

# CHAPTER 3.0 RECOMMENDED PLAN

The master plan presented here takes into account previous land use plans, the existing wetlands, hydrology, and wildlife habitat areas, as well as the extension of 48th Avenue from Bragaw Street to Boniface Parkway. Overlays of the natural conditions of the area were used to guide development of this master plan. Maintaining the functionality of the site’s wetlands and hydrology, by providing a significant infiltration/buffer zone between the public facility development and FNNBP, played a major role in determining suitable areas for development and conservation. With a total project area of 225.6 acres, the master plan design includes:

- 29.7 acres Suitable for Redevelopment
- 41.7 acres Suitable for New Development
- 55.4 acres of Existing Development
- 13.7 acres of Existing Recreation
- 65.3 acres of Open Space, Wetlands, and Recreation
- 19.8 acres of Recreation and Recreation-Related Public Purposes

The development of the land use plan, shown in Figure 11, is based on overlaying the natural resources of the site to determine the areas of most suitable development. After researching the natural resources and mapping the wetlands, soils, and topography, a series of overlays between these resources was created. The wetland areas were the main elements of the overlays and provided the strongest suggestions for where the development could occur. Class B wetlands are defined in the Anchorage Wetlands Management Plan (MOA 1985) as “those intended to conserve and maintain a site’s key functions and values primarily by limiting and minimizing fills and development to less valuable zones while retaining higher value areas. Development could be permitted in the less valuable zones of a Class B wetland, provided avoidance and minimization and Best Management Practices are applied to minimize disturbance and impacts to the higher value non-fill portions.” The MOA has not established a percentage

of Class B wetlands that can be developed or must be preserved. Any development in a Class B wetland requires an Individual Section 404 Permit from the U.S. Army Corps of Engineers (USACE).

After creating bubble diagrams of areas suitable for development, the needs of the community and the development pressures for the area were weighed. It is the role of the master plan to strike a balance between areas that are determined suitable for development and the areas that should be preserved as valuable and functional open space and wetlands. The needs of the program elements were balanced with the future functionality of the existing wetlands and open space areas. Regulatory agency and stakeholder meetings identified a strong desire to preserve open space and wetlands south of the proposed 48th Avenue extension, closer to FNNBP and Campbell Creek, and to limit more intense development to the area north of 48th Avenue.

The areas south of 48th Avenue were recommended for active and passive recreation and recreation-related purposes, such as the existing Chuck Albrecht Softball Complex and open space.

The master plan’s recommendations for the 3500 Tudor Road Master Plan area are outlined in the following sections that follow: Land Use Elements and Development Types, Potential Land Uses, Utilities, Transportation, Wetlands, and Trails and Open Space. Design standards for the master plan area are addressed in Chapter 4.

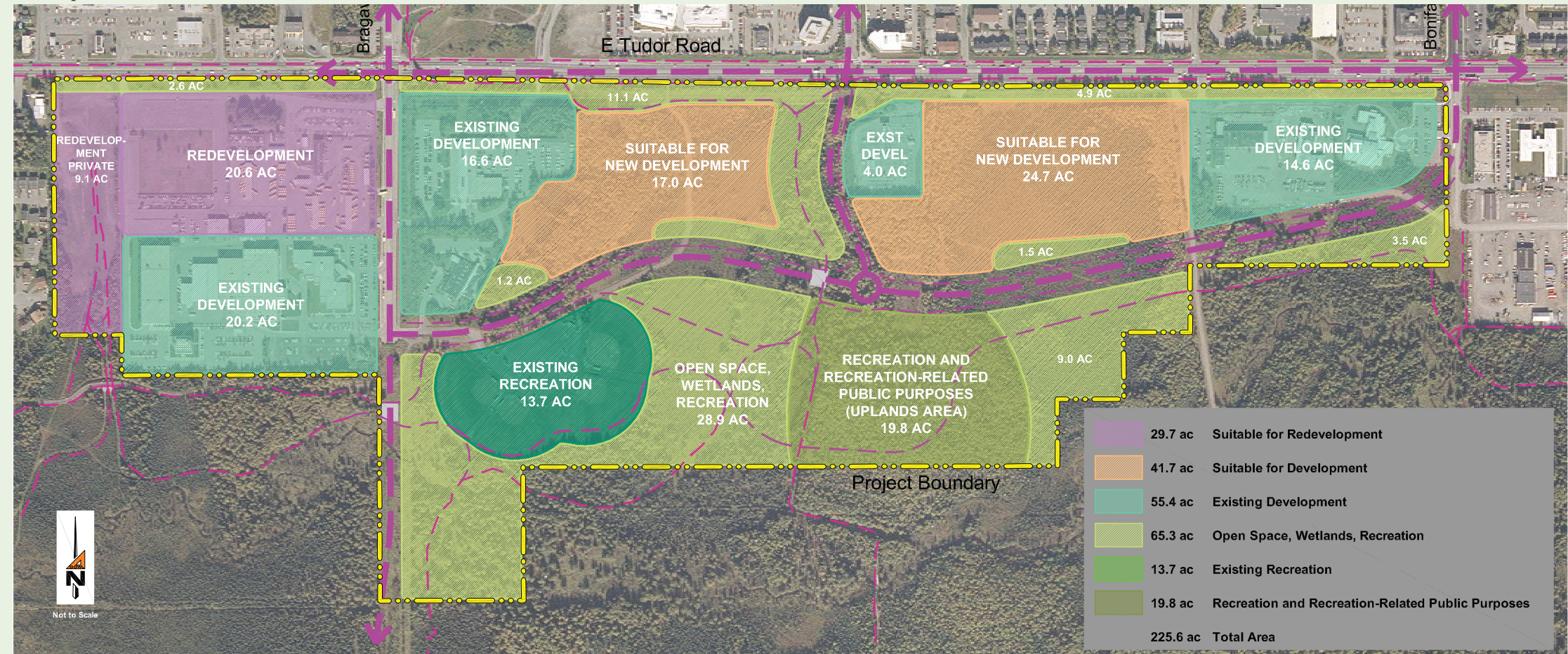


Figure 11: Land Use Plan

**Definitions**

**Redevelopment:** These lands have been identified as being under utilized. Areas identified for redevelopment include the ASD Transportation Facility, the APD Impound Lots, and Tozier Track. This plan recommends that these facilities be relocated and these areas be evaluated to determine their highest and best use.

**Suitable for New Development:** These areas are recommended for development of institutional facilities.

**Existing Development:** These are lands in the master plan area that have already been developed and are not proposed for relocation. Existing developments include the MOA Permit Center and Facility Maintenance Building, the People Mover public transit administration building and parking/maintenance garages, the MOA Risk Management Department, the Animal Control Facility, the CEA Substation, the State of Alaska DOT&PF Maintenance Facility, and the State of Alaska Food Safety and Health Laboratories.

**Existing Recreation:** The Chuck Albrecht Softball Complex.

**Open Space, Wetlands, and Recreation:** These areas are recommended for the retention of existing vegetation for providing natural buffers, screening of land uses, conserving wildlife habitat, recreational trails and providing a water quality buffer to Campbell Creek.

**Recreation and Recreation-Related Public Purposes:** This area has uplands that are appropriate for more active recreational or recreation-related uses than the surrounding wetlands; however, its location requires that use of this area be recreation-related to assure compatibility with the adjacent park lands to the south.



**Land Use Elements and Development Types**

As described earlier in the document, land uses in those areas covered by the federal transfer legislation in 1976 are restricted to public parks and recreational purposes and other compatible public purposes. This master plan recognizes the growing demand for public facilities development in this area and strives to plan the area to allow for public facility development in a manner that is compatible with the adjacent park and recreation uses, while reserving lands south of the 48<sup>th</sup> Avenue extension for open space, recreation and recreation-related use and development. This master plan incorporates the compatibility criteria identified in earlier plans and includes design guidelines that are intended to promote the compatibility of the new public facilities with the recreational and parks uses to the south.

Public facilities development would be limited to those types of public facilities that would be allowed under a PLI zoning designation by right or as a conditional use. Proposed uses include those that create or build on the synergies of collocating municipal facilities with other public service or public safety facilities in a central location. In keeping with development of the municipal facilities on the west end of the master plan area and the existing development within the eastern portion, the types of public facilities anticipated to be sited in this area could include, but are not limited to:

- Parks and public recreation facilities, including playgrounds, playfields, recreation centers, and trailhead facilities;
- Museums, libraries, historic and cultural exhibits;
- Educational institutions;
- Police and fire stations;
- Governmental office buildings,
- Hospitals or community health clinics;
- Public research laboratories;
- Headquarters and administrative offices for charitable and similar quasi –public organizations of a noncommercial nature;
- Public greenhouses and nurseries; and
- Utility and transportation facilities.

The intent of this Plan is not to have this area compete with downtown for location of major government administrative services and facilities (as reflected in Anchorage 2020

and the Downtown Comprehensive Plan). This area does provide an area proposed for public facilities that are more operational and functional in nature than administrative. Each proposed development on those lands covered by the compatible public purposes restriction should undergo a Public Facility Site Selection Study and Site Plan Review that addresses the compatibility of the proposed use with the criteria discussed on page 2 of this document, as well as with state and federal patent restrictions. An example of the analysis of a proposed land use against these compatibility criteria has been completed for the proposed expansion of the APD facility and is included in Appendix A of this plan. The Site Plan Review should also address the proposed facility’s compliance with the design guidelines presented in Chapter 4. These design guidelines will provide for a quality campus-like development in the public facilities area north of 48<sup>th</sup> Avenue. The Site Plan Review should sufficiently address the uses and design of each proposed facility to determine its compatibility and protect against the introduction of industrial elements into the area.

If any project is proposed that includes an element that would be listed as an industrial use under the I-1 zoning district (AMC 21.40.200.B.2), it must be reviewed and approved as a conditional use. This condition has been added to ensure that development allowed in this area would not result in unacceptable noise, dust, vibration, or other adverse conditions that would not be compatible with the intent of this area BLM SR3.

Development of an industrial nature should only be an ancillary use only to benefit an appropriate use, such as vehicle lots for the police department. Other stand alone industrial uses would most likely not meet the requirements of the lands contained in the patented issued by the BLM to the State of Alaska (patent number 50-80-0073), due to requirements for lands to be used for public parks and recreational purposes and other compatible public purposes.

Development in the areas identified for redevelopment on Figure 11 are anticipated to remain public facilities. The redevelopment area, however, is not subject to the R&PP patent language, allowing for more flexibility in site use and design.

This plan calls for approximately one-third of the master plan area to be designated for open space, wetlands, recreation

and recreation-related uses. Again, the majority of these lands are concentrated south of 48<sup>th</sup> Avenue and adjacent to FNBP. The concentration of these lands was determined to result in more effective open space and recreation areas, as opposed to trying to disperse small areas of open space throughout the entire master plan area.

**Potential Land Uses**

The following section discusses needed public facilities that have been identified as potential candidates for development within the master plan area. The discussion of each proposed facility includes the purpose and need for the development and how they relate to the compatibility criteria and the public service-oriented development concepts from previous plans. Some of the proposed facilities discussed have had a substantial amount of planning and coordination to date; while others have only recently been identified as potential future projects. As mentioned above, these proposed projects would be required to go through a Site Plan Review process and could require a conditional use review, depending upon the elements proposed as part of the project.

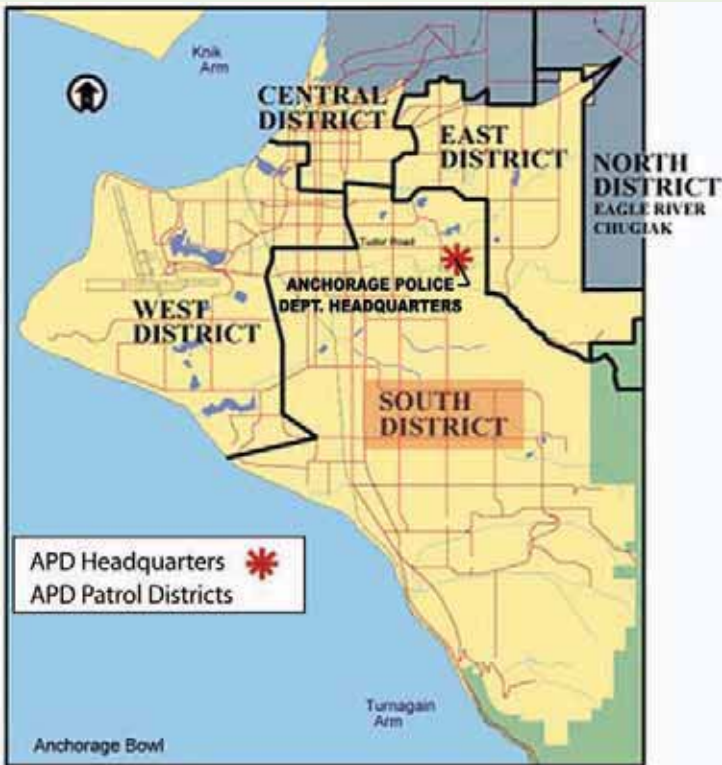


Figure 12: APD Headquarters Location



11. Anchorage Police Department

**Anchorage Police Department Expansion**

The APD Headquarters was built in 1986. It is located in a central location within Anchorage (Figure 12). The purpose of the APD expansion is to increase the efficiency of police services to provide better police service for citizens in Anchorage, Girdwood, and Eagle River. The new buildings proposed on the existing site are Evidence Storage/Laboratory facilities, Vehicle Warm Storage, Light Duty Vehicle Service Shop, MOA Communication Shop, and APD-related outdoor storage. These facilities will reduce existing high transportation, fuel and labor costs associated with an inefficient dispersal of police facilities. The evidence storage facility and light duty shop is currently several miles from the main operation. Vehicles seized are stored off-site and then transported to the evidence laboratory. In addition, there are over 400 police vehicles in use today. Locating the vehicle storage, evidence laboratory and light duty shop near the headquarters will significantly decrease mileage put on the cars, fuel costs, and time savings for police officers. Alternative sites were considered. The concept of relocating the entire APD Headquarters to the west of Bragaw Street, where the ASD Transportation Facility is currently located, was explored. It was determined to be too expensive to be feasible to move the entire facility to this underutilized site on the west side of Bragaw Street.

The expansion of the APD would benefit the community, as well as APD, by having all integral police facilities located



adjacent to the existing facilities. The APD’s location in the central part of the Anchorage Bowl also promotes efficient access to all the various areas that are serviced by APD.

The APD also has a critical police training curricula, which includes on-going physical fitness training. APD benefits from its proximity to FNBP and the many trails that can be used for fitness training. The proposed facilities to be included in expansion of the APD development would not be expected to result in any adverse effect on FNBP to the south.

A substantial coordinated effort of many MOA Departments including Planning, HLB, Traffic, Parks and Recreation, Project Management & Engineering (PM&E), APD, and AFD has taken place to date related to the potential expansion of the APD site.

**Anchorage Fire Department Development Needs**

The existing AFD Fire Training Center (FTC) and Maintenance Shop, currently located on Airport Heights Road at the east end of Merrill Field, are in need of relocation due to conflicting needs associated with Merrill Field. There has been discussion of the opportunity to relocate the FTC somewhere in the study area. The FTC would serve as a center to train both public and private fire fighters on fire prevention and rescue including residential and commercial fires, and wildfires. The maintenance shop is proposed to be adjacent to the training area to allow for simultaneous vehicle servicing and fire training. It is a functional criterion for the firefighters to be with their vehicles while training. It is much more efficient, cost effective, and important for the community to have the service vehicles receive maintenance and servicing while the firefighters are in training.

The FTC is consistent with the requirement for public-related facilities in this master plan project area. This FTC would benefit from being centrally located in the Anchorage Bowl to allow for training between different agencies. As with the APD, the AFD training curricula include training that would benefit from being able to utilize the existing trails and terrain of FNBP (i.e., wilderness rescue, search and rescue, dog tracking, physical fitness training). Numerous agencies would hold independent and multi-agency wilderness rescue training at this FTC. Being adjacent to FNBP affords an opportunity for practical

exercises in wilderness rescue. This FTC would also be used by the AFD for wildfire training with the potential to benefit the park directly in the event of a wildfire.

**Alaskan Sled Dog & Racing Association Tozier Track**

Although privately owned, Tozier Track is included in this 3500 Tudor Road Master Plan study because of the possibility of a land lease/trade that could occur and benefit both ASDRA and the MOA. The Tozier Track sled dog racing facility, located on the western boundary of the master plan area, is owned by ASDRA. Their current location along Tudor Road near the Dale Street intersection has valuable Tudor Road street frontage and is considered to be better suited for other high-value uses that would be more compatible with the 3500 Tudor Road Complex. There have been discussions with ASDRA about locating a new track facility east of the Chuck Albrecht ballfields, south of the proposed 48th Avenue extension, and just to the north of the southern property line between the 3500 Tudor Road master plan area and FNBP (Figure 13). This site would bring the mushers closer to the existing trails in FNBP and eliminate many trail conflicts that exist. Also, future conflicts between new road and building developments and mushing trails could be reduced or eliminated. This land trade or long-term lease would benefit

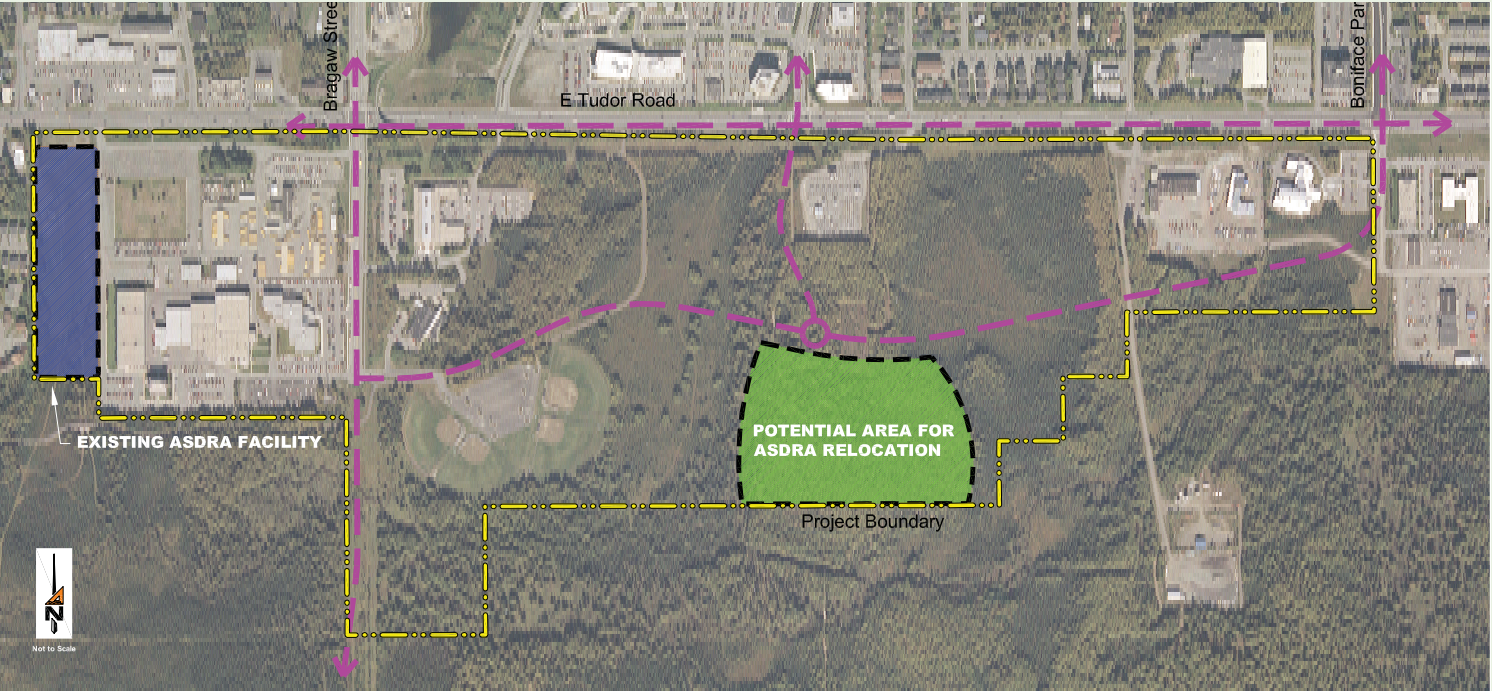


Figure 13: Potential Land Lease/Trade Area

both the MOA and ASDRA, by adding a valuable piece of Tudor Road frontage to the 3500 Tudor Road Master Plan area, and by getting the dog mushing facility away from Tudor Road to a site that has more room and is closer to their trail network. Location of the ASDRA facility on the south side of the 48th Avenue extension could be consistent with this master plan and the requirement for recreational uses that are compatible with FNBP on the south side of 48th Avenue.

Any land trade would require BLM review and approval and could be denied if the trade were found to reduce the amount of recreational land available to the public.

**Anchorage School District Transportation Facility**

The Master Plan designates the current site of the Anchorage School District (ASD) Transportation Facility as part of the area designated for redevelopment. However, the Plan does not designate an alternative location for the ASD Transportation Center in the study area. Relocation of the Transportation Facility to another part of town would have a significant impact on the efficiency of ASD operations and substantially increase the cost of providing school bus service. District buses serve students who reside in the East, Service and portions of the Bartlett and South High School attendance areas. Service is also provided for special needs students who attend six high schools and twenty-

eight elementary schools located in Anchorage. The Plan recognizes the ASD Transportation Facility is used for bus storage, but more detail might be helpful to understand why the central location is necessary. The District uses 26 buses to transport more than 300 students that are picked up at their homes each morning and brought to the Transportation Center where they change buses and are then transported to their schools. A similar process occurs in the afternoon. This present location is key to the efficiency of the operation of the shuttle which has been in place for over 30 years. The Municipality will not redevelop the ASD site without consulting with the ASD and ensuring the development of appropriate alternative facilities.

**Parks & Recreation Facilities**

The Parks & Recreation Department has expressed interest in the potential for future development of facilities in the master plan area to support their operations. It is possible that some Parks & Recreation facilities will need to relocate from their current location in Mountain View. One possibility is to relocate these facilities to the 3500 Tudor Road Master Plan area. In addition, the upland area south of 48<sup>th</sup> Avenue has the potential to be used for a variety of park and recreational uses, such as play fields, trail heads, or other recreation-related uses.

**Community Health Facilities**

The Anchorage Neighborhood Health Center (ANHC) has identified a need to relocate its three current facilities into one combined health facility and administration office. ANHC has been looking for a centrally located site in Anchorage and has identified a site in the northwest corner of the 3500 Tudor Road Complex along Tudor Road. This area is currently underutilized and is defined as an area of potential redevelopment in this master plan. ANHC serves a variety of clients related to health issues and provides help to clients with many different insurance types, as well as the uninsured. The ANHC facility is being designed as a 2-story building with a 27,000 square foot lower level.

**State Crime Laboratory Expansion**

The State has identified a need to expand its current crime laboratory which is currently located just east of Boniface Parkway. Site selection for this facility is underway and is considering sites within the master plan area. The crime laboratory would be owned and operated by the Department of Public Safety (DPS), which is located at the intersection



of Boniface Parkway and Tudor Road. The laboratory’s main client, which accounts for over 70% of the laboratory’s work, is the APD. Location of the laboratory within the master plan area between Bragaw Street and Boniface Parkway would put the facility between DPS and APD, and would be consistent with the other State of Alaska laboratories developed in this area.

Utilities

Anchorage Water and Wastewater Utilities Water Transmission Main

AWWU is in the process of completing a 10-year project to improve the water transmission system in Anchorage. This last phase of the upgrade is to connect a water transmission main from the water storage tanks on Tudor Road to the water main constructed along the new Abbott Loop Extension (Figure 14). The purpose of this water main extension is to provide approximately 8.5 million gallons of additional water per day to approximately 60,000 existing customers and approximately 100,000 prospective customers in south and west Anchorage. The need for this extension is based on AWWU projections for the summer of 2008 that show existing customers in south and west Anchorage will be experiencing low water pressures, and at times a lack of water, during peak periods if this extension is not completed. The water main extension would be constructed as a buried 48-inch water pipeline

and would be located within the 48<sup>th</sup> Avenue extension right-of-way, where possible, and end at a vault on Bragaw Street near APD. The portion of the water main extension from the water tanks to Boniface Parkway is already under construction. The water main extension is currently in the permitting stage and is anticipated to be functional as early as 2008.

Site Utilities for the Master Plan Area

The undeveloped areas of the master plan area between Bragaw Street and Boniface Parkway do not currently have utility access. The master plan design standards in Chapter 4 call for utilities to be co-located with road corridors where possible. There may be some potential for the MOA to extend utilities from Tudor Road down Tudor Centre Drive when it is constructed; however, this is not currently in the project description. If the utilities are not available on Tudor Centre Drive, utilities may need to be accessed across Tudor Road. Projects proposed for the development areas identified would need to evaluate utility access during the site planning phase.

Transportation

Anchorage Long Range Transportation Plan

The 48<sup>th</sup> Avenue/Boniface Parkway Extension (48<sup>th</sup> Avenue extension) is recommended in the LRTP as a high priority project (Project 604). The LRTP notes the purpose of the

project is to improve traffic circulation in Anchorage and access to the municipal lands between Bragaw Street and Boniface Parkway. This road is discussed further below. The LRTP also calls for a Tudor Road Corridor Management Program to improve traffic operations, safety, and flow on this corridor. One of the measures being proposed is limiting any new facility accesses onto Tudor Road and providing alternative access to facilities along the Tudor Road corridor. The master plan is consistent with this recommendation. New development will be accessed via the 48<sup>th</sup> Avenue extension or Tudor Centre Drive. No new development will have access directly from Tudor Road.

48th Avenue Extension

The 48th Avenue extension is designed to improve circulation and access between East and South Anchorage and to provide an alternative cross-town route to residents currently using Tudor Road. When combined with the Abbott Loop Extension and Boniface Parkway, it will serve as a connector from South Anchorage to the Glenn Highway. The road will also improve access to public facilities located in the 3500 Tudor Road Master Plan area.

The development of a roadway paralleling Tudor Road in this area has been discussed since the 1970s and was included in the Tudor Road PLI Plan adopted in 1986. As mentioned above, the 48<sup>th</sup> Avenue extension was recommended as a high priority in the LRTP. The 48th

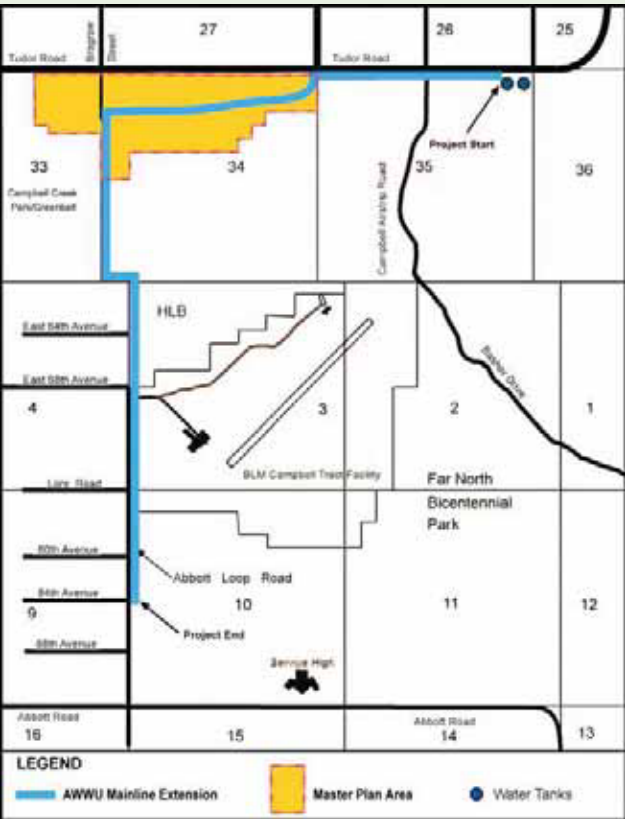


Figure 14: AWWU Water Main Connection

Avenue extension adds a new 1.2-mile long, 4-lane arterial roadway from the intersection of Bragaw Street and 48th Avenue to the intersection of Tudor Road and Boniface Parkway, roughly paralleling Tudor Road.

The 48th Avenue extension is currently under design. The road corridor will have a boulevard feel, with a landscaped median and the potential to preserve trees along the edge of the roadway. A conceptual cross section of the proposed roadway can be seen in Figure 15. A 16-foot-wide median is incorporated into the design with 8-foot-wide trails on both sides (the Campbell Creek Trail will continue to be 10 feet wide as it connects into the Tour of Anchorage Trail). A 180-foot-wide right of way will provide adequate room for trail and streetscape development while preserving trees. The road design will incorporate the preserved trees into a landscape buffer to maintain the feel of this low-intensity institutional campus. The existing trails that are routed throughout the area will be accommodated with a grade-separated crossing underneath the proposed roadway via a bridged roadway section.

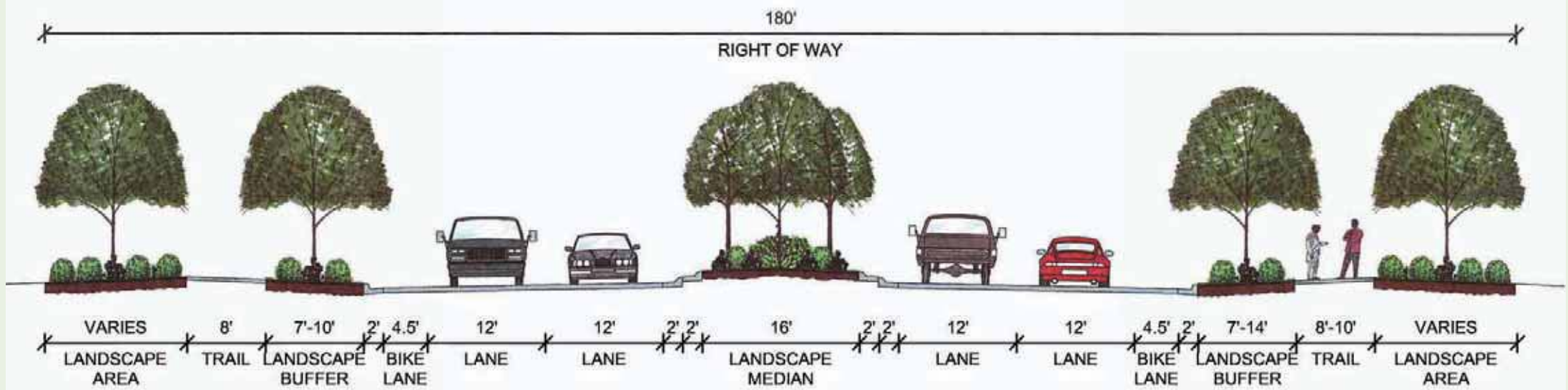


Figure 15: Conceptual 4-lane Cross Section Of 48th Avenue



**Wetlands**

This master plan recommends that the Class B wetlands on the south side of the proposed 48th Avenue Extension, within the master plan area, be protected from development other than maintenance of existing trails and possible future trail realignments (Figure 16). These areas are classified as Open Space, Wetlands, and Recreation in the Land Use Plan for the area.

The wetlands within the master plan area were considered when determining which areas of the master plan area are suitable for development. In order to maintain the functionality of wetlands, two things need to be considered. First, the design of the area needs to continue to provide a long-term water source so that development does not dry up the wetlands. Second, the design needs to provide connectivity between the wetland areas.

Consultations with the MOA hydrologist indicated that water has historically flowed through the area from the northeast to the south-southwest. With this perspective in mind, the wetlands are fed by water flowing from the north (Tudor Road boundary) to the south, and eventually into the North Fork of Campbell Creek. One way to provide a long-term water source to the wetlands south of the proposed road is to provide storm water runoff into these

wetlands. It is important to note that no runoff from Tudor Road is being directed or routed into the Campbell Creek watershed. The existing storm drains that collect runoff from Tudor Road are piped and routed into the Chester Creek system. Storm water runoff from development north of the proposed road can continue to be directed to the south. Culverts or ‘burrito wraps’ under the proposed road will allow for the continuing flow of water, both surface and subsurface, from the north to the south. Two very important aspects of the runoff would need to be addressed before discharging it to the south into the wetlands. The quality of the water needs to be at a high level, meaning it must be without a lot of pollutants, and the runoff should be of low quantity in terms of its peak flow. The wetlands will not be able to provide their function of cleansing the water before it makes its way into the North Fork of Campbell Creek if the rate of runoff from developed areas is not slowed. Project design within the study area will need to address storm water retention and treatment, prior to discharge from the developed areas.

The 1986 Tudor Road PLI Plan called for preserving wetlands both north and south of the proposed road. This plan proposes to allow development north of the road and to preserve more areas south of the road. This is intended to

preserve larger areas of intact wetlands, particularly those wetlands that area closest to the North Fork of Campbell Creek and FNBP. Preservation of larger contiguous areas of these wetlands is considered to result in preservation of more important wetland functions, than saving smaller fragments of wetlands both north and south of the road.

The wetlands preserved south of the road are intended to be used by the MOA as mitigation for wetland fill associated with public projects, such as the 48<sup>th</sup> Avenue Extension and possibly development north of the road. Coordination with the agencies on this issue may result in placement of conservation easements on the wetlands to be preserved, or the reclassification of these wetlands to A wetland status.

**Trails and Open Space**

During coordination meetings between HLB and the Parks and Recreation Department, it was determined that a closer look at trails in this area was needed. A 48th Avenue/FNBP Trails Study was completed to look at potential 48<sup>th</sup> Avenue crossings for the Campbell Creek and Tour of Anchorage Trails and to identify other FNBP trails issues for further study. The study recommended that the Campbell Creek and Tour of Anchorage Trails be combined on the south side of 48th Avenue and cross under 48<sup>th</sup> Avenue via a bridged

section of roadway. On the north side of this 48th Avenue extension, a 250-foot-wide trail corridor is to be preserved west of Tudor Centre Drive. This trail corridor is intended to buffer the trail and be consistent with the existing character of the trails in this area. The trails study also recommended that all dog mushing trails be relocated to the south of 48th Avenue and that the integrity of these trails stay intact. The Parks and Recreation Commission has reviewed the recommendations from this study and approved them.

There are existing trails in the open space and wetland areas south of 48<sup>th</sup> Avenue. The intent of this plan is to maintain these trails and to allow for relocation of these trails, if needed,

to allow for maintenance of a continuous trail system in the future.

The Areawide Trails Plan recommended that the Campbell Creek Trail be completed to the curved bridge at Tudor Road and Bragaw Street. That trail has been completed and this plan requires that the trails throughout this area be preserved and remain a continuous trail system. The Areawide Trails Plan also recommends that commuter bicycle routes be located along Tudor Road. This master plan does not exclude these bicycle routes from happening as planned. Other trails that exist in this master plan area that are noted in the Areawide Trails Plan are being preserved with the integrity of their connections being maintained.

**Consistency with Recreation and Public Purposes Restriction**

All of the potential land uses discussed above could be consistent with this master plan and the compatible public purpose restrictions placed on the PLI lands if they are developed in a manner which preserves the low intensity institutional campus character of the area. Developments which would be considered more industrial would not be compatible with the low-intensity character of the area. Again, each project proposed would be required to undergo Site Plan Review by the Planning and Zoning Commission. The Site Plan Review would be expected to review the proposed project’s compatibility with this plan and the character of this area, as well as the design guidelines provided in the next chapter.

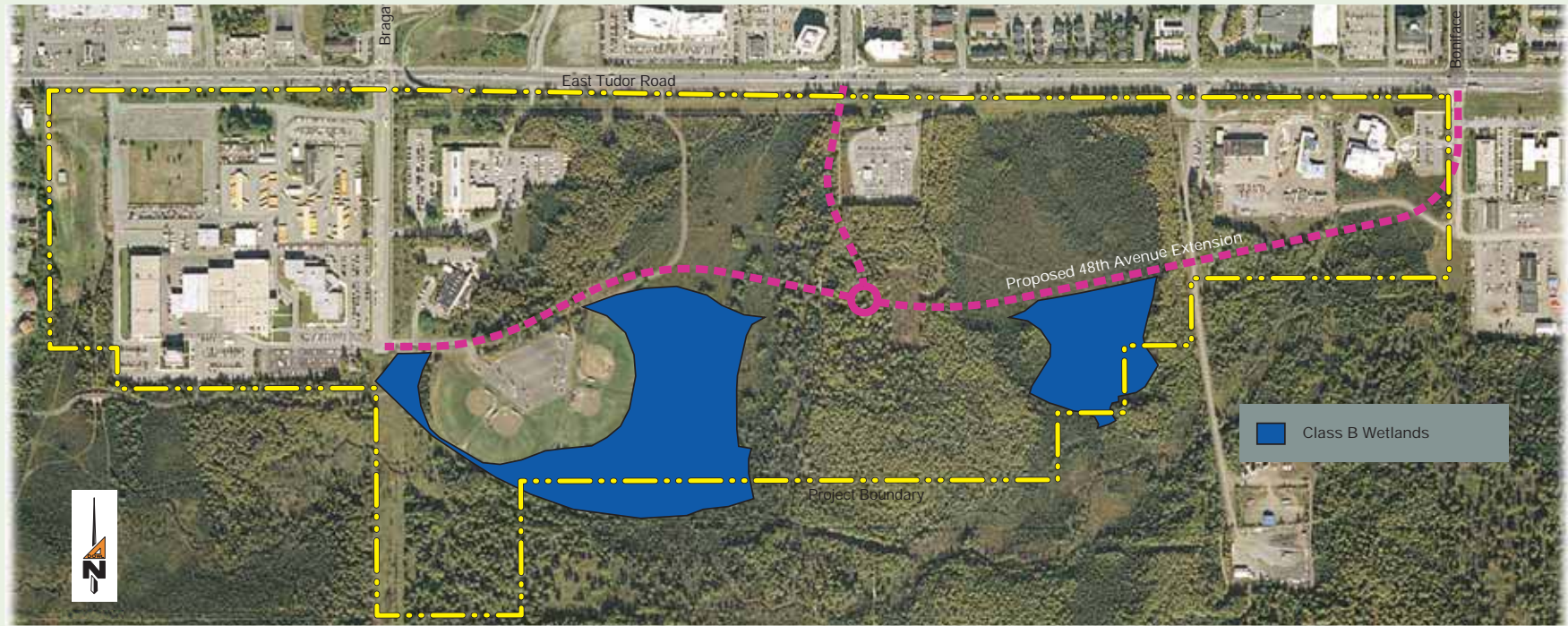


Figure 16: Class B Wetlands

