of Jewel Lake Road because future ownership and use of these areas has not been confirmed. The international airport has indicated it is acquiring the lands south of Raspberry; the Municipality and airport are in discussions regarding future

ownership of the Connors Bog area. The designations for these areas can be changed once future ownership is established.

Major Streets

Existing and planned major streets designated in Anchorage's *Long-Range Transportation Plan (LRTP)* are depicted in white on the Land Use Plan Map. The purpose is to visually relate the city's land use plan to its planned transportation system. It also helps illustrate the general extent of land areas that can be anticipated to be devoted to rights-of-way, and to illustrate the areas of land encumbered for rights of way. The Land Use Plan Map is not intended as a fixed predetermination of specific roadway alignments. It can be updated and amended to reflect future area-specific and transportation project plans. It is intended to be updated periodically to reflect revisions to the *LRTP*.

Plan Area Boundary

The *Plan Area Boundary* of the Anchorage Bowl Land Use Plan Map is depicted in red. Elmendorf Air Force Base, Fort Richardson, Chugach State Park, Fire Island and the Anchorage Coastal Wildlife Refuge are not subject to the Anchorage Bowl Land Use Plan Map. Areas outside of the *Plan Area Boundary* may still be subject to the overall municipal *Comprehensive Plan* and *Title 21 Land Use Regulations*.