UMED DISTRICT PLAN

ADOPTED MARCH 8, 2016

A.O. 2015-140

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EXECUTIVE SUMMARY

1.1 PLAN PURPOSE AND PLANNING TEAM

This plan was funded by an Alaska Legislative grant at the request of the UMED District organizations, and completed in partnership with the Municipality of Anchorage (MOA). The purpose of the plan was to achieve specific goals defined in the grant request.

The primary purpose of the 2016 District Plan Update (District Plan Update) is to assess current needs and to identify future actions and land use changes to address those needs. Planning updates for the UMED District are recommended on a five-year basis to re-ground the thinking and development in the district, identify new strategies and programs for implementation, and to engage the community in an open public process.[1]

The UMED organizations include Alaska Public Media (KAKM), Alaska Native Tribal Health Consortium (ANTHC), Alaska Pacific University (APU), Alaska Psychiatric Institute (API), Anchorage School District (ASD), McLaughlin Youth Center (MYC), Providence Alaska Medical Center (PAMC), Southcentral Foundation (SCF), Trust Land Office (TLO), and the University of Alaska Anchorage (UAA). The organizations provided staff representatives to the UMED District Steering Team, along with project partners including several Alaska Legislators and the Airport Heights, Rogers Park, and University Area Community Councils.

The Municipality of Anchorage began working with Page & Turnbull (prime consultant), Kittelson & Associates, RSA Engineering, and Strategic Economics to prepare the UMED District Plan Update in the spring of 2013.

The planning team met with the UMED organizations, student groups, community councils, and the public through several workshops and one-on-one interviews. A detailed overview of the public outreach process is included in Methodology-Section 2.4.

This plan presents visions, goals, recommendations, and implementation items related to the built environment, natural areas, transportation systems, recreational opportunities, economic development, and organizational support. The plan is intended to provide a framework for future actions to be taken by the Municipality of Anchorage, the UMED District organizations, developers, residents, and community partners.

The plan also includes an updated land use plan map which amends the Anchorage Bowl land use plan map that will guide future development. The multimodal transportation system and Transportation Demand Management program is encouraged. Watershed and natural resource protection, trail and park planning and management is supported.

The plan encourages master plan development, mixed-use commercial, retail and housing development, and helps maintain stable neighborhoods. The plan defines the sensitive natural landscape and distills the “sense of place” that defines the District.

The plan will be implemented by: District Plan Update recommendations, master plans, Anchorage Wetlands Management Plan, Chester Creek Watershed Plan, Metropolitan Transportation Plan, University Lake Park Master Plan, MOA Capital Improvement Program, and legislative requests.

1.2 PLAN SUMMARY

Good planning leads to healthy communities by striking the right balance of services, economic and physical development, aesthetics, and recreational opportunities. The Plan Update presents a cohesive strategy that integrates these aspects as they relate to the UMED District. The District Plan Update includes the following sections:

- ***Introduction:*** The introduction sets the District’s boundaries and further discusses the purpose of the Plan Update. This Plan Update will replace the 2003 U-MED Universities and Medical District Framework Master Plan (2003 UMED Plan). The Public participation process is also summarized.
- ***Context:*** The context describes the setting, planning considerations, master planning processes, UMED transportation system, natural resources including parks and lakes, trail and pedestrian system, and the involvement of the various stakeholders within the UMED. Planning influences include the proposed Northern Access Road, increasing density, infill and mixed-use development, the Chester Creek Watershed Plan, and MOA Title 21.
- ***Challenges and Opportunities:*** This section discusses existing conditions and viable opportunities for: ongoing development of the educational, medical, and public service offerings, parks, trails, public land management strategies, parking, and the multi-modal transportation system.

The desire for more food options, stable neighborhoods with housing choices and redevelopment opportunities, and the perception of public versus privately held lands was considered in many of the recommendations. The UMED District is well positioned to capitalize on its many strengths and opportunities to continue toward sustained growth, expanded education and research opportunities, and the provision of world-class medical services.

- ***Vision Elements:*** The Vision Elements contain eight specific subject areas: Supporting Organizational Missions, Quality of Life, Quality of the Built Environment, Transportation & Mobility, Community & Partnerships, Natural Resources, Economic Sustainability, and Growth & Change. This chapter describes each Vision Element, recommendations and implementation items.
- ***Implementation:*** This section includes the implementation matrix for the recommendations listed in the Vision chapter. Implementation phasing, potential responsible parties and funding are listed.
- ***Resources:*** Case Studies, Examples, and the ***2013 UMED Plan Cogeneration Report*** (Cogen Report) executive summary are included. This section contains analysis in specific subject areas that informed the development of the recommendations. The Case Studies examine Transportation Demand Management and mixed-use "village" development combining retail and residential uses.
- The Examples cover topics important to the area, but contain less detailed analysis than the case studies. They cover the topic of town-gown relationships, night lighting, and fresh food access. The Cogen Report executive summary gives an overview of the technology, cost analysis and recommendations. Cogen is financially feasible in the UMED District with a change in the ML&P Tariff, which is further explained in the Cogen Report.
- ***Supporting Documents:*** The ***Supporting Documents*** report is a separate publication that contains an in-depth summary of various existing conditions within the District. The analysis presented in this document provided beneficial information critical to shaping the Plan Update. The ***Supporting Documents*** report is referred to throughout this plan and is available online or in hard copy.

1.3 PLAN PRIORITIES

The UMED District Plan Update recommends the following seven priorities for early action funding and implementation:

1. UNIVERSITY LAKE PARK MASTER PLAN

It was consistently heard that off-leash dogs around University Lake Park impact surrounding private properties. The UMED Steering Team suggested a master planning process for University Lake Park. The master plan would be used to further identify issues, funding, and management options. The MOA Parks and Recreation Department agreed to provide $30,000 for the University Lake Park Master Plan.

It is anticipated that additional funding will be necessary to upgrade the level of management at this park and for proposed mitigation elements that may come from the Park Master plan. The Chester Creek Watershed Plan will also be considered during this Park Master planning process scheduled for fall 2015. MOA Park staff supports this recommendation.

2. TRANSPORTATION DEMAND MANAGEMENT STUDY

Traffic management and parking were also discussed at length during the planning process. The parking analysis completed by Kittelson & Associates found that there is adequate parking in the District. With the latest parking information, the transportation focus shifted from parking to roads, trails, pedestrian amenities, transit and shuttle services.

The District Plan Update recommends several improvements to contribute to the completion and operation of the District's multi-modal transportation network. However, as the District grows there will be a need to mitigate travel demand through increased transit, carpools, vanpools, and other Transportation Demand Management (TDM) options. The intent of the proposed TDM study will be to examine incoming traffic from all parts of the Anchorage Bowl and the Mat-Su Valley to determine options for reducing single-occupant vehicle travel into the District and the potential for increasing transit-related access options. People Mover staff provided comments in support of a TDM study.

3. TRAILS AND PEDESTRIAN SYSTEM MASTER PLAN

This plan is essential to the continued funding and management of the Anchorage Trail and Pedestrian System. The UMED District sits at the junction of two major trail corridors; Chester and Campbell Creek. Identifying desired connections, and also providing connectivity to the future Northern Access Road, will ensure that the District remains and supports a first-class multimodal transportation system to and within the UMED District. This effort could also address trail grooming, maintenance, snow plowing, patrols, future pedestrian improvements, and connections on District neighborhood streets.

This project would also help facilitate communication between the community councils as they submit projects for the MOA's annual capital improvement programming process. Recommendations from the District Plan Update will be an important element of the AMATS trail planning effort. AMATS staff support this recommendation.

4. UMED TRANSIT FEASIBILITY STUDY

An Anchorage-area Transit Study would complete analysis and recommendations for increased transit opportunities with a focus on the UMED District. Ridership in the UMED District is the highest in the Anchorage area. The District has not been studied for improvements or potential increases to service for several years according to People Mover staff. An updated transit study would help justify future federal funding for transit. People Mover staff support this recommendation.

5. COGEN ENERGY CONSERVATION PILOT PROJECT

The 2013 UMED District Cogeneration Study Update (Cogen Report) was requested by the UMED organizations in their grant application. Analysis and recommendations were completed as a tool for future Cogen implementation in the UMED District. The Cogen Report has positive implications for the UMED and Cogen implementers across the State of Alaska. Priority five supports the recommendation for a UMED District Cogen Energy Conservation Pilot Project. The details of the Pilot Project would be developed by interested parties among the UMED organizations, the MOA, and the State of Alaska. The Executive Summary can be found in section 5.7 of the appendix. The full report is available online at Muni.org. The UMED Steering Team supports this recommendation.

6. ONGOING OUTREACH AND COMMUNICATION

UMED Organizational Leadership, the UMED District Plan Steering Team, community councils, and the public expressed a desire for early-on and continuing communication between the neighborhoods, the organizations, and the MOA as projects are planned and developed. Therefore, UMED Steering Team quarterly meetings are recommended along with other public outreach and engagement programs. Currently MOA staff facilitate the Steering Team meetings and will continue to do so as identified in the Community and Partnerships vision. The UMED Steering Team supports this recommendation.

7. NEW TITLE 21

The MOA is tasked to create an educational program for the new Title 21. Title 21: Section 21.03.110-Institutional Master Planning was developed to facilitate increased communication between organizations and residents and to foster submittal of organizational master plans for Assembly approval. Section 21.03.110 provides tools to streamline the approval process for new development on a more holistic and campus-wide basis. The MOA recognizes that amendments to this section may be necessary as issues are discovered when a master plan is submitted for MOA review and approval.

The MOA will continue to work with the UMED District organizations to facilitate a cohesive master plan adoption process, along with any changes that might be necessary to this specific section of Title 21. A summary overview and action items will be developed in partnership with the organizations to enable a better understanding of this section for future institutional master plan submittals as a product of this priority. Identification and resolution of potential regulatory barriers to development are acknowledged in the Quality of the Built Environment vision to enable desired development in the UMED District. The UMED Steering Team and MOA staff support this recommendation.

2. INTRODUCTION

INTRODUCTION

2.1 LOCATION

The University Area Community Council (UACC) area contained the planning limits for this plan. The boundaries of the UMED District planning area are Lake Otis Parkway to the west, Northern Lights Boulevard to the north, Baxter Road to the east, and East Tudor Road to the south. The District includes a large cluster of organizations in the north and west, and residential neighborhoods to the south and east. A variety of small-lot commercial and retail businesses, a strip mall, and multi-family housing are located along Lake Otis Parkway, Tudor Road, and Boniface Parkway. Future UMED District Plan updates may consider areas adjoining this boundary in order to accomodate future growth related to the core UMED District.

Already in progress when the UMED Plan pdate was initiated, the East Anchorage District Plan (EADP) included a portion of the UMED District during its planning process. The UMED Plan Update carries forward the adopted land use classifications from the EADP for the areas between Boniface and Baxter roads, and Northern Lights Boulevard and Tudor Road.

2.2 PURPOSE OF THE PLAN UPDATE

The primary purpose of the District Plan Update is to assess existing development and infrastructure issues; identify future land uses, help reground planning elements identified in 2003, and assist in identifying new strategies and programs for implementation.[2] The public process included input from the organizations, neighborhoods, general public, and professional developers and planners. Each of these stakeholder groups contributed to the District Plan Update through a robust planning process.

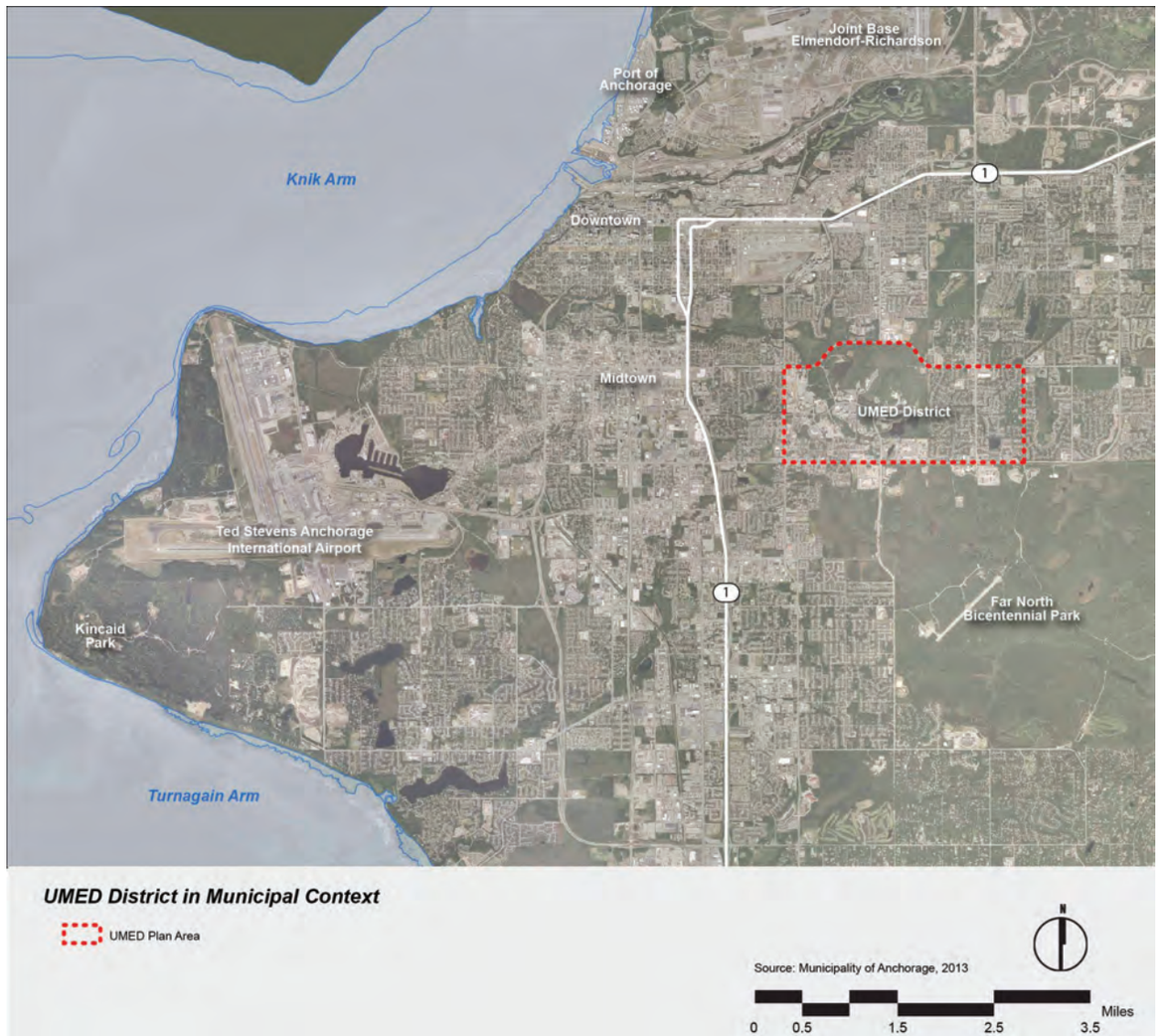


Figure 1. UMED District Plan Boundary in context with the Anchorage Bowl.

2003 UMED DISTRICT FRAMEWORK PLAN

Planning for the UMED District is identified as an element of the Anchorage Comprehensive Plan. A U-Med Universities and Medical District Framework Plan was adopted in 2003, and amended twice: in 2009 to depict local street changes for Piper and Laurel streets, and East 40th Avenue, and in 2012 to approve the Alaska Pacific University Master Plan land use map. This District Plan Update replaces the adopted 2003 U-Med Framework Plan.

The District Plan Update differs from the 2003 U-Med plan, by incorporating a much larger planning boundary that includes residential areas, and the commercial fringe located within the University Area Community Council boundary. The District Plan Update also provides a cogeneration feasibility study; updates design guidelines consistent with Title 21; recognizes the BLM land patents; includes a real estate and mixed-use development analysis in support of high-density development and the UMED Village; and identifies a route for the Northern Access road project.

VISION FOR THE FUTURE

The District Plan Update presents a broad vision for the future of the UMED District as the location of Alaska's second largest employment center. Civic leaders, municipal and urban planners, designers, engineers, and local residents will use the Plan Update as a framework for supporting and enhancing the outstanding elements that make this area of Anchorage so desirable. The community will be able to use the plan to guide future growth and development, while supporting the protection of the natural resources and the continued enhancement of park, trail, and recreation amenities in the UMED District.

Figure 2. Residential and organizational areas in the UMED District.

PRIMARY OBJECTIVES OF THE PLANNING PROCESS:

- Provide relevant analysis, recommendations, and case studies that respond to current economic trends and transportation needs and that support the Visions, Goals, Objectives, and Implementation items.
- Take a fresh look to determine cogeneration feasibility.
- Complete a robust and engaging public outreach process.
- Develop a holistic approach to managing parking.
- Include the eastern residential neighborhoods into the expanded UMED District planning area to create a cohesive community, to support future infill and redevelopment, and to identify capital projects or programs that benefit the residential neighborhoods adjoining the organizational core.
- Provide the planning tools to enable a diverse set of stakeholders with individual missions to flourish in the UMED District.

VISION ELEMENT COMPONENTS:

- ***Vision Elements:*** Where we want to go.
- ***Goals:*** The goals are the road map.
- ***Recommendation or Implementation Elements:*** The nuts and bolts of getting the job done.

Several of Alaska's prominent higher-education and medical facilities are located within the District, as well as residential enclaves, and retail and commercial properties. The District continues to realize a high demand for growth in the education and health services sectors with much of the commercial development devoted to medical service providers. The two universities also continue to develop new programs and facilities to meet demand for degree programs such as engineering, nursing, liberal arts, and professional and technical education offerings. The social service programs and medical care provided by MYC, API, ANMC, and PAMC also continue to grow with Alaska's population, therefore increasing treatment offerings.

The planning process engaged those who live, work, study, and recreate within the UMED District. The District Plan Update gives the neighborhoods, businesses, and organizations the opportunity to fulfill their individual and collective missions in a community of sustained viability and vitality.[3]

This District Plan Update will guide future growth and development in the core UMED area, in the neighborhoods located in the eastern and southern peripheries of the District, and in the commercial perimeter areas. The ongoing implementation and development efforts subsequent to the adoption of the Plan Update will build on continued inclusion and participation of the residential neighborhoods, commercial businesses, the organizations, the MOA, and other partners. Management of publicly owned parks and trails, the newly adopted MOA Title 21 land use code, implementation of the Anchorage Wetlands Management Plan, and the Chester Creek Watershed Management Plan are addressed. Recommendations for the multimodal transportation system and a Transportation Demand Management (TDM) program may have implications for the Anchorage Metropolitan Area Transportation Solutions (AMATS) regional planning and funding process.

2.3 VISION ELEMENTS

Eight Vision Elements were developed to articulate the District's planning needs: Supporting Organizational Missions, Quality of Life, Quality of the Built Environment, Transportation & Mobility, Community & Partnerships, Natural Resources, Economic Sustainability, and Growth & Change.

1. ***Supporting Organizational Missions*** contains recommendations for facilitating resourceful and context-sensitive organizational growth.
2. ***Quality of Life*** addresses issues of recreation, district identity, and stimulating social gathering places.
3. ***Quality of the Built Environment*** focuses on urban design that is sustainable, responsive to the natural environment, and aesthetically pleasing.
4. ***Transportation and Mobility*** advocates for a variety of transportation improvements that improve safety and walkability and that are executed with consideration to natural resources.
5. ***Community & Partnerships*** summarizes a variety of planning issues that can benefit from cross-organizational collaboration and partnership with the

residential community.

6. ***Natural Resources*** highlights measures that encourage future development in ways that preserve resources valued by stakeholders within the UMED District.
7. ***Economic Sustainability*** provides recommendations for strengthening the District's economic potential through mixed-use development and increased housing, and provides tools for financing these developments.
8. ***Growth and Change*** outlines the key principles that will shape future growth and calls for participatory planning processes on the part of the Municipality to allow for transparency and public outreach.

2.4 METHODOLOGY

This was a participatory planning process. Vision Elements were developed from stakeholder and public input received during meetings held with both organizational representatives and the public. Stakeholder feedback helped the UMED District planning team formulate areas of specific interest and concern. This important input and guidance led to the development of each Vision Element, Goal, Recommendation, and Implementation Item.

Extensive analysis of local transportation systems, sustainable energy, housing, and economic conditions within the UMED District and the Anchorage Bowl was conducted. Case studies and examples from comparable cities and university campuses also shaped the recommendations.

Topics covered include: "town-gown" relationships (working models for communities with a high concentration of higher educational facilities), public-private partnerships, strategies for mixed-use development, campus parking management, natural resource management, trail and pedestrian connectivity, and Transportation Demand Management concepts. Applying these various analyses, the Vision Element chapters range in detail—starting with broad goals for the entire District, to focused recommendations for implementation items.

PLANNING PROCESS PHASES

The planning process consisted of three major phases:

- ***PHASE 1:*** Public Input: Stakeholder engagement was completed to distill the prominent planning issues and opportunities in the UMED District.
- ***PHASE 2:*** Existing Conditions and Formulating the Plan: Review of the Anchorage Wetlands Management Plan, Chester Creek Watershed Plan 2015, and new Title 21. Case study research, stakeholder check-ins through the UMED Steering Team, Community Council presentations, one-on-one meetings, and the formulation of recommendations was completed
- ***PHASE 3:*** Public Input: Public Review and Public Hearing drafts of the Plan completed. Open House presentation and Steering Team meetings held. Anchorage Planning and Zoning Commission presentations, and Assembly approval.

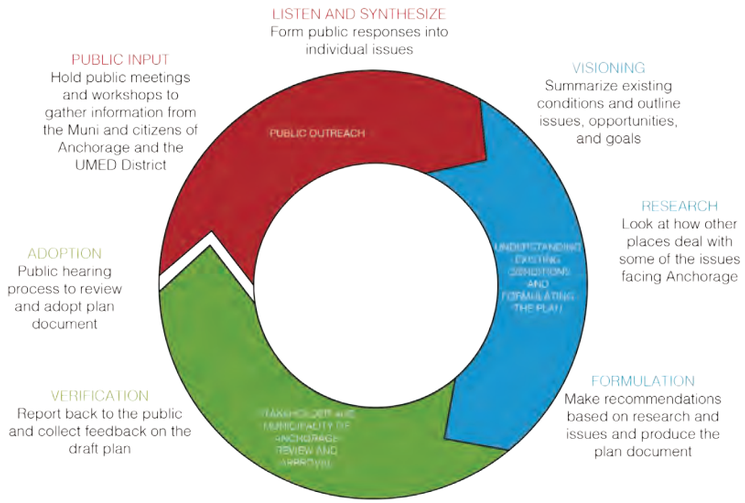


Figure 3. Phases of the process for creating the UMED District Plan Update.

PHASE 1: PUBLIC OUTREACH AND ENGAGEMENT

The stakeholder engagement process was conducted to ensure and encourage active participation in the planning process by neighborhoods, organizations, property owners, and businesses. Organizational meetings, public workshops, a visioning session, focus groups, and the UMED Steering Team were organized into four separate outreach and engagement efforts initiated in March 2013 and carried through January 2014. During each engagement effort, a public workshop was scheduled and several organizational stakeholder meetings were held. Over 6,000 post card invitations were sent to property owners to kick off the planning process.

An online survey of staff, students, and residents was conducted. The survey notice was also sent to more than 4,000 members of AK Public Media. Two workshops were also held with students at the UAA and APU campuses in addition to staff presentations at student government meetings. Subsequent and ongoing student outreach by staff includes class presentations with updates about the District Plan Update.

The first and second series of public meetings focused on gathering information about existing conditions in the UMED District, and generated thoughtful discussion on future growth needs, quality of life issues, and the natural environment. Input gathered during these meetings was combined to form the eight Vision Elements that provide the foundation for the UMED District Plan Update.

The third and fourth series of public meetings focused on fine-tuning the Vision Elements, crafting the related Goals, and determining Recommendations and Implementation items.

UMED Steering Team

UMED Steering Team was established to provide guidance and input on a regular basis throughout the planning process. The Steering Team includes staff from the organizations, MOA Departments, three community councils, and Alaska State representatives below:

- The ***Alaska Native Tribal Health Consortium (ANTHC) and Southcentral Foundation (SCF)***, non-profit health organizations owned by and for Alaska Native Peoples They jointly own the ***Alaska Native Medical Center (ANMC)***.
- ***Alaska State Legislators (AK LEG)*** Geran Tarr, Andy Josephson, and their staffers.
- The ***Alaska Pacific University (APU)***, a private, four-year, liberal arts college that offers undergraduate, graduate, and doctoral degrees.
- The ***McLaughlin Youth Center (MYC)***, a rehabilitation and detention center run by the Alaska Department of Health and Social Services.
- The ***Providence Alaska Medical Center (PAMC)***, the largest hospital in Alaska that provides care for a broad range of medical needs.
- The ***Trust Land Office (TLO)*** manages the land of the Alaska Mental Health Trust, a state corporation that provides integrated mental health programs.
- The ***University of Alaska Anchorage (UAA)***, a state-run, public university that offers associate, baccalaureate, and graduate degrees, in addition to cooperative/collaborate master's and doctoral programs with other universities.
- The ***University Area, Rogers Park, and Airport Heights Community Councils (UACC, RPCC, AHCC)***, volunteer-led neighborhood organizations which were established by the MOA to provide a means for local residents, property owners, and businesses owners to communicate directly with community partners, local government, and developers.
- MOA Traffic, Anchorage Metropolitan Area Transportation Solutions (AMATS), and Parks and Recreation Departments.

It should be noted that the UMED Steering Team volunteered countless hours to attend regular monthly meetings, review and comment on plan drafts, and provide support and participation at all public workshops. The Steering Team will continue to meet on a quarterly basis after plan adoption to assist in implementing the plan. Their work and dedication to this process is most appreciated by the planning team.

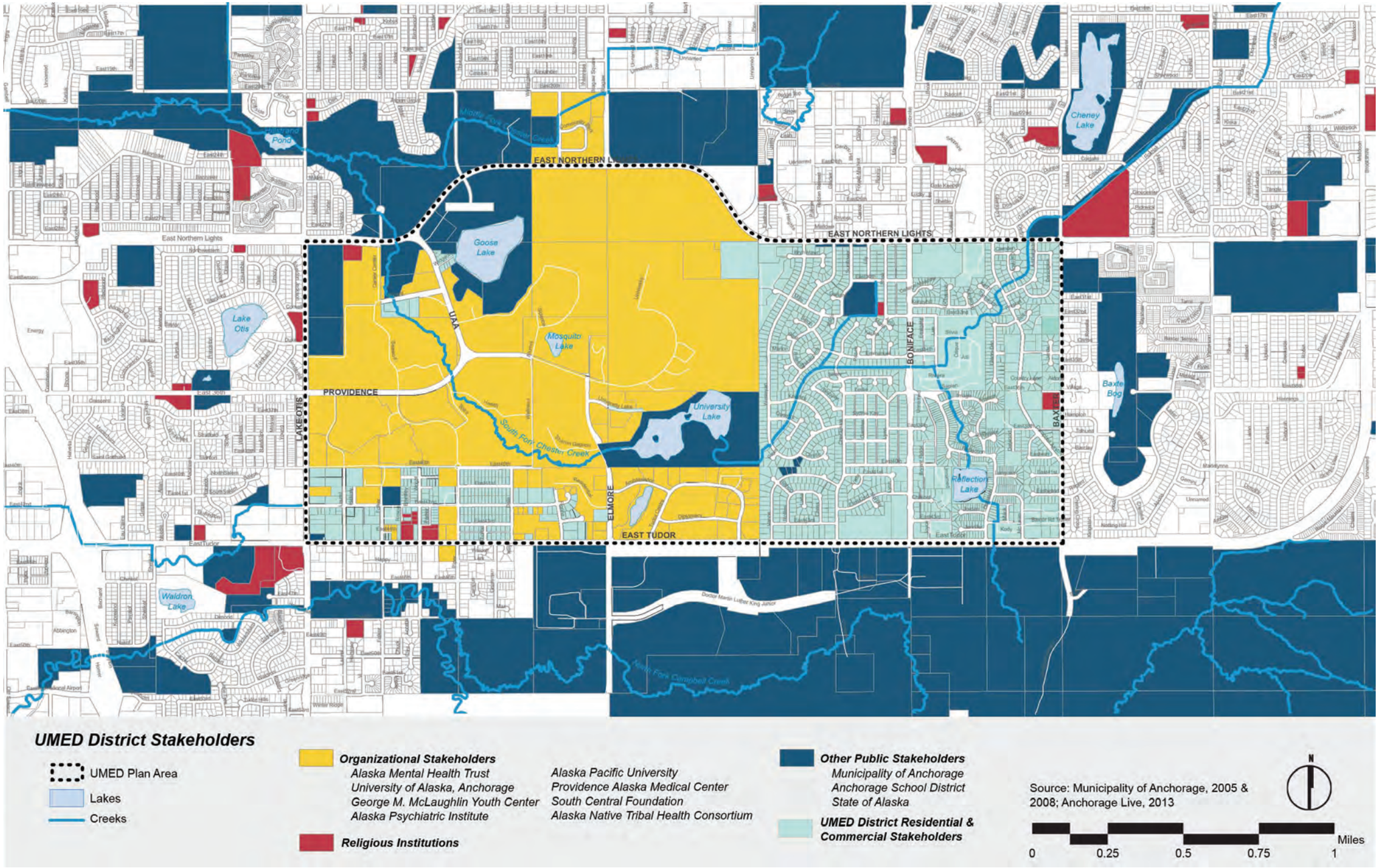


Figure 4. UMED District Stakeholders.

Summary of Meetings and Surveys

All stakeholders were invited to attend through email, Facebook, and the project website. Federation of Community Council meeting notices were distributed, and state legislators also informed their constituents by email throughout the public engagement process. The UMED District planning team met with representatives from the UMED organizations, APU and UAA students, several MOA departments, and the Northern Access Road planning team.

Public Workshop #1 – Kick-off Meeting: March 28, 2013

Workshop goals were: To introduce the project scope and objectives, the planning team, and to gather information and ideas from the public. The workshop provided the UMED District planning team an opportunity to listen and interact in a meaningful way with those participating, and to confirm the best ways to communicate during the entire planning process. Substantive information was gathered to assist the team in forming an overall public perception and desire for the district well into the future. A report-out of the evening was presented at the end to inform the planning team and participants of the highlights of the workshop.

Public Workshop #2 – Open House and Visioning Session I: June 4, 2013

Open house and visioning session goals were: To engage citizens, local groups, and community organizations in a series of focus groups organized by general topic. Focus groups provided input on historic preservation, natural resources, organizational land development, residential and commercial land development, market conditions, and transportation and circulation. The focus groups also mapped areas of interest for further discussion and research by the planning team. A report-out of the evening was given at the end to inform the planning team and participants of the highlights of the workshop.

Figure 5. Public workshop #1.

Figure 6. Public workshop #1.

Figure 7. Public workshop #2.

Public Workshop #3 – Open House and Visioning Session II: August 8, 2013

Open House and Visioning Session Goals: To fine-tune each vision element and to begin the organization of Goals, Recommendations, and Implementation items under each Vision. The planning team members presented the draft Goals, Recommendations, and Implementation items at the public open house to receive final input and comment. Break-out groups focused in at their round-table discussions on issues relevant to each group. A report-out was given at the end of the evening to inform the planning team and participants of the highlights of the open house.


UMED District Plan

SAVE THE DATE

~ UMED District Plan ~

Open House and Visioning Session

Thursday ~ August 8th, 2013

5:30 – 7:30 p.m.

Community Development Training Room

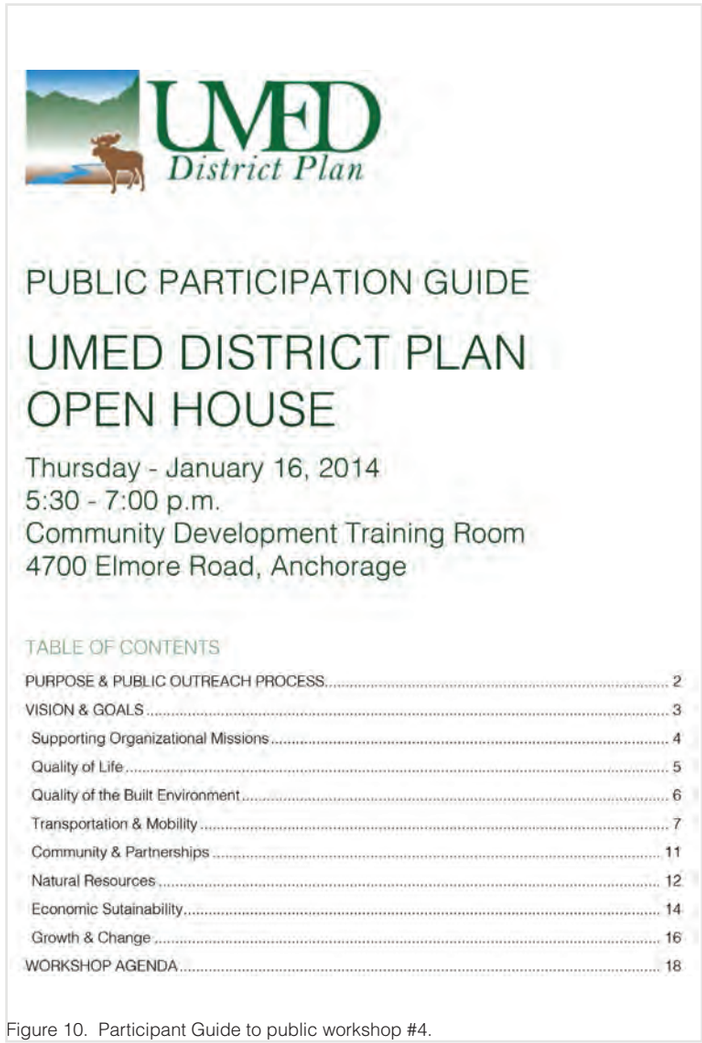
4700 Elmore Road, Anchorage, AK

Figure 8. Invitation to public workshop #3.

Public Workshop #4 – Open House: January 16, 2014

The draft recommendations for the plan update were introduced at the Steering Team meeting and at the public open house. Individual and group discussions were facilitated by members of the UMED planning team. The comments from the open house and the Steering Team meetings constituted the final draft of the Vision, Goals, Recommendations, and Implementation Items. From this point forward the team would use this vital information to begin the narrative portion of the plan. As with the previous public engagement efforts, a report out was given to inform the planning team and participants of the highlights of the open house.

Figure 9. Participants at public workshop #3.


UMED District Plan

PUBLIC PARTICIPATION GUIDE

UMED DISTRICT PLAN OPEN HOUSE

Thursday - January 16, 2014
5:30 - 7:00 p.m.
Community Development Training Room
4700 Elmore Road, Anchorage

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Figure 10. Participant Guide to public workshop #4.

Public Meeting Comments Analysis

A comparison was made between the information received from the general public and that voiced by the organizations, which included the UMED Steering Team members on the eight Vision Elements. That comparison is charted in Figure 11. Quality of Life, Transportation and Mobility, Community and Partnerships and Natural Resources were found to be important to both groups.

This information helped the planning team to formulate recommendations for implementation items in light of these important areas of concern.

GENERAL PUBLIC AND STEERING TEAM PRIORITIES

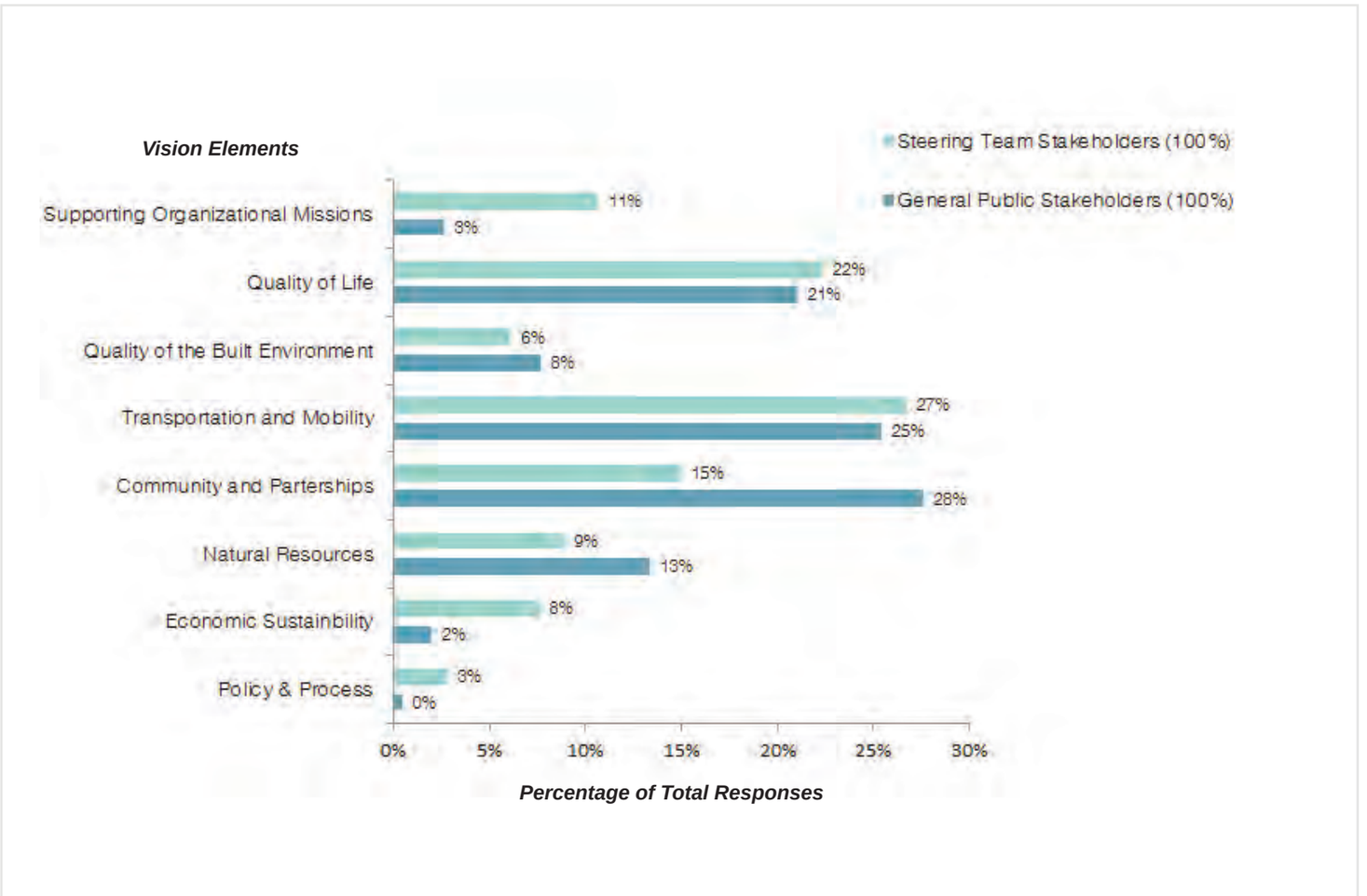


Figure 11. General public and steering team priorities.

SAMPLE QUESTION FROM THE ONLINE PUBLIC SURVEY

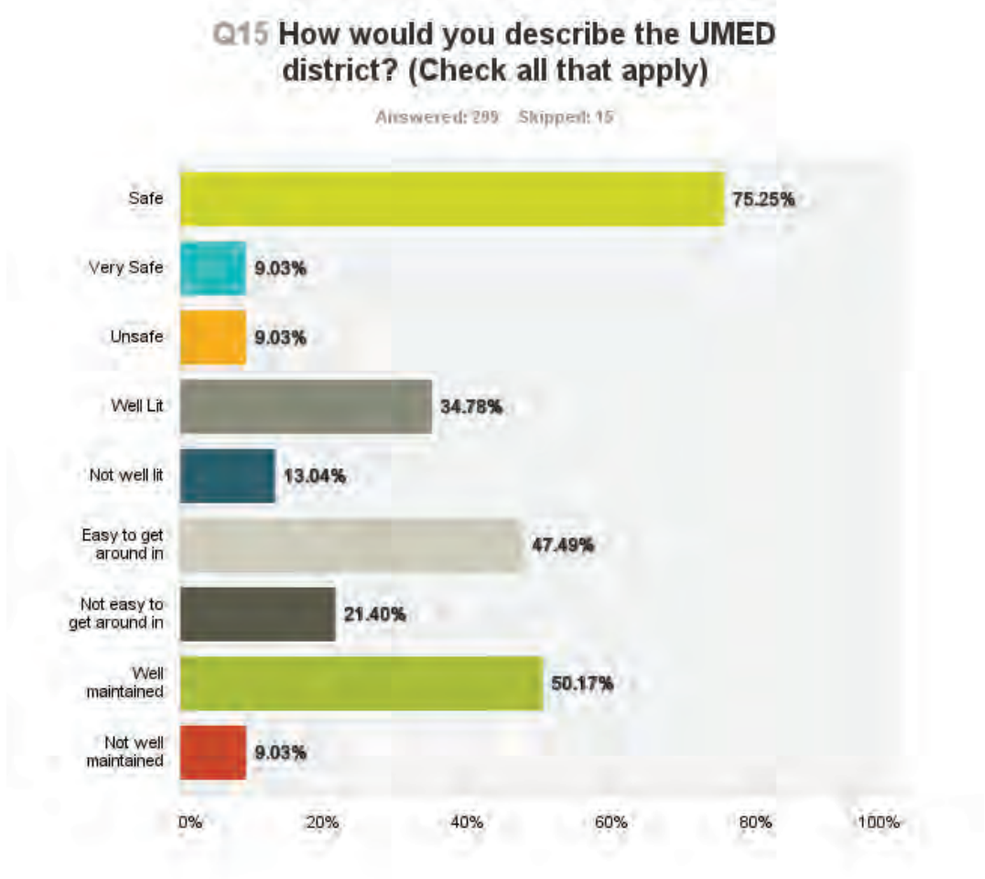


Figure 12. Sample question from the online survey.

Online Survey Analysis

In addition to public meetings, public input was gathered via an online survey consisting of twenty-one questions. The survey was conducted in July 2013. Survey participants were drawn from students, employees, business owners, residents, and other relevant stakeholders. Figure 12 illustrates one of the survey questions, which covered the topics of transit, housing, services, and recreation within the District.

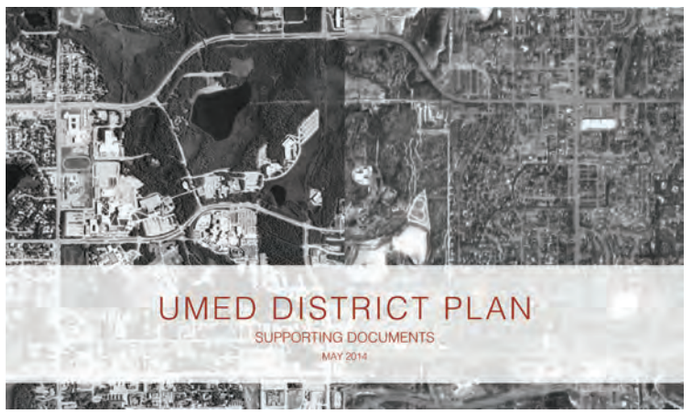


Figure 13. Cover of the UMED District Plan *Supporting Documents*.

PHASE 2. UNDERSTANDING EXISTING CONDITIONS AND FORMULATING THE PLAN

Supporting Documents

The UMED District planning team compiled and published an external report entitled ***UMED District Plan Supporting Documents*** (***Supporting Documents***) early in the planning process.

This report established certain baseline information for the UMED District core and the surrounding neighborhoods. This information was used to determine relevant case study research to formulate a foundation for the UMED District Plan. The report contains a large volume of information compiled in a single comprehensive overview and is a first for the UMED District area.

The ***Supporting Documents*** also introduces and provides a detailed look at existing conditions in the UMED District including: development history; physical characteristics of the natural and built environment; an overview of the groups that use it; a description of the District's trail, park and recreational resources; local economic drivers including commercial, retail and housing conditions; and transportation systems.

The ***Supporting Documents*** lastly includes a summary of general planning processes and regulations that currently govern the District, from the 1983 Goose Lake Plan to the 2003 U-Med Universities and Medical District Framework Master Plan, to the BLM land patents.

The ***Supporting Documents*** is referenced throughout this plan as noted in the Introduction. Hard copies are available from the MOA's Planning Department—Long Range Planning Division and online at: muni.org.

Formulating this Plan

The District Plan Update includes the primary planning document and several appendices comprised of Case Studies, Examples, ***Supporting Documents*** Table of Contents, and the Cogen Report - Executive Summary.

PHASE 3. STAKEHOLDER REVIEW AND APPROVAL

The final phase of the planning effort involved the publishing and review of the UMED District Plan-Public Hearing Draft . A public workshop and open house, along with a work session and presentation to the Anchorage Planning and Zoning Commission (PZC), were held. MOA staff presented the Public Hearing Draft to the Anchorage Assembly for adoption. It was important that the stakeholders, including the UMED Steering Team, provided comments and support during the public input process contributing to the successful adoption of the plan.

FORMULATING THE PLAN: APPENDICES HIGHLIGHTS

APPENDICES	HIGHLIGHTS
Appendix 5.1—Case Studies: Transportation Demand Management (TDM)	• The TDM case study analyzes management programs throughout the country and extracts relevant concepts for the UMED District. • The case study focuses on: accessibility, congestion, parking management, existing infrastructure maximization, transportation user costs, transportation development costs, environmental sustainability.
Appendix 5.2—Case Studies: Mixed-Use Development	• This section explains the financial mechanisms and the partnerships that enable mixed-use development to occur. • The case study examines three developments within relevant university neighborhoods: University Square in Madison, Wisconsin; the Uptown in Cleveland, Ohio; and the University Marketplace in Vancouver, Canada. These case studies explain how revitalization of strip commercial centers, public-private partnerships, and cross organizational collaboration come together in realizing mixed-use development
Appendix 5.3—Case Studies: Natural Resources	• This section analyzes how various cities address the issues of water quality, urban forests, land development, and urban wildlife.
Appendix 5.4—Examples: Positive Town-Gown Relationships	• This section analyzes town-gown relationships from four perspectives: empowering neighbors to communicate with organizations, city planning and policy tools for community-organization interactions, organizational goodwill and commitment to neighbors, and economic benefits of organizational-residential districts. Examples on each topic are briefly summarized and online sources are provided to direct more in-depth.
Appendix 5.5—Examples: Night Lighting	• This section directs readers to online resources from the International Dark Sky Association, which works to improve night-time lighting and sky friendliness, while ensuring safe night-time lighting.
Appendix 5.6—Examples: Fresh Food Access	• This section discusses examples of mobile food vendors which provide good interim access to fresh foods while the UMED District plans for growth. Online resources are provided to direct more in-depth research. This section also supports the ongoing research on food security.
Appendix 5.7—UMED Cogeneration Report Update - 2013—Executive Summary	• This section provides the executive summary of the 2013 Cogeneration Report. The Cogeneration Report examines Centralized versus Distributed Heat and Power Generation (Cogen) that was considered for the UMED District in a 2008 Cogeneration study. The 2013 updated study presents the latest information on combined heat and power generation technologies, and supports the feasibility for micro turbine generation that would provide cost-effective and sustainable heat and power systems.
Appendix 5.8— Supporting Documents—Table of Contents and Summary	• The Summary gives a brief overview of the ***Supporting Documents.*** Analysis in the ***Supporting Documents*** supports many of the recommendations in this plan.

Figure 14. Partial view of the UMED Core Area looking northwest.

Figure 15. Views within the UMED District.

2.5 CONTEXT

LOCATION

The UMED District is located approximately 3 miles southeast of downtown Anchorage. Two university campuses, multiple hospitals, 2 primary schools and 1 secondary school, and several social service providers prosper in the District. Approximately 6,300 people call the District "home."
The District is the second largest (and steadily-growing) employment center in the region, and is a major economic driver for the State of Alaska. Such a strong economic base indicates that the UMED District will continue to grow in the coming years in population, programs, and services. The District Plan Update includes a revised district boundary that newly incorporates the neighborhood area that borders the organizational core to Baxter Road, and that is located within the boundaries of the University Area Community Council. The inclusion of these areas enables a closer look at the potential for mixed-use and higher-density housing development.

PLANNING CONSIDERATIONS

Key planning considerations in the UMED District include; master planning and development, mixed-use development and economic sustainability, cogeneration opportunities, the multi-modal transportation system including trails and pedestrian elements, support of the vibrant natural resource areas located in the Chester Creek watershed, parks and lakes, new Title 21, relevant design guidelines, and collaborative outreach and communication.

The UMED District Plan is an element of the Anchorage Comprehensive Plan. *See* Figure 16*: Anchorage 2020*.

MASTER PLANNING AND DEVELOPMENT

The UMED organizations, which includes the Municipality of Anchorage (MOA), conduct master planning processes that encourage public input and participation by community councils, surrounding neighborhoods, and other interested parties. Master planning facilitates a better understanding of future development needs, articulates the access and management of private land held by the organizations. Public outreach for master plans is also intended to identify important public access opportunities on MOA-managed lands. UMED District plans should be formulated to provide support to these long-term master plans to sustain and grow the UMED District.

The new Title 21 includes section 21.03.110 – Institutional Master Planning: Establishes a framework for development of large institutions such as hospitals and universities. An institutional master plan is intended to "…permit flexibility for large institutions to have greater control over its own land use decision, while providing a level of understanding to the surrounding community about the potential growth of the institution and the resultant impacts, and to the Municipality about the public infrastructure and services that may be necessary to serve the planning area and adjacent neighborhoods." The institutions within the District are encouraged to develop their Master Plans under this framework to implement the visions and goals of this District Plan. In addition, one of the implementation priorities of this plan is the education of users and property owners on the new Title 21 and the Institutional Master Plan section.

MIXED-USE DEVELOPMENT AND ECONOMIC SUSTAINABILITY

Encouragement of mixed-use development and increased density in the UMED District through infill development and small lot parcel consolidation can provide growth opportunities, economic sustainability, and increased job opportunities. The potential for realizing reduced development costs may also enable developers to conserve the area's valued natural resources consistent with the Anchorage 2020 Comprehensive Plan.[5] The mixed-use development concept provides goods and services easily accessible by walking or biking, and is important to those who live, work and study in the District. This is especially important considering that the UMED District hosts a permanent residential population, a growing student population, and hundreds of Alaska-wide residents who access the District.

Vibrant local commercial centers developed as mixed-use with housing, office, retail and commercial could provide multiple benefits. The opportunity for a more walkable district that could include a local grocer or other amenities has the ability to reduce vehicle trips outside the District for services that are not currently located there.

Anecdotal information from students and staff alike confirm that once they are in the UMED—they stay in the UMED for the day. Therefore the desire for more food and dining options was high on the priority list of desired amenities.

This planning process capitalized on the opportunity to recommend mixed-use, and higher density housing development with the inclusion of the residential areas.

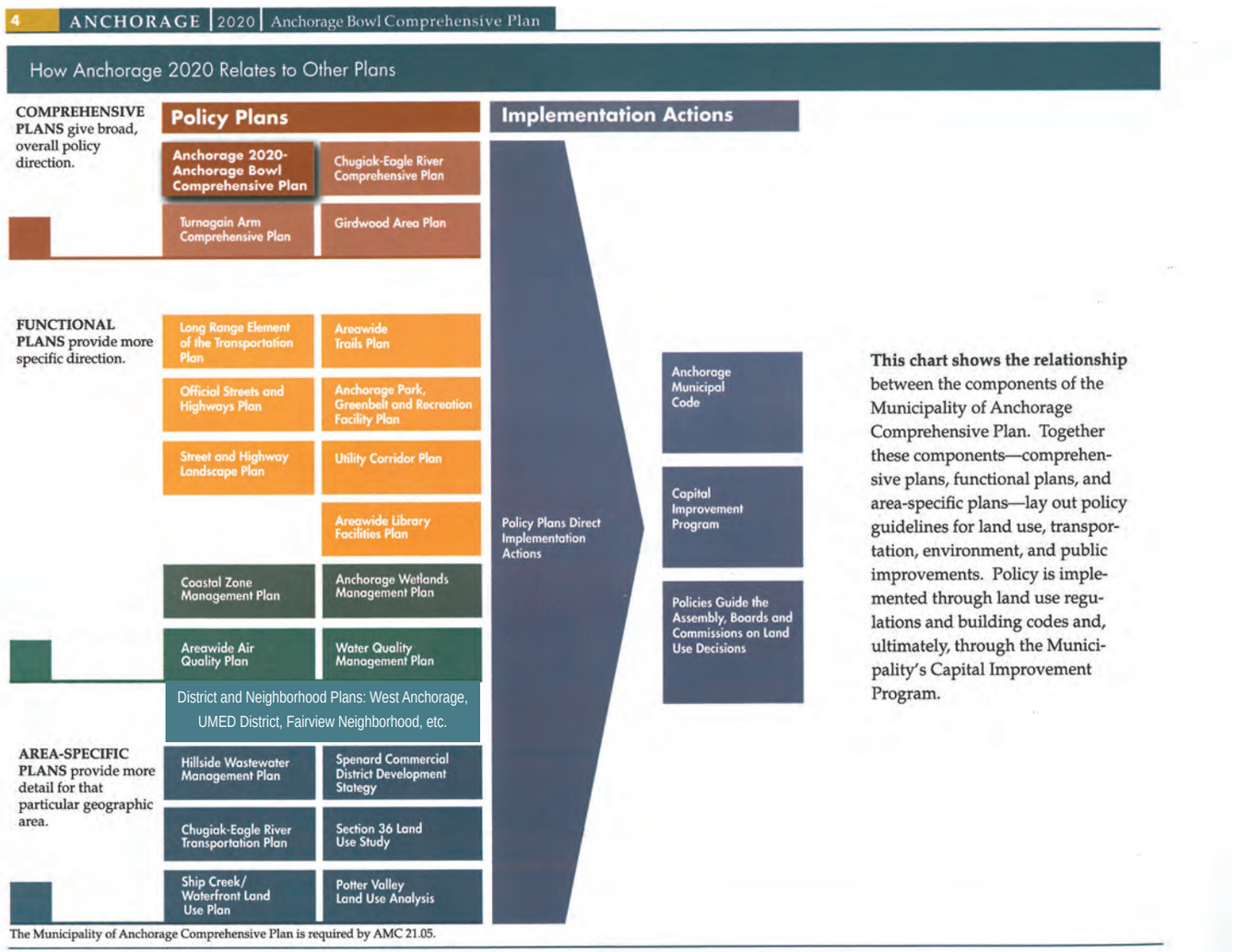


Figure 16. Hierarchy of planning and implementation elements – Anchorage 2020 - Source: Anchorage Bowl 2020 Comprehensive Plan.

Figure 17. Partial view of the UMED Core Area looking north.

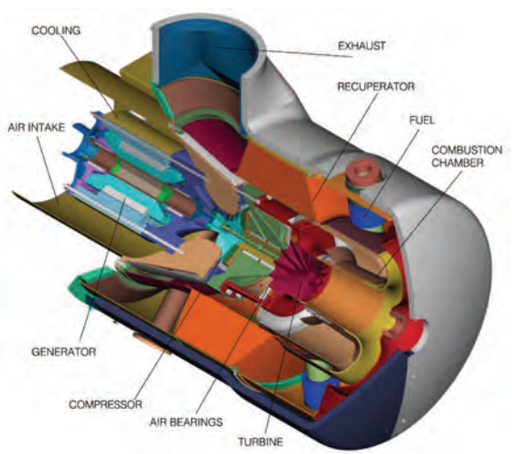


Figure 18. Microturnbine model from the Cogeneration Study.

MOA participation could also become a factor when public-private partnerships are considered for new development. This could potentially be through Chapter 12.35-Deteriorated Properties ordinance, Federal Tax Credits or other incentives.

The 2012 Anchorage Housing Market Analysis found that the Anchorage Bowl area will be in a deficit of 8852 housing units by 2030, without increasing the current rate of redevelopment. Higher-density and mixed-use development at strategic locations could help fill some of the gap.

The identification of appropriate land use designations in the Plan area could lead to zoning changes initiated by private property owners. Increased density and compact housing options are consistent with the 2012 Anchorage Housing Market Analysis. The MOA has the opportunity to identify specific opportunity areas for housing development at increased density with this plan.[6]

COGENERATION—COMBINED HEAT AND POWER

The feasibility of a large cogeneration facility to provide combined heat and power (CHP) was explored for the UMED District in 2003. The 2003 study resulted in a multi-million dollar proposal that was later dismissed due to a lack of funding and required infrastructure. Evolving technology in the cogeneration field, that does not require the significant infrastructure or financial investment documented in the 2003 plan, is now a viable option under consideration by the UMED organizations.

The organizations desire to reduce their liability and secure a secondary source of cost-effective power in light of roller coaster fuel costs associated with increased operating costs. This would be possible in two ways; new CHP technology, and a legal shift in operations by Anchorage Municipal Light and Power (ML&P). To that end, organizations within the Anchorage area are seeking relief from the current ML&P tariff with assistance from the Alaska Regulatory Commission. Several large power users are watching in anticipation of a positive outcome for CHP.

CHP is now a requirement on all large Federal Housing and Urban Development funded projects. CHP is one of the most sustainable methods to significantly reduce annual energy costs, while more fully utilizing limited fossil fuels used to generate electrical power. The average efficiency of fossil-fueled power plants in the U.S. is 33%. This has remained virtually unchanged for 40 years. This means that two-thirds of the energy generated from that fuel is lost in waste heat. CHP systems capture the waste heat and convert it to useful energy for either heating or cooling. CHP achieves overall efficiencies of close to 80%.[7] CHP efficiencies can translate into increased investment in patient care and student programming notwithstanding the unprecedented fossil fuel efficiencies to be gained.

UMED DISTRICT TRANSPORTATION SYSTEM

The UMED District is bordered by several major arterials: Tudor Road, Lake Otis Parkway, Northern Lights Boulevard, and Boniface Parkway. In addition, several collector streets are located within the District: Elmore Road, UAA Drive, 36th Avenue/Providence Drive, and Baxter Road. The major arterials accommodate and are key links to and from the UMED District. Approximately 90% of Anchorage's total travel is by single-occupant vehicle or carpool.[8]

UMED District drivers arrive by these primary roadways from destinations throughout the Anchorage Bowl, Girdwood, Eagle River, and the Matsu Valley. Traffic delays are mostly experienced during AM and PM peak rush hours.

Users of the UMED enjoy the walkability of the District and typically access the local streets and trails for exercise during breaks away from the job or classes. It is important then to provide a connected multi-modal transportation network to facilitate access to, from, and around the core UMED District area.

TRAILS AND PEDESTRIAN FEATURES

The UMED District is at the convergence of the Chester and Campbell Creek trail systems. Recent trail improvements provide a contiguous multi-modal trail network for bikes, walkers, skiiers and sled dog teams in and through the UMED. However, snow and icy conditions make winter trail and pedestrian corridor maintenance costly. The Nordic Ski Association is one of many partners, whom assist in maintaining ski trails during the winter months including the Chester and Campbell Creek trails.

APU trails are popular for cross-country skiing in winter and walking in summer. APU's trails are private and are primarily dedicated to APU ski team training. The APU trails are maintained to support that function. UAA also has a system of internal trails that connect to the MOA trail system. The public is welcome on both APU and UAA trails. However, future projects may necessitate the removal or relocation of APU or UAA trails as time goes on and new development occurs.

PROPOSED NORTHERN ACCESS ROAD

The Northern Access Road engineering study was complted during the UMED District Plan update process. Identification of a feasible connection through the UMED core was completed by DOWL in the Northern Access Reconnaissance Study Report (2011), which contains a "technical evaluation of transportation needs and potential solutions to meet those needs." This report presented potential alternatives for transportation improvements, including the implementation of a TDM program. The follow-up 2014 engineering study is intended to further determine an alignment for a proposed northern access through the core UMED area.

The Northern Access to UMED District Concept Report published in June 2014 recommended the roadway cross section depicted in Figure 19. The new road would be built with two vehicular travel lanes, in-street striped bike lanes, a 10-foot separated multi-use paved path, 6-foot sidewalk, and three roundabouts for access to APU, UAA, and at the Providence/Elmore Road intersection. Three grade-separated pedestrian crossings (bridges) are planned connecting to the 6-foot sidewalk and the 10-foot separated multi-use path. The pedestrian facilities would connect to the existing public trail system.[10] With changes in administrations within the UMED organizations, the idea of a northern access project has become more feasible. However, a project would need to be fully funded and be able to mitigate the impacts to the natural area within the core area of the District. This natural area includes Class-A wetlands and prime wildlife habitat.

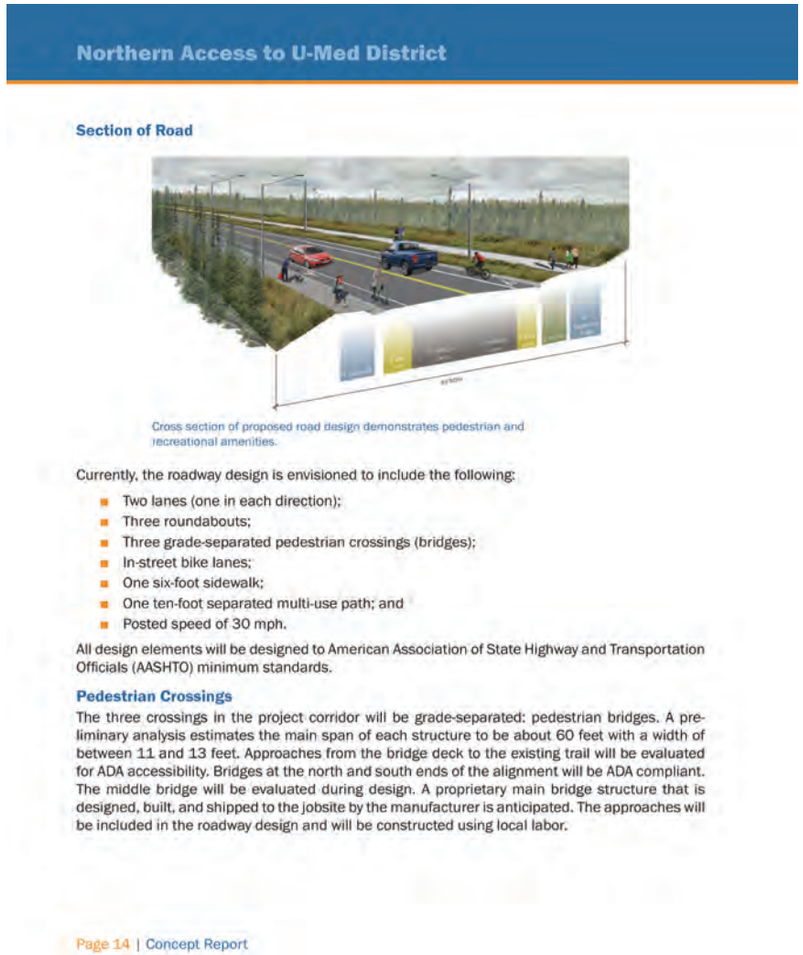


Figure 19. Section of the proposed Northern Access Road - DOT&PF - WWW.UMEDnorthernaccess.com/planview.

PARKING

Parking in the UMED District is provided by the individual organizations for their operational purposes. Parking requirements are found in Title 21. UAA charges its students, faculty, and staff for parking to help defray the cost of providing parking on campus. All other parking within the UMED core area is free. Case study information can be found in the Appendix 5.1 on providing and managing parking.

TRANSIT AND SHUTTLE SERVICES

People Mover Public Transit service in the UMED District experiences the highest ridership demand in the Anchorage area. There is strong potential for implementing an organized Transportation Demand Management (TDM) program in the District to increase transit ridership, carpool and vanpool use in an effort to reduce single-occupant vehicle travel, and to provide cost effective travel options. This could be accomplished by incentivizing the use of alternative modes, redistributing transportation demand to transit, biking, walking, skiing, car-sharing, and/or telecommuting. TDM advocates the increased availability of travel options, manages congestion, reduces constraints on existing parking supplies, can reduce transportation costs to users, may reduce development costs such as off-site parking, and can contribute to meeting the environmental and sustainability goals identified in the Anchorage 2020. Shuttle service is provided in and to the UMED District by UAA and ANTHC from several locations in the Anchorage bowl, and on the respective campus areas. Shuttle stops on organizational campuses are located for convenient access to several locations including outlying parking lots where easier access to adequate parking is found.

NATURAL RESOURCES

Moose, fox, black bear, loons, waterfowl, and migratory song birds are found in the UMED District area.[11] A portion of the Chester Creek Watershed containing the south fork of Chester Creek meanders through the UMED District constrained by neighborhoods, roads, trails, and development in the organizational core. Chester Creek is valued for views, trails, wildlife habitat, its contribution to the health of the overall watershed system, and as a unique urban amenity.

However, this portion of the watershed is severely impaired by a variety of impacts from 1970's and 80's development. The importance and functions of the watershed were not considered then.[12] Early development allowed construction within creek corridors including fill and loss of important salmon tributaries. Science and research on these trends led to the formation and adoption of environmental protection laws and code that now guide the development of natural areas in Anchorage.[13] [14]

The South Fork of Chester Creek flows through University Lake (a former gravel pit) and Goose Lake, providing important habitat for a variety of salmon and trout. Recent efforts to restore creek habitat see increased salmon return numbers at local fish counters as a result. The UMED District Plan Update supports rehabilitation of Chester Creek and its important watershed. This is accomplished by aligning UMED District Implementation Items with the Anchorage Wetlands Management Plan; the *Chester Creek Watershed Plan* and the individual organizational master plans. Compatible development adjacent to natural areas is defined in the UMED Design Guidelines.

BUREAU OF LAND MANAGEMENT PATENTS

There are five separate Bureau of Land Management Land Patents in the UMED District Core. These patents were obtained in the early 1970s for the most part by Alaska Methodist University (AMU). AMU subsequently conveyed large portions of the patented properties to the Alaska University system with specific development restrictions. The land patents describe the allowed uses in the area. The patents on APU land have expired. In the larger undeveloped areas of UAA campus, "For School Purposes only" is indicated.

PARKS AND LAKES

Three lakes are located in the core district area close to the UAA and APU campuses. The Goose Lake and University Lake Parks function as regional parks and are owned and managed by the Municipality of Anchorage. These parks draw visitors from across the Anchorage Bowl. A resounding need for adequate parking, public education, and management of these two important recreation resources quickly moved to the forefront of this planning process.

Mosquito Lake is part of a large wetland area located on UAA property. Mosquito Lake is better accessed during winter when the ground freezes and there is snow. Mitigation efforts to manage Mosquito Lake and the adjoining A-class wetlands will be necessary with any future large infrastructure project.

Reflection Lake and the ANTHC pond may also receive attention and additional management actions identified in the *Chester Creek Watershed Plan*.

MOA TITLE 21 – LAND USE PLANNING CODE

In 2013, the Municipality completed a comprehensive rewrite to its development code—Title 21. At that time, the Assembly committed to creating a community education process for the new code. The Assembly continues to allow projects to be submitted under either the new or old code through the end of 2015. This decision is at the discretion of the developer.

DESIGN GUIDELINES

The Design Guidelines in the 2003 UMED Plan are included and amended with this plan to provide continuity in development for all large projects. They are incorporated in Vision 3: Quality of the Built Environment.

COLLABORATION AND COMMUNICATION

UMED planning processes have consistently recommended continued collaboration and communication by and among the many UMED stakeholders. The 2015 Plan Update also supports an ongoing collaborative communication process. This can be accomplished a variety of ways. Recommendations are found in Vision 5: Community & Partnerships. The UMED Steering Team was formed to help lead the 2015 UMED planning effort. That steering team process will continue to meet on a quarterly basis to facilitate ongoing communication and collaboration.

Figure 20. Goose Lake and view of the Chugach Range.

2.6 CHALLENGES AND OPPORTUNITIES

The UMED District is classified as a Major Employment Center slated for continued growth potential in Anchorage 2020. The District has stable and well-kept residential neighborhoods with local schools, a variety of recreational opportunities, and contains a large portion of the South Fork of Chester Creek. Chester Creek is considered a prized urban amenity in the midst of our city. Numerous factors will be addressed as the various organizations move forward in their missions to provide much-needed and desired services for Anchorage, and Alaska as a whole.

The stable neighborhoods located within the UMED District enjoy the close proximity and access to urban wooded areas in the Chester Creek Watershed system. However, much of the wooded area located in the core of the UMED is privately owned. Over time this area may be developed. Planned and new development would provide increased services and educational opportunities, anticipated to generate necessary revenue to support the long-term financial needs of educational and research programs.

Ongoing development of the multi-modal transportation system will continue to present challenges and opportunities. The governmental agencies, including the Municipality of Anchorage and Alaska Department of Transportation & Public Facilities, both responsible for roads and public trails, must seek to mitigate impacts of the multi-modal transportation system on the surrounding property owners and the prized natural areas as identified in this plan and the ***Chester Creek Watershed Plan.***

Figure 21. View of the eastern portion of the UMED District looking south.

Figure 22. Residential development in the UMED District.

Infill and redevelopment of under-utilized properties also present a future opportunity to provide office, retail, commercial, and housing options. The Mixed-Use Case Study by Strategic Economics gave robust recommendations for this type of redevelopment, including public/private partnership success stories and potential locations for development. Property owners considering projects in the UMED District can capitalize on this analysis to pursue future development as the UMED District further grows to meet the needs of our community. Strategic Economics also analyzed the real estate market conditions and identified areas along the perimeter of the UMED District with the most potential for redevelopment. Both efforts support the feasibility of a UMED Village.

ORGANIZATIONAL MISSIONS

Two university campuses—Alaska Pacific University (APU) and University of Alaska Anchorage (UAA)—multiple healthcare centers—Alaska Native Medical Center (ANMC), Alaska Psychiatric Institute (API), and Providence Alaska Medical Center, and community service providers including the McLaughlin Youth Center (MYC)—are located within the UMED District. In addition to providing educational and medical services to the region, these organizations also benefit the immediate community through health and wellness programs and community-based research. As these organizations grow, opportunities arise for cross-organizational and neighborhood collaboration, commercial development, and additional jobs and housing. In addition, this plan aims to improve town-gown relationships by recommending organizational-residential collaboration, community organizing among residents, and expansion of community outreach efforts.

RESIDENTIAL NEIGHBORHOODS

The UMED District has longtime stable neighborhoods interspersed with single-family and a variety of multi-family housing types. There are also two mobile home parks in the area: one of approximately 30 acres on Boniface Parkway, and a second park of over 7 acres on Baxter Road. The two mobile home parks have provided an affordable home ownership option to the community. However as these larger parcels undergo new ownership or increases to land values redevelopment should be planned for and expected.

The UMED District neighborhoods are well situated with easy access to the jobs and services located in the District, Joint Base Elmendorf Richardson, and the industrial belt south of Tudor, Midtown and Downtown, Anchorage. Numerous trails link the neighborhoods to the area's parks and schools providing access and recreational opportunities for residents.

For sale and rental housing does not stay on the market for long. The neighborhood areas were largely builtin the 70's and early 80's. Much of it during the oil boom years. At that time the cost for constructing off-site infrastructure improvements such as sidewalks, lighting, and adequate drainage were often outweighed by the high demand for housing. The result is a lack of sidewalk and pedestrian improvements in most neighborhoods. In the ensuing years the Municipality, Department of Transportation & Public Facilities, and developers have been incrementally upgrading existing right-of-ways with Municipal-code required improvements.

Complete streets with sidewalks, adequate lighting, relocated utility boxes and poles, and buffer landscaping is highly-desired. This is in support of the exceptional quality of life found in these neighborhoods and is consistent with the UMED District Design Guidelines.

Neighborhood residents expressed concern about increased traffic, the result of organizational growth, would impact the residential quality of their neighborhoods. Piper Street improvements with a raised intersection and roundabout are successful examples of traffic calming that could be used to mitigate increased traffic to allay resident concerns. Annually the Municipality of Anchorage develops a five-year capital improvement program with input from the neighborhood community councils that may include roadway improvements..

The University Area Community Council is encouraged each spring to submit their list of capital projects such roadway safety, drainage, parks, and trail improvements to the MOA CIP program. The UMED District Plan Update is a means for realizing the Council's annual requests for improvements. Future residential development is envisioned through infill and redevelopment of under-utilized properties.

THE NATURAL ENVIRONMENT

Much of the District's appeal is traced to the wooded landscape of Chester Creek and the natural areas of the Chester Creek watershed found in the District core and throughout. This includes high value wetlands classified as A, B, or C that provide wildlife habitat and contribute to the overall health of the watershed.[15]

The natural areas include wooded areas, wetlands, a continuous creek, several lakes, and varied wildlife all set against panoramic views of the Chugach Mountains. The Chester Creek watershed system serves important biological and ecological functions and contributes to the unique character and quality of life for the District.

This natural environment also serves an important social function in the UMED District. Major parks within the UMED District include Goose Lake Park, University Lake Park, Castle Heights Park, and Folker Park. The Chester Creek wetlands are also used seasonally accessible in winter by skiiers and walkers.[17]

Trails within the District include: the Chester Creek Trail, Chester/Campbell Creek Trail Link, and trails within University Lake and Goose Lake Parks. Opportunities for recreation make the UMED District a desirable place to work as well as live; and this environment serves to attract students, staff, and faculty to the District. The natural environment found in the UMED District is indicated as an important contributing factor for students when choosing where to pursue a university education.

The multitude of users, however, impacts the very natural resources that draw them to the UMED. Balancing land management, allowed uses, and watershed protection presents both an opportunity and a challenge. Adjoining organizational property owners presented ongoing issues regarding off-leash dogs and the impacts that this issue poses to the many users of their trails and property. This includes children during summer school camps, on posted trails, and in interactions with wildlife.

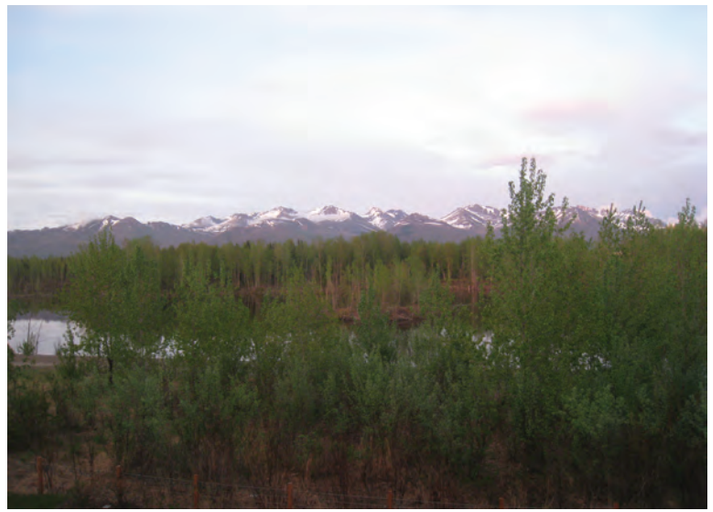


Figure 23. Views within the UMED District.

Figure 24. Chester Creek within the UMED District.

The University Lake Park master planning effort will help identify ideas for future management of this important natural area.

Future growth also presents challenges to this natural setting as development continues. The desire for achieving a good balance between the District's unique combination of residential, organizational, and natural environments was clearly articulated by stakeholders throughout the development of this plan. Efforts to maximize these development and recreation opportunities, while not further degrading the watershed presents some unique challenges.

The ***Chester Creek Watershed Plan*** includes low impact development priority items for funding in Table 6.3.[18] Environmental conservation and protection is in the best interest of all stakeholders interested in the long-term development and sustainability of the UMED District. Residents within the UMED District can also participate in such efforts by maintaining their property, addressing dog and other harmful waste, volunteering to maintain lakes and creeks, and choosing alternative transportation modes of travel.

Similarly, academic organizations have an opportunity as educators of future generations to encourage stewardship of our finite resources through future development decisions, and educational programming that provides student participation and support. Residential and organizational growth and natural resource protection will continue to co-exist through unique place-making projects, as funding and programming of natural resource strategies and conservation are found, that help protect our wildlife diversity, and support our growing economy.

The District Plan Update acknowledges and supports the many important functional plans that guide development in the Anchorage Bowl, including the ***Chester Creek Watershed Plan***. The acquisition of conservation easements was proposed in the 2003 U-Med Framework Plan. However, a conservation easement program was not established or funded. The District Plan Update supports a conservation easement program with funding from public, private, and land conservation entities such as the Great Land Trust. The program would be established to give private land owners the opportunity to voluntarily identify portions of their property for conservation, watershed protection, and wildlife habitat preservation purposes throughout the Chester Creek Watershed.

Recently, APU mapped an area of "B" wetlands and known moose habitat for a potential conservation easement. APU has communicated their intent to offer the property for protection as an easement .[20] Purchase of the APU property by a conservation group or public/private partnership would result in important wildlife habitat protection and management.

Figure 25. Paved trails within the UMED District.

Figure 26. Unpaved trails within the UMED District.

TRAILS ON PUBLIC AND PRIVATE LAND

A portion of the MOA's world-class trail system is located along Campbell Creek and Chester Creek. These public trails connect with a system of sidewalks and multi-use pathways, paved and dirt multi-use trails located along roadways, through the parks and wooded areas. Much of this system is located on MOA rights-of way. However, trail users can make connections to the private trails on several of the organizational campuses including PAMC, UAA, ANTHC, and APU. A high value is placed on the recreational opportunities that the public and private trails provide.

There is a challenge for the community as trails on organizational properties are relocated through master plan development. For that reason trails located on private property including the four organizations mentioned above were not considered as part of the multi-modal public trail system for planning purposes. The organizations will continue to provide updated trails maps as development occurs or changes are made to their private trail systems.

TRANSPORTATION SYSTEM

The 2003 U-Med Framework Plan, and Northern Access Reconnaissance Study Report recommended Transportation Demand Management (TDM) strategies, transit service increases, and connector street and trail improvements. These alternative can facilitate an increase in the availability and use of alternative modes of travel in and to the UMED District.

Therefore, multi-modal transportation elements including roadway improvements, parking management, increased transit and shuttle services, along with neighborhood pedestrian access are also important elements of this plan.

The UMED District is a hub for commuters. Financially feasible and pedestrian friendly transportation systems are desired by users and residents of the UMED District. The ability to fund and maintain a multi-modal transportation system in the UMED will present opportunities and challenges well into the future as the costs of providing facility improvements, transportation alternatives, and maintenance and operations costs rise.

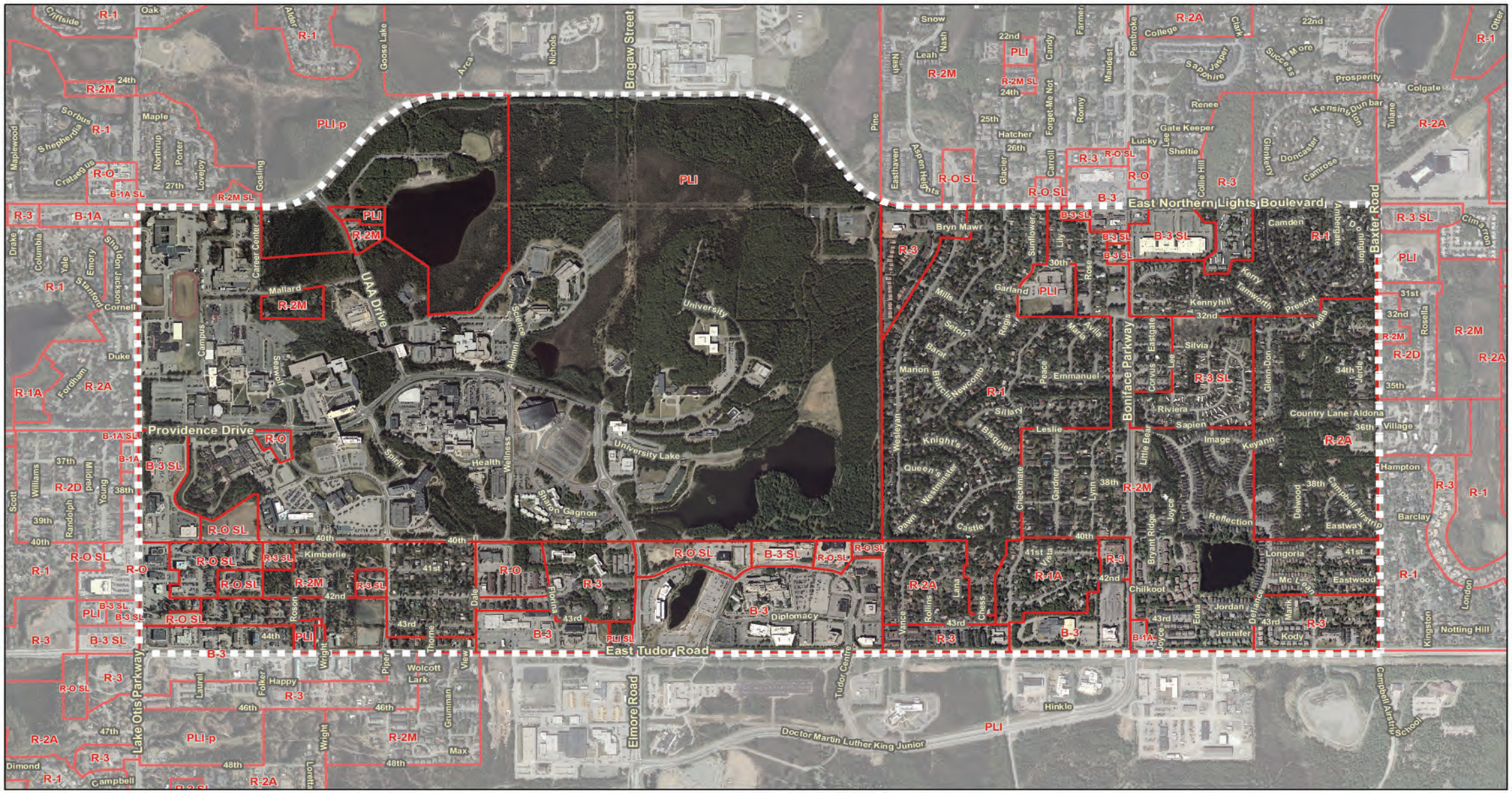
The MOA must recognize the UMED District as a major provider of employment, and therefore increase the percentage of funding spent within the District on multi-modal transportation system improvements. This funding could be obtained in the AMATS project approval process. This desire was expressed throughout the public outreach process.

CURRENT ZONING IN THE UMED DISTRICT

Existing zoning in the UMED District is depicted on the UMED District Zoning Map on the following page. This provides the current snapshot of zoning districts within the UMED District at the adoption of this plan. A full description of uses allowed in each zoning district is found in the Anchorage Land Use Code - Title 21, which is available online at www.municode.com. Hardcopies are also available at the Planning Counter at 4700 Elmore Road, Anchorage, AK.

Figure 27. Piper Street - UMED District Gateway.

Figure 28. Bus stops within the UMED District.



UMED District Existing Zoning

as of March 8, 2016

Imagery: 2015 LiDAR

UMED Plan Area

Zoning Boundaries

Residential Zoning Districts

R-1	One-Family
R-1A	One-Family
R-2A	Two Family
R-2M	Multi-Family
R-3	Multi-Family
R-3 SL	Multi-Family Special Limitation

Business Zoning Districts

B-1A	Local & Neighborhood
B-3	General
B-3 SL	General Special Limitation

Other Zoning Districts

R-O	Residential Office
R-O SL	Residential Office Special Limitation
PLI	Public Lands & Institutions
PLI SL	Public Lands & Institutions Special Limitation
PLI-p	Public Lands and Institutions Parks

N

0 500 1,000 2,000 Feet

3. VISION ELEMENTS

VISION ELEMENTS

CREATING THE VISION

Several primary themes became evident during the planning process. These themes were then translated into eight inter-related, and complementary Vision Elements. The Vision Elements are intended to provide the foundation for a continued prosperous and successful future in the UMED District, while recognizing the unique attributes that make this area so special.

The Vision Elements serve as central concepts around which to organize the various goals and recommendations, while also addressing the planning concerns of the Municipality of Anchorage, the UMED organizations, and UMED residents.

The eight Vision Elements are:

1. Supporting Organizational Missions
2. Quality of Life
3. Quality of the Built Environment
4. Transportation and Mobility
5. Community & Partnerships
6. Natural Resources
7. Economic Sustainability
8. Growth & Change

The Vision Elements are interrelated—brought together to beneficially shape and address a variety of issues including land use and development, communication, transportation, economic sustainability, partnerships, and natural resource protection. To some extent, the Vision Elements may rely on the economic viability of the district. The organization of these distinct Vision Elements allows for the creation of focused and concrete goals and recommendations that address the eight major themes.

To that end, each Vision Element is comprised of an overarching concept statement, a series of goals and recommendations and/or implementation items for achieving the goal.

Throughout the text there are references to Case Studies and Examples, and cross-references to related visions when there is thematic or conceptual overlap.

The Implementation Table found in Chapter 4 takes the Vision Elements, goals and recommendations and formats these items into table format. The table identifies a timeframe for achieving these recommendations, participating partners, and potential funding or resources to carry out the recommendations.

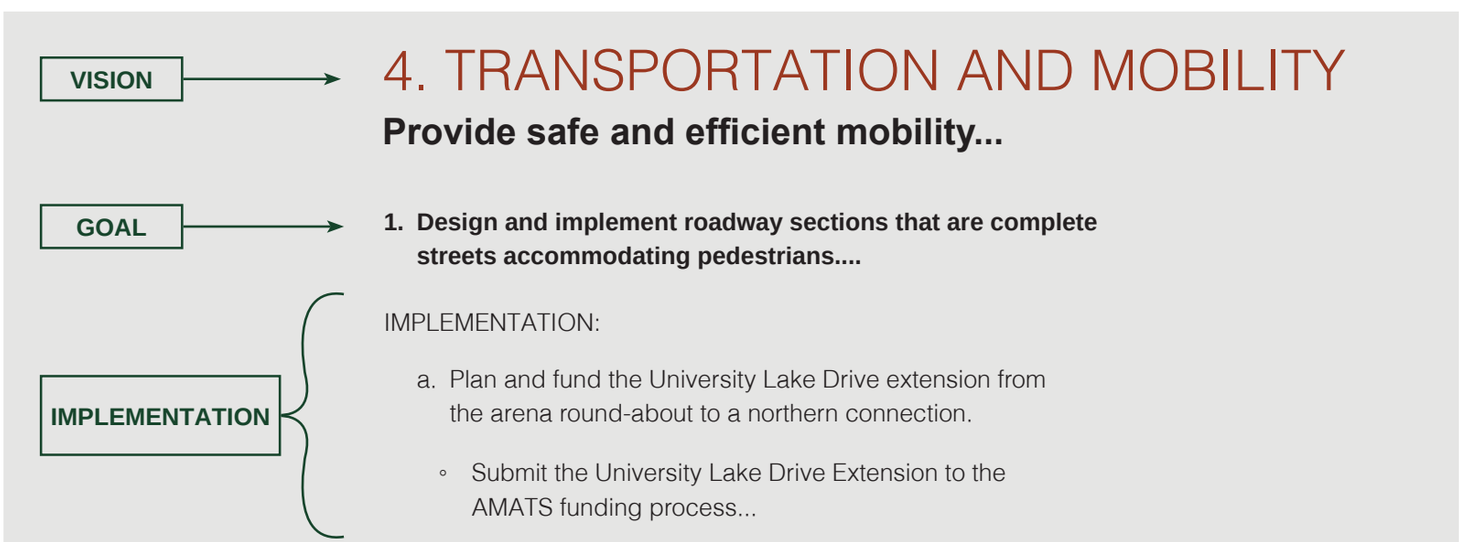


Figure 29. Hierarchy of the Vision Elements.

3.1 SUPPORTING ORGANIZATIONAL MISSIONS

The organizations that comprise the UMED District provide services that are unique and important to the entire state of Alaska. This plan recognizes that the District would not be what it is without these organizations and that support of their missions provides benefits to all.

BACKGROUND

The UMED District is unique in Alaska, containing a diversity of neighborhoods, commercial areas, and organizational development. Residential neighborhoods are located in the eastern and southern portions of the District. These organizations are non-profit entities that contribute significantly to the economy of Anchorage. The majority serve educational and medical purposes. Youth detention, social services, religious organizations, and Alaska Native and American Indian people services are also located in the UMED District. A concise description of the UMED organizations, including plans for their future growth is found in the "UMED District Plan Supporting Documents."

The Bureau of Land Management (BLM) held land patents on much of the UMED area in the early 1950s. Thepatents are now expired. UMED organizations are free to develop without approval from the BLM.

The UMED District is the second largest employment center in the State, with 13,700 jobs, accounting for 9% of all jobs in the Municipality of Anchorage. Almost 80% of these jobs are in the education and health sectors. The organizations have created a thriving nexus of economic growth, education, research, and health services. The momentum of this success has spurred an environment in which rapid growth is both needed and feasible.

Expanding services, enlarging facilities, housing, and improving transportation are a few of the many organizational challenges in light of funding prospects and available land. Continued success will include coordinated efforts, maximized potential and open lines of communication between all interested parties. Dialogue with the local community is especially important and can be achieved through the community councils, stakeholder meetings, and the UMED Steering Team.

This Vision Element reinforces the importance of enabling organizational growth, continued collaboration and partnerships, to help shape the future and recognize a holistic approach to development. Vision Element goals also build on concepts found in the UMED organizational master plans. Acknowledging existing master plans encourages a comprehensive planning strategy. Collaboration can reduce costs and allow input from local residents, the Municipality of Anchorage, and other governing agencies.

Collaborative efforts abound throughout the UMED between the Southcentral Foundation (SCF) and the Alaska Native Tribal Health Consortium (ANTHC), Providence Alaska Medical Center and ANTHC, and UAA and APU. These efforts present a history of coordinated service efforts that started early in the establishment of the UMED District.

ORGANIZATIONS WITHIN THE UMED DISTRICT:

- Alaska Native Tribal Health Consortium (ANTHC)
- Alaska Pacific University (APU)
- Alaska Psychiatric Institute (API)
- Anchorage School District (ASD)
- McLaughlin Youth Center (MYC)
- Providence Alaska Medical Center (PAMC)
- Southcentral Foundation (SCF)
- Trust Land Office (TLO)
- University of Alaska Anchorage (UAA)

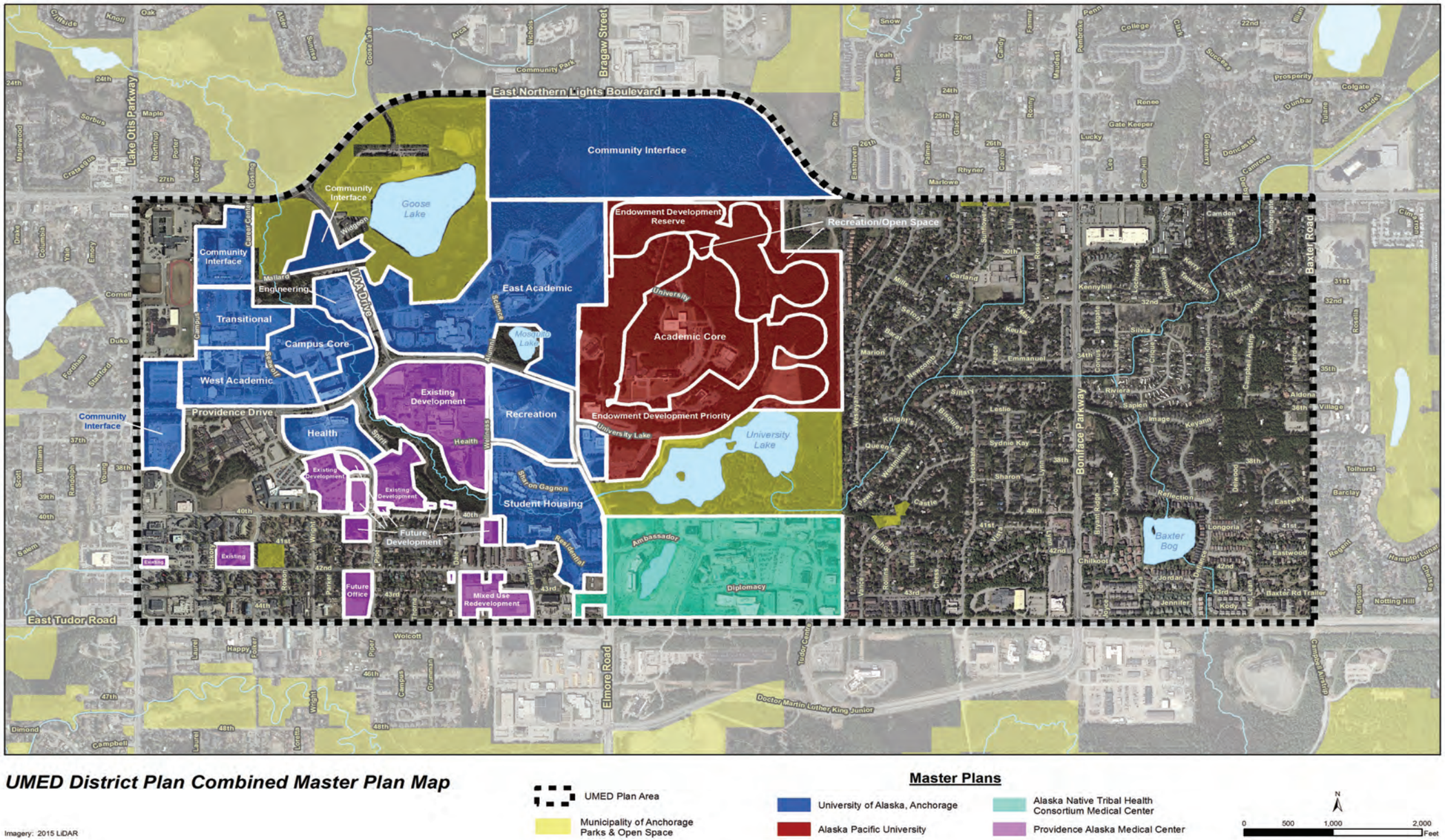


Figure 30. Combined Universities and Medical Campuses Master Plan Map.

This collaborative process began with the adoption of a comprehensive approach to development and shared growth initiated in the early 1980's with the Goose Lake Area Plan and has progressed as the area evolved and became the UMED District. A cooperative approach can create efficiencies and economies of scale that can benefit everyone. For example, the potential for pooling real estate assets could enable more flexible development mechanisms such as public-private partnerships which can plan and finance the desired mixed-use retail, commercial, and housing in the District.

This Vision Element also focuses on the many important attributes needed to support the long-term growth and change that will happen in the UMED District by establishing a regular plan update process. Supporting growth includes acknowledging the characteristics that make the UMED District area unique to our community. Listening provides opportunities for early and ongoing community input.

Educating the UMED organizations and stakeholders will provide them with the tools for development and management of their properties. There may be changes required to policies, codes, and guidelines. Lastly, it is the desire of the community to establish a regular 5-year timeline for updates to the UMED District plan. This timeline is anticipated and accepted as the norm for this planning area by our community. This Vision Element is also meant to inform the different supportive elements for the UMED organizations and to ensure the stakeholders that their ideas for this thriving UMED District are heard and incorporated.

GOALS

1. **Identify a comprehensive land use strategy for the entire District to allow for institutional growth and ancillary uses that support organizational missions**

IMPLEMENTATION:

a. Fund and complete corridor studies adjacent to the District in key locations to allow for institutional growth and ancillary uses that support organizational missions.

When completing future studies consider the following:

- Consider new land use designations in key locations to allow for institutional growth and ancillary uses that support the organizational missions.
- Seek to implement and fund public/private partnerships on priority projects to provide housing, commercial, and retail space within the UMED.
- Foster commercial and retail development that withstands market realities and responds to the desires and recommendations of UMED management, students, staff, and nearby residents.

Figure 31. View of the northwest portion of the UMED, looking southwest.

2. **Shape future growth in accordance with the distinct values expressed in this plan.**

IMPLEMENTATION:

a. Encourage the UMED organizations to seek Assembly approval of adopted master plans.

The following may be considered as the organizations complete and implement their master plans:

- Create a pedestrian friendly environment that prioritizes non-vehicular modes of transportation. *See TDM Case Study.*
- Encourage the development of a UMED Village to accommodate the needs of a growing population and foster the sense of community found in the UMED. *See Mixed Use Development Case Study.*
- Incentivize new housing on private and organizational property in the planning area.
- Ensure that transportation and infrastructure projects enhance rather than detract from the District character.
- Encourage the redevelopment of existing commercial areas to provide goods and services that serve the needs of residents, employees, and students.
- Encourage the individual organizations to manage project development with a broader campus and district-wide approach, in lieu of a project-by-project or single-campus basis, in order to reinforce a holistic UMED District environment.

3. **Develop community building opportunities for the public to better understand the operational challenges and development missions of the UMED organizations.**

IMPLEMENTATION:

a. Hold regular UMED District Steering Team meetings to discuss issues of mutual interest that could include housing, employment, and provide progress reports in these areas. The UMED Steering Team has committed to continue meeting on a quarterly basis to help fulfill the recommendation.

The Community Engagement process may include the following:

- Listen to and incorporate residential neighborhood and community council input early in the process.
- Use a community engagement process to allow all stakeholders, including District employees, students, area residents, and community councils to receive ideas and provide input.
- Provide greater transparency by facilitating public online access to the Municipality of Anchorage's data.

4. **Educate and provide UMED organizations and stakeholders with guidance on how to apply District development standards including Title 21 and specifically Chapter 21.03.110-Institutional Master Planning.**

IMPLEMENTATION:

a. Conduct annual or bi-annual public education meetings on Title 21 updates to ensure understanding and use of the code.

3.2 QUALITY OF LIFE

Maintain and improve the characteristics that make the plan area an enjoyable place to live, work, and play—especially walk-ability, connection to nature and open space, recreation, and the sense of District identity.

BACKGROUND

Quality of Life encompasses overall wellbeing and happiness. It is an intangible quality that is not easily measured and relates to many planning values and factors. Among the numerous factors it encompasses, Quality of Life includes the desire for security and peace of mind, health, comfort, cleanliness, recreation, relaxation, and access to valued amenities. It is influenced by every other Vision element of this plan, but for the purpose of creating concrete recommendations, the goals of this Vision element have been limited to recreation within a natural setting, amenities available in that natural setting, establishing a district-wide identity, and the feasibility of new development with a programmed lively public space.

RECREATION WITHIN A NATURAL SETTING

The natural setting and spectacular views are key ingredients that contribute to the quality of life in the UMED District. The positive identity of each organizational campus relies to some degree on its natural setting, which provides outdoor recreational opportunities and respite for students and staff, medical patients, and residents. It is one of the few places in Anchorage that has an abundance of trails located in a natural setting with wildlife and year-round views that provide a sense of peacefulness. In the organizational core, the natural areas, parks, trail corridors and Chester Creek provide unifying features within the UMED District.

Maintaining public access to, and continued use of, these elements found both on public and private property presented for lively discussions during the public process. Parks, trails and the associated facilities are maintained for the benefit of all users on MOA-owned and managed property and right-of-way.

The distinction is made in this plan between MOA-owned and organization-owned lands containing trails because of the potential for future development on APU and UAA property where trails may currently be located. The organizational master plans clearly delineate existing trail corridors as locations where future development may occur. While there is a large network of trails on APU and UAA property, the discussion on the management and funding of trails in this plan will be directed to those trails and trail facilities that the MOA manages and maintains.

The planning process identified significant upgrade and management issues at University and Goose Lakes, and along the trail corridors that access both lakes. These issues such as dog control, trail maintenance, safety, and accessibility, may change in the future with a better informed public, adopted park management plans and dedicated funding for conservation, operation, and maintenance.

Figure 32. Cross-country skiing in the UMED at Goose Lake Park.

Figure 33. University Lake Park.

DISTRICT-WIDE IDENTITY

Input from the public engagement process supported the need for the acknowledgment of the UMED District as a special place within Anchorage. Many of the organizations within the core area have gateway features that identify their district location. Piper Street also has a gateway feature into the core area. Creating a unified identity for the UMED to be used by perimeter businesses, special events, and for marketing UMED services is proposed with this Vision.

NEW MIXED-USE DEVELOPMENT

The UMED community has expressed a desire for new mixed-use development that would provide both retail and housing to create a focal gathering point to reinforce the District's unique sense of place. A mixed-use development in the District—a UMED Village—has been a goal for many years and was addressed in the 2003 Umed Framework Master Plan. In light of the continued desire and importance of such a project, it is emphasized again in this plan. Recommendations for the UMED Village are also found in Economic Sustainability with focus on the economic aspects and potential benefits of a village development.

UMED VILLAGE CONCEPT

The UMED Village is envisioned to be a mixed-use commercial and residential area that will meet housing and retail demand and reduce reliance on cars. Moreover, the Village is seen as a vibrant gathering place for the UMED community. The District's unique combination of organizations, residences, commerce, and nature give it the potential to be an exciting and interesting destination, and the UMED Village will be a point for galvanizing these elements, where the District's unique sense of place and identity can be materialized and experienced.

The UMED Village will also bolster the competitiveness of the universities within the District. Campus life is critical to attracting students and staff. If placed strategically within walking distance of UAA, APU, and the Alaska Airlines Arena, the District's students, staff, and visitors will be able to contribute to the success of retail, entertainment, food, and beverage tenants within the Village and reduce vehicle trips. The proximity of the Village and these organizations also ensures efficient use of resources. The UMED Village will be a catalyst for investment in an environment where private sector companies can collaborate with the UMED organizations to spur workforce development, education, business start-ups and may encourage nearby properties to redevelop.

A UMED Village was considered economically viable through the Strategic Economics Study published during this planning process. According to the Commercial, Housing, & Market Conditions found in Chapter 8 of the Supporting Documents, the UMED District has a demand for centralized commercial space and the development of more housing. Although there is over 150,000 square feet of retail existing within the District, there is room for an additional 35,000 square feet. In addition, the location of existing retail is not accessible on foot. Existing retail businesses are dispersed on the outskirts of the UMED District and most of it is not in a location that is easily accessible by the District's large student and employee population. For example, residents and workers in the center of the District are over two miles from the nearest supermarket and thus do not have access to fresh food and groceries. The development of the UMED Village is an opportunity to create a pedestrian-oriented and accessible commercial center.

The UMED Village can provide housing for the universities and the greater community. The market analysis estimates demand for between 750 and 1,125 residential units in the UMED District over the next 20 years. Compact housing types such as townhouses and apartments are more sustainable and create walkable neighborhoods, but this housing type is not yet financially feasible for private developers due to high land costs and high construction costs per the 2012 Anchorage Housing Market Analysis. However, there will be an increasing demand for compact housing due to Anchorage's growing population, land scarcity, and the projected lack of real income growth, all of which will drive people to seek more economical and sustainable housing.

The section entitled Case Study: Mixed-Use Development, in the Resources chapter, analyzes the financial mechanisms for creating mixed-use developments in three university towns. Public-private partnerships and private development were both used and cross organizational collaboration was critical. On the part of the Municipality, appropriate development standards, land use plans, and contributing public resources where necessary were also important.

UMED VILLAGE

The UMED Village will serve as an economic engine and anchor for the District. Moreover, from a quality of life perspective, the UMED Village would become a vibrant core used by students, staff, residents, and visitors.

A targeted real estate and cost-benefit analysis completed by Strategic Economics determined the economic viability of the UMED Village. The UMED Village is a viable and would be an active successful commercial and residential center. A public-private partnership along with potential development incentives are realistic means to finance the UMED Village.

A market analysis focused on the UMED District core was also conducted by Strategic Economics to examine mechanisms necessary to realize mixed-use development. Case studies were also conducted relevant to the Anchorage area. The market analysis is included in the Supporting Documents, Chapter 8: Commercial, Housing & Market Conditions. Both of these efforts were used to inform the recommendations within this Vision. The case studies are included in the Case Studies Appendix of this Plan.

Alaska Pacific University is in the process of completing the APU Campus Land Use Sustainability Study for Campus Endowment Properties. Through this study, APU leadership found that there is potential for development along the Northern Access road project that maybe available in the future for this type of project. APU therefore supports the inclusion of the "commercial village" language in this Plan.[31] Ultimately the market will direct the location for the UMED Village. Specific locations will not be mapped with this plan.

POTENTIAL PARTNERSHIPS

The UMED Steering Team received a presentation and held an ensuing discussion on parking development with the Director of the Anchorage Community Development Authority (ACDA) at the April 2014 Steering Team Meeting. ACDA is a Department within the Municipality of Anchorage.

ACDA brings together resources and partners to facilitate development and redevelopment opportunities in Anchorage, Alaska. ACDA will act as a catalyst for—and investor in projects that help implement the economic and community development goals of the Anchorage community as expressed in our community plans and initiatives.[32] At the Steering Team meeting the ACDA Director discussed the public/private partnership option for long-term development projects that are beneficial to the community. There is potential for ACDA to partner with one or more of the organizations within the UMED District on projects such as a UMED Village.

ALASKA HOUSING FINANCE CORPORATION

House Bill 50, passed in 2013, authorizes the Alaska Housing Finance Corporation to fund commercial uses in multi-unit residential developments. Supporters recognize the role of mixed-use developments in creating vibrant neighborhoods and ensuring walkability to goods and services.[33]

GOALS

1. **Consider the development of a UMED District Marketing and Branding Plan to create a cohesive identity and sense of place for the perimeter areas of the District.**
   See Positive Town-Gown Relationships Example for models for social and community services in university districts.

IMPLEMENTATION:

   a. Fund and develop a UMED Marketing and Branding Plan for areas without a marketing and branding plan.

2. **Plan for a pedestrian-oriented UMED Village to serve as the identifiable heart of the District to be a go-to destination for the District to serve the needs of residents, students, staff, and visitors.** *See Mixed-Use Development Case Study for models for the UMED Village.*

IMPLEMENTATION:

   a. Fund and prepare a conceptual plan for the UMED Village

Consider the following when planning for the UMED Village:

- Provide multi-use spaces that encourage use by a broad local constituency.
- Confirm real estate market conditions to clarify costs and benefits of the UMED Village in order to complete a pro forma and feasibility report to support investment and development of the UMED Village. This may include appropriate implementation strategies and potential locations within or on the edge of the District.
- Develop uses and programming that provide for activity at different times of the day.
- Consider a grocery store and restaurants in the UMED Village.
- Encourage indoor-outdoor interactions such as outdoor restaurant seating areas.
- Provide all-weather paving materials and amenities.

Figure 34. Swimming at Goose Lake Park.

3.3 QUALITY OF THE BUILT ENVIRONMENT

Promote a built environment that is responsive to the natural setting and views, complements its neighbors and is environmentally sustainable.

BACKGROUND

The Quality of the Built Environment vision supports four development aspects of the UMED District; the exceptional development found throughout the UMED District, a unified identity for the District perimeter, encouragement of infill and high-density development, and implementation of sustainable development and operational practices including a cogeneration pilot project.

UMED DISTRICT DESIGN GUIDELINES

The UMED District built environment includes award-winning architecture complemented by the surrounding natural features. This includes buildings such as the ANSEP Building, the UAA/APU Consortium Library, Conoco Phillips Integrated Science Building, and the Alaska Airlines Center on UAA campus, the Atwood Center and Grant Hall at APU, and the ANMC Medical Center.

Buildings and landscapes throughout the UMED District celebrate Alaska's natural beauty, many cultures, and provide state-of-the-art teaching, research, and medical management opportunities. From steel pile construction to protect an underground stream to Alaska Native art located throughout campus areas, the UMED District abounds in context sensitive design that respects the surrounding environment and enhances the visitor, student, employee and resident experience.

The updated UMED District design guidelines will continue to shape development and solidify the District's identity. These design guidelines consider buildings, signage, lighting, noise, sunlight, views, compatible uses, roadways, trails and pedestrian paths from the perimeter to the core of the District. UMED District design guidelines were first adopted in the 2003 Umed Universities and Medical District Framework Plan.

The 2003 design guidelines were intended to be flexible and invite innovation and integrity consistent with the overall Vision of the UMED District. The 2003 design guidelines are reaffirmed and amended in this Vision element to address the following topical items: Public Infrastructure, District Identity, District Development, District Open Space, District Access,Circulation and Parking. These guidelines should be addressed by master planning and major projects built and envisioned in the UMED District.

Figure 35. The ANSEP Building - UAA Campus.

UMED DISTRICT IDENTITY

The perimeter of the District provides the first impression. This makes it desirable to instill a clear sense of place as people approach and enter the UMED District. Therefore a UMED District identity and way finding plan is proposed to provide unifying elements located on publicly-owned and maintained roadways and trails leading into the District. This is an opportunity to celebrate Alaska's premier university and medical district through context-sensitive signage, street furnishings, and creative and thoughtful use of color and materials.

INCREASED DENSITY

Sustainable development must be a central value shaping development throughout Anchorage and within the UMED District. The pursuit of higher density development is a means to provide increased housing, medical, commercial and retail spaces in compact locations that will help preserve natural areas, trails, and views to the greatest extent possible. Compact new development will help maintain the natural open spaces, and also provide efficiency in the provision of transit services, capital infrastructure, and greater available services to those who live, work, and study in the District.

Title 21 development code supports increased density in several ways; small lot and infill development, reduced parking requirements on a case-by-case basis, mixed-use development, and zoning amendments. The UMED District Land Use Plan Map found in the Growth & Change vision depicts potential areas for higher density development. There may be occasions where amendments to code and policies may be desired.

This vision element supports the analysis of regulatory barriers to desired development in the UMED and seeks to create partnerships to identify solutions and resolve issues that may arise.

2013 UMED DISTRICT COGENERATION OPPORTUNITIES

The 2013 UMED District Plan Cogeneration Report (2013 Cogen Report) specifically examines the feasibility of combined heat and power in the District. Cogeneration (CHP) delivers two forms of energy; electricity and hot/cold water from a single fuel source. CHP provides substantial cost-efficiencies and substantial reductions in green house gas emissions. The 2013 Cogen Report found that cogeneration through the use of micro-turbines is a feasible cost-effective solution for Municipal Light & Power (ML&P) and the UMED organizations to pursue. The 2013 Cogen Report includes a cost analysis, overview of tariff restrictions, and clearly portrays the methodology for conversion to the micro turbine platform using existing utility and building infrastructure. The resultant information from the 2013 Cogen Report is timely and appropriate as the organizations experience budget cut-backs, which force more cost-effective ways of doing business.

A Cogen Pilot Project is recommended for the UMED District. There are many details to consider in this pilot project including the ML&P tariff agreement.

The Executive Summary from 2013 Cogeneration Report is included in the appendix. The full report is available at www.muni.org/departments/ocpd/planning/publications/Pages/default.aspx. Also see: Neighborhoods, Community Design & Built Form chapter in Supporting Documents.

Figure 36. Compact housing example adjacent to the UMED District.

Figure 37. APU's Atwood Center Historic American Buildings Survey photo.

TITLE 21

Many of the goals and recommendations in this Vision Element build on code standards that outline the path toward contextual district development. Title 21: 21.07 Development and Design Standards focuses on issues that are reinforced throughout the Visions: Protecting natural resources and open space, planting more landscaping, creating a unique sense of place through quality design, and physically connecting places through multi-modal transportation networks.

Quality of the Built Environment and the other Visions highlight and reinforce elements of Title 21 that are especially relevant to the excellent standard of development, both desired and existing in the UMED District.

GOALS

1. **Support development of an environmentally sustainable district through energy-efficient and cost-effective solutions in buildings, infrastructure, and other district programs.**

IMPLEMENTATION:

a. Encourage implementation of the recommendations from the 2013 UMED Co-Generation Feasibility Study through a UMED pilot project.

b. Apply the UMED District Design Guidelines to proposed major commercial, residential, and organizational development to ensure a cohesive, context sensitive development setting in the UMED District.

2. **Develop a UMED District identity to unite the publicly-owned rights-of-way at primary entrances to the UMED (streetscape improvements, signage & way finding, colors and materials, outdoor furniture and fixtures, interpretive information, etc.).**

IMPLEMENTATION:

a. Fund and complete UMED District way-finding plan.

Considerations: It should be noted that the focus of the UMED District Way Finding Plan will be on MOA-owned rights-of-way.

3. **Analyze regulatory barriers to achieving desired development within the UMED District core and create partnerships to identify and resolve solutions to such regulatory barriers.**

IMPLEMENTATION:

a. Work with stakeholders, design firms, engineers and contractors to identify and implement ways of streamlining review and approval processes.

Considerations may include the following:

- Policies to allow administrative approval of cross boundary activities such as temporary construction staging within the PLI zone.
- Consideration for exemptions to height, maximum floor area ratios and setbacks under clearly defined conditions in approved district planning projects.
- Fund and implement the Electronic Plan Review to facilitate project delivery by developers.
- Changes to Municipal code, policies, and regulations must be carefully considered and weighed against the goals of the entire community.

UMED DISTRICT DESIGN GUIDELINES

The Design Guidelines from the 2003 Plan are updated in the District Plan Update. These guidelines ensure the vision and values important to future development, as well as the community are addressed as organizational, private and other public investments occur in the District. Major developments are those projects that require major site plan review, conditional use approval, or master planning as defined in Title 21.

PUBLIC INFRASTRUCTURE

Ensure thoughtful direction and timing of public investments in infrastructure to leverage private investments in ways that will benefit the District as a whole.

- Sequence implementation of District public improvements to:
  - Stimulate private development,
  - Enhance the existing parks, natural areas, and trail system, and
  - Address immediate and long-range circulation needs.
- Maximize opportunities for shared-use and funding of infrastructure projects throughout the District.

ORGANIZATIONAL AND PRIVATE DEVELOPMENT

This plan provides a policy framework that will ensure coordination of all improvements with one another and with the plans for adjacent properties.

- Design and sequence development so that the natural qualities of the district are protected. All development should be consistent with the Plan's vision, goals, and land use designations.
- Address conservation of historic buildings through master plan implementation.
- Encourage infill development and redevelopment of under-utilized property such as surface parking lots or low-density parcels.
- Consider rain gardens, green roofs and other best management practices in new commercial and residential building.
- Work to reduce the amount of impervious surface resulting from all development in the UMED District area including the UMED core, neighborhoods, and commercial perimeter to protect watershed health.
- Enable increased height and/or small lot development in select areas.
- Encourage the redevelopment of existing commercial areas to provide goods and services that serve the needs of residents, employees, and students.
- Pursue incentives for new housing on private and organizational property.

GATEWAYS

Acknowledge, through design and sign-age, the points of entry to the District and to institutions within it.

- Treat Bragaw Street, UAA Drive, Elmore Road, Piper Street, and Providence Drive as principal gateways into the District.
- Treat Tudor Centre, Providence East, Seawolf Drive, Dale Street, Piper Street, Florina Street, Wright Street, Cornell Court, E. 40th Avenue, E. 42nd Avenue, and MLK Learning Center Drive as entrances to campuses and other properties.

ENTRANCE AND ORIENTATION

Simplify way-finding by clearly identifying major destinations throughout the District.

- Provide each campus entry with a permanent monument and landscape treatment appropriate to its context.
- Coordinate standards for lighting, street furnishings and signage on public rights-of-way throughout the District to create a consistent and understandable circulation system.
- Extend direction-finding signage to trails where appropriate.

MIX AND ARRANGEMENT OF USES

Reduce the need for vehicular trips by encouraging service, retail and other support functions close to places of work, residence and study in the District.

- Encourage a mix of uses within blocks and, where feasible, within buildings.
- Public attractions should be located so that public access and activity do not disrupt every day users of the District.
- Attractions should be designed to complement the natural setting of the District and should be compatible with adjacent uses.
- Expand the local street and pedestrian circulation systems throughout the District to accommodate direct access between facilities.
- Incentivize new housing on private and institutional property in the planning area.

BUILDING MASS

Configure each building to be compatible in scale with adjacent natural and built features.

- Design buildings so that their apparent bulk does not overwhelm the size and character of nearby buildings, parks, natural areas, and public trails.
- Protect solar access to significant public open spaces by limiting the height of buildings to the south.
- Avoid features such as large blank walls that increase the apparent bulk of a building.
- Fund and implement a special study to identify properties that would qualify for higher densities, increased building heights and/or small lot sized development.
- Enable increased height and/or smaller lot development in select areas.

BUILDING ORIENTATION

Orient buildings to face streets and other public spaces and to conserve energy.

- Encourage active ground floor uses along pedestrian routes.
- Orient buildings and related structures to maximize shared views.
- Provide balconies, terraces, lobbies and entrances facing parks, plazas and special streets.
- Provide links from plazas and courtyards to major open spaces.
- Face doors and windows towards public open spaces. Avoid turning the back of any development on public open space.
- Configure windows to capitalize on natural light and avoid solar gain in summer.
- Coordinate building design with existing trees and other natural features to provide shelter from prevailing winds.
- Orient buildings to create favorable micro-climates for new and existing landscape, and to protect building entrances and usable outdoor spaces.

BUILDING ARTICULATION

Reconcile the need for improved local access between campuses and support facilities with the established character of District development.

- Site and articulate new campus buildings to reinforce the center of each campus as a walkable environment.
- In residential portions of the District, maintain a sense of traditional blocks, street walls and intersections within the established street system.
- Avoid development of remote facilities that would subdivide natural areas.

PUBLIC ART

Consider art in public spaces.

- Integrate public art into the development projects.
- Use regional and local themes in selecting public art.
- Scrutinize the suitability of art objects, especially memorials, introduced to public spaces for their possible influence on future improvements.

MATERIALS AND SIGNAGE

Set a precedent for future development with the quality of signage and of conspicuous building materials. It is important that consistent, high quality be maintained.

- Use building materials that suggest permanence and dignity and that are appropriate for Alaska.
- Develop specific guidelines for each institution and the neighborhood development (commercial and residential). For non-institutional development, these may take the form of Covenants, Conditions and Restrictions [CC&Rs].

HIERARCHY OF OPEN SPACE AND NATURAL AREAS

A full range of open space types can be found in the District. The primary value of some natural space is as undisturbed natural habitat or natural area. At the other extreme are open space areas designed and built for active recreation. The District is capable of meeting both of these needs.

- Provide passive and active public open space.
- Consider the relationships in the sense of organizational missions, public access, size, habitat uses, and other specialized uses such as Nordic skiing and snowshoeing.
- Connect public open space with multi-use pathways consistent with MOA trail plans connecting adjacent neighborhoods and the regional trail system.
- Integrate private open space with the public access system to the extent that compatibility with other private uses permits.

LANDSCAPE BUFFERS

Protect natural areas from inappropriate access, from 'visual pollution' such as an open view of a parking lot, and from untreated runoff from developed areas. Natural areas, especially those designated as Preservation Open Space, merit special protection, which can be provided in part by planted buffers.

- Favor use of native plant materials, but ensure that view corridors will not be obstructed when trees and shrubs approach maturity.
- Conserve and integrate established native plants in the disturbed areas near development.

NATIVE LANDSCAPES

Reinforce the natural landscape and ecology of the District by use of appropriate materials and techniques.

- Emphasize native plantings in naturalistic patterns.
- Coordinate native plantings adjacent to habitat corridors with mixed plantings in associated streets and open spaces.
- Protect steep slopes from erosion.
- Protect and restore existing wetlands.
- Maintain campus and neighborhood safety and security through regular selective trimming or removal of trees and shrubs. Avoid use of tall, dense plantings that at maturity obstruct sight lines.
- Use native plantings to protect nesting areas and other sensitive habitat from human access.

HABITAT PROTECTION

Protect surviving native flora and fauna in the District and encourage their continued presence.

- Maintain existing wildlife corridor linkage among habitat areas to the greatest extent possible.
- Restrict pedestrian access to sensitive areas.
- Minimize the widths of disturbance zones when constructing trails.
- Identify and protect especially vulnerable plant and animal habitats.

RECREATIONAL FACILITIES (TRAILS, BEACHES AND SPORTS FIELDS)

Integrate recreational facilities with the circulation system to provide access for all who live or work in the District.

- Complete the system of local streets and public trails to interconnect the other primary public open spaces.
- Vary the spatial experience along public trails in response to orientation and to natural and built features.
- Configure and landscape the trails and contiguous private open spaces to create a series of connected yet discrete open spaces, each related to buildings and capitalizing on views.
- Celebrate significant points of connection of the trails.
- Maintain the integrity of ski trails over or under vehicular streets.
- Connect local public trails to the regional trail system.
- Maintain tree buffers for trails to preserve the natural experience.

ROADWAYS

Design the circulation system to serve all users. In the past, some streets have been built to meet only vehicular needs, conflicting directly with the principles of the current plan.

- Design every street to accommodate automobiles, transit, bicycles and pedestrians equitably.
- Design streets to encourage driving at appropriate speeds, making appropriate use of traffic calming measures.
- Design roads and driveways to conform with the existing topography, minimizing cutting and filling, yet adhering as closely as possible to transit gradient and turning parameters.
- Provide direct connections to the public trail system.
- Accommodate the needs of transit to serve major destinations in the District effectively.
- Implement the roadway cross-sections.

TRANSPORTATION MANAGEMENT

Manage vehicular movements in the District to meet access needs without compromising uses or environmental quality.

- Promote the use of transit, walking, bicycling and skiing for circulation to and within the District.
- Maintain equity between modes within streets and intersections throughout the District.
- Manage parking on campuses to encourage carpooling.
- Control street intersections to regulate vehicular flows to acceptable levels.
- Minimize conflicts between vehicles and pedestrians by introducing controls at busy crossing points.

PUBLIC TRANSIT

Promote public transit as a viable mode of travel within and beyond the District.

- Provide transit routes and stops that give public transit priority over other vehicles.
- Provide convenient transit stops that are close to destinations and include adequate seating, shelter and other furnishings as appropriate.

PEDESTRIAN AND BICYCLE ACCESS

Expand the circulation system to provide safe and convenient access on foot and bicycle between all major destinations within and adjacent to the District.

- Seek opportunities to establish pedestrian connections between the campus and the adjacent neighborhoods.
- Design streets in the adjacent neighborhood that encourage pedestrian use.
- Direct pedestrian and bicycle traffic to street crossings with adequate sight distances and appropriate traffic controls.
- Provide pedestrian facilities on both sides of every street.
- Identify and respond to the needs on each sidewalk for pedestrian through-zone width, building frontage zone, furnishing zone, curb and loading zone dimensions.

- Connect all streets to others at both ends to create a flexible grid. Similarly, connect all sidewalks, trails and walkways to one another or to building entrances and parking lots.
- Provide safe off-street, short-cut pedestrian connections where possible.

SERVICE ACCESS

Provide access for service vehicles that is discrete yet efficient.

- Locate service, drop-off and pick-up areas away from corners and major building entries, so that they minimize disruption to vehicular and pedestrian traffic patterns.
- Discourage loading, service and parking access from primary pedestrian streets and public trails.
- Ensure adequate sight lines for maneuvering service vehicles.

PARKING FACILITIES

Locate and configure parking facilities for convenience without undue visibility. They should be less dominant in the landscape than occupied buildings or major landscape features.

- Provide convenient but inconspicuous parking.
- Minimize frontage areas used for surface parking.
- Provide landscape buffers between roadways and parking lots and trails.
- Limit parking areas so they are not immediately visible from the municipal trails.
- Provide adequate but not excessive parking at designated access points to trail system.
- Lay out surface parking with clear and direct pedestrian access routes.
- To the extent practicable, use shared parking facilities.
- Discourage parking entrances and exits on pedestrian-oriented streets or close to corners.
- Buffer structured parking at street level with active, pedestrian-oriented uses or landscaping.
- Wherever practicable, locate parking facilities out of public view on the perimeter of campuses to reduce conflicts with pedestrians and trails.

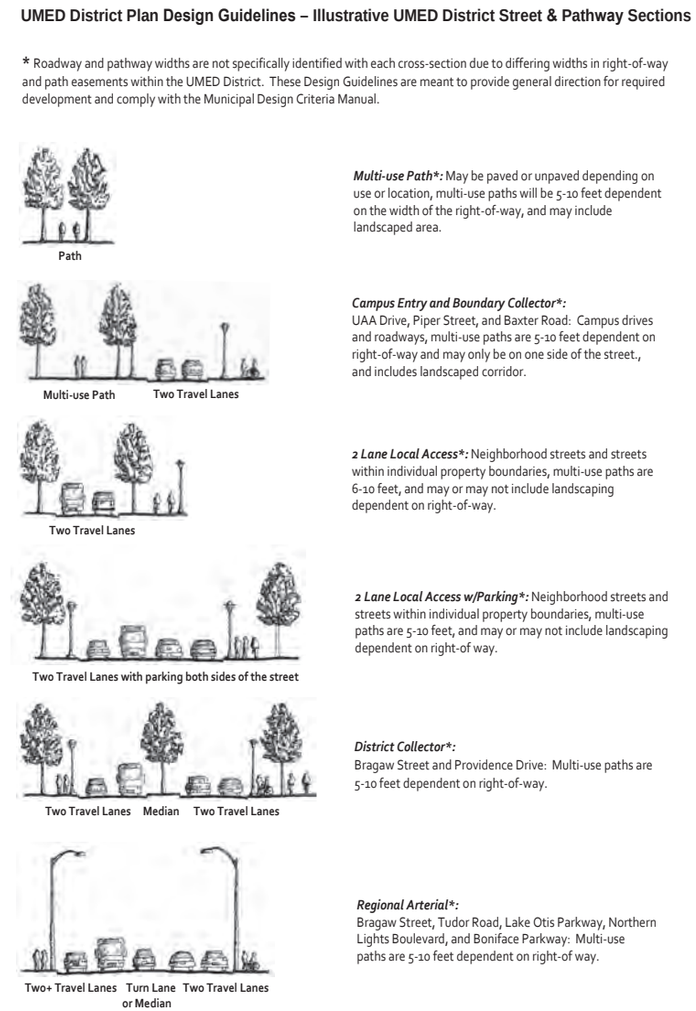


Figure 38. Illustrative District street and path sections.

3.4 TRANSPORTATION AND MOBILITY

Provide safe and efficient mobility in and around the UMED District for all transportation modes while respecting the District's intrinsic qualities including its natural setting, wetlands, wildlife, recreational values, and walk-ability.

BACKGROUND

TRANSPORTATION DEMAND MANAGEMENT AND WALKABILITY

Transportation was at the forefront throughout the public outreach process, hence the many recommendations within this chapter. Coordinated urban design promotes accessibility and sustainability by accommodating multiple transportation modes, including walking, bicycling, transit, VAN and carpooling. This Vision Element proposes improved and new sidewalks, pathways, trails, and traffic calming measures that increase safety, visibility, and convenience for pedestrians, cyclists, and skiers. It recommends the funding of a Transportation Demand Management (TDM) feasibility study to identify a wide array of complementary TDM actions in support of the current TDM components now functioning in the District. The feasibility study will assess the existing program to determine additional needs and potential funding. For example, incentivized carpooling and organization-run shuttle services currently reduce the demand from single-occupant vehicle travel and reduce parking requirements. The feasibility study would research off-site parking, potential for increased vanpool service, and increased transit routes. The recommendations within this Vision Element are informed by public comment and the Transportation Demand Management Case Study Report included as Appendix 5.1.

This Vision Element is intertwined with Quality of Life. The Transportation and Mobility Recommendations play a key role in reducing dependency on driving, making the District a safer and more vibrant place. Supporting a walkable district is a priority for UMED stakeholders, and could help support the success of the UMED Village. The District is inhabited and crossed by moose, birds, and other wildlife. The goals and recommendations in this chapter reconcile these concerns by stipulating that new infrastructure development must be sensitive to preserving the valued natural environment.

The largest concerns voiced by the UMED District community regarding transportation were the Northern Access Road, parking management, multi-modal trails and walkability. The large majority of existing parking facilities are surface parking lots, which take up a substantial portion of developable land. Multi-level parking lots are encouraged and becoming more cost effective. This plan recommends other transportation alternatives to lessen the need for additional and expensive parking and to reduce single-occupant vehicle use. The desire for walkable streets is addressed through funding recommendations to improve several pedestrian facilities within the UMED neighborhoods. Multi-modal trail projects are also included, along with mitigation for the Northern Access Road.

NORTHERN ACCESS TO UMED DISTRICT

During this planning process a separate planning effort for the Northern Access Road was initiated by the MOA and AKDOT&PF. The Northern Access Road is intended to provide additional access within the District, relieve congestion and meet the need for an improved transportation link through the District. Depending on which alignment is selected could have significant impacts on the natural landscape, wildlife habitat, and wetland areas while bisecting the organizational property.[28]

Figure 39. Cycling in the UMED District.

Figure 40. Roads within in the UMED District.

GOALS

1. **Design and implement roadway sections that are complete streets accommodating pedestrians, active transportation, public transit, and vehicles.** *See Figure 43 for depiction of the following proposed transportation projects.*

IMPLEMENTATION:

a. Identify and fund the following roadway system projects to facilitate multi-modal access, safety, reduce congestion and to provide adequte parking in various areas to provide service to the UMED District. *Project #s 4-R and 5-R:*

- 4-R: University Lake Drive Extension from the arena round-about to a northern connection.
- 5-R: Determine needed drainage and curb and gutter projects throughout the UMED District residential neighborhoods in conjunction with sidewalk project improvements.

2. **Provide recommendations for the Northern Access Road Project to ensure trail connectivity, safe wildlife circulation, appropriate speed limit, overall design requirements, and mitigation of the construction, operation, wildlife and traffic impacts.**

IMPLEMENTATION:

a. Design the Northern Access Road to provide direct northern access to the UMED District to improve circulation of people and goods, relieve arterial streets, respond to projected traffic and development growth within the UMED District, and to create safer streets for motorized and non-motorized traffic. *Project # 1-MTP: Adopted design considerations for the Northern Access Road found in this plan include:*

- Two vehicular travel lanes with in-street striped bike lanes.
- 10-foot separeated multi-use paved path and a 6-foot sidewalk.
- Three grade separated pedestrian crossings connecting to the 6-foot sidewalk and 10-foot path .
- Curbs, gutters, and storm drains.
- Multiple roundabouts.
- Lighted transit stops, roads, and paths.
- Speed limit must be clearly posted.
- Provides connections from new to existing trails and paths identified in AMATS bicycle, pedestrian, and trail plans.

3. **Continue to support the pedestrian-friendly walking environment found in the UMED District.**

IMPLEMENTATION

a. Nominate and fund the following proposed improvements to the pedestrian network consistent with Project #117 - ***Anchorage Pedestrian Plan***. *Project #s: 2-NM, 3-NM, 4-NM, 5-NM.*

- 2-NM - Add sidewalks to Career Center Drive between Northern Lights Boulevard and Mallard Lane. This improvement would provide non-motorized connection into the central part of the UAA campus from Northern Lights Boulevard.
- 3-NM - Add sidewalks to 42nd Avenue between Lake Otis Parkway and Dale Street.
- 4-NM - Add sidewalks to Wright Street between 40th Avenue and Tudor Road.
- 5-NM - Add sidewalks to Dale Street between 40th Avenue and Tudor Road.

b. Fund and complete District-wide non-motorized multi-modal transportation projects consistent with Anchorage area bike, pedestrian, and trail plans.

Use the following considerations when developing the plan:

- Encourage wider sidewalks that accommodate more business and pedestrian activity consistent with the MOA Design Criteria Manual.
- Keep utility boxes and light poles out of sidewalk and path rights-of-way to meet Federal accessibility standards and provide safe passage by wheelchair and other users.
- Increase lighting in high pedestrian areas on streets and at transit stops, which also aids in pedestrian and bicycle safety.
- Encourage pedestrian facilities to be accessible to all users. MOA Design Criteria Manual.
- Plan for and encourage relocation of large parking lots away from the center of the District toward the perimeter or to shared garages, to allow for infill and pedestrian-scaled development, as redevelopment within the UMED core occurs in future master plan implementation.
- Identify and provide pedestrian and bicycle connections where vehicular street connections are not feasible or appropriate.
- Incorporate safety and visibility considerations at crossings, sidewalks, and streetscapes.
- Recognize and enhance the unique natural setting in master planning efforts, trails, and transportation projects.
- Connect to MOA-wide trails network identified in the AMATS' bicycle, pedestrian, and trails plans to be consistent and build upon each of these individual planning efforts.

4. Improve MOA and DOT&PF snow removal and storage procedures to allow greater pedestrian, bicycle, and transit usage.

IMPLEMENTATION:

a. Work with MOA and DOT&PF departments to increase snow removal functions as funding becomes available.

5. Nominate and fund a Transportation Demand Management (TDM) program for the UMED District. *For more information on TDM and models from around the country, refer to Case Studies: Transportation Demand Management in the Resources chapter.*

IMPLEMENTATION:

a. Complete a UMED TDM study.

Figure 41. Bus stops in the UMED District.

Figure 42. Bicycle parking in the UMED District.

The following recommendations may be included in that study:

- Continue to investigate the possibility for Valley Mover to provide direct peak period bus service to the UMED District from Palmer/ Wasilla and Eagle River.
- Identify potential park-and-ride locations in the Mat-Su valley for UMED commuters.
- Support a District-wide Bike Share Program.
- Increase Shuttle service.
- Determine feasibility of car-share system district-wide.
- Establish a remote MOA coordinated ride-share service to and from the District, and/ or encourage local employers to establish carpooling or vanpooling.
- Implementation of a Ride-home program.
- Equip bicycles in the Bike Share Program with studded tires for winter use.

b. Fund and construct off-site parking outside of the UMED District to meet demand for park-and-ride options and to support TDM program initiatives. *Project #: 2-PK – Location TBD*

c. Fund and Implement the TDM program.

Consider the following public outreach and engagement in the TDM Program:

- Hold an Alternative Transportation fair to highlight the user benefits and costs of utilizing alternative transportation modes for the day-to-day travel to and from the UMED District.
- Routinely survey employees and students to determine progress towards desired mode split and other goals

6. **Plan and design new transportation facilities and multi-modal systems in ways that minimize impacts to natural resources including the wetlands, wooded areas, and wildlife corridors, while enhancing and maintaining the existing trails and corridors found in the District to the greatest extent possible.**

IMPLEMENTATION:

a. Implement adopted design guidelines for roadway cross-sections.

Use the design guidelines to address the following:

- Consider wildlife crossing safety in the design of roadway and trail sections.
- Retain the natural flora where not in conflict with pedestrian safety and snow removal procedures.

b. Fund and construct an expanded parking area at University Lake. *Project #: 1-PK*

FUTURE TRANSPORTATION SYSTEM IMPROVEMENTS *(FIGURE 43)*

The following are proposed transportation system improvements projects consistent with the AMATS 2035 Metropolitan Plan, stakeholder comment, and assessment of transportation facilities in the UMED District.

ROADWAY PROJECTS

- ***4-R:*** University Lake Drive Extension- extension from Arena round-about to a northern connection, TBD.
- ***5-R:*** Multiple drainage, curb and gutter projects throughout residential areas in conjunction with sidewalk improvements.
- ***1-MTP***: Proposed Northern Access Road alignment.

PEDESTRIAN PROJECTS

- ***2-NM***: Career Center Drive – add sidewalks between Northern Lights Boulevard and Mallard Lane. This improvements would provide non-motorized connection into the central part of the UAA campus from Northern Lights Boulevard.
- ***3-NM***: 42nd Avenue – add sidewalks between Lake Otis Parkway and Dale Street.
- ***4-NM***: Wright Street – Add sidewalks between 40th Avenue and Tudor Road.
- ***5-NM***: Dale Street – Add sidewalks between 40th Avenue and Tudor Road

PARKING PROJECTS

- ***1-PK***: MOA University Lake Park Parking Lot – MOA to provide sufficient parking spaces and enforcement.

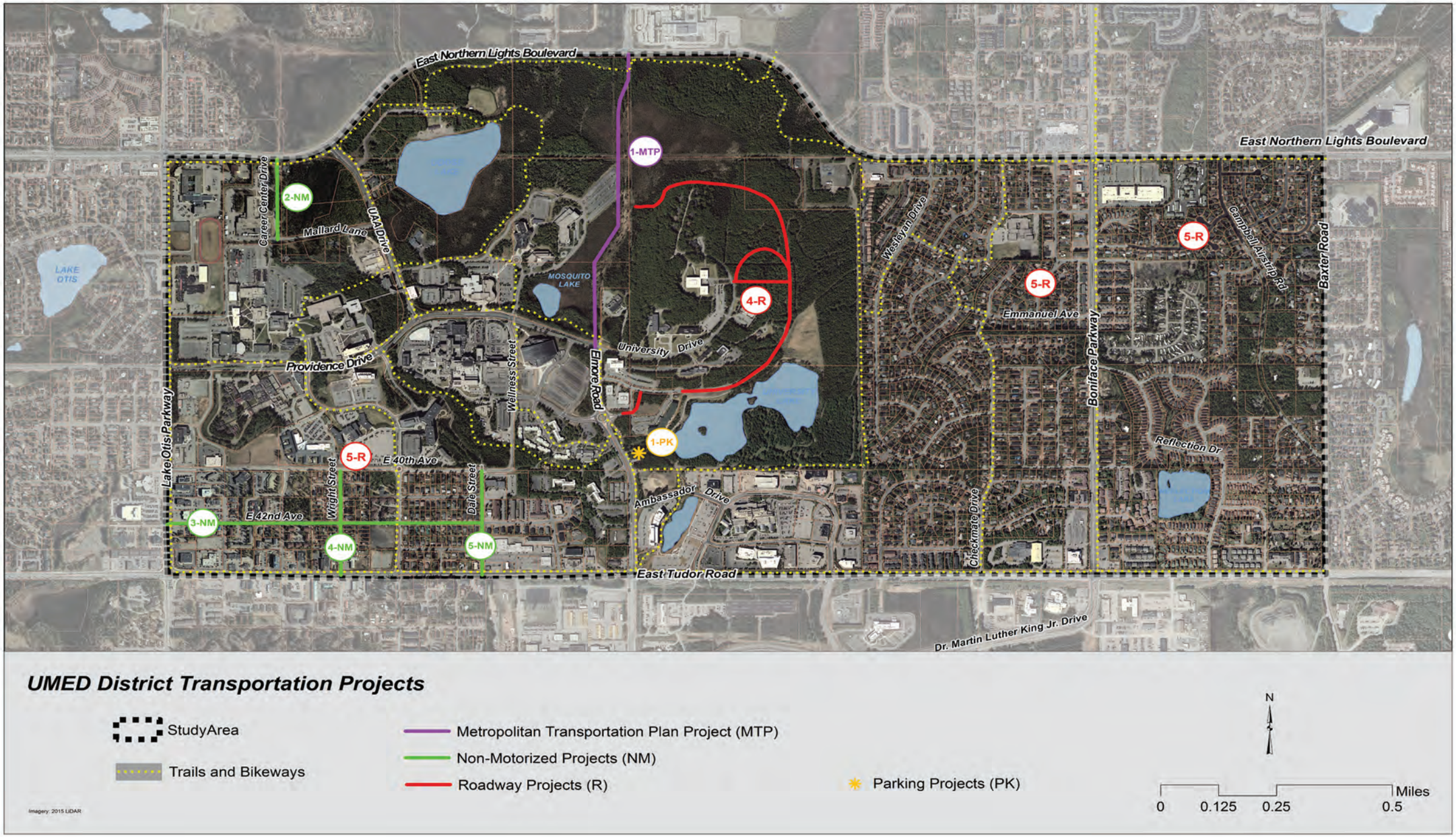


Figure 43. Future Multi-modal Transportation System Improvements - includes parking, trail, pedestrian, and roadway projects.

MULTI-USE TRAILS WITHIN THE UMED DISTRICT

The UMED trail system provides a recreational linkage between downtown, community destinations, and residential districts within this urban Anchorage environment. UMED trails function as a multi-modal transportation system fulfilling a variety of quality of life experiences including health and wellness, team training, scenic and wildlife viewing. Appropriately placed trails can buffer abutting land uses and delineate community boundaries.[23] These trails are used by a wide variety of users: joggers, walkers, hikers, wildlife viewers, bicyclists, skiers, people with strollers, people using mobility aids, dog walkers, moose and other wildlife. Conflict resolution is therefore an important aspect of trail planning and management for the UMED District.

Multi-use trail management agencies in fifteen states were surveyed on conflict resolution issues. Most conflicts were found to arise between pedestrians and bicyclists, off-leash dogs, trail users, equestrians and bicyclists, and skiers and snowmobilers. Respondents to the survey advocated for education on trail etiquette, trail design to accommodate different uses, separate trails for different users, clear signage, closure during wet conditions, and increased patrolling and monitoring as solutions.[24] The National Recreational Trails Advisory Committee participated in the survey and provides the following recommendations:

- Provide sufficient trail mileage and different trail experiences.
- Create trail etiquette educational programming and materials.
- Track progress to guide future policies and programs.
- Reduce user contact in conflict areas.
- Involve users to: assess user needs, identify sources of conflict, develop mutually acceptable solutions, promote proper trail behavior.[25]
- As future planning projects and new trail routes are completed for the UMED including at Goose Lake and University Lake Parks, these ideas may be considered.
- Incorporate the proposed trail and bikeway alignments found in the adopted trail, pedestrian, and bike plans for the Anchorage Bowl.

Figure 43-a. Local street example in the UMED District.

3.5 COMMUNITY & PARTNERSHIPS

Develop collaborative practices within the UMED District that provide operational efficiencies, increased communication and cooperation, and a sense of shared community.

BACKGROUND

The UMED area has benefited from cross-collaboration and community involvement – and therefore has the fundamental relationships in place for enhancing community and organizational partnerships since its inception. The Consortium Library, founded in 1970, is shared by nine partners, including UAA, APU, and the Anchorage Public Library. Similarly, UAA's Center for Community Engagement and Learning aims to connect academic programs with community needs, and the Learning Institute at Providence Alaska Medical Center hosts community events on mental and physical health.

The organizations provide public access to recreational facilities through continuing education classes, memberships, or punch-cards. By providing these various opportunities, the intuitions foster a sense of community within the District.

Three area community councils (University Area, Rogers Park, and Airport Heights) provide a central forum for residents. Community councils are established by Municipal Charter. Collectively they work to provide an effective means for active public participation in urban planning and public discussion issues within the District. This plan identifies concrete planning strategies to support communication between the residential community and the organizations in order to facilitate ongoing coordination and cooperation.

Collaborative planning is a participant driven process that ensures that a variety of views may guide future developments within the District.

The process can also be viewed as a cost-saving mechanism which allows stakeholders to identify opportunities for pooling resources, leveraging existing processes and programs, and defining much needed management and operational tools. These savings can then be spent on furthering shared development goals or mission priorities.

The UMED Steering Team was formed during the update of the UMED Plan to provide valuable and timely direction on a variety of topics.

The UMED Steering Team was comprised of representatives from the major organizations, the community councils, and elected representatives. The Steering Team found the meetings to be very useful to share ideas and concerns. Because of this useful interaction, the Steering Team will continue to meet on a quarterly basis after the adoption of the Plan Update in 2015.

Figure 44. The residential and organizational areas of the UMED District.

There is a wide breadth of planning issues that can benefit from a collaborative and coordinated process. The section entitled Examples: Positive Town-Gown Relationships, found in the Resources chapter, further highlights ideas for fostering community interaction within educational and medical districts.

GOALS

1. **Continue the established UMED District coordination process through the UMED District Steering Team with regularly scheduled quarterly meetings to leverage resources and implement the UMED District plan.**

IMPLEMENTATION:

a. Establish and fund a part-time MOA staff position to facilitate district-wide coordinated efforts required to implement the UMED District Plan. This may include public outreach and communication, input on TDM district programs and activities, Chester Creek Watershed projects, grant writing and funding research, parks and trail planning, input on animal control and wildlife management issues, etc.

Consider the following action items for this position:

- Identify and implement potential organizational collaborations to achieve sustainable and efficient planning and development projects in the UMED community.
- Encourage development of communication and public outreach tools for common information and user feedback.
- Encourage development of public-private partnerships for housing and/or retail opportunities.
- Encourage community and institutional collaboration on environmental stewardship.

2. **Support and fund food security research and projects that bring Alaska-grown food to the UMED District on a year-round basis through a small store, farmers markets, co-ops, and community gardens.** *See Fresh Food Access Example for more information.*

IMPLEMENTATION:

a. Support food sustainability opportunities within the UMED District through grant applications, public outreach and community engagement to help support existing and new projects.

b. Identify appropriate locations within the District for fresh produce and food vendors.

COLLABORATIVE PLANNING AND SHARED RESOURCES THROUGH COMMUNITY AND PARTNERSHIPS

As the organizations in the UMED District continue to grow, they will face many challenges, such as finding adequate funding, rallying support from their boards and regents, responding to changing technology, and balancing growth with preserving the natural environment. Collaborative planning towards shared goals will be a key strategy for environmentally and financially sustainable growth among the organizations.

Stanford University has a shared parking model that was introduced as resource information for this plan (*see the TDM Case Study*). The Stanford example illustrates how it is possible to reduce parking within the UMED District.

3.6 NATURAL RESOURCES

Promote environmental sustainability and manage natural resources.

BACKGROUND

The natural setting and connection to the outdoors are community and organizational values shared throughout the UMED District. The proximity of wooded areas, lakes, and creeks, along with panoramic views of the mountains in the distance, greatly contribute to the attractiveness and quality of daily life in the District. In fact, the natural setting is the UMED District's greatest physical asset, and sets it apart in comparison to other areas of Anchorage.

Both wintertime and summertime activities flourish around the District's major lakes and along miles of public and private skiing and hiking trails. Those who live, study, and work in the area take advantage of its aesthetic and recreational amenities. Creating a future for the UMED District where this unique environment is sustained was a value repeatedly expressed in surveys and meetings with stakeholders throughout the planning process. Participants ranging from UAA and APU administrators, faculty, and students, to ANMC administrators, staff, and patients, to community councils and neighborhood residents spoke about desired access to natural ares.

Figure 45. University Lake Park, APU Campus and Endowment Development Priority area.

Healthy lifestyle choices including walking, biking and skiing make the UMED District a much desired livable and workable community.

The District Plan Update takes a holistic approach in its recommendations, focusing on ways a wide spectrum of stakeholders can work together to retain and manage these local natural resources in a manner that benefits all users. Local pressures on natural resources can range from housing demand and organizational expansion, to infrastructure improvements and other development needs associated with a growing local population and economy. This Plan Update seeks to provide information regarding future development projects in the District, and engage the community in stewardship of the natural environment. Further information can also be found in vision elements Supporting Organizational Missions and Transportation and Mobility.

Natural resources management plans on public lands are one way to guide on-going and future activity while ensuring across the board participation from all affected stakeholder groups. The proposed management plan identified for University Lake could address many of the localized issues that stem from uninformed or irresponsible use of the park area.

A focused look at wildlife patterns around the lake, and recommendations for stewardship can influence users in simple ways which can have large positive impacts on the environment.

It's very likely that if dog-owners were made more aware of the types of negative interactions commonly resulting from off-leash dogs around the lake, such as beaver habitat destruction, it would galvanize future participation in compliance with leash regulations. Similarly, off-leash dogs have been known to cause human-moose interactions in this area. These types of conflicts have a negative impact not just on recreational park-users, but on local habitat conservation.

As the natural environment is such a commonly held value, it is in everybody's interest to facilitate the discussions on appropriate access to the trails and lakes, while formulating and enforcing regulations that protect users, managers, and natural systems.

A major challenge of the UMED Plan Update is to balance recreational use of natural areas while minimizing human/animal conflicts. Important factors to consider include:

- Wildlife movement occurs along the South Fork of Chester Creek due to continuity of wetlands and habitat. The creek also functions as a source of food.
- The natural areas including lakes and wetlands provide habitat and forage opportunities throughout the UMED District.
- Animals move between these regardless of intervening urban land uses and infrastructure. This results in conflicts including vehicle/animal collisions, and occasional bear and moose interactions.

The natural areas within the UMED District also include an interspersed habitat that supports a variety of birds, animals, flora, fauna, and fish. Chester Creek and the wetland areas within the UMED District are an important element of the city-wide watershed system in Anchorage. Natural resource planning efforts to restore and enhance the Chester Creek watershed are ongoing at the city level throughout the Municipality. Examples of this commitment include new language in the recently updated Title 21, the newly adopted 2014 Anchorage Wetlands Management Plan, and the 2015 Chester Creek Management Plan.

Continued management of UMED natural resources will require coordinated actions by all District stakeholders. Strategic partnerships between organizations, neighborhood residents, local businesses, the Municipality of Anchorage, and resource agencies will be essential. Working with the US Fish and Wildlife Service, Alaska Fish and Game, US Army Corps of Engineers, among others, can lead to more informed, coordinated, and robust results. The Natural Resources Vision Element recommendations are intended to provide guidance that will help manage, protect, and restore the lakes, creeks, and parks within the UMED District. The potential for partnerships to maintain appropriate wildlife habitat could be ideally considered through incentives such as conservation easements or long-term leases, etc.

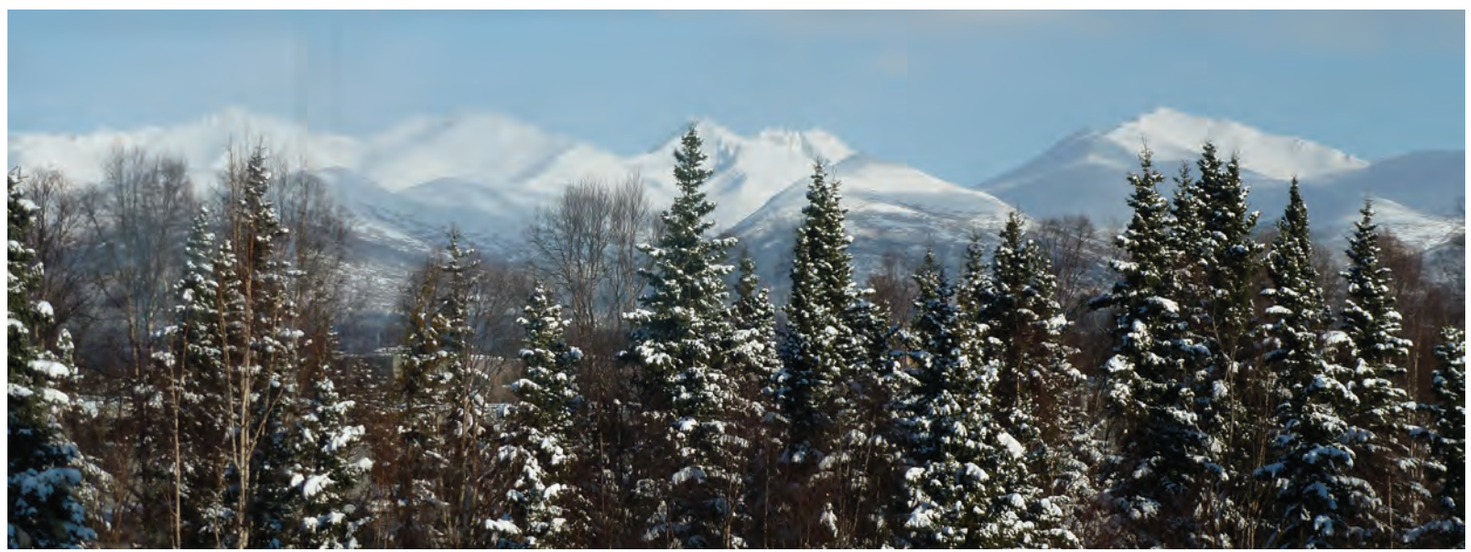


Figure 46. View of Chugach Range within the UMED District - looking east.

GOALS

1. Develop and implement park management plans for University and Goose lake parks within the UMED District

IMPLEMENTATION:

a. Fund and implement the University Lake and Goose Master Plans that encourage uses and activities compatible with their natural setting and value, address the adverse impacts of park activities on neighboring property owners, and promote these sites as special community amenities.

Consider the following issues, projects, and mitigation when completing the park master plans:

- Implementation of restoration projects within the UMED District to improve fish habitat.
- Improve the shoreline of University Lake in a few select locations to allow safe access and visibility while preserving water quality and natural wildlife and plant habitat surrounding the lake.
- Provide designated access points to University and Goose lakes and nearby trails by providing adequate parking and trail maintenance to prevent damage to the environment and prevent adverse impacts for neighboring property owners.
- Incorporate information and recommendations from the Chester Creek Watershed Management Plan into the master planning process.
- Develop an interim and long-term program to end conflicts and safety issues between off-leash dogs, trail users, and neighboring property owners.
- Coordinate with and support creek restoration projects related to drainage practices around University Lake.
- Address scenarios of human and animal wildlife conflicts within the UMED District, such as those that occur between dogs and beavers near the District's lakes.
- Consider prohibiting off-leash dogs at University Lake and Goose Lake.
- Prepare Habitat Preservation and Enhancement Design Guidelines for the restoration of wildlife habitats.
- Determine options for providing sufficient parking spaces and parking management at University Lake Park.
- Identify action items to minimize human/animal conflicts and to protect watershed health.

Figure 47. Nesting Loons at Goose Lake Park - courtesy of Anchorage Watershed Management Plan.

2. Educate and encourage citizen participation in environmental stewardship projects.

IMPLEMENTATION:

a. Encourage stakeholders to organize and participate in environmental stewardship programs.

Opportunities for stakeholders may include the following:

- Engage UAA, APU, ASD faculty and students to assist with research studies that may provide data for park management plans.

- Celebrate the Chester Creek corridor and its forested buffer zone as the primary unifying feature of the UMED District.
- Include Natural History and Habitat Management information in an interpretive information and signage program for the UMED District.
- Provide educational information on ways to minimize human/animal conflicts and to protect watershed health.

3. Design roadways and trails to minimize vehicle and human/animal conflicts.

IMPLEMENTATION:

a. Install wildlife fences; provide adequate sight lines in roadway and trail corridors through adopted MOA roadway design standards.

4. Map and document wildlife corridors within the District and connections to surrounding habitat areas that includes recommendations for wildlife management and impact mitigation.

IMPLEMENTATION:

a. Seek grant funding to complete and publish wildlife corridor research, mapping and project report for the UMED District.

5. Identify and fund potential conservation easement properties between consenting parties.

IMPLEMENTATION:

a. Pursue the option to preserve areas of wildlife habitat within the UMED core area through public/private partnerships.

WETLANDS MANAGEMENT IN ANCHORAGE, ALASKA

A wetland is defined as "those areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas (Federal Clean Water Act, Section 404, Part 328.3, 7(b))."[30]

The *Anchorage Wetlands Management Plan*, adopted on July 9, 2014, categorizes wetlands into class A, B, and C categories (depicted on **Figure 48**), representing various levels of environmental significance and associated setback requirements. Class A wetlands perform the most important biological and hydrological functions. The UMED District planning area contains Class A, B, and C wetlands. **Figure 49** depicts the known wildlife corridors found in the Anchorage Bowl that are located on natural areas and riparian corridors. These 2 figures were provided to bring attention to the need for integrating wildlife movement and the prime habitat that these natural areas and riparian corridors provide throughout Anchorage and the UMED District.

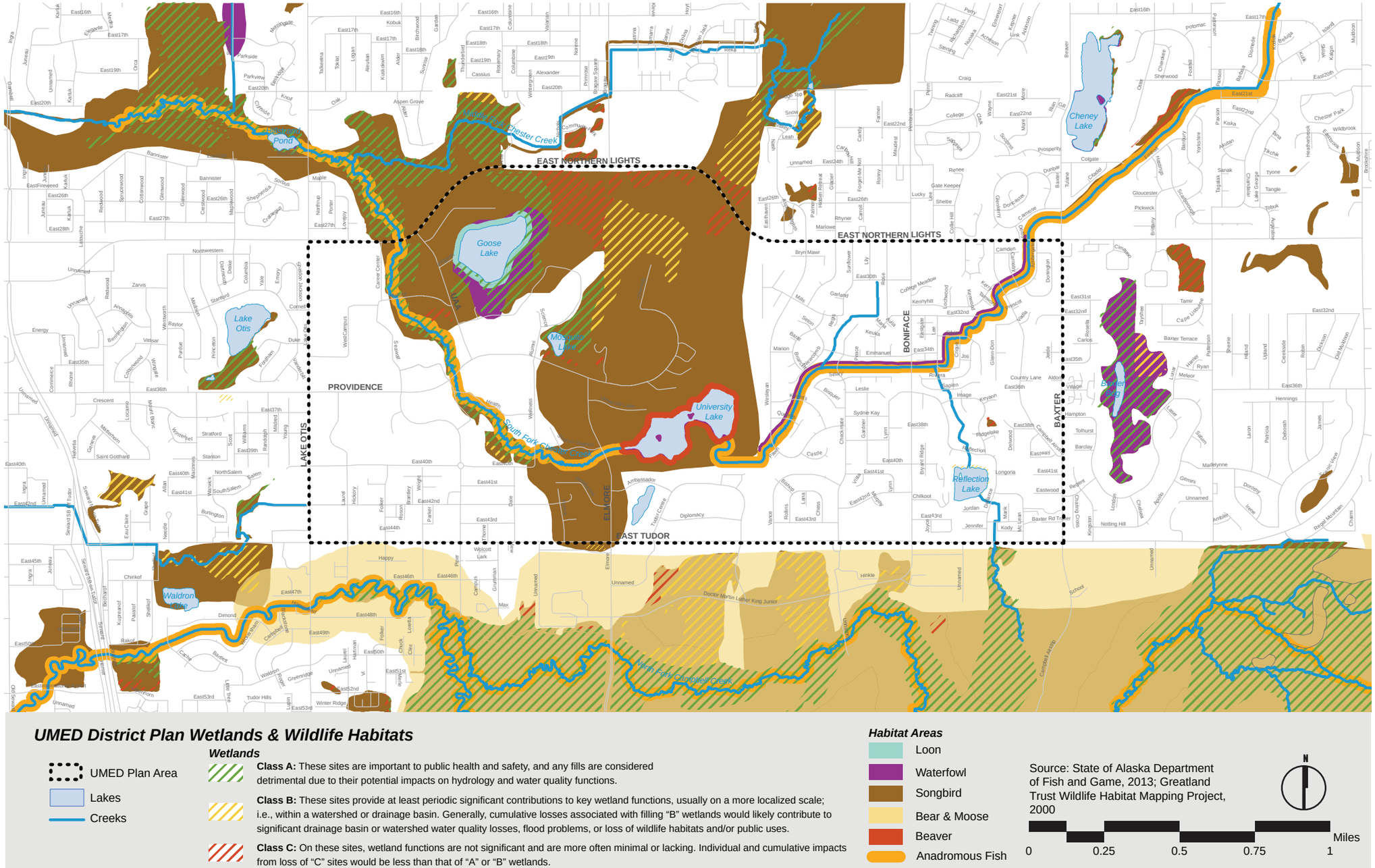


Figure 48. Wetlands and wildlife habitat mapping

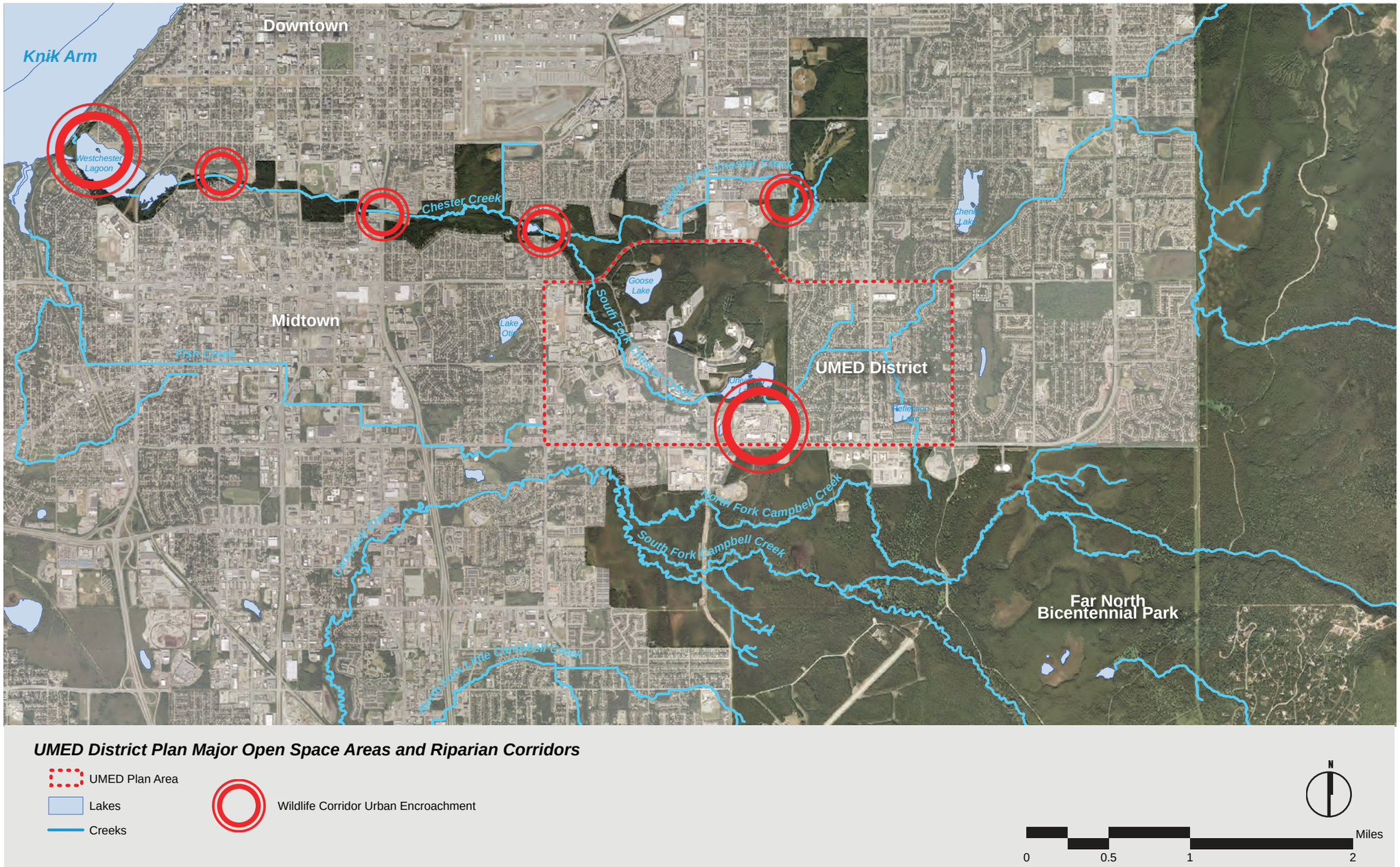


Figure 49. Open space areas and riparian corridors.

3.7 ECONOMIC SUSTAINABILITY

Encourage development that is financially feasible, attractive and contributes to the quality of life of District users and residents.

BACKGROUND

As the UMED District plans for growth it is important to tie visions for the future to the realities of the market. This Vision Element provides tools for making the proposed developments in this plan financially feasible. It recommends meeting current demand and creating new demand for commercial development and housing, which will in turn activate the local economy. These projects could come together in several ways: as redevelopment through infill and higher-density development occurs along primary roadways including Tudor Road, Boniface Parkway, and Lake Otis Parkway.

PERIMETER REDEVELOPMENT AND HIGHER DENSITY

Redevelopment along the perimeter roadways of the UMED District on under-developed parcels could include mixed-used commercial, retail, and housing. Higher-density could also support increased transit use and additional services currently not found in the District. Additional housing would bring new residents, house employees, and would continue to support the medical community. There was a high housing demand evidenced through the market study completed for this plan. As mobile home parks convert from single family to higher density development, there is also opportunity for increased housing options, which are detailed in the 2012 Anchorage Housing Market Analysis.

It is anticipated that targeted area studies would identify under-utilized properties for redevelopment. Coupled with the analysis and recommendations completed by Strategic Economics, developers would have the tools to seek the types of development the UMED District will support. The implementation item to fund and complete targeted area studies is included in this vision element.

Figure 51. Boniface Parkway strip mall development in the UMED District.

Figure 50. The University Marketplace a higher-density mixed-use development in Vancouver, B.C.

GOAL

1. **Support reinvestment in commercial and residential areas that reinforces a sense of place and sustains the financial requirements of the property owners**

IMPLEMENTATION:

a. Fund and complete targeted area studies to determine whether specific under-utilized properties could be developed with higher densities, increased building heights, and/or small lot development

Planning tools to assist in redevelopment within the UMED District could include:

- Pursue synergies between existing uses when selecting a location for pedestrian-oriented mixed-use development.
- Seek participation from the Department of Urban Housing and Development, the MOA, the State of Alaska, the Alaska Housing Finance Corporation, UMED partners, and other contributors.
- Encourage a range of higher housing densities in targeted areas to provide a variety of housing options that can serve as workforce housing and reduce commute times to the District.
- Encourage housing types that respond to market demand including town homes, condos, senior housing, and mixed-use development.
- Support mixed-use (retail, restaurants, and services) development that could potentially include a housing component in locations throughout the UMED District.
- Find opportunity sites and conduct economic analysis for low-income and workforce housing.
- Explore tax financing options such as New Market Tax Credits (NMTC) and Economic Development Property designation under MOA Municipal Chapter 12.35 to incentivize redevelopment with new housing in the planning area.
- Support public-private partnerships that enable development identified through this planning process.
- Enable increased height and/or smaller lot development in select areas.
- Continue MOA's efforts to seek state-wide legislation that permits Tax-Increment-Financing and Cogeneration tax relief.

Figures 50a and 50b: Compact Housing Examples.

3.8 GROWTH & CHANGE

Balance future growth and change in the UMED District to improve quality of life and the workplace environment.

BACKGROUND

As a successful, desirable, and growing area, change within the UMED District is inevitable. This Vision highlights the desired goals and implementation items that will help to direct and shape the District's growth in the neighborhoods, maintain communication and participation between residents, the community councils and the UMED organizations, and ensure ongoing participation in the UMED District plan update process. Successful growth and change in the UMED District relies on a holistic sense of how the distinct elements of this plan are interrelated and on a planning process that enables coordination among the large organizations and participation from the UMED community.

Though the Visions are presented as distinct elements, they are interrelated and overlap in many areas. It is important that any development consider the interdependent aspects of growth. As such, this Vision emphasizes the key values presented in this plan. Growth & Change also highlights the processes for participatory planning. The Municipality can encourage public participation by increasing community engagement efforts and greater transparency. In addition, MOA can improve community relations by educating the UMED organizations and stakeholders on how to apply various codes and regulations. Finally, Growth & Change recommends flexibility.

GOALS

1. **Shape future growth in accordance with the values represented in this plan.**

IMPLEMENTATION:

a. Provide Community Council participation on the UMED District Steering Team.

b. Review and comment on UMED projects through the Community Council notification process.

c. Complete an annual Capital Improvements Program list of projects for pedestrian, park, and roadway projects to be submitted to the MOA.

d. Provide Assembly and Alaska Legislators input on issues facing the UMED neighborhoods.

e. Provide input to projects that support and enhance a pedestrian friendly neighborhood environment that prioritizes non-vehicular modes of transportation.

f. Participate in the concept development of the UMED Village to accommodate a growing population and create a sense of community.

g. Review transportation and infrastructure projects to ensure that projects enhance rather than detract from the District character

2. **Listen to and incorporate residential neighborhood and community council input early in the process.**

IMPLEMENTATION:

a. Use the community engagement process to allow all stakeholders including District employees, students, area residents, and community councils to share ideas and provide input.

b. Encourage UMED organizations to communicate and coordinate efforts of community interest on a regular basis.

c. Provide greater transparency by facilitating public online access to the Municipality of Anchorage's data, project information, etc.

d. Develop annual capital programs and operating budgets to respond to Community Council requests for district-wide improvements such as a snow plowing services, signage, interpretive plans, road, park and pedestrian improvements, etc.

3. **Provide Community Council participation in the next UMED District plan update.**

IMPLEMENTATION:

a. Nominate Community Council members to represent the neighborhoods on the UMED District Plan update team.

4. **Establish a recommended revision/amendment date for next UMED District plan update.**

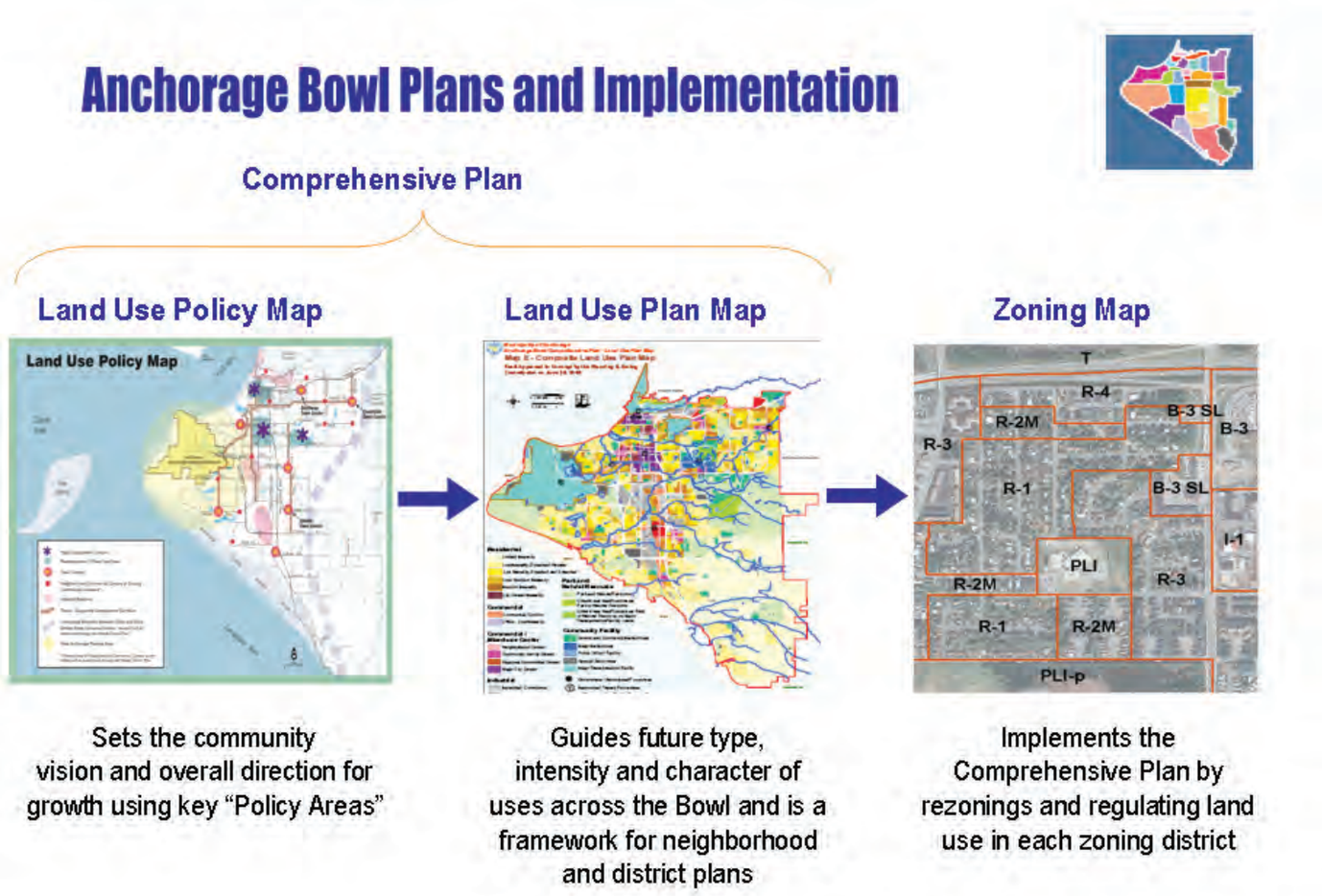
IMPLEMENTATION:

a. Evaluate and fund the UMED District plan update every 5-7 years.

LAND USE PLAN MAP OVERVIEW

The foundation for any land use plan map begins with Anchorage 2020 land use planning policies, and an adopted Anchorage Bowl Land Use Plan Map. Land use policies are translated to land use classifications, that when depicted on the land use plan map can provide the current and future development scenarios. From that foundation specific district planning area land use categories are then developed using several factors; existing land use, a district-specific planning process, development proposals, and to some degree—by a highest and best use determination.

The UMED District land use plan map is intended to guide a coordinated and compatible development pattern that balances the residential, commercial, retail, organizational and community facility, park, natural area, and utility corridor and trail land uses in well defined locations within the UMED District. Future zoning and discretionary land use changes in the UMED District will be based on the land use plan map adopted with the UMED District Plan update. The UMED District has experienced a fairly consistent development pattern since the early1970s. This development was formalized by the 1983 Goose Lake Plan, and amended with the 2003 U-MED Universities and Medical District Framework Plan, subsequently amended in 2009 and 2012. Detailed information is on pages 68-74. The Illustration on page 65 provides a snap shot of how the UMED District Land Use Plan fits into the overall development scenario of the Anchorage Bowl.



Source: 2016 Anchorage Bowl Land Use Plan Map planning process.

KEY POLICY DIRECTIONS

The Land Use Plan Map identifies the intentions for future land use types and intensities of development within the UMED District planning area. The accompanying Table explains the implementation zoning districts most compatible with each land use designation along with the range of residential dwelling units that this plan intends per gross acre of residential and/or mixed-use areas.

The table is color-coded with the corresponding land use plan map categories. A description of each land use category follows with the implementing zoning to further explain how the UMED District may be developed.

Dwelling units per gross acre (DUA) is a measurement of the gross property size, which includes in the calculation of that gross acre of property the following:

- The area that will be occupied by the development,
- Any required public rights-of-way,
- Any required utility easements, and
- Any other non-residential uses that may require a dedication from the gross area of the property

LAND USE PLAN MAP DESIGNATIONS	ZONING DISTRICTS	RANGE OF RESIDENTIAL DENSITIES
RESIDENTIAL		
Low Intensity, Detached	R1-A	1-5 DUA
Low Intensity, Attached & Detached	R-2A, R-2D	5-8 DUA
Low to Medium Intensity	R-2M,	8 to 15 DUA
Medium Intensity	R-3	15 to 35 DUA
High Intensity Mixed Use	R-4A	40+ DUA
COMMERCIAL		
Commercial Corridor	B-3	
Office I Low Intensity	RO-Residential Office	Up to 40 DUA
Neighborhood Commercial Center	B-1A	> 35 DUA
Tudor Comm Commercial Center	B-3	40+ DUA
UMED Village (Location TBD)		>35 DUA
COMMUNITY FACILITY		
School and Community Institutional	PLI	
Major Institutional	PLI	
Public Utility / Facility	PLI	
PARK & NATURAL RESOURCE		
Parks	PR, PLI	
Natural Area	Varied	

Figure 52. Land Use Designations and Zoning Districts

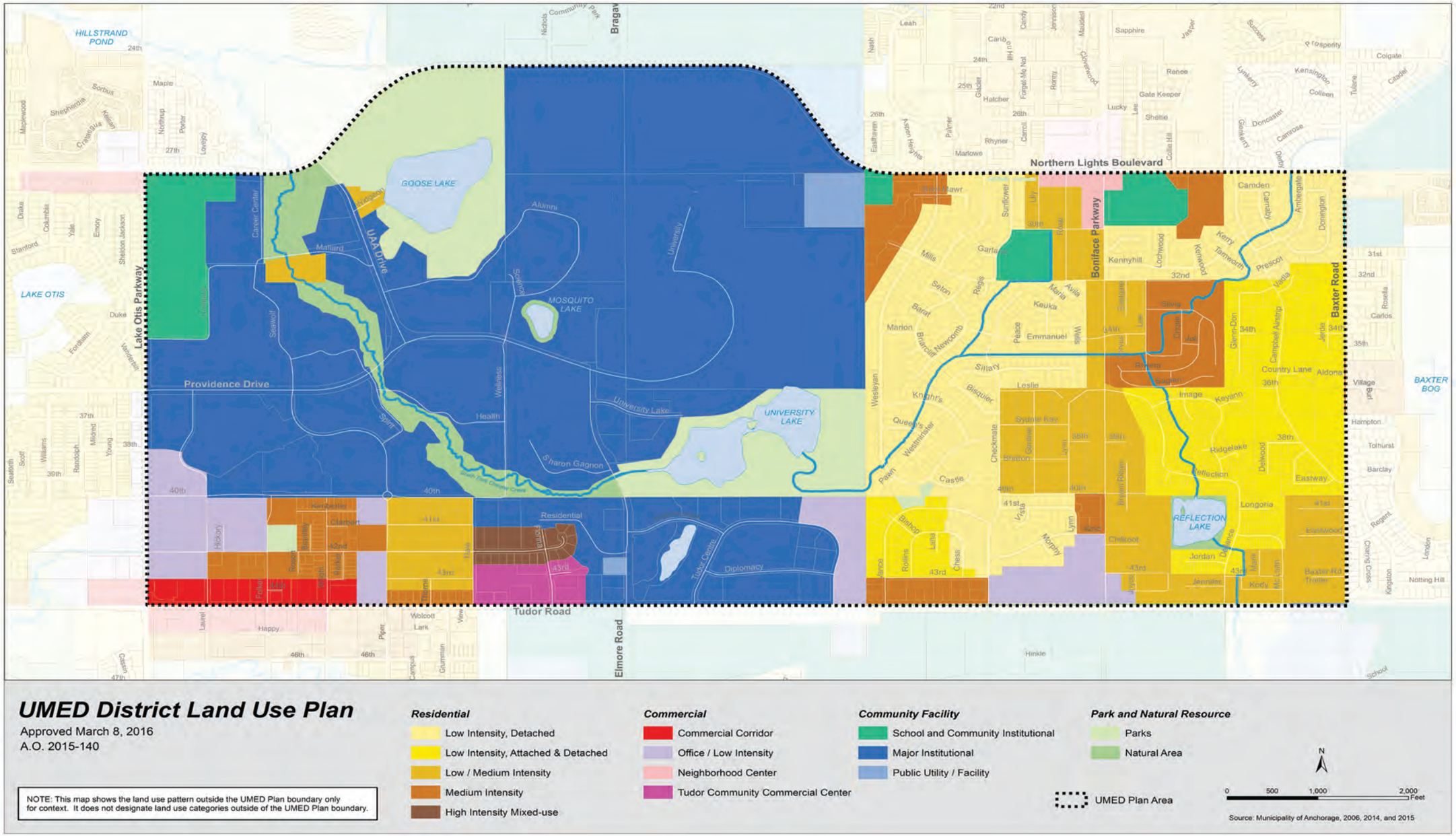


Figure 53. UMED District Land Use Plan Map.

LAND USE TERMINOLOGY

Consistent land use terminology and definitions are desired throughout the Anchorage area. However, with the District-specific plans there is the ability to compile land use definitions to meet the needs of a District-specific plan. This was done for the UMED to define the UMED Village use category.

Additionally, the UMED District Plan incorporates similar terminology and definitions from the East Anchorage District Plan (EADP), such as Town Center and Medium Density Residential due to an overlap in the two planning areas between Boniface Parkway and Baxter Road. Therefore, the UMED District Land Use Plan map carries forward the land use designations from the EADP in this overlapped area for consistency between these two plans.

For the UMED District land use plan map, there are four major categories of land uses: Residential, Commercial/Mixed-use, Community Facility, and Park and Natural Resource. Under these four major categories are the applicable land use designations, descriptions of development types and densities, as well as the zoning districts that implement the land use designation.

RESIDENTIAL AREA OVERVIEW

Most of the UMED District residential neighborhoods were developed in the early 1970s with a mix of single family and multi-family development. A majority of the residential areas in the planning area are developed with stable residential neighborhoods, and no significant changes are anticipated in this Plan. However, there are some opportunities for new residential development on residential designated lands that are vacant, under- utilize or infill sites. Additional housing can also be realized through mixed use development in Commercial designated areas. Higher density residential development is encouraged at appropriate locations where there are sufficient roadways and other infrastructure, to support this level of development. Combined, these additional residential developments will help meet some of the housing demand articulated in the 2012 Anchorage Housing Market Analysis. Further, the mixed-use case studies completed for the UMED District Plan found that higher density mixed-use projects are financially feasible and would encourage and provide a more walkable pedestrian-oriented District. This intent is implemented through concrete actions found in Quality of Life vision element of the UMED District Plan.

RESIDENTIAL CLASSIFICATIONS

The Residential Classifications identify areas already substantially developed for residential purposes and are expected to remain residential for the duration of the Plan. They also include vacant, underutilized and redevelopable lands best suited for residential development.

In addition to the residential characteristics described below, other uses such as schools, churches, parks, child care facilities and other public or institutional uses may be allowed in residential areas if determined to be compatible with and oriented toward the needs of the immediate neighborhood.

Low Intensity, Detached Housing: 1- 5 dwellings per gross acre.

This land use designation provides for single family detached homes on individual lots that are already found in much of the existing residential neighborhoods in the District. This includes single family detached houses located on individual lots that are generally between 6,000 and 20,000 square feet in size. The intended density range is greater than 1 and up to 5 housing units per gross acre.

Locational Criteria:

- Areas with established single-family detached development pattern;
- Areas not severely impacted by land uses of incompatible scale or intensity;
- The building scale, landscaped setbacks and low traffic volumes on local streets contribute to this low intensity living environment; and
- Areas outside of designated redevelopment/ mixed use areas, neighborhood centers and transit supportive development corridors.

This designation is to be implemented by the R-1A zoning district.

Low Intensity Attached & Detached: 5 - 8 dwellings per gross acre.

This land use designation provides for a variety of single family detached and dual-family (duplex) residential areas. It provides for increased land use efficiency and greater housing opportunities. The intended density range is greater than 5 and up to 8 dwelling units per gross acre.

Locational Criteria:

- Areas with established single-family detached and two-family development pattern;
- Areas served by well-developed infrastructure and municipal services;
- The building scale, landscaped setbacks and low traffic volumes on local streets contribute to a low intensity living environment; and
- Areas outside of designated redevelopment/mixed use areas, neighborhood, town centers and transit supportive development corridors.

This designation is to be implemented by the R-2A and R-2D zoning districts.

Low / Medium Intensity: 8 - 15 dwellings per gross acre.

This land use designation provides for a variety of single family detached and multi-family housing units in neighborhoods that offer a compatible diversity of housing choices. Residential uses include conventional single family homes on small lots, duplex structures, town houses and low density multifamily developments. It provides for more efficient use of land and greater housing choices. The intended density range is greater than 8 up to 15 dwelling units per gross acre.

Locational Criteria:

- Areas with a mix of single and multi family housing;
- Areas that provide a transition from more intense residential and mixed use areas to lower intensity residential areas;
- Areas within walking distance of schools, parks, transit and local commercial services;
- Areas within ¼ mile of a transit route;
- Areas served by well-developed infrastructure and municipal services including paved streets, lights, water and sewer; and
- Areas outside of designated redevelopment/mixed use areas, neighborhood, town centers and transit supportive development corridors.

This designation is to be implemented by the R-2M zoning district.

Medium Intensity: 15 to 35 dwellings per gross acre.

This land use designation provides for a variety of town house and multi-family housing development. Housing at this density threshold supports a diversity of housing choices, efficient provision of public infrastructure and more frequent transit service. New housing development will have private open space and recreation areas. The intended density range is greater than 15 up to 35 dwelling units per gross acre.

Locational Criteria:

- Areas with an established mix of multi family housing;
- Areas that provide a transition from more intense residential and mixed use areas to lower intensity residential areas;
- Areas accessible to arterials without the need to travel through less intensive uses;
- Areas within walking distance of schools, parks, transit, shopping and employment;
- Areas within ¼ mile of a transit supportive development corridor; and
- Areas near or within a designated Neighborhood Center or the UMED Village.

This designation is to be implemented by the R-3 zoning district.

High Intensity Mixed Use: 40 or higher dwellings per gross acre.

This land use designation provides for mixed used development that allows for both commercial and multifamily development at a density of 40 dwelling units or higher per gross acre. Housing at this density supports a diversity of housing choices, efficient provision of public infrastructure and more frequent transit service. New projects can maximize the Locational advantages using structure parking and an intensive multi-story design. Development is designed and oriented to the sidewalk with active uses, windows and entrances.

This orientation provides an inviting pedestrian environment.

This designation is implemented by the R-4A district.

Locational Criteria:

- Areas formerly designated for office or medium density residential development that are underutilized and well positioned for high-density residential/mixed use development;
- Areas that provide a transition from major institutional university or medical center uses; more intense residential and mixed use areas to lower intensity residential areas;
- Areas accessible to arterials without the need to travel through less intensive uses; and
- Areas within ¼ mile walking distance of schools, parks, transit, shopping and employment.

This land use designation is implemented with the R4-A zoning district.

COMMERCIAL AREA OVERVIEW

Commercial areas found along the border areas of the UMED support a variety of businesses. Some of this commercial area is stable and well used, while other areas are under-utilized and redevelopment is encouraged that includes mixed-use commercial, retail and residential offerings. Mixed-use could provide opportunity for additional employment and housing with the right mix of related retail, commercial and housing options.

Timing and marketing must align to meet the critical mass to ensure development is successful and cost effective. The UMED District is a prime area for this type of development with the universities and medical campuses in close proximity and the high demand for a variety of housing types and retail offerings not currently found in this area.

COMMERCIAL CLASSIFICATIONS

The Commercial classifications describe five different commercial and retail development scenarios that encourage infill, mixed-use, and higher density residential development to meet the demand for commercial, retail, office and housing needed in the UMED District. Portions of the commercial lands located within the UMED District boundaries are under-utilized and ripe for redevelopment. A new neighborhood commercial center is envisioned for the UMED District which is further described below as the “UMED Village”.

Commercial Corridor

This land use designation provides for local and regional retail sales and services on major street corridors, which are already developed for commercial purposes.

Locational Criteria:

- The established commercial area with single-use retail or multi-tenants near the intersection of Tudor Road, Tudor Center, and Lake Otis Parkway; and
- Not intended for geographic expansion at the expense of Residential areas.

This designation is implemented by the B-3 zoning district.

Office | Low Intensity

This land use designation provides for situations where a range of office uses may be appropriate but not a broad spectrum of commercial or retail uses. Predominant uses consist of small to medium sized office buildings with business and professional medical services. Stand alone multi-family or a mix of office and multifamily residential are highly encouraged at a minimum density of 20 dwelling units per gross acre.

Locational Criteria:

- The established existing office designated areas located at Tudor, Lake Otis Parkway, and Boniface Parkway;
- The under-utilized parcels adjacent to the Piper Street corridor.
- Intended to serve as a transition between intense commercial uses and residential neighborhoods; and
- Not intended for geographic expansion at the expense of Residential designated areas.

This designation is implemented by the RO zoning district.

Neighborhood Commercial Center

Provides for small to medium size commercial centers to serve the surrounding neighborhood or cluster of neighborhoods. Predominant land uses may include small scale, non-obtrusive convenience retail and personal services, such as food markets, drug stores, restaurants and professional services.

The larger centers may be anchored by a full-sized grocery store. Stand alone multi-family or a mix of office and multifamily residential are highly encouraged at a minimum density of 20 dwelling units per gross acre.

Locational Criteria:

- The existing neighborhood commercial area located at the four corners of the Northern Lights and Boniface Parkway intersection;
- Neighborhood Commercial center should serve a surrounding area population of up to 30,000 people;
- Areas within walking distance of, or that can provide conveniences to adjacent neighborhood(s), reducing vehicle trips or driving distances;
- Areas having frontage on two streets and a locally important street corner;
- Spaced at least 1 mile from the nearest designated Neighborhood Commercial center; and
- Not intended for geographic expansion at the expense of Residential designated areas.

This designation is to be implemented by the B-1A zoning district.

Tudor Community Commercial Center

The Community Commercial Center designation provides a focal point of activity that integrates community serving retail, housing, public services and civic facilities. A range of retail shopping and services, provide most of the daily needs of residents of surrounding neighborhoods.

Low-to-medium rise offices provide services and employment. Within this center, mixed-uses and residential multifamily at a density of 40 dwelling units per gross acre is highly encouraged.

Locational Criteria:

- The existing Community Commercial area located at Tudor and east of Dale, and south of 43rd;
- Community Commercial center should serve a surrounding population of 30,000 – 40,000 people which include residents, employees, patients and students;
- Area is within walking distance of, or that can provide conveniences by walk-in trade for nearby employment and to adjacent neighborhood(s), reducing vehicle trips or driving distances;
- Areas should be served by collector or higher and have frontage on an arterial street that is served by transit;
- Spaced at least 2-4 miles from the nearest designated Community Commercial center; and
- Not intended for geographic expansion at the expense of Residential or Major Institutional designated areas.

This designation is to be implemented by the B-3 zoning district.

UMED Village

An economic analysis was conducted in 2013 for the UMED District planning area that demonstrated a new commercial neighborhood level center is viable within the UMED District. The UMED District Plan envisions a “UMED Village” developed consistent with the recommendations outlined in UMED goal 3.2. The size and scale of the UMED Village is envisioned to be similar to the scale and intent of neighborhood commercial centers defined in the 2020 Anchorage Bowl Comprehensive Plan.

Key findings and recommendations from the Strategic Economics Mixed Use Development case studies may be considered by future partners for a UMED Village. Those include: market conditions, residential rental rates, identification of shared goals and outcomes for the village, the pursuit of creative financial strategies, establishing appropriate development standards, identifying an applying available public resources, and ensuring quality of life is the compelling motivation to supply associated retail amenities.

The specific location of the UMED Village is not identified by this Plan, either through narrative or on the Land Use Plan Map. The UMED District Plan leaves it up to market trends and the individual institutional property owners to self nominate a site that generally meets the following:

Locational Criteria:

- Site or sites to total 20-25 acres in size;
- Site is not located on the edges of the UMED District planning boundary;

- Site is within walking distance of primary target clientele of university students, patients and employees within the UMED district;
- Site is or planned to be served by an arterial, with connections to bicycle and pedestrian facilities;
- Site has been conceptually planned for and included in an organizational master plan.

The zoning district to implement the UMED Village will depend on location or locations and geographic size of the UMED Village.

The UMED Plan anticipates that an amendment to the UMED District land use plan map may be necessary when the UMED Village location and concept is presented and approved. The land use plan map amendment may be processed concurrently with any necessary rezoning. The Neighborhood Center land use designation will be applied to the UMED Village land use designation as adopted in this plan.

COMMUNITY FACILITY – MEDICAL, EDUCATIONAL, SOCIAL SERVICES OVERVIEW

Early planning anticipated ongoing institutional growth on the large tracts of formerly-held federal land located in the UMED District core. The Goose Lake Plan stated that growth was expected in a "relatively coordinated manner while not detracting from the park-like setting and open spaciousness of the Goose Lake area." This grouping of institutional uses was found to be "both compatible and in a desirable location for the many purposes and organizational expansion," desired by the community. Over the last 32 years the UMED organizations have achieved world-wide recognition for contributions to the health, education, and social well-being of Alaskans, therefore solidifying the positive impact of the UMED District.

The UMED organizations support their missions by providing sustainable financially-feasible programs. Interface and conservation of natural areas, providing connectivity and access to trails, active and passive recreation are also found in the community facility areas.

COMMUNITY FACILITY

The Community Facility land use designation includes small, medium and large scale development found in the UMED District and supports implementation of the many organizational master planning efforts including the Alaska Native Tribal Health Consortium, Alaska Pacific University, Anchorage School District, Mental Heath Trust Land Office, McLaughlin Youth Center, Municipality of Anchorage, Providence Alaska Medical Center, and University of Alaska Anchorage.

Other public facilities supported by this land use designation include an area owned and managed by Municipal Light and Power.

School and Community Institutional

The School or Community Institution designation provides for small to medium scale institutions that are integrated into the local neighborhood and provide a community service or focus for the area.

Locational Criteria:

- Sites as identified through a school site selection plan;
- Existing school or community institution designated areas;
- Intended to primarily serve nearby residential neighborhoods; and
- Not intended for geographic expansion at the expense of Residential.

This designation is to be implemented by the PLI zoning district.

Major Institutional

This land use designation provides for university, medical centers, and social service providers (organizations) that serve a wide area of the community, region, or state that collectively function as a major activity and employment center and are not usually integrated into residential areas. Large hospitals, university campuses, and major public administration campuses that provide services for the public may locate here. Supportive uses such as food, lodging, student housing, group housing or offices are allowed. Physical design and setbacks mitigate the external impacts of scale and allows the facilities to relate positively to surrounding street, natural areas and trail network. Natural areas can serve to tie the built environment of the campus areas together.

However, these natural areas are subject to organizational needs and authority to grow and develop in order to meet their individual mission. As the organizations develop within their identified development areas, they will need to carefully prioritize the open space system delineating between that which is built (designed or incorporated as part of development) and those intended to be left in their natural state to ensure that the Chester Creek Watershed and supporting wetland and riparian system is maintained to the greatest extent possible. Future site specific decisions will clarify the location and character of development and preservation of these areas.

Historically, some of the natural area was established through formal agreements, land patents, subdivision, easements or permits designating park or natural resource uses. These formal mechanisms have expired on some properties. Public recreation is subject to the owner/organizational decision.

Locational Criteria:

- The designated areas located south of Northern Lights, north of Tudor, east of Lake Otis Parkway, and west of the MLP power line that are primarily owned by the UMED organizations;
- To be served by transit and connecting to non-motorized facilities within the campus areas and those outside of the District; and
- Not intended for geographic expansion at the expense of Residential areas.

This designation is to be implemented by the PLI zoning district. This plan acknowledges that there are parcels designated as Major Institutional that are developed with land uses consistent with the land use designation. However, the underlying zoning for these parcels may be a zoning district other than PLI. Future development and, or redevelopment of these parcels should be consistent with the Major Institutional land use designation and those uses permitted under the PLI district. Major Institutions will need to address the UMED District design guidelines if they do not have an Assembly-approved master plan.

Public Utility/Facility

This land use designation provides for public facilities and infrastructure that are industrial in character located at strategic locations to serve customers within a defined geographic area or distribution grid system.

Types of public utilities include: sewer and water treatment plants, power generation plants, substations, industrial yards, water tank reservoirs, pump stations and maintenance/fleet yards. It may also include fire stations that are not oriented to on-site customer service.

Locational Criteria:

- Sites as identified in a utility master plan;
- Sites as identified in a site selection study; and
- Not intended for significant geographic expansion at the expense of Residential areas.

This designation is to be implemented by the PLI zoning district.

PARK AND NATURAL AREA OVERVIEW

The Chester Creek watershed and corridor defines the natural area found within the UMED District. Large swaths of this natural area are in organizational ownership. Some of this natural area will continue to be developed as organizational master plans are implemented. However, much of the natural area will remain, primarily those lands maintained in the Municipal park system which includes several lakes, parks, and much of the Chester Creek corridor. Conservation and restoration initiatives will need to occur in these areas consistent with the 2015 Chester Creek Watershed Plan in order to restore the health of Chester Creek and its tributaries. Active and passive recreation is allowed in these areas with paved and natural trails and park amenities.

Park

Parks located with the UMED District provide for active and passive outdoor recreation, conservation of natural resources, wildlife habitat, and trail corridors connecting the UMED core, neighborhoods, and the regional trail system. Uses include neighborhood and regional parks, special use parks that are dedicated or designated by an adopted plan for parkland or their natural resource values including wildlife habitat conservation, watershed protection and restoration, recreation and trails. Other municipal lands of high natural value that are environmentally unsuitable for development are also included. Areas are to be protected and maintained in order to “sustain and enhance environmental, social and economic functions and values of the land and watercourse” thereby supporting the natural functions of a stream, creek, and wildlife corridor within an urban environment.

Locational Criteria:

- Sites as identified in a municipal or state park master plan; and
- Sites as identified in a watershed plan.

This designation is to be implemented by the PR and PLI zoning districts.

Natural Area

Natural areas are depicted on organizational and private properties within the Chester Creek corridor and includes Class A wetlands and riparian features. This defined natural system ties the UMED Core together and serves as a bridge between the natural and urban environments. This corridor will be preserved from development. As part of the larger Chester Creek Watershed this area will continue to serve in its natural function as a creek, wetland, and riparian area providing wildlife habitat, storm water, flood relief, stream and water quality protection.

Locational Criteria:

- Sites as identified in municipal and/or organizational master plans;
- Sites described in Alaska Administrative Code, Anchorage Municipal Code, and the National Environmental Protection Act.
- Sites identified in a watershed master plan or wetland management plan; and

This designation is implemented across a variety of zoning districts.

4. IMPLEMENTATION

4.1 Implementation Matrix

IMPLEMENTATION MATRIX

The Implementation Matrix includes the implementation items, proposed time line, potential participating parties and potential funding sources or resources that would be used to accomplish the implementation item.

Short term items would be implemented in 1-3 years. Intermediate items would be implemented in 3-7 years. Long term items would take from 7-10 years for implementation.

The “Ongoing” timeline indicates items that the UMED Steering Team and the public considered for continued support and attention. This includes the UMED Steering Team facilitation process, community engagement, review of transportation and other infrastructure projects, and support of reinvestment in the District as examples.

It is anticipated that this plan would have a 5-7 year time line, with an evaluation of the plan and the success of it’s implementation coming in around the 7th year to determine at that time whether or not the plan should be updated.

The Implementation Matrix does not include the bulleted text found in the vision section description under some implementation items. The bulleted information will be used and considered during completion of those specific implementation items.

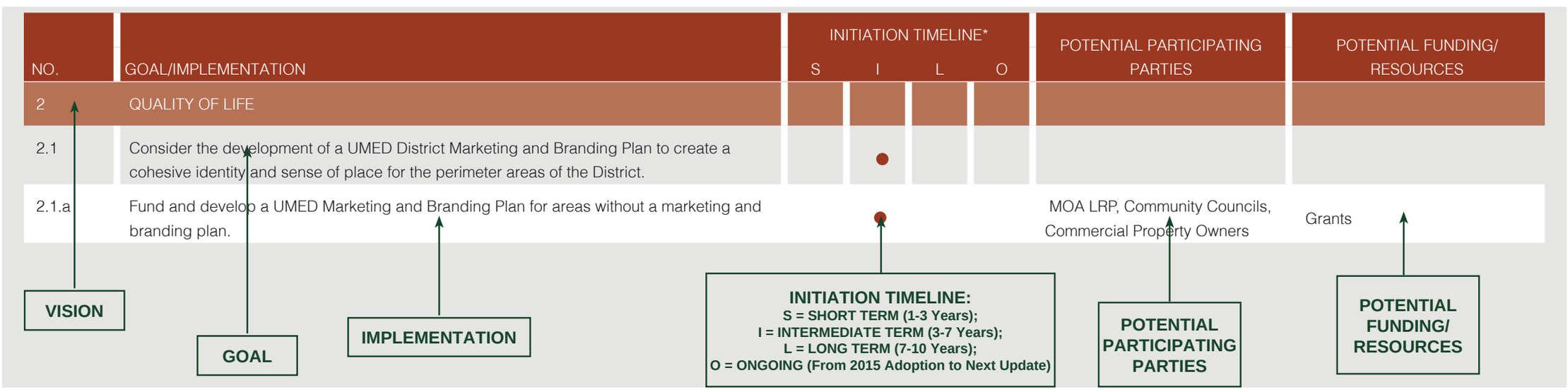


Figure 54. Hierarchy of the Implementation Matrix.

NO.	GOAL/IMPLEMENTATION	INITIATION TIMELINE* S	I	L	O	PARTICIPATING PARTIES	FUNDING/ RESOURCES
1	SUPPORTING ORGANIZATIONAL MISSIONS						
1.1	Identify a comprehensive land use strategy for the entire District to allow for institutional growth and ancillary uses that support organizational missions.						
1.a	Fund and complete corridor studies adjacent to the District in key locations to allow for institutional growth and ancillary uses that support organizational missions.		●			MOA LRP	Grants
1.2	Shape future growth in accordance with the distinct values expressed in this plan						
1.2.a	Encourage the UMED organizations to seek Assembly approval of adopted master plans.				●	UMED Organizations, Developers, MOA LRP AND CP	UMED Organizations, Developers, MOA LRP AND CP
1.3	Develop community building opportunities for the public to better understand the operational challenges and development missions of the UMED organizations.						
1.3.a	Hold regular UMED District Steering meetings to discuss issues of mutual interest that could include housing, employment, and provide progress reports in those areas. The UMED Steering Team has committed to continue meeting on a quarterly basis to help fulfill this recommendation.				●	UMED Organizations, Developers, MOA LRP, Community Councils	MOA LRP, CC'S, UMED Steering Team
1.4	Educate and provide UMED organizations and stakeholders with guidance on how to apply District development standards including Title 21 and specifically Chapter 21.03.110-Institutional Master Planning.						
1.4.a	Conduct annual or bi-annual public education meetings on Title 21 updates to ensure understanding and use of code.	●				MOA LRP & CP, UMED Organizations, Stakeholders	
2	QUALITY OF LIFE						
2.1	Consider the development of a UMED District Marketing and Branding Plan to create a cohesive identity and sense of place for the perimeter areas of the District.						
2.1.a	Fund and develop a UMED Marketing and Branding Plan for areas without a marketing and branding plan.		●			MOA LRP, Community Councils, Commercial Property Owners	Grants
2.2	Plan for a pedestrian-oriented UMED Village to serve as the identifiable heart of the District to be a go-to destination for the District to serve the needs of residents, students, staff, and visitors.						
2.2.a	Fund and prepare a conceptual plan for the UMED Village.	●				MOA LRP, UMED Steering Team, Community Councils, Developers	Grants

*INITIATION TIMELINE: S = SHORT TERM (1-3 Years); I = INTERMEDIATE TERM (3-7 Years); L = LONG TERM (7-10 Years); O = ONGOING (From 2016 Adoption to Next Update)

NO.	GOAL/IMPLEMENTATION	INITIATION TIMELINE* S	I	L	O	PARTICIPATING PARTIES	FUNDING/ RESOURCES
3	QUALITY OF THE BUILT ENVIRONMENT						
3.1	Support development of an environmentally sustainable district through energy-efficient and cost-effective solutions in buildings, infrastructure, and other district programs.						
3.1.a	Encourage implementation of the recommendations from the 2013 Co-Generation Feasibility Study through a UMED pilot project.	●				MOA LRP, ML&P, Anchorage Assembly, Cogen Industry Partners, UMED Steering Team	
3.1.b	Apply the UMED District Design Guidelines to proposed major commercial, residential, and organizational development to ensure a cohesive, context sensitive development setting in the UMED District.				●	Developers, UMED organizations, MOA Departments	Developers, UMED organizations, MOA Departments
3.2	Develop a UMED District identity to unite the publicly-owned rights-of-way at primary entrances to the UMED (streetscape improvements, signage & way finding, colors and materials, outdoor furniture and fixtures, interpretive information, etc.).						
3.2.a	Fund and complete a UMED District Way-finding plan.		●			MOA LRP, Community Councils, UMED Steering Team, Commercial Property Owners	Grants
3.3	Analyze regulatory barriers to achieving desired development within the UMED District core and create partnerships to identify and resolve solutions to such regulatory barriers						
3.3.a	Work with stakeholders, design firms, engineers and contractors to identify and implement ways of streamlining review and approval processes.						
4	TRANSPORTATION AND MOBILITY						
4.1	Design and implement roadway sections that are complete streets accommodating pedestrians, active transportation, public transit, and vehicles.						
4.1.a	Identify and fund the following roadway system projects to facilitate multi-modal access, safety, reduce congestion, and parking.	●				MOA PM&E	AKDOT&PF STIP, AMATS
	4-R: University Lake Drive Extension from the arena round-about to a northern connection.	●				MOA PM&E	AKDOT&PF STIP
	5-R: Determine needed drainage and curb and gutter projects throughout the UMED District residential neighborhoods in conjunction with sidewalk project improvements.	●				Community Council, MOA PM&E	AKDOT&PF STIP, MOA PM&E CIP

NO.	GOAL/IMPLEMENTATION	INITIATION TIMELINE* S	I	L	O	PARTICIPATING PARTIES	FUNDING/ RESOURCES
4	TRANSPORTATION AND MOBILITY						
4.2	Provide recommendations for the Northern Access Road Project to ensure trail connectivity, safe wildlife circulation, appropriate speed limit, overall design requirements, and mitigation of the construction, operation, wildlife and traffic impacts.						
4.2.a	1-MTP: Design the Northern Access Road to provide direct northern access to the UMED District to improve circulation of people and goods, relieve arterial streets, respond to projected traffic and development growth within the UMED District, and to create safer streets for motorized and non-motorized travel.	●				UMED Steering Team, Community Councils, Public	DOWL, AMATS, AKDOT&PF, MOA PM&E
4.3	Continue to support the pedestrian-friendly walking environment found in the UMED District.				●		
4.3.a	Nominate and fund the following proposed improvements to the pedestrian network.	●				AMATS & MOA PM&E	AMATS & MOA PM&E
	2-NM: Add sidewalks to Career Center Drive between Northern Lights Boulevard and Mallard Lane. This improvement would provide non-motorized connection into the central part of the UAA campus from Northern Lights Boulevard.	●				AMATS & MOA PM&E	AMATS & MOA PM&E
	3-NM: Add sidewalks to 42nd Avenue between Lake Otis Parkway and Dale Street.	●				AMATS & MOA PM&E	AMATS & MOA PM&E
	4-NM: Add sidewalks to Wright Street between 40th Avenue and Tudor Road.	●				AMATS & MOA PM&E	AMATS & MOA PM&E
	5-NM: Add sidewalks to Dale Street between 40th Avenue and Tudor Road.	●				AMATS, MOA PM&E	AMATS & MOA PM&E
4.3.b	Fund and complete District-wide non-motorized multi-modal transportation projects consistent with Anchorage area bike, pedestrian, and trail plans.		●			UMED Steering Team, Community Councils, Public	State Grant
4.4	Improve MOA and DOT&PF snow removal and storage procedures to allow greater pedestrian, bicycle, and transit usage.				●		
4.4.a	Work with MOA and DOT&PF Departments to increase snow removal functions as funding becomes available.	●				AMATS, MOA PM&E, Community Councils, UMED Steering Team, Public	MOA PME&E, AKDOT&PF
4.5	Nominate and fund a Transportation Demand Management (TDM) program for the UMED District.						

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NO.	GOAL/IMPLEMENTATION	INITIATION TIMELINE* S	I	L	O	PARTICIPATING PARTIES	FUNDING/ RESOURCES
4	TRANSPORTATION AND MOBILITY						
4.5.a	Complete a UMED TDM Study with recommendations for funding and implementation.	●				AMATS, PeopleMover, MOA PM&E, MATSU	AMATS, PeopleMover, AKDOT&PF, MOA PM&E, MATSU
4.5.b	Fund and construct off-site parking outside of the UMED District to meet demand for park-and-ride options and to support TDM program initiatives.		●			AMATS, PeopleMover, MOA PM&E, MATSU	AMATS, PeopleMover, AKDOT&PF, MOA PM&E
4.5.c	Fund and Implement the TDM program.		●				
4.6	Plan and Design new transportation facilities and multi-modal systems in ways that minimize impacts to natural resources including the wetlands, wooded areas, and wildlife corridors, while enhancing and maintaining the existing trails and corridors found in the District to the greatest extent possible.						
4.6.a	Implement adopted design guidelines for roadway cross-sections.				●	MOA PM&E	AKDOT&PF, MOA PM&E
4.6.b	1-PK: Fund and construct an expanded parking area at University Lake Park.	●				MOA PM&E and Parks	MOA PM&E and Parks
5	COMMUNITY AND PARTNERSHIPS						
5.1	Continue the established UMED District coordination process through the UMED District Steering Team with regularly scheduled quarterly meetings to leverage resources and implement the UMED District Plan.						
5.1.a	Establish and fund a part-time MOA staff position to facilitate district-wide coordinated efforts required to implement the UMED District Plan. This may include public outreach and communication, input on TDM district programs and activities, Chester Creek Watershed projects, grant writing and funding research, parks and trail planning, input on animal control and wildlife management issues, etc.	●				MOA Community Development	MOA Community Development
5.2.	Support food security research and projects that bring Alaska-grown food to the UMED District on a year-round basis through a small store, farmers markets, co-ops, and community gardens.						
5.2.a	Support food sustainability opportunities within the UMED District through grant applications, public outreach and community engagement to help support existing and new projects.				●	MOA, Community Councils, public, non-profits, farms	Grants

NO.	GOAL/IMPLEMENTATION	INITIATION TIMELINE* S	I	L	O	PARTICIPATING PARTIES	FUNDING/ RESOURCES
5.2.b.	Identify appropriate locations within the District for fresh produce and food vendors.				●	MOA, Community Councils, public, non-profits, farms	Grants
6	NATURAL RESOURCES						
6.1	Develop and implement park management plans for University and Goose Lake parks within the UMED District.	●					
6.1.a	Fund and implement the University Lake and Goose Lake Master Plans that encourages uses and activities compatible with their natural setting and value, address the adverse impacts of park activities on neighboring property owners, and promote these sites as special community amenities.	●				MOA Parks, Anchorage Waterways Council, MOA Watershed Division	MOA, Grants
6.2	Educate and encourage citizen participation in environmental stewardship projects.		●				
6.2.a	Encourage stakeholders to organize and participate in environmental stewardship programs.		●			Anchorage Waterways Council, MOA Watershed Division	Anchorage Waterways Council, MOA Watershed Division
6.3	Design roadways and trails to minimize vehicle and human/animal conflicts.	●					
6.3.a	Install wildlife fences; provide adequate sight lines in roadway and trail corridors, incorporated adopted MOA roadway design standards.		●			MOA PM&E and Watershed, AKDOT&PF, Anchorage Waterways Council	MOA PM&E and Watershed, AKDOT&PF, Anchorage Waterways Council
6.4	Map and document wildlife corridors within the District and connections to surrounding habitat areas that includes recommendations for wildlife management and impact mitigation.		●				
6.4.a	Seek grant funding to complete and publish wildlife corridor research, mapping and project report for the UMED District.		●			Anchorage Waterways Council, MOA Watershed Division, AK Fish & Game, AK Legislators	Legislative Grant
6.5	Identify and fund potential conservation easement properties between consenting parties.		●				
6.5.a	Pursue the option to preserve areas of wildlife habitat within the UMED Core area through public/ private partnerships.		●			MOA Watershed, MOA LRP, UMED Organizations, Great Land Trust, The Nature Conservancy, AK Center for the Environment	Great Land Trust, The Nature Conservancy, Grants

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NO.	GOAL/IMPLEMENTATION	INITIATION TIMELINE* S	I	L	O	PARTICIPATING PARTIES	FUNDING/ RESOURCES
7	ECONOMIC SUSTAINABILITY						
7.1	Support reinvestment in commercial and residential areas that reinforces a sense of place and sustains the financial requirements of the property owners.	●			●		
7.1.a	Fund and complete targeted area studies to determine whether specific under-utilized properties could be developed with higher densities, increased building heights, and/or small lot development.	●			●	MOA LRP, Realtors, Developers, Community Councils	MOA, Grants, Developer
8	GROWTH AND CHANGE						
8.1	Shape future growth in accordance with the values expressed in this plan				●		
8.1.a	Provide Community Council participation on the UMED District Steering Team.				●	Community Councils	
8.1.b	Review and comment on UMED projects through the Community Council notification process.				●	MOA, Community Councils, UMED organizations.	
8.1.c	Complete an annual Capital Improvements Program list of projects for pedestrian, park, and roadway projects to be submitted to the MOA.	●				Community Councils	
8.1.d	Provide Assembly and AK Legislators input on issues facing the UMED neighborhoods.				●	Community Councils	
8.1.e	Provide input to projects that support and enhance a pedestrian-friendly neighborhood environment that prioritizes non-vehicular modes of transportation.				●	Community Councils	
8.1.f	Participate in the concept development of the UMED Village to accommodate a growing population and create a sense of community.				●	Community Councils	
8.1.g	Review transportation and infrastructure projects to ensure that projects enhance rather than detract from the District character.				●	Community Councils.	
8.2	Listen to and incorporate residential neighborhood and community council input early in the process.						
8.2.a	Use the community engagement process to allow all stakeholders including District employees, students, area residents, and community councils to share ideas and provide input.				●	UMED Organizations, MOA Departments, AKDOT&PF	UMED Organizations, MOA Departments, AKDOT&PF

NO.	GOAL/IMPLEMENTATION	INITIATION TIMELINE* S	I	L	O	PARTICIPATING PARTIES	FUNDING/ RESOURCES
8.2.b	Encourage UMED organizations to communicate and coordinate efforts of a community interest on a regular basis.				●	UMED Organizations, MOA Departments, AKDOT&PF	UMED Organizations, MOA Departments, AKDOT&PF
8.2.c	Provide greater transparency by facilitating public online access to the Municipality of Anchorage's data, project information, etc.				●	MOA Departments	MOA Departments
8.2.d	Develop annual capital programs and operating budgets to respond to Community Council requests for district-wide improvements such as a snow plowing services, signage, interpretive plans, road, park and pedestrian improvements, etc.				●	MOA Departments	MOA Departments
8.3	Provide Community Council participation in the next UMED District Plan Update					Community Councils	
8.3.a	Nominate Community Council members to represent the neighborhoods on the next UMED District Plan update team.		●			Community Councils	
8.4	Establish a recommended revision/amendment date for the next UMED District Plan update.						
8.4.a	Evaluate and fund the UMED District Plan Update every 5-7 years.		●			UMED Steering Team	Grants

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5. APPENDIX

CASE STUDIES:

5.1 Transportation Demand Management

5.2 Mixed Use Development

5.3 Natural Resources

EXAMPLES

5.4 Town Gown Relationships

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5.6 Fresh Food Access

5.7 UMED District Cogeneration Report Update - 2013: Executive Summary

5.8 Supporting Documents Summary

APPENDIX CONTENTS

INTRODUCTION

Examination of best practices on a variety of topics was primary to crafting the Vision Elements of this plan. This research was compiled into in-depth case studies and less detailed examples that can direct further research and education. The UMED District Plan Cogeneration Report Update 2013 was a required element of the state of Alaska grant. Since its publication in 2013 the report has been used extensively by the UMED organizations and other interested parties throughout the state of Alaska.

CASE STUDIES

The Transportation Demand Management case study analyzes methods for: improving access, relieving traffic congestion, managing parking, and leveraging existing transportation infrastructure, reducing transportation costs for users, reducing transportation development costs, and meeting sustainability goals. This section presents detailed analysis of TDM issues and identifies examples from around the country. Sources are also provided for additional research.

The case study on mixed-use land development focuses on the financial mechanisms and the partnerships that enable mixed-use development to occur. The case study examines three developments within relevant university neighborhoods: University Square in Madison, Wisconsin; the Uptown in Cleveland, Ohio; and the University Marketplace in Vancouver, Canada. These case studies explain how revitalization of strip commercial centers, public-private partnerships, and cross organizational collaboration come together in realizing mixed-use development.

Finally, the case study on natural resources examines topics relating to the Natural Resources vision element in the UMED District Plan Update. Topics covered in this case study include water quality, urban forests, land development, and urban wildlife.

EXAMPLES

The Examples are less in-depth than the Case Studies and are meant to highlight best practices, generate creative ideas, and provide resources to guide further research. The examples of positive town-gown relationships examine methods for encouraging relationships between organizations and the residential communities they are situated in. The examples of night lighting and light pollution focus on the prevention of light pollution at night. Finally, the examples of fresh food access provide examples of farmers' markets and mobile food vendors which provide good interim access to fresh foods while the UMED District plans for growth. Finally, cross organizational collaboration focuses existing positive models within the UMED District for coordinated planning and growth.

SUPPORTING DOCUMENTS SUMMARY

This section contains a detailed summary of the Supporting Documents. The Supporting Documents report is a separate publication that contains an in-depth summary of various existing conditions within the District. The analysis presented in this document provided beneficial information critical to shaping the UMED District Plan Update.

5.1 CASE STUDY: TRANSPORTATION DEMAND MANAGEMENT

This section summarizes Kittelson & Associates, Inc.'s assessment of Transportation Demand Management (TDM) strategies for the UMED District Master Plan Update in Anchorage, Alaska. It includes relevant background on TDM and its effectiveness, as well as case studies featuring new emerging transportation practices and TDM strategies from other areas. It concludes with a menu of proposed TDM strategies for consideration at the UMED District.

INTRODUCTION

Transportation Demand Management or Travel Demand Management (both TDM) is the application of effective strategies and policies to reduce travel demand [specifically that of single-occupancy private vehicles (SOV)], or to redistribute this demand in space or in time. TDM efforts are targeted in a way that strives to balance the relationship, in both convenience and cost, between driving alone and using "alternative modes," which include transit, biking, walking, skiing, car-sharing, and/or telecommuting. The most successful TDM programs are (a) directed toward meeting clear targets or goals for trip choice across all modes and (b) tailored to the unique qualities and factors that distinguish an access area or supply.

There are many reasons for pursuing TDM plans and measures. These include:

- Creating more access options for users;
- Managing congestion;
- Reducing constraints on existing parking supplies/ avoiding costly parking expansions;
- Leveraging existing resources (e.g., transit, bike lanes, shuttles, park & ride lots);
- Reducing transportation costs to users;
- Reducing development costs; and/or
- Contributing to and meeting environmental and sustainability goals.

Although TDM programs and measures are often focused on employers, some elements are also applicable to residential developments. Government support (particularly related to zoning, development regulations, and infrastructure provisions) can be influential in maximizing the effectiveness of TDM programs.

Many areas have opted to create a transportation management association (TMA) to develop and support a TDM program.

TMAs are associations of public and private entities that work to solve traffic congestion and transportation issues in a specific area. Typically, TMAs help facilitate commuter support strategies for businesses in the area. The TMA may help advocate on behalf of its membership. TMAs can typically provide and manage TDM programs more efficiently than individual organizations.

EFFECTIVENESS

A variety of research has been conducted to assess the effectiveness of TDM strategies. Based on a review of relevant research, the following conclusions were made:

- The trip reduction that can be achieved at a given development is heavily influenced by the environment in which the development is located. Factors like transit service, the pedestrian and bicycle environment, parking availability, density, and mix of uses significantly impact the types of trips generated to and from the development.

- Although a number of employers have conducted employee surveys to track the impact of TDM programs, research has found it difficult to isolate the impact of individual strategies on overall trip reduction. This is due to issues like differences in survey definitions of TDM strategies, lack of specificity regarding level of employer program support (particularly in terms of financial incentives), lack of tracking of individual employee travel patterns over time, and lack of knowledge of environmental conditions at a particular employer (e.g., carpool lane provision, level of transit service, pedestrian environment).
- Research has shown that the effects of individual strategies are not additive: a particular strategy may have a stronger effect when it is the only strategy provided, compared to when it is included as part of a package of strategies.
- The combination of good environment and good TDM can result in significant trip reduction.

RESOURCES

The following resources were reviewed as part of this project and are recommended for further reading on TDM:

TCRP REPORT 95, CHAPTER 19: EMPLOYER AND INSTITUTIONAL TDM STRATEGIES (2010)

The Transit Cooperative Research Program (TCRP) Report 95: Traveler Response to Transportation System Changes Handbook series consists of 19 chapters. The chapters were published as separate volumes over a period of years. The handbook provides information on the travel demand effects of a variety of urban transportation policies, such as transit pricing and fares (Chapter 12), transit-oriented development (Chapter 17), and parking management (Chapter 18). Chapter 19, Employer and Institutional TDM Strategies, is the most recent comprehensive review available of the relative importance and impacts of TDM strategies.

Chapter 19 of the handbook provides a description of the various TDM strategies, and classifies them in to the following broader types of strategies:

- Employer or Institutional support Actions
- Provision of Transportation Services
- Financial Incentives or Disincentives
- Alternative Work Arrangements

The report compiled the data from four independent studies to amass a sample of 82 TDM programs in order to make assessments about the effectiveness of the different types of TDM strategies. To assess effectiveness, the report uses vehicle trip reduction (VTR), defined as the “incremental reduction achieved in the vehicle trip rate, expressed as a percentage of the starting-point trip rate.”

It also discusses employee participation and the cost effectiveness of the types of TDM strategies. Lastly, the report provides five case studies of TDM programs that include marketing and outreach programs, transit programs, staggered work hours and a transportation management association (TMA).

This handbook was primarily used to provide a comprehensive overview of a large variety of TDM strategies and estimate the effectiveness of the strategies recommended for the UMED District. It is available for download online at: www.trb.org/Publications/TCRPReport95.aspx

TCRP REPORT 95, CHAPTER 13: PARKING PRICING AND FEES (2006)

Chapter 13 of TCRP Report 95 provides a review of traveler response to the introduction of parking pricing and fees and to changes in parking fees. It discusses a variety of types of parking pricing strategies and the anticipated traveler response. The report concludes that TDM programs based on carefully balanced cost incentive/disincentive actions and offering realistic travel alternatives tend not only to have visibly grater effect on employee vehicle trip rates, but also to sustain those changes over time.”

The report discusses the underlying factors that impact how travels respond to parking pricing strategies. Understanding these factors is important for predicting how successful a parking pricing program will be and maximizing the effectiveness of such a strategy.
The factors include:

- Income: higher income travelers may be less sensitive to changes in prices for parking.
- Parking Supply/Management: parking fee programs are more easily implemented in environments where the parking supply is limited.

- Land Use and Site Design: favorable land use characteristics and site design make parking pricing much more likely to be successful.
- Travel Alternatives: attractive, available travel alternatives will impact the degree to which parking pricing will be effective.

The report includes four case studies of different parking programs. It is available for download online at: www.trb.org/Publications/TCRPReport95.aspx

ONLINE TDM ENCYCLOPEDIA

Todd Litman of the Victoria Transport Policy Institute, based in Victoria, British Columbia, compiles and regularly updates research findings on TDM and publishes them on the web as the Online TDM Encyclopedia. The "TDM Strategies" section provides individual pages relating to specific TDM strategies, organized into the following major categories according to how the strategy affects travel:

- Improved Transport Options
- Incentives To Use Alternative Modes and Reduce Driving
- Parking and Land Use Management
- Policy And Institutional Reforms

The encyclopedia provides a description of each strategy, anticipated travel impacts, benefits and costs, equity impacts, applications, relationships with other TDM strategies, guidance on implementing, best practices, examples, and references for more information.

The breadth of strategies covered is very extensive and the encyclopedia serves as a search tool for accessing other relevant research. The encyclopedia is available at: www.vtpi.org/tdm

TCRP REPORT 107: ANALYZING THE EFFECTIVENESS OF COMMUTER BENEFIT PROGRAMS (2005)

Transit Cooperative Research Program (TCRP) Report 107 provides research from metropolitan areas across the US that examines the effectiveness of transit benefits programs on employee travel behavior and on transit agency ridership, revenues, and costs. The report is broken in to three chapters, which include:

- An overview of commuter benefits
- Guidance on how to evaluate the effectiveness of a transit benefits program, although the guidance can be applied to all types of commuter benefits programs.
- Research on the effects of transit benefits programs.

The report details the pros and cons of a variety of types of transit pass programs and provide examples. It is available for download online here: www.trb.org/Publications/Blurbs/156427.aspx.

TDM CASE STUDIES

The following case studies feature the application of TDM strategies in developments, cities, and colleges across the country.

They provide relevant examples for transportation practices and strategies that may be applicable to the UMED District. Each case is summarized below, with an emphasis on the potential applicability to the UMED District.

ANCHORAGE DOWNTOWN IMPROVEMENT DISTRICT (ANCHORAGE, ALASKA)

The Anchorage Downtown Improvement District (ADID) was established by the Anchorage Assembly with an ordinance in 1998. The purpose of the improvement district is to provide additional municipal services in the 113 square blocks of the downtown Anchorage area. The additional services include downtown ambassadors to provide information and safety/security assistance, cleaning crews for sidewalks, graffiti removal, coordination with Municipal law enforcement, and active promotion of public events in downtown.

The Anchorage Downtown Partnership (ADP) was formed with the mission to "increase cleanliness, occupancy rates, and investment values and lease income, to decrease crime, and to generally stimulate economic development and improve the quality of life in downtown Anchorage."

The ADP includes administrative staff, security staff, and a maintenance team. In addition, the Anchorage Community Development Authority (ACDA) works to support public-private partnerships and develop creative parking solutions in the downtown area.

The majority of the funding for the ADID was established in the ordinance process and consists of additional property assessments administered through the MOA. Additional funds are raised for the ADIP in the form of donations and grants as well as dues paid by the members of ADP.

Potential Applicability to UMED District

The Municipality of Anchorage could consider creating an improvement district for the UMED area to help fund common services like street cleaning, snow removal, and parking facilities. However, the funding of the improvement district would require special assessments or dues as large portions of the property in the UMED District currently have tax exempt status.

LLOYD CENTER TMA (PORTLAND, OREGON)

Transportation Management Associations (TMAs) within the City of Portland serve as the institutional framework and coordinating entities for TDM programs.[34] The TMAs are non-profit, member-controlled organizations that provide transportation services within a defined area such as a commercial district, mall, medical center or industrial park. The Lloyd District TMA is a commonly cited example and represents a partnership between property owners and businesses within the Lloyd District, the City of Portland, and TriMet (public transportation agency).

First formed in 1994, the Lloyd District TMA developed a comprehensive partnership agreement that was implemented in 1997. The TMA's recommended package of improvements included efforts to:

- Improve transit service;
- Improve access and amenities for bicycling and walking;
- Set maximum parking ratios for new office and retail development;
- Manage and limit the supply of parking on large surface parking lots;
- Develop a plan for installing parking controls and parking meters in the district to eliminate free on and off-street commuter parking spaces;
- Complete agreements by the private sector to support and implement employee transit subsidy programs;
- Establish a private sector funding program through formation of a Business Improvement District;
- Implement the Lloyd District Partnership Plan and its associated employer based transportation program; and
- Share parking meter revenues (through the Lloyd District TMA) to support transportation and parking services within the Lloyd District.

The TMA partnership approach exemplified by the Lloyd District TMA appears to be a win-win for the City and locals as it helps the City by monitoring the TDM success and failures as well as offering local business and residents an opportunity to participate in efforts to reduce traffic and vehicle trips.

Separate from the TMAs, the City of Portland also offers individualized TDM marketing to all downtown employees through its Smart Trips program.

Potential Applicability to UMED District

The TMA approach appears viable and applicable to the UMED District. Due to the number of individual employers and institutions within the District, creating one over-arching organization to develop and administer TDM programs could be most efficient. A TMA can mitigate traffic congestion and transportation issues in a specific area and facilitate commuter support strategies for participating businesses and institutions. The TMA may help advocate on behalf of its members, help secure discount transit passes, provide car-sharing services, or facilitate Guaranteed Ride Home programs. The TMA may also facilitate discussions and programs related to a district-wide shuttle bus system, shared parking, and snow removal. Many employer-based programs and services may be more effectively and efficiently provided through a TMA than by individual businesses.

CITY OF BEND, OREGON

The City of Bend has a TDM option that allows a developer/applicant to reduce their trip generation for traffic study purposes by creating a TDM Program.[35] Chapter 4.7 of the Bend Development Code states "The applicant may choose to develop a TDM program to reduce net new trip generation for a proposed project when trip reductions are necessary to minimize off-site mitigation requirements. Proposed elements of the TDM program will be evaluated to determine trip reduction rates."

Per Bend Development Code Chapter 4.7, the following trip reduction rates shall be applied if a TDM program with these elements is developed by the applicant:

- Provide employee showers, lockers, and secure bike parking according to requirements of the Bend Development Code - five percent (5%) trip reduction;
- Project is located within ¼ mile of a transit route – five percent (5%) trip reduction;
- Project is located within ¼ mile of a transit route and employer provides free or significantly reduced monthly bus passes to employees - ten percent (10%) trip reduction;
- Project provides free priority parking for carpools/ vanpools – five percent (5%) trip reduction;
- Project provides free priority parking for carpools/ vanpools but fee non-priority parking for other employees - ten (10%) trip reduction;
- Other TDM elements as approved by the City Engineer;
- Maximum trip reduction for combined TDM program elements - twenty-five (25%) trip reduction.

The Transportation Impact Study is required to show that the proposed trip reductions will be adequate to reduce the development's trips and bring the transportation system into compliance with the operations criteria. A modification to the original site plan approval must be obtained if TDM program elements change significantly.

Separate from the developer driven TDM effort, the City of Bend created the TravelSmart program to provide public outreach that encourages people to use alternate modes of transportation and reduce single occupant vehicle trips. The TravelSmart program includes direct contact with individual households to help people evaluate and choose alternate modes as well as encouragement to use mobility options throughout the day for all trips.

While Bend Development Code Chapter 4.7 allows for the reduction of vehicle impacts as part of the entitlement process, it is unclear to what extent this mechanism has been used or how it is enforced beyond the initial land use conditions of approval for off-site mitigation measures.

Potential Applicability to UMED District

The Municipality of Anchorage could consider creating an incentive-based program to encourage existing and new developments in the District to develop TDM plans and/or provided TDM programs for the UMED District. An incentive-based program would require modification to the traffic impact analysis process under the direction of the Municipal traffic engineer or an amendment to the Municipality of Anchorage Development Code.

Land Use	Minimum Size Triggering TMP
Office	50,000 or more square feet of usable space.
Retail	40,000 or more square feet of usable retail sales space.
Industrial	150,000 or more square feet of usable industrial space.
Residential	250 or more dwelling units.
Mixed-use	Any combination of space including one or more of the foregoing uses, at the threshold size applicable to that use. If the threshold is satisfied in any of the uses, the TMP must be prepared for all uses present in the project.

Figure 55. Land Use Sizes to Prepare TMP

ALEXANDRIA, VIRGINIA

The City of Alexandria has operated and maintained a TDM program for over 20 years (the implementing ordinance dates to May 1987).[36] The City recently updated their Long-Range TDM plan (called Local Motion) that incorporates goals and objectives and offers ways to achieve them.

As part of the TDM program, the City requires developments of a certain minimum size to create a transportation management plan (TMP) prior to the issuance of building permits. These plans must be funded and monitored by the developers/applicants and are enforced closely by staff.

Per the local ordinance requirements, the land uses in the following chart must prepare TMPs. The TMPs are conveyed in perpetuity with the land. To ensure the TMP continues, applicant/developer parties are required to prepare appropriate language to inform tenants/owners of the TMP special use permit and conditions therein prior to the signing of any lease/purchase agreements. The City Attorney's office reviews and approves the language.

To provide flexibility, the Transportation and Environmental Services Department Director (the department administering the TMPs) is allowed to approve modifications to TMP activities if the changes are consistent with the goals of the TMP.

The City conducted an audit in July of 2006 and found that 54 transportation management plans had been prepared to date. Of the 54 plans, 45 were active; 3 were prepared but the projects developed in a manner that did not require a TMP or were not developed, and 6 had been prepared and were in the approval process. City staff administers a compliance verification program that includes:

- A Semi-annual Fund Report used to record the TMP financial contributions made by a TMP holder to support the transportation activities;
- Residential and commercial surveys used by residents and employees of developments holding a TMP;[37] and
- A TMP Annual Report with a narrative of the TMP activities completed each year, including a summary of the survey and identification of TMP activities are planned for the coming year.

Potential Applicability to UMED District

The Municipality of Anchorage could consider creating a requirement for developments of a specified size to develop TDM plans. The requirement for TDM plans would an amendment to the Municipality of Anchorage Development Code.

PORTLAND COMMUNITY COLLEGE (PCC)

The Parking & Transportation Department at PCC created its first TDM plan for the community college in 1992. Since then, PCC conducted a transportation study in 2007/2008 to assess transportation needs and options, travel behavior and opinions, and transportation related goals and strategies. The intent of the study was to review progress made through the TDM program and provide recommendations for improvements. PCC updated its TDM plan in 2012 through a process that involved broad outreach and targeted involvement as well as an extensive review of existing transportation facilities at each of the campuses throughout the Portland area.

The recommended parking and access management strategies in the TDM plan are organized by the following categories:

- Policy Actions
- Transit Access
- PCC Shuttle Access
- Single Occupant Vehicle Access
- Rideshare Access
- Organization for Implementation & Monitoring
- Bike/Walk Access
- Technological Access
- Communication/Awareness
- External Partners
- TDM Support

Within each category, strategies are organized in to a "core program" and "support strategies." PCC's TDM plan is available online here: http://www.pcc.edu/resources/parking/sustainability.html

Potential Applicability to UMED District

Three elements of the PCC TDM plan that may be utilized in the UMED District are as follows:

- Parking Pricing Strategy – development of a parking price structure for the various user groups to encourage non-SOV usage. Parking rates were developed for full-time students, part-time students, faculty and staff, visitors, ride-share, and seniors.
- TDM & Sustainability Program Website – development of an interactive website to provide a general description of the TDM program, assistance with alternative travel mode choices, purchasing of parking permits, and explanation of rules and operations.
- Employee Transportation Options Coordinator – assignment of a transportation options coordinator to assist employees with commuter travel choices.

UNIVERSITY OF WASHINGTON

The University of Washington (UW) is the largest university in the Northwestern United States and one of the oldest universities on the West Coast. The university has three campuses, with its largest campus in the University District of Seattle. UW also has two other campuses located in Tacoma and Bothell. UW has approximately 4,000 instructional faculty and 43,000 students.

The University of Washington uses a program called the U-Pass. Developed in 1991, the program is so successful that almost 80% of all trips made to UW Seattle are non-SOV. All students are automatically enrolled in the U-Pass program and can only "un-enroll" if they purchase a parking permit for the quarter. As part of the program, UW has secured partnerships with other local businesses to offer discounts to all students, staff, and faculty that use the U-Pass. UW conducts an annual survey to determine the reduction of daily vehicle trips. UW conducts a biennial survey of all U-Pass riders.

The University of Washington is working with King County, the City of Seattle, and their green team to implement a cohesive Climate Action Plan. As part of the plan, UW utilizes the following TDM measures:

- Inter-campus shuttle service
- Fee-based parking
- Guaranteed Ride Home
- Carpool matching, vanpool subsidy, and car sharing
- Bicycle parking

Potential Applicability to UMED District

The University of Washington TDM program has been very successful and the five primary elements listed in the previous section may help reduce SOV trips within to the UMED District.

STANFORD UNIVERSITY

Stanford University (Stanford) is a private research university on an 8,180-acre campus in Palo Alto, CA. It is situated approximately 20 miles northwest of San Jose and 37 miles southeast of San Francisco. Stanford has a student body of approximately 6,900 undergraduate and 8,400 graduate students.

Due to the high cost of housing, Stanford provides an opportunity for faculty members to live within walking or biking distance of campus. The faculty housing is composed of land owned entirely by Stanford. Similar to a condominium, the houses can be bought and sold but the land under the houses is rented on a 99-year lease. The program offers a free 15-route shuttle system that runs on biodiesel with two diesel-electric hybrid buses. Annual ridership on shuttle buses climbed to over 1.4 million in 2009.

Stanford's transportation program utilizes the county Eco-Pass. It also has a 7,500 member carpool database, and offers transit discounts for Cal train, VTA, Dumbarton Express and AC Transit's Line U. The program includes car sharing, commute planning, vanpools, and a bicycle support program.

Stanford has seen a 30% increase in shuttle ridership at the Cal train commuter rail station (30% between 2004 and 2009). In 2010, 52% of employees used alternative transportation to commute compared with 24% in Santa Clara County.

The Stanford TDM program focuses on "no net new commute trips during peak hours" as measured in 2001 for all new development and population growth.

The primary TDM measures at Stanford University include:

- Fee based parking
- Go Pass/ECO Pass Program
- Inter-campus shuttle
- Car rental subsidy and car sharing
- Bicycle parking

Stanford also provides a good model for a development-wide parking strategy. The Santa Clara County General Use Permit (GUP) for Stanford University sets a parking limitation for the campus as a whole. No one building has a designated maximum; rather, the quota limits the amount of parking allowed within the geographic area encompassing the university. Stanford's transportation planners use discretion in deciding where to build parking, and within the campus no parking lots have been made exclusive to specific buildings. For example, parking located beneath the Stanford Graduate School of Business is also used for people attending nearby sporting events. This holistic parking strategy gives the university the flexibility to reassess overall parking needs in an ongoing basis, without having to request parking permits from the county for every new project. Instead, the university meets with the county every ten to fifteen years to reassess the parking limitation set by the GUP.

- Per the current GUP, Stanford is given a limit of 2,300 additional parking spaces for the whole campus—Stanford already has 20,000 existing spaces.
- Permits may be granted for parking that is part of housing developments that exceed 3,018 units or housing in areas that are low and medium density. In addition, the GUP stipulates that the university will participate in a residential permit program to control parking in residential areas.

Potential Applicability to UMED District

The five primary elements of the successful Stanford TDM program listed above may be tailored to help the UMED District reduce SOV trips. Regarding shared parking, the Municipality of Anchorage could consider a parking limitation for the UMED District. This would require collaboration among the institutions to assess their collective parking needs.

UNIVERSITY OF CALIFORNIA – SAN FRANCISCO

The University of California at San Francisco (UCSF) is the second-largest employer in San Francisco, with approximately 22,500 paid faculty and staff (including both University and UCSF Medical Center employees). It has approximately 3,000 students enrolled in degree programs, 1,600 residents, and 1,000 postdoctoral scholars. The University has three main locations, including the original campus at Parnassus, the teaching and research campus at Mission Bay, and the Mount Zion campus, which is a hub of specialized medical center clinics and surgery services. All three campuses are located near downtown San Francisco.

UCSF qualified for the Bay Area's Best Workplaces for Commuters in 2012, which recognizes employers that are committed to "reducing traffic and air pollution and improving quality of life for commuters."

UCSF utilizes a number of TDM strategies at its campuses, including:

- Fee based parking
- Priority parking for "green vehicles"
- Discounted parking for registered carpools
- Shuttle service between campuses, San Francisco general hospital, and BART stations (with front bike racks)
- Bicycle parking, "Bike Access Pass" shower program, and discounted bike rentals
- Vanpool program with 12-passenger vans provided
- Emergency Ride Home service
- Discounted Car Share membership
- Pretax transit passes

The University is a partner in the San Francisco County Transportation Authority TDM Partnership Project. The project is intended to advance TDM throughout the city and build partnerships with and among private and institutional actors to more efficiently implement TDM programs.

Potential Applicability to UMED District

The elements of UCSF's TDM plan most applicable to the UMED District include discounted parking for registered carpools, vanpool program, and Emergency Ride Home service.

UNIVERSITY OF MINNESOTA – MINNEAPOLIS

The University of Minnesota, Twin Cities, is a public research university with its flagship campus in Minneapolis. There are about 52,500 students enrolled at the Twin Cities campus. The University has adopted a parking policy that "supports transportation alternatives to the single occupant vehicle." As a result, the policy states that "fewer parking spaces are needed on campus." The University's parking policy is a result of recommendations made by the 1999 Parking and Transportation Task Force.

Goals of the policy include reducing vehicular traffic, encouraging the use of park and ride facilities, reaching a split of 50 percent or fewer trips by private automobile (including carpooling), and set an upper limit on parking spaces.

The University provides a number of TDM programs, including:

- Fee based parking
- Campus shuttle service
- Discounted bus passes
- Bicycle parking and lockers
- Bicycle sharing program (in partnership with the City of Minneapolis)
- Pedestrian walkways, tunnels, and skyways connecting many buildings on campus

Potential Applicability to UMED District

The campus shuttle service and bicycle sharing program included in the University of Minnesota's TDM plan are likely most applicable to the UMED District.

TDM FOR THE UMED DISTRICT

Transportation Demand Management (TDM) strategies could be effective in the UMED District to:

- Capitalize on the mixed-uses in the area by encouraging non-SOV trips between the different uses and sharing resources (i.e. parking and shuttle service) across the development;
- Facilitate cooperative transportation services and programs among the diverse academic, medical, governmental, residential and commercial uses in the District;
- Utilize existing transit service and bicycle and pedestrian facilities, while strategically planning multi-modal facilities for the future;
- Efficiently plan facilities (i.e. parking and roadway improvements) for the future that meet transportation needs;
- Enhance the livability and sustainability of the UMED District by minimizing SOV-trips during peak periods and encouraging alternative modes of travel;
- Proactively guide the future development of the District to encourage multi-modal trips.

The following is a comprehensive menu of TDM strategies that may be applicable to the UMED District. The strategies are organized into employer-based programs and services, parking management, and development-based strategies. A short description of each strategy is provided. The strategies are summarized in Table 2.

EMPLOYER-BASED PROGRAMS AND SERVICES

Employers can set policies or create programs to manage travel demand. These may be individual – such as offering flexible work hours – or collective through a TMA that coordinates TDM programs for all participating employers. A TMA can mitigate traffic congestion and transportation issues in a specific area and facilitate commuter support strategies for participating businesses. The TMA may help advocate on behalf of its members, help secure discount transit passes, provide car-sharing services, or facilitate Guaranteed Ride Home programs. Many employer-based programs and services can be more effectively and efficiently provided through a TMA than by individual businesses.

In the UMED District, a TMA may be helpful in implementing effective TDM for businesses by working across the different uses to implement these strategies. The employer-based strategies are applicable to the academic, medical, governmental, and commercial uses in the District. Strategies include:

- Alternative work hours or tele-working: Alternative work schedules allow employees to work non-traditional hours to avoid traffic or reduce their number of trips to the office. There are several types of alternative work schedules, including flextime, compressed work week, and staggered shifts. Telecommuting programs allow an employee to work at a remote location (such as his or her home) one or more days a week instead of commuting to the work site. All of these strategies are intended to reduce total trips to the office, especially during peak hours.

- Transit Financial Incentives: Employers can offer prepaid or discounted transit passes to employees who agree to commute by transit. Fares can be partially or fully subsidized, or employees can be given the option to buy transit passes pre-tax. Employers could develop their own transit incentive programs or work together with the MOA Public Transportation Department to develop a program.
- Shuttle Bus Services: A private shuttle service operated by a TMA can supplement vital transit connections where gaps exist. Connections between the nearby transit stations or park-and-ride lots may allow employees to use non-auto commuting modes. In some cases, employers can use these shuttles to provide connections between different office locations in the area. The Seawolf Shuttle (UAA) and the ANMC Shuttle already operate in the UMED District and the routes may be modified and/or expanded to serve the entire District. Shuttles could meet commuters in a remote lot, thus reducing the SOV trips to the District, not just within it.
- Ridesharing: Ridesharing programs encourage carpooling or vanpooling. Carpooling typically uses participants' own automobiles, while vanpooling usually uses rented vans. Employers may put compatible commuters in touch with one another through simple employee match listings or computerized matching programs.

Figure 56. TDM Strategies for the UMED District

- Ridesharing (continued): Employers may also use marketing programs, sponsor vanpools, provide preferential parking spaces, or offer financial incentives to encourage ridesharing. Employers could develop their own ridesharing incentive programs or work together with the MOA Public Transportation Department to develop a program.
- Commuter Support Services: Employers provide support services and programs that replace employees' reliance on having a personal vehicle and encourage employees to bike, walk, take transit, or rideshare instead. These programs can be tailored to address employees concerns with commuting by alternative modes, such as traveling to meetings, getting home in an emergency, or working late. Potential services include providing a Guaranteed Ride Home (GRH), the use of company vehicles, a corporate car sharing account, and reimbursement for business travel by transit or bike.
- End-of-Trip Facilities: Employers provide bicycle amenities like secure bicycle storage, lockers, showers, and changing facilities to encourage employees to bike or walk to work. Some communities have started to create standards for the minimum number of bicycle parking spaces required at buildings and other facilities. In some cases, bicycle parking may be substituted for a portion of automobile parking. Bicycle facilities are also a requirement for LEED Certification and to be eligible to be a "Bicycle Friendly Workplace."

PARKING MANAGEMENT

Parking management strategies provide incentives to non-single-occupant vehicle travel by eliminating or reducing subsidies for storing vehicles at the destination. Parking strategies should be comprehensive throughout the UMED District. Strategies like unbundled parking, shared parking, and parking pricing may be appropriate for the area. Rather than requiring individual entities to provide their own parking, parking could be provided for the area as a whole, with organizations funding a share of the cost, to the benefit of all.

A parking management program should be pursued along with other TDM strategies to ensure that there are attractive alternative travel choices in the UMED. It is important to ensure that adequate parking is provided (so as not to create problems like parking spill-over to adjacent uses, driver frustration, or discouraging people from traveling to the District).

However, opportunities exist to pursue strategies to discourage the construction of excess parking and relax once inflexible parking requirements. The parking needs of the UMED District should be closely assessed to ensure that an appropriate amount of parking is provided and that there are opportunities to strategically minimize the parking supply. Potential strategies to be pursued as part of a parking management plan include:

- Manage Parking Supply: The supply of parking can be managed to achieve strategic objectives, such as reducing the share of commuters that drive alone to work. If insufficient parking is provided, parking may spillover into adjacent areas or travelers may choose alternate destinations.

However, if too much parking is available, resources are wasted and drivers have less incentive to choose other modes of transport. Parking can be managed for an entire development, residential area, employment center, or commercial area. Some jurisdictions are developing parking maximums (as opposed to traditional parking minimums) for land uses and developments.

- Parking Pricing: Employers and institutions can impose parking pricing to reduce single occupancy vehicle (SOV) use, pass along the actual cost of parking from the provider to the user, and decrease the supply of parking spaces demanded. Parking pricing programs can be flat (i.e. same for all users) or variable depending on parking duration or vehicle occupancy. Fees can be collected via a parking permit program or meters.
- Employer-Focused Parking Strategies: Employers implement parking strategies to discourage employees from driving alone and instead encourage alternative modes of commuting to work. Strategies include:
    - Parking Cash Out: Employers offer employees the option of exchanging their free parking spaces for the cash equivalent. The intent is to encourage employees to use the cash-out to offset the cost of other transportation options, such as walking, biking, or transit.
    - Preferential Parking: Reserved parking spaces for employees that carpool or vanpool. Reserved spaces may be located near a building entrance or in a sheltered location.

- Development-Wide Parking Strategies: there are several other strategies that can be used to manage parking. Rather than identifying and constructing parking spaces for each land use in a development, parking can be strategically placed, priced, and managed to limit the amount of parking needed. Other strategies for managing parking include:
    - Share parking: design parking to serve multiple uses at different times of the day (e.g., a restaurant can share parking with an office complex; a school can share parking with a church).
    - Establish parking maximums: place limits on the maximum amount of parking capacity allowed at a site or within an area.
    - Improve walkability: improve pedestrian facilities and plan developments so that visitors can easily walk between multiple destinations.
    - Unbundle parking: instead of bundling the price of parking with building costs, sell or rent parking separately from building space.
    - Increase capacity of parking facilities: design parking facilities to hold the maximum number of vehicles possible by using wasted spaces, angled parking, and appropriately sized spaces.

DEVELOPMENT-BASED STRATEGIES

The design of transportation infrastructure has a profound impact on mode choice for local travel within and adjacent to the site. A complete street with comfortable, attractive sidewalks and bike lanes is much more likely to encourage employees, residents, and visitors to walk or bicycle to nearby destinations. Likewise, a vibrant street front with diverse land uses, interesting windows, and buildings adjacent to the sidewalk make walking a more desirable option.

As the UMED District continues to develop, opportunities to implement complete street and street-scaping strategies can encourage walking and biking. The UMED District should continue to look for strategies to support year-round walking and biking (i.e. underground pathways to connect uses) as well as opportunities to facilitate cross-country skiing. Dense, mixed-use development throughout the area will help encourage non-auto travel and improve the vibrancy and economy of the development. Connectivity in the development is also critical, as non-auto travel is directly affected by distance, and out-of-direction travel can pose a major deterrent. It is important that plans for key connections and street improvements are identified so development can support these changes, rather than reinforce or inhibit them.

- Increasing Connectivity: Connectivity refers to the density of connections in paths and road networks and the directness of the links. A well-connected road or path network has many short links, numerous intersections, and minimal dead ends. Increasing connectivity decreases travel distances and provides greater route choices – which allows more direct travel between destinations.

Full street connections are most desirable, but pedestrian- and bicycle-only connections should be provided where street connections are not feasible.

- Streetscape Improvements: Streetscape refers to urban roadway design and conditions that impact street users. Street-scaping considers all roadway users and activities that occur on a street. It seeks to create streets that accommodate all forms of travel, provide access to nearby destinations, function as linear parks, and improve the livability of the community. Streetscape improvements include a variety of strategies, such as:
    - Creating wider sidewalks that accommodate more business and pedestrian activity.
    - Adding landscaping, particularly between vehicle travel and other modes.
    - Adding bike lanes and pedestrian crossing elements.
    - Increasing lighting on streets and at transit stops.
- Area Pedestrian Improvements: Improving the walkability of an area can encourage travelers to walk between destinations. Walkability is based on a variety of factors, including pedestrian facilities, roadway conditions, connectivity between land uses, and security. There are numerous ways to improve walkability, including:
    - Increase the quantity and quality of sidewalks and crosswalks, including bulb-outs and refuge islands

- Provide pedestrian crossing signals.
- Mix land-uses and create connections between common destinations.
- Reduce vehicle speeds and implement traffic calming strategies.
- Design pedestrian facilities to be accessible to all users.
- Add street lighting to improve security.

- Area Bicycle Improvements: Improving the safety and convenience of biking may increase the use of bicycles as an option for more trips. A variety of strategies can be implemented to improve conditions for bicycling, such as:
  - Increase the quantity and quality of bike lanes and paths.
  - Improve bike parking facilities.
  - Increase bicycle connections between common destinations.
  - Integrate bicycling with transit.
  - Reduce the speed of vehicles through traffic calming

  In addition, a bike sharing program can provide convenient bike rentals for short trips within the UMED District and surrounding area to encourage bicycle use as a potential travel option for more people.

- Transit Improvements: A variety of things can be done to improve transit service and make it a more attractive option for commuters, residents, and other travelers.

For example, service can be increased by adding more routes, increasing frequency, and extending operating hours. Lowering fares, creating more convenient fare payment, or increasing the comfort of transit can encourage transit ridership. Giving transit priority on the road with bus lanes, transit priority traffic signals, or grade separation can significantly improve transit service.

- Investigate the possibility of Valley Mover providing direct peak period bus service to the UMED District from Palmer/Wasilla. Also, investigate the possibility of People Mover providing direct service from Eagle River to the UMED District. This would significantly reduce the existing bus transit travel time by eliminating the need to transfer buses in downtown Anchorage.
- Also discuss park and ride, and UMED shuttle service here [find a parking lot in the valley for commuters to leave their cars and hop in a shared car, van, or shuttle].

PLAN IMPLEMENTATION

Marketing, education, enforcement, and use of incentives and disincentives are key components in the application of the TDM measures that the UMED District pursues. A TMA could be useful in promoting TDM programs and providing the necessary support for a TDM program. It is recommended that the UMED District regularly review progress towards its TDM goals and monitor the success of TDM programs. The following strategieare intended to bolster the effectiveness of the TDM strategies outlined above.

- Adopt clear, quantifiable goals that can be measured for progress: examples include mode split targets for employees, parking occupancy and utilization (auto, bicycle, other), ratios of bike spaces and transit passes to employees, and shuttle service productivity.
- Promote programs: whether through a website, brochures, employer-run sessions, new employee/student orientations, or other marketing strategies, promotion of TDM programs is essential to ensure people are aware of their transportation options.
  - Alternative Transportation Month - Hold an alternative transportation fair to highlight the user benefits and costs of utilizing alternative transportation modes for the day-to-day travel to and from the UMED District. Participates would receive information about public transportation service, bicycle routes, walking, ride-sharing programs.

Provide “friendly” competition between organizations to promote alternative transportation travel for a one month period. Provide gift certificates or other incentives for participants.

- Routinely survey employees/students to determine progress towards desired mode split and other goals: this will help measure progress and assess the effectiveness of TDM strategies. Seeking employees’/students’ input IS essential to addressing concerns with TDM programs.
- Establish TMA to monitor the TDM program: a TMA is well-suited to both organizing TDM programs as well as monitoring their success.

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5.2 CASE STUDY: MIXED USE DEVELOPMENT

This section summarizes Strategic Economics' research on mixed-use development in university districts. The analysis touches upon a range of issues that intersect in mixed-use development, such as financing, programming, and collaborative planning. The research results are divided into five sections. The first and last sections introduce and summarize the key findings. The middle three sections focus on case studies in three North American locations.

INTRODUCTION

Strategic Economics conducted three case studies of mixed use projects in campus contexts in order to identify and illustrate potential implementation strategies for the Universities and Medical (UMED) District Plan. This report is intended to help the Municipality of Anchorage, UMED District institutions, residents and other community stakeholders understand the range of approaches that might be used to implement the visions established for the District, which include:

- Mixed-use retail development that would create a concentrated node of activity in one or more strategic locations.
- Development that contributes to quality of life for UMED District residents, students and employees and supports economic activity in the district.
- The consideration of public-private partnerships to enable this type of development, helping organizations to further their individual missions while supporting broader UMED District goals.

This report presents each of the case studies, covering a broad range of topics, including partnership structure, site assembly, design, financing and retail strategy. The report concludes with a summary of key findings and implications for the UMED District.

CASE STUDY SELECTION:

The three case studies presented in this report were selected through a process of initial research and subsequent refinement in collaboration with the consulting team and Municipality of Anchorage staff. The process was focused on identifying projects that were applicable to the UMED District context in at least several of the following aspects:

- Mixed-use, "village" development combining retail and residential uses,
- Revitalization and/or redevelopment of strip commercial centers,
- Public private partnerships,
- Cross institutional collaboration, shared parking facilities and/or district level parking management.

In addition to these features, it was also important that the case study context be comparable to the UMED District in key aspects such as institutional size, city size, development density and/or climate. Because the UMED District is unique in many ways, including its geographic location, historical development patterns, and large areas of open space, it was not realistic to find case studies that were a match for the Anchorage context in every respect; however, even with some differences, the case studies are able to offer important implementation lessons.

Acknowledging that differences in governance, market conditions and development patterns can make some implementation strategies viable in one location but not in another, each case study begins with a project overview and a description of the context in which the project was developed. The case study then goes on to describe project financing, design, and outcomes, concluding with key lessons that are potentially applicable to the UMED District.

	University Square	Uptown Phase I	University Marketplace
Location	Madison, Wisconsin	Cleveland, Ohio	Vancouver, Canada
Project Uses	Retail, Residential, Office	Retail, Residential	Retail, Residential, Office
Year Completed	2008	2012	2001
Financing	Public-Private Partnership	Public-Private Partnership	Private Development
Institutional Campus	University of Wisconsin-Madison	Case Western Reserve University and other University Circle institutions	University of British Columbia
Institutional District Area *UMED District: 1,760 acres*	930 acres	500 acres (University Circle)	1,000 acres
Institutional Daytime Population *UMED District: 30,000*	60,000	50,000 (All University Circle institutions)	64,000
City Population *Anchorage: 300,000*	240,000	390,000	600,000

Figure 57. Summary of Case Studies

Figure 57 summarizes the three case studies selected for this report. The first two case studies involved joint ventures between public and private entities; the final case study is an example of private sector development.

University Square in Madison, Wisconsin, consists of two mid-rise towers with 130,000 sq.ft. of retail space, 350 apartments, a university-run student services center and underground parking. Completed in 2008, the project was a public-private partnership between a private developer and the University of Wisconsin-Madison (UW-Madison). Each component of the project (retail, housing, parking, office space) is owned and managed by a different party. The 3.4 acre development site was assembled from two parcels: an aging strip mall owned by one of the developers and a university-owned surface parking lot. By joining forces, both parties were able to build a more ambitious project than would otherwise have been possible. The project is notable for its scale—it is the largest infill project completed in Madison—and the consensus achieved among the multiple stakeholders, including the City of Madison. In order to energize the perimeter of the building and create a pedestrian friendly environment, the project includes extensive redevelopment of the streetscape, including outdoor seating and strategically located bike parking.

Uptown Phase I in Cleveland, Ohio is a mixed-use project with 56,000 sq.ft. of retail space and 114 apartments. Initiated by Case Western Reserve University (CWRU) and executed by a local developer, the project is part of a broader effort to create a vibrant mixed use district at the heart of University Circle, a major institutional district in Cleveland.

In addition to the strong commitment of the two main partners, Uptown's success also relied on the involvement of other anchor institutions, philanthropic foundations and the City of Cleveland. In particular, creative, nontraditional financing was necessary to put the project together under challenging market conditions. Completed in 2012, the project illustrates the critical role that institutional commitment can play in making a project successful, and the benefits of collaboration among diverse community partners.

University Marketplace is a six-story mixed use project adjacent to the University of British Columbia (UBC) campus in Vancouver, Canada, with 75,000 sq.ft. of retail space, 75,000 sq.ft. of office space, and 108 apartments. The project was built by a private developer without direct institutional involvement. By filling a need for campus amenities, the commercial portion of the project effectively serves as the retail village for the university's staff and students. The project attracts a large share of customer traffic on foot because of its strategic location, proximity to transit and pedestrian-oriented design.

UNIVERSITY SQUARE - MADISON, WI

PROJECT OVERVIEW AND CONTEXT:

Completed in 2008, University Square is the result of a public-private partnership to redevelop an aging strip mall into a high density project combining retail space, rental apartments and university-run student services at the eastern edge of the University of Wisconsin-Madison (UW or UW-Madison) campus.

The UW-Madison campus occupies 930 acres one mile to the west of downtown Madison, a city of 240,000 residents. The campus is bound by Lake Mendota to the north, and urban development on the remaining three sides.

In 2005, during an update to its Campus Master Plan, the university concluded that it could no longer expand its boundaries outward, and must instead direct future growth within its existing footprint.

As part of the 2005 Campus Master Plan, the university decided to focus infill development at the East Campus Gateway (Figure 62).

The plan established the vision for a seven-block pedestrian mall through an area whose existing uses included surface parking lots and several outdated university facilities. Rather than obtaining funds to construct the entire East Campus Mall at once, UW-Madison aimed to build the plan out incrementally by locating campus projects with committed funding—such as housing, athletic and dining facilities—along the corridor. As each project was built, it paid for its share of the East Campus Mall improvements. The East Campus Mall was also able to leverage funding from infrastructure projects associated with the university's need for a north-south utility corridor.

A local real estate developer, Executive Management Inc (EMI), owned one of the only privately-owned parcels along the mall, a single-story 1970s-era shopping center (Figure 66). Seeing the momentum building along the East Campus Mall, EMI wanted to redevelop the site into a higher density mixed-use project, recognizing that population and employment growth in Madison had created more demand for retail space. Because their site was adjacent to a UW-owned parking lot, EMI approached the university about developing the project together. UW recognized that partnering with EMI would enable the university to address several longstanding campus needs, including a consolidated University Health Services center for students and a home for student organizations.

Figure 58. University Square in Madison, Wisconsin


Figure 59. Uptown Phase I in Cleveland, Ohio


Figure 60. University Marketplace in Vancouver, Canada.

The location was ideal in terms of centrality and convenience for students. Eventually, private housing developer Steve Brown Apartments also joined the project.

University Square consists of two mid-rise towers with 130,000 sq.ft. of retail space, 350 private apartments, a university-run student services center and underground parking. To energize the perimeter of the facility, and create a pedestrian friendly environment, the project includes extensive redevelopment of the streetscape, including outdoor seating and strategically located bike parking. The project is notable for its scale—it is the largest infill project completed in Madison—and the consensus achieved among the multiple stakeholders, including the City of Madison.

SITE

The University Square site was assembled from two smaller parcels: an existing shopping center owned by EMI, and an adjacent surface parking lot owned by UW (Figure 64). The total combined area of the University Square site is 3.4 acres.

The partnership was structured to allow EMI and UW-Madison to retain ownership of their respective parcels of land: in order to enable development, both owners entered into a 98-year ground lease with a limited liability company set up exclusively for the project. Ownership of buildings was divided into five condominiums corresponding to the project's components (retail space, retail parking, apartments, residential parking and UW office space).

This arrangement enables separate ownership and maintenance of each partner's portion of the project. In retrospect, the team acknowledged that this ownership structure introduced a high degree of complexity into the project.

FINANCING

UW-Madison provided $57 million for the construction of the UW student services tower, an amount equivalent to one-third of the project's total $175 million cost (Figure 63). Obtaining funding required approval from UW's Board of Regents, the Wisconsin State Building Commission and the State Legislature, requiring the development team to navigate the state's biennial budget process.

Of the $57 million in state funding, $40 million was financed by state-issued bonds, while the remaining $17 million was provided by a $20 per semester increase in student fees over the course of 20 years, approved by students in a 1999 referendum.

The need for institutional and political budget approval significantly influenced the direction of University Square. UW-Madison originally planned to include an 800-bed student dormitory in the project, but the Board of Regents did not approve the $112 million estimated cost. As a result, the development team had to seek a private developer for University Square's residential component.

Project	University Square
Location	Madison, Wisconsin
Project Timeline	Initial Vision: 1998 Construction: 2006 Opened: 2008
Site	3.4 acres
Project Uses	Retail, residential and office
Retail Area	130,000 sq.ft.
Key Retail Tenants	Walgreens , Fresh Madison Market
Office Area	250,000 sq.ft.
Residential Units	350 apartments
Parking	440 parking stalls (structured parking) 612 bike/moped stalls
Development Team	Executive Management, Inc (EMI) University of Wisconsin-Madison Steve Brown Apartments

Figure 61. University Square Project Summary

Figure 62. University of Wisconsin-Madison Campus

Although the development team did not originally intend to seek any local government contribution to the project, the City of Madison provided a $3 million in tax increment financing (TIF) in 2008 to address a last-minute financing gap.
The remainder of the project's financing was obtained by the private developers.

DESIGN

University Square consists of two towers—one containing UW student services and the other containing residential apartments—sharing a base that contains two floors of retail and parking (Figure 65). The project also features a green roof on the third floor, and substantial streetscape improvements along East Campus Mall, such as benches and bike parking. Achieving consensus among the three partners on the design quality and public realm improvements required significant negotiation.

Source	Amount
UW-Madison State-Issued Bonds	$40 million
UW-Madison Student Fees	$17 million
City of Madison TIF Loan	$3 million

Figure 63. University Marketplace Public Financing Sources

For example, while UW facilities are typically built with a 100-year time horizon, private developers, who must realize financial profit within the first few years of a building's operation, typically assume a project life of several decades. Responsibility for the extensive public realm improvements was also a topic of negotiation, because while the East Campus Mall was UW's vision, the retail component also stood to benefit. The 12-story northeast tower, known as Lucky apartments, contains 350 units of rental housing, ranging from one to four bedrooms. Students are the target market for the apartments. The project was designed to appeal to professionals as well.

The 10-story southwest tower contains UW functions, including a Student Activities Center which includes meeting spaces, a study lounge, and office space rented to student organizations; University Health Services, which consolidates both counseling and medical services in one location; and the Offices of the Bursar, Registrar and Student Financial Services.

One of the ways in which the City of Madison encourages high density development in the central area of the city is through its progressive parking policy, which does not impose minimum parking requirements, instead allowing market forces to set parking ratios. Relative to the amount of residential, office and retail space in the project, University Square's 440 parking stalls represent a relatively small amount of parking, a factor which helped to reduce overall construction costs. The lower parking ratios at University Square also reflect the high level of pedestrian, bike and transit usage on the U-W Madison campus and the project's orientation towards students who are much less likely to own a car, particularly when living directly adjacent to the campus.

KEY PLAYERS:

The **University of Wisconsin-Madison** (UW-Madison) is a public research university with over 40,000 students and 18,000 faculty and staff. UW-Madison is a property owner and joint partner in the project.

Executive Management Inc (EMI) is a Madison-based firm that offers a range of real estate development services, including property management, leasing and development. EMI is the property owner of two-thirds of the University Square site and acted as master developer for the project. EMI owns and manages the retail component and associated underground parking.

Steve Brown Apartments (SBA) is a Madison-based residential development firm that was brought into the project to develop private rental housing. SBA owns and manages the apartments.

The **City of Madison** supported the project through the development approval process and provided a $3 million tax-increment financing (TIF) loan.

The **University of Wisconsin Board of Regents** is an 18-member body that governs the UW System. The Board of Regents approves capital budget requests for state consideration, and therefore acted as a gatekeeper for University Square's public funding.

The **Wisconsin State Legislature** reviews UW capital budget requests as part of the state's biennial budget deliberations, and is therefore responsible for approving public funding for all major UW capital projects, including University Square.

No parking was provided for the UW offices uses, as UW faculty and staff have access to an existing UW parking structure across the street.

The lack of new parking for the UW Tower likely also reflects the university's comprehensive transportation demand management program and decision to cap the total number of parking spaces on campus at 13,000 as part of its 2005 Long Range Transportation Plan. It is estimated that 50 percent of the university's 18,000 faculty and staff arrive on campus by carpooling, biking, walking, and taking transit, rather than driving alone.

PROJECT APPROVALS

The development team worked closely with the City of Madison throughout the entitlement process. Although UW-Madison—as a state entity—does not need city-issued building permits, it is required to follow local land use regulations. Furthermore, the privately-developed portions of the project were required to apply for city building permits.

There was widespread agreement that a new, higher intensity project would be a better use of the site than the existing mall, the project was largely met with approval from elected officials and staff at the City of Madison.

However, as a major redevelopment that represented a significant increase in density over the prior use, it was subject to scrutiny through multiple design reviews.
The project was subject to the City of Madison's standards for a Planned Unit Development in the Downtown Design Zone, which enabled density but also established bulk requirements such as front and rear setbacks. The City of Madison was interested in seeing the project succeed and did not introduce additional conditions or constraints in the project entitlement process, other than those that were already in the development standards.

Figure 64. Site Ownership

Figure 65. Site Plan

Figure 66. University Square Site Prior to Redevelopment

OUTCOMES

University Square is perceived as a positive addition to the area, benefiting the university, downtown workers, and the city in general. The project is credited with helping to activate public space through its attention to urban design and streetscape.

By providing restaurant and retail amenities, the project creates synergies with surrounding uses, such as the nearby campus sports arena and art museum, both destinations that attract visitors into the area.

RETAIL PERFORMANCE

Retail tenants in University Square include a mix of local and national businesses, primarily supported by students and employees who travel to the area on foot, and visitors to athletic events. One of the challenges in tenanting the space is that it is not a retail destination, and very few people drive to this location. Because of the dependence on the student population, sales are slow during winter and summer breaks.

Two of the great successes of the retail component are the grocery store and Walgreens anchors. The grocery store was an amenity that the university was eager to secure for its students. It took over a year to attract a tenant into a small, urban-format retail space.

They eventually leased the space to Fresh Madison Market, an independent local chain. The owner has reported that sales are well above projections. The Walgreens provides a convenient "one-stop shop" for students, employees and residents.

Despite the central location, high density and pedestrian-oriented environment, retail on the second floor of the project has struggled. EMI initially created a 20,000 sq.ft. food court on the second floor, but it was forced to close. To address the lack of visibility of second floor retail, the new second-floor tenants are destinations that are not as dependent on passing customer traffic, such as yoga studios and a hair salon.

Figure 67. University Square Project After Redevelopment

Figure 68. UW Student Services Tower at University Square

Figure 69. Pedestrians at University Square

Although EMI controls the retail leasing, UW included covenants that stipulate that EMI cannot rent the space to certain types of retail, such as liquor stores, tattoo stores and credit card companies.

ECONOMIC BENEFITS

In addition to the public realm contributions of the project, the city has acknowledged that the project will have a positive fiscal impact on the city, through increased property tax revenues. Although the university-owned office tower is tax exempt, the residential and retail components are privately owned and remain taxable. However, city staff believe that the project would still have been viewed favorably if it was entirely tax-exempt, given that UW-Madison is considered a major driver of economic growth and employment in the city.

OBSERVATIONS AND LESSONS LEARNED

Creating a land use plan enables stakeholders to prioritize resources and direct future investment towards implementation of strategic goals. The plan for the East Campus Gateway was initially controversial for its ambitious scope, without resources available to fund its implementation. Ultimately, the plan became a framework that enabled the university to prioritize resources and direct capital investments to the East Campus area, steadily achieving incremental build out of the original vision.

Public-private partnerships can enable both parties to build a larger project than would otherwise be possible. In partnering to build University Square, UW-Madison and the private development team were able to align their interests and resources to meet their distinct goals.

The university-owned parking lot was too small for the university to develop, and it did not have the financial resources to buy out the developer. By partnering with the university, the developer had a larger site to work with, which provided more flexibility in site configuration, and a larger project area. However, the partnership and specifics of the ownership structure also contributed to the complexity of the project, which was a challenge to the development process.

Tying a project's financing to institutional and political processes can be challenging for a developer's timeframe. Obtaining budget approval from the Board of Regents and State of Wisconsin subjected University Square to a lengthy and often political decision-making process. In particular, the time frame of the state-level biennial budget approvals was challenging for the project's financial feasibility, as construction costs and interest rates rose prior to 2006. To compensate for a slow start to the project, EMI pursued a compressed construction schedule to keep costs down and enable the project to open in time for the start of the 2008 academic year.

Private developers and institutions have different investment motivations and timeframes. Institutions such as UW-Madison—which are mission-driven—typically plan to hold, operate, and maintain property over a much longer period of time than private developers. While private developers are required to pay off loans within 25 to 35 years, institutions have access to more patient forms of capital which support long-term ownership. As a result, institutions and private developers may have different approaches to building design and the quality of construction, which can present a challenge in public-private partnerships.

Communication and consensus-building among stakeholders are critical to a project's success. Successful public-private partnerships require all parties to be committed to good communication and genuine negotiation. Working through the details of University Square's design, financing and ownership structure required constant communication and negotiation among EMI, Steve Brown Apartments and UW-Madison.

Finding appropriate retail tenants for a pedestrian-oriented, mixed use space can be challenging. Many retailers, particularly national chains, favor spaces with good visibility, high ceilings, high traffic volumes and easy vehicle access. Ground floor retail in mixed use projects does not necessarily conform to all of these preferences, and as a result, it took the retail leasing team some time to find desired tenants for University Square. Retail tenants' success has depended on their visibility, ability to fill an unmet need, and ability to attract customers despite the seasonality of the campus activity. For example, the Walgreens and Fresh Madison Market have been very popular, whereas the second floor food court was unable to attract enough customers

THE UPTOWN - CLEVELAND, OH

PROJECT OVERVIEW AND CONTEXT

University Circle is a 550-acre neighborhood located four miles east of downtown Cleveland. It is home to over 40 educational, medical and cultural organizations, ranging from anchor institutions such as Case Western Reserve University (CWRU), University Hospitals (UH) and the Cleveland Institute of Art (CIA) to smaller nonprofit organizations. An estimated 30,000 workers and 13,000 students come into the neighborhood every day.

Despite its role as a major employment center and academic hub, the dominance of institutions rendered the district an "urban dead zone" that lacked retail and housing options for students, employees and visitors. Surrounding these institutions are low-income residential neighborhoods that have seen little investment in recent decades, with large numbers of vacant and abandoned properties.

To address the need for a "college town" main street where students and staff could shop, eat and gather, CWRU's 2005 Master Plan designated a "University Arts and Retail District" along the edge of campus.

Project	Uptown Phase I
Location	Cleveland, Ohio
Project Timeline	Initial Vision: 2005 Construction: August 2010 Opened: 2012
Site	4.65 Acres
Project Uses	Retail, Residential
Retail Area	56,000 sq.ft.
Key Retail Tenants	Barnes & Noble bookstore Small format grocery store, Constantino's
Residential Units	114 Apartments
Development Team	Case Western Reserve University MRN, Ltd.

Figure 70. Uptown Phase I Project Facts

This neighborhood, which later came to be known as Uptown, was envisioned as a mixed use, transit-oriented district that would increase activity adjacent to campus by providing housing, shops and entertainment venues.

To move forward with implementation, the university created a real estate department headed by experienced commercial developers. Critically, CWRU began to work on site assembly early in the process, selecting a location that was within walking distance of CWRU and other major University Circle institutions, and easily accessible via Cleveland's new bus rapid transit (BRT) system, the HealthLine. CWRU first acquired four acres at the southeast corner of Euclid Ave and Mayfield Rd, then negotiated an agreement with University Circle, Inc

Figure 71. Ground Floor Retail at Uptown Phase I

(UCI), a nonprofit community service organization, to acquire three acres of its land on the opposite side of the street. (See sidebars on 'Key Players' and 'University Circle Inc' for more information on UCI's mission and role.)

CWRU managed the initial planning of the Uptown District for several years and issued a request for proposals (RFP) to local and national developers in 2006. The project was awarded to MRN, a local firm that was attracted to the potential for Uptown to be a catalytic project in University Circle. Key factors in selecting MRN included their prior success creating walkable mixed use destinations in Cleveland and their willingness to take on complex financing structures.

Originally, Uptown was conceived as one large project with both condominiums and apartments. Eventually, due to the onset of the financial crisis and ensuing recession, the project was divided into three more manageable phases, with only apartments and retail in Phase I.

Around the same time that CWRU began planning the Uptown district, the Cleveland Foundation launched the Greater University Circle Initiative (GUCI) to convene local institutions in a reinvestment strategy for the surrounding neighborhoods. The foundation decided to focus on the Uptown district as one of GUCI's first projects, contributing significant financial resources and engaging other institutions as stakeholders in the process.

Recognizing the potential economic benefits associated with the Uptown, the City of Cleveland was also extremely supportive, providing financing and public infrastructure, in addition to planning and building approvals.

KEY PLAYERS:

Case Western Reserve University (CWRU) is a private university with approximately 10,000 students and 6,400 faculty and staff on a 155 acre campus. CWRU initiated the Uptown project, assembled the site, convened key stakeholders, issued the Request for Proposals (RFP) to developers and managed the project with the selected developer. CWRU also holds the master lease for two-thirds of the retail space and thus maintains a financial stake in the project.

University Circle Inc (UCI) is a unique nonprofit organization that started as a land bank for local institutions, but has since evolved to develop its own real estate projects, provide services such as parking and security for member institutions, and advocate for the University Circle district. (See sidebar "University Circle Inc." For more information on UCI's model) UCI owned a portion of the Uptown site and agreed to sell it to the developer for the project.

MRN is a local, family-owned real estate development firm that became the master developer for the Uptown after being awarded the RFP. MRN had prior experience with mixed use development on East Fourth Street in downtown Cleveland and was comfortable with complex financing deals.

The **Cleveland Foundation** is a community foundation that awards grants to local projects that benefit citizens, meet community needs, and test new ideas. Its activities are supported by a $1.9 billion endowment. The foundation was instrumental in convening University Circle institutions as stakeholders in the Uptown project and provided substantial financial support for planning and development.

The **City of Cleveland** was involved in the project in three different ways financing, public infrastructure construction, and project approvals.

Since Uptown Phase I opened in 2012, the University Circle community has begun to enjoy the benefits of new housing, shops, and public spaces, while anchor institutions such as CWRU have increased their competitiveness in attracting students and employees. Building off of Uptown Phase I's success, new real estate projects in the pipeline are expected to bring even more housing, entertainment and retail activity to the neighborhood.

Source	Amount
NMTC Tax Credits: Key Community Development Corp. Enterprise Community Investment Cleveland Development Advisors	$16.25 million
Cleveland Foundation Gund Foundation	$8 million
City of Cleveland, Vacant Properties Initiative Fund	$5 million

Figure 72. Uptown Phase I Public and Philanthropic Financing Sources

FINANCING

Assembling $44 million in financing during an economic recession was a challenging task, made possible by the commitment of numerous community partners and the development team's tolerance for complex, multi-layered deals.

Approximately 40 percent of the project's cost, $17.4 million, was provided by conventional lenders, Key Bank and First Merit Bank. The remainder was provided by non-traditional financing sources, including philanthropic grants and loans with below-market interest rates and flexible terms (Figure 72).

Enterprise Community Investment and Cleveland Development Advisors provided $16.25 million in New Market Tax Credit (NMTC) allocations. The NMTC Program incentivizes investment in distressed or low-income neighborhoods by providing federal tax credits to investors. The Cleveland Foundation and Gund Foundation provided loans and grants totaling $8 million.

The City of Cleveland provided a construction loan totaling $5 million through its Vacant Properties Initiative Fund, which was established to encourage the redevelopment of abandoned, idled or underutilized commercial properties. If the project meets specific job creation goals (280 permanent jobs), 45 percent of the loan amount is forgivable.

SITE

Uptown Phase I was constructed on 4.65 acres on the north and south sides of Euclid Ave at 115th St (Figure 73). The northern half of the site was a vacant lot used as an unpaved parking lot.

The southern side of the site consisted of a surface parking lot in front of an aging strip retail center with numerous vacant spaces. The site is now owned by MRN, who purchased the land at market rate from CWRU and UCI. Uptown Phase II will be constructed just south of Uptown Phase I, on the north side of Euclid Ave.

DESIGN

Uptown Phase I consists of two four-story buildings that face each other across Euclid Ave, with a total of 114 apartments and 56,000 sq.ft. of retail space. The south building contains 70 studios and smaller one-bedrooms, while the north building contains 44 larger one-bedroom and two-bedroom units. Twenty percent of the apartments are affordable to households earning up to 80 percent of the area median income.

The site's proximity to transit and existing CWRU parking facilities enabled the developers to avoid building structured parking, which helped to keep construction costs down. According to a market study, approximately half of retail customers arrive by foot. Those who arrive by car have access to surface parking lots at the rear of the buildings, with additional public parking in an existing CWRU parking garage located immediately to the south. The same garage also provides parking for Uptown residents. For student residents who do not own a car, the HealthLine bus rapid transit line stops immediately outside the Uptown, providing easy access to downtown and other locations along Euclid Ave. The Greater Cleveland Regional Transit Authority (RTA) also recently began construction on a new rapid transit station a few blocks away.

Figure 73. University Circle Context Map

Figure 74. Uptown Phase I

Given that a major goal of the Uptown is to create a livelier urban environment, designers paid close attention to the relationship between the buildings and the street, and aimed to create exciting new public spaces. Ground floor retail space features large floor-to-ceiling windows fronting onto Euclid Ave, which features new trees and other streetscape improvements. On the rear side of the south building, restaurants have outdoor patios that spill onto “Uptown Alley,” a new pedestrian-friendly space funded entirely by the City of Cleveland (Figure 75). The city agreed to use $2 million in general obligation funds to convert the existing property into a pedestrian alley. To invite pedestrians into this space, the first floor of the building is “perforated” by walkways that connect from Euclid Ave to Uptown Alley (Figure 76).

Adjacent to the Phase I apartment buildings is a new public plaza made possible by a gift from a CWRU alumna. Known as Toby’s Plaza, the space is intended to be a gathering place for spontaneous and planned events, installations and performances (Figure 77).

INSTITUTIONAL PARTNERSHIPS:

Although CWRU initiated the Uptown district and played a major role in Phase I, the overall momentum of the neighborhood’s development has been sustained by the participation of multiple institutional partners. These partnerships were formed through consistent efforts to convene University Circle institutions and identify how individual organizational goals aligned with opportunities in the Uptown district.

The Museum of Contemporary Art (MOCA) became an early partner when it agreed to relocate to the Uptown district, effectively becoming an anchor for the project (Figure 73). The museum had been looking to move out of rented space in downtown Cleveland, and moved into a new, custom-designed structure southwest of the Uptown Phase I. The Cleveland Foundation provided $1.6 million in financial assistance to help MOCA in its relocation and expansion. Because MOCA is located adjacent to Toby’s Plaza and Uptown Alley, it collaborates with CWRU and Uptown building managers on programming these public spaces.

The Cleveland Institute of Art, a college of art and design, is currently undergoing a $5 million expansion to be completed by late 2014.The CIA has become involved as a major tenant in Phase II of the Uptown, where it plans to lease student housing for 130 students.

The University Hospitals (UH) is a major regional medical center, located immediately southwest of the Uptown district. Although UH did not play a direct role in planning or financing, they were very supportive of the project because of their proximity to the site. The hospital recognized that investment in the Uptown district would have strategic benefits for their employees, patients and visitors, as well as the broader University Circle area.

OUTCOMES

Although the Uptown Phase I has been open for just one year, many of its anticipated benefits have already begun to be realized. The residential apartments have been very popular, and the retail space has been leased to a range of national and local tenants. While retail performance has been uneven, the presence of new restaurants and stores has injected vitality into the neighborhood.

Residential Leasing

The Uptown Phase I residential apartments leased up quickly and are currently at 100% occupancy, with a waiting list that will funnel prospective tenants to the Phase II apartments. The studios and smaller one bedroom units attract students, while the larger one-bedroom and two-bedroom units attract a mix of household types, including professionals who work in University Circle and empty nesters who want to be near cultural amenities.

Because of its central location in proximity to jobs, retail, transit and other amenities, the apartments have been able to achieve the highest per square foot rents in Northeast Ohio, approaching $2 per square foot. Rents range from $860 for a studio to $2260 for two-bedroom units.

Retail Leasing

Uptown’s retail strategy focused on restaurants and retailers that would help to create an active, pedestrian-friendly environment. MRN and CWRU have been successful in attracting a range of national and local retail tenants, although occupancy and lease rates are not as strong as the residential component.

UNIVERSITY CIRCLE INC.

University Circle, Inc (UCI) provides an example of how projects and programs with district-wide benefits can be achieved by identifying the shared interests of institutional stakeholders.

UCI was founded in 1957 by civic leaders and philanthropists to administer the University Circle Master Plan – which laid out an orderly plan for institutional growth within the Circle – and serve as a "service organization to all institutions" in the district. Funded by an initial endowment of $7 million from a Cleveland philanthropist, the organization's original mission was to purchase and hold land for institutional expansion within the Circle. UCI's purview quickly expanded to include the provision of district-wide services such as parking, shuttle bus service, public safety, architectural review, and landscaping of common areas. In the 1970's, UCI began working to strengthen the relationship between the Circle's institutions and the surrounding neighborhoods by building housing and providing educational programs for students at local schools. UCI operates as a nonprofit organization.

To reduce the risk for lenders associated with the retail portion of the project, CWRU signed on as the master lessee for two-thirds of the retail space. For certain spaces, rents paid to CWRU are tied to sales thresholds: if sales do not meet specific milestones, CWRU may subsidize a portion of the retail rent paid to MRN. However, CWRU will also receive a portion of returns from Uptown, so it is expected that CWRU's real estate activities will eventually be self-supporting.

Approximately one-third of the CWRU's retail space is leased to the campus bookstore, operated by Barnes and Noble. The bookstore's performance has been negatively impacted by the shift towards online shopping.

CWRU also worked hard to attract Constantino's Market—a 12,500 sq.ft. grocery store—to Uptown, believing that such an amenity would be important for attracting prospective residents (Figure 78). Constantino's Market is an independent local business that had already experienced success in downtown Cleveland with an urban, small-format store emphasizing fresh produce, prepared foods and specialty goods. The grocery store was partially financed by a low-interest loan from UCI, who received a $660,000 grant from the U.S. Department of Health and Human Services' Healthy Food Financing Initiative. While the store is primarily oriented towards students and young professionals, it also attracts residents from the surrounding neighborhoods, who previously were not within walking distance of a grocery store.

A majority of the remaining retail space is leased to fast casual restaurants such as Chipotle, Panera Bread, and several local businesses. The current occupancy rate is 90 percent.

Uptown retailers do quite well during the school year but tend to struggle in the summers when the student population is absent. The fast casual restaurants have been more successful than other retailers at attracting year-round business from University Circle employees.

Individuals involved in creating the Uptown district believe that it is still too early to judge the success of the Phase I retail component, given that it was the first project of its kind in the neighborhood. The hope is that ensuing phases of the project will help to build a critical mass of retail in the neighborhood, enabling it to become a destination that attracts a greater number of visitors.

Achieving Overall Objectives of the Plan

Although the retail component of the project is not yet profitable, it has been important to the overall appeal of the project by creating a node of activity and serving the needs of area students and employees. CWRU administrators credit the Uptown district with helping the university achieve record enrollment for its Fall 2012 freshman class, a group that was also notable for its high academic achievement and diversity compared to previous years.

In terms of catalyzing future development, there are already clear signs that the success of Uptown Phase I has helped to "prove the market" for residential apartments. In recent years, there has been increasing interest from developers, national hotel operators, and other private entities in investing in the Circle.

By providing a market comparable with rents at $2 per square foot, Phase I helps developers to obtain financing from traditional lenders, and reduces the amount of incentives that the city must provide to attract development to the area. According to MRN, the rent threshold to justify new construction in Cleveland is between $2.25-$2.50 per square foot.

Uptown Phase II is already under construction and is more market-driven than the first phase. MRN remains the master developer, but neither the city nor CWRU are involved in financing the project, which includes 43 market-rate apartments and 130 beds of student housing for the Cleveland Institute of Art.

The project will also include a highly anticipated bowling alley that is expected to draw even more people to the district.

OBSERVATIONS AND LESSONS LEARNED

An institution's involvement can be critical to making a project happen in a weak and unproven real estate market. CWRU decided it would need to be actively involved in creating the type of urban environment that its student population desired. The university recognized the importance of this effort to its overall mission, highlighting Uptown's development as part of its 2008-2013 strategic plan. Bringing commercial real estate expertise in-house also helped CWRU to partner well with a developer.

Before MRN was involved, the university took initiative on site assembly and began engaging with other organizations, such as UCI and MOCA. The university also agreed to be the master lessee for part of the retail space. Without CWRU, the Uptown would not have happened.

Identifying the shared goals of multiple stakeholders helps to bring resources to the table. MRN, CWRU, UCI and the Cleveland Foundation were intentional and consistent in their efforts to engage with University Circle stakeholders to build a shared vision for the Uptown district. Their work helped all of the institutions understand how their interests were aligned with the project's goals.

Figure 75. Restaurant Patio Seating on Uptown Alley.


Figure 76. Internal passageway at the Uptown project.

Figure 77. Toby's Plaza adjacent to Uptown Phase I and the new MOCA building

Figure 78. Constantino's Market in Uptown Phase I

Figure 79. Sidewalk Seating at Uptown Phase I

The team also convinced the local government of the Uptown's economic benefits, including construction and permanent jobs, retail sales and tax revenues. Involvement of multiple stakeholders enabled the project to weather many challenges. Although the financial crisis threatened to end the project several times, the project ultimately succeeded in getting financing in the midst of the recession, and was able to strategically leverage other valuable resources, such as public investment in streetscape.

Changing market conditions required flexibility in the project definition. The onset of the housing market crisis required the development team to make several changes to the project. Dividing the project into three phases made it more manageable and reduced associated risk. As financing terms for condominiums became stricter, the project was redesigned with only apartments. The impact of online shopping on brick-and-mortar store sales was a factor in the division of retail space. The campus bookstore was originally intended to be 22,000 square feet, but by the time construction was underway, it was scaled down to 18,300 sq. ft.

Building a successful pedestrian-oriented project depends not only on the project's design, but also on surrounding public infrastructure and proximity to other supporting uses. Although the Uptown is a formerly weak market area, the developers recognized the potential for the site because of its proximity to a major employment center, a large student population and transit. Without these factors, the project would not have been able to attract residents and retail tenants, even with public and philanthropic support.

The Uptown served to connect existing uses and meet unmet demand for retail and housing generated by the surrounding institutions.

There are creative ways for an institution to support new development, beyond providing direct financing for construction of a project. CWRU's willingness to take on the master lease for two-thirds of the retail space was a significant factor in Uptown Phase I's financing. It is unlikely that the grocery store or bookstore would be there without the university's involvement as the master lessee. Similarly in Phase II, the Cleveland Institute of Art is partnering with the developer by leasing student housing, which both fulfills the institution's need and provides the developer with more certainty around occupancy and lease-up.

UNIVERSITY MARKETPLACE – VANCOUVER, CANADA

CONTEXT, VISION AND PROJECT CONCEPT

University Marketplace is a six-story mixed use project adjacent to the University of British Columbia (UBC). It was built by a private developer without direct institutional involvement.

UBC's campus occupies 1,000 acres on the western edge of Vancouver, located five miles west of downtown, and two miles from the nearest commercial neighborhood (Figure 81). Despite a daytime population of over 64,000 students and employees, and 8,000 students in on-campus residences, the UBC campus lacked a critical mass of retail and services for many years, with the exception of the campus bookstore and a few businesses in the Student Union Building.

The area immediately east of the campus consists of a small residential neighborhood and 1,900 acres of forested parkland. This area, known as the University Endowment Lands (UEL), is under the jurisdiction of the BC provincial government.

By the late 1990s, the need for a wider selection of retail amenities near the UBC campus had become apparent. The campus planning and development organization, UBC Properties, had begun formulating a comprehensive long-term plan to build "a complete and vibrant community" by adding more housing and pedestrian-oriented retail to the campus.

At the same time, an opportunity for private development arose on a parcel immediately adjacent to the UBC campus, in the only commercially-zoned area of the University Endowment Lands.

The site was owned by the provincial government, who had decided they wanted to sell the land and had hired consultants to help them determine its highest and best use and apply for the necessary rezoning.

To take advantage of the site's central location, pedestrian traffic and the generally high cost of land in Vancouver, the consultants recommended that the site be redeveloped as a mixed use project. Given its proximity to campus, this site appeared to be an ideal location for meeting the demand for retail and services from students, employees and residents. Because of the strength of Vancouver's residential market, they also recommended the inclusion of residential uses on the upper floors to improve the profitability of the project.

The provincial government sold the land at market value to Trilogy, a private development firm, who partnered with Cressey Development Group on the financing and construction of the project.

The finished project, University Marketplace, has retail and office space on the first two floors, four floors of apartments and underground parking. By filling a void in campus retail amenities, the commercial uses effectively serve as the retail village for the students and employees who are on campus on a daily basis, while also serving daily needs of residents in the adjacent neighborhood. The project attracts a large amount of customer traffic on foot because of its central location and pedestrian-oriented design.

SITE

Located in the UEL's commercial zone, the development site comprises 1.4 acres formerly occupied by a gas station and parking lot, and adjacent to an aging strip shopping center. As noted, the site was owned by the British Columbia provincial government, which decided to sell the land when the lease came up in the late 1990s. By this time, the site was underutilized relative to the value of its location in proximity to major campus destination and an affluent residential neighborhood with high quality public schools. Within one block of the project are fraternity residences, UBC Hospital and other institutional buildings. Other key attractions on the UBC campus include The Chan Center for Performing Arts, a Museum of Anthropology and numerous athletic and aquatic facilities.

	University Marketplace
Location	Vancouver, Canada
Project Timeline	Initial Vision: 1999 Construction: 2001 Opened: 2002
Project Type	Apartments over retail and office
Site	1.4 acres
Retail Area	75,000 sq.ft.
Key Retail Tenants	Gold's Gym, Staples, Bank of Montreal
Office Area	75,000 sq.ft.
Residential Units	108 apartments
Development Team	Trilogy Properties Cressey Development Corporation

Figure 80. University Marketplace Project Facts

Figure 81. University Marketplace Context Map

KEY PLAYERS:

Trilogy is a private development firm based in Vancouver. Its stated focus is “the right product, the right place, the right time.” Trilogy was the master developer and continues to handle retail leasing for the project.

Cressey Development Group is a Vancouver-based real estate developer who partnered with Trilogy.

The **Province of British Columbia** was the original landowner, and set the project in motion by hiring real estate consultants to handle the market research and rezoning of the site prior to sale.

The **University of British Columbia** (UBC) is a public research university with over 47,000 undergraduate and graduate students. Although the university was not directly involved in the project, retail and residential demand at the project site is driven by proximity to the campus.

University Endowment Lands (UEL) refers to an unincorporated area of land adjacent to the UBC campus that is under the jurisdiction of the provincial government. UEL administration is managed by an appointee of the provincial government, with input from a community advisory council comprised of elected representatives from the residential neighborhoods.

COMMUNITY PROCESS

The development team engaged with an advisory committee of representatives from the residential neighborhoods adjacent to the site. This process enabled developers to seek input from the residents and to help the community understand how the scale of the development would fit in with their neighborhood. For example, by taking residents on tours of existing mixed use, compact housing developments in Vancouver, the consultants were able to illustrate different building types that could achieve the desired density for the site. Through the process, the consultants incorporated community feedback on the desired physical form of the building, which ended up being low-rise, as well as the community’s concerns about what types of retail should be included and excluded from the project.

Figure 82. University Marketplace

DESIGN

The 108 residential units are housed in two four-story structures above a two-level base. The unit mix is heavily weighted towards one-bedroom units with dens, which account for 68 units. The remaining units are 24 one-bedroom units, 8 two-bedroom units and 8 two-bedroom units with dens. Residential parking is underground.

Retail customers have convenient access to metered street-level surface parking on three sides of the project, supplemented by underground parking. The high level of pedestrian traffic and transit access to the site minimized the need for retail parking.

Figure 83. Apartment Interior at University Marketplace

Retail parking was provided at a ratio of about 1.5 spaces per 1,000 square feet, less than half the typical retail parking ratio of 4 spaces per 1,000 square feet.

The overall design of the project is pedestrian-oriented. To invite circulation, the building is bisected in both directions by airy ground floor passageways that also offer some protection from the elements (Figure 84).

Figure 84. Covered Passageway at University Marketplace

OUTCOMES

Residential Leasing

The residential apartments have been extremely successful in attracting a mix of households, with a vacancy rate of less than 5 percent. Students are estimated to account for 80 percent of the tenants. Because the project is located in an area with excellent public schools, it has also attracted families with school-aged children.

Commercial Leasing

The retail tenants consist primarily of local-serving businesses, particularly quick-serve restaurants and personal services, representing a mix of national and independent retailers. In the early stages of the project, the leasing team focused on acquiring national chains to give lenders confidence regarding project financing. Later on, the leasing team also targeted independent businesses that had already been proven in other locations. The tenants are largely oriented towards food, particularly those offering well-priced, convenient items targeted at university students. As a relatively small, local-serving retail node, it was more difficult to attract retail goods, such as apparel stores, although the project was successful in attracting at least one high-end outdoor clothing store, Helly Hansen. Other tenants include a produce store, a gym, a bank, a cellphone provider, stationery store and a variety of cafes.

Although the ground floor retail has been successful, retail space on the second floor has struggled, because of the lack of visibility and less convenient access. Office space on the second floor has also been challenging to lease because it is a relatively small increment of space, and there is not a strong office market in the area.

OBSERVATIONS AND LESSONS LEARNED

With available land and under the right market conditions, a private commercial development can satisfactorily fulfill a campus need. University Marketplace was developed because it was financially feasible and fulfilled unmet market demand from university students. Although the University was not involved as a stakeholder, the retail effectively functions as part of the campus, with students flowing from university-owned facilities across the street to the University Marketplace and back. However, because the University did not have jurisdiction over the site, the development was not coordinated with other campus projects and plans.

The community engagement process can be used to incorporate input from residents about building form and desired retail businesses. Despite University Marketplace's orientation to the campus staff and student population, nearby residents felt a strong stake in the development of a new mixed use project in their neighborhood. Showing examples of different types of density helped residents to envision what new development might look like and what it could bring to the neighborhood. The process also enabled residents to provide input on the types of retail that they wanted to see in their neighborhood.

Retail centers in campus contexts are likely to be local-serving rather than regional destinations. The University Marketplace businesses that have been most successful are those that primarily serve the daily needs of the campus population and nearby residents. Because of its isolation from other concentrations of retail and a broader customer base, University Marketplace is not a regional destination.

KEY FINDINGS AND IMPLICATIONS FOR THE UMED DISTRICT

This section summarizes the key findings that emerged from the case study and discusses how they may be applicable to the UMED District.

IMPLEMENTATION STRATEGIES

Real estate market conditions are a key factor in determining appropriate implementation strategies. Each of the three case studies represents a different approach related to the strength of the local market. In a weak and unproven real estate market, such as near the CWRU campus in Cleveland, institutional involvement can be critical to making a project happen. However, in strong market conditions, such as near the UBC campus in Vancouver, private developers may step in to fulfill market demand, particularly if developable sites are available. According to the July 2013 UMED District Market Analysis, the local medical office market is very strong, but residential and retail rents are not yet high enough to justify construction of new compact housing or mixed use product types. Institutional involvement may therefore be necessary to enable these types of development in the short-term. Because market conditions are likely to change over time, flexibility to adapt to changing economic conditions will also be important.

Identifying shared goals among district stakeholders is an important first step in fostering collaboration. In some cases, such as the University Square project in Madison, adjacent landowners may discover compatible development goals that form the basis of a joint venture.

In other cases, a consistent effort to convene organizations may be required to discover potential partnerships. In Cleveland, Uptown project champions were intentional in their efforts to convene other University Circle organizations and help them understand how their goals were aligned with the Uptown vision. The UMED District Plan provides an excellent opportunity to engage the district's diverse public and private organizations in a similar dialogue; indeed, facilitating collaboration is a primary goal of the Plan. Establishing a forum or working group that convenes institutional stakeholders on a regular basis is a potential starting point.

There are creative ways for institutions to support new development. The case studies illustrate a range of ways for institutions to support real estate development, beyond providing direct financing for construction. For example, CWRU played a critical role in the planning and site assembly of Uptown Phase I, but it did not finance construction. CWRU also maintains an ongoing role in the project as the master lessee for two-thirds of the retail space, which includes the campus bookstore and other student-oriented businesses. Similarly, there are a variety of ways that UMED District institutions might support new real estate development, ranging from direct financing and construction, to long-term leases for office space, retail space, student/workforce housing or other facilities needs, to active support and planning assistance.

Local governments can enable beneficial new development by setting appropriate development standards and contributing public resources where necessary. All three case study projects benefited from land use regulations that allowed high density, mixed use development.

The developer of University Marketplace in Vancouver was able to rezone a commercial site to accommodate residential uses on the upper floors, a factor which increased the financial feasibility of the project.

The lack of minimum parking requirements in downtown Madison allowed University Square developers to be as aggressive with parking ratios as the market would support. Recognizing the economic and placemaking benefits of University Square and Uptown, both the Cities of Madison and Cleveland provided loans to cover project financing gaps. The City of Cleveland also directed public roadway improvement funds towards a pedestrian alley behind the Uptown apartments. In the UMED District, the Municipality of Anchorage may be positioned to play the role of facilitator and convener for UMED District stakeholders. The Municipality can also help institutions, property owners and other stakeholders understand what the new Title 21 development standards mean for the District. Later on, as specific projects develop, additional opportunities to provide assistance or resources may arise.

A land use plan can provide a framework to help stakeholders prioritize resources and direct future investment. All three projects featured in the case studies were preceded by land use plans that designated activity nodes in strategic locations. The University of Wisconsin-Madison's East Campus Gateway Plan established an ambitious vision for a pedestrian mall supported by infill development on both sides. CWRU's 2005 Campus Master Plan identified a University Arts and Retail District in the area that later became the site of the Uptown project.

The UMED District Plan similarly has the potential to identify activity nodes and help orient landowners and district users towards future development options.

Improving quality of life for students and employees is a compelling motivation for adding retail amenities. The case studies illustrate how new retail and restaurants can effectively serve unmet retail demand (such as for a grocery store) and increase neighborhood vibrancy. Because these amenities contribute to an institution's ability to recruit employees and students, they represent an area in which multiple institutional interests may be aligned. In the UMED District Plan Update process, several institutional stakeholders have expressed an interest in creating a retail village that serves the needs of students, employees, patients and other visitors. The sponsorship of these institutions may enable new retail development to take place before the market will support private development of this type.

KEY CHALLENGES AND FACTORS FOR SUCCESS

Forming partnerships brings more resources to the table—and increases project complexity. As highlighted in the preceding section, collaboration can enable more ambitious projects than would otherwise be possible. Public and private partners contribute complementary types of resources to a project, which can make a project more robust in the face of political, market and financial challenges. However, convening stakeholder meetings, creating the legal structure to manage partnerships, and coordinating multiple layers of financing all add to project complexity, potentially increasing the development timeframe and costs.

Uptown and University Square took eight and ten years to develop respectively, whereas University Marketplace—a relatively simple, market-driven project—was completed in just a few years. UMED District organizations and landowners will have to weigh whether their development goals can best be met individually or in collaboration with other private and public entities.

Communication and consensus-building are critical. Successful partnerships require that all parties be committed to ongoing communication to negotiate potentially divergent goals. For example, whereas institutions typically plan to hold, operate, and maintain property over a long time period, developers are required to pay off loans within 25 to 35 years. As a result, institutions and private developers may have different approaches to building design and the quality of construction. Bringing commercial real estate expertise in-house is one strategy that can help institutions to partner effectively with developers.

Consider synergies with existing uses when selecting a location for pedestrian-oriented mixed use development. All three case study projects benefit from strategic locations in proximity to employment centers, campus populations and transit. Without these factors, the projects would not have been as successful in attracting residents, retail tenants and pedestrian traffic. In the UMED District, different locations have different advantages and disadvantages with regard to visibility, transit accessibility and convenience for various populations (workforce, students, etc).

As noted in the UMED District Market Analysis, retail within the district core could benefit from synergies with the Springhill Suites Hotel and Alaska Airlines Arena.

In an institutional district setting, successful retail is likely to be local-serving rather than regional-serving. All of the projects profiled in this report encountered similar challenges in attracting retail tenants. Including lack of critical mass, the seasonal nature of demand generated by university students, and an increasing shift towards online shopping. In general, the most successful campus-oriented establishments are food-related businesses, convenience goods and personal services. These findings are consistent with the UMED District Market Analysis, which concluded that the UMED district could potentially support a small increment of local-serving retail, but is unlikely to be a viable regional shopping destination.

The community engagement process allows all stakeholders, including District employees, students and local residents, to provide input about building form and desired retail businesses. Although new retail development in the UMED District is likely to be targeted at the student and employee population, nearby residents will likely feel a strong stake in the development of a new mixed use project in their neighborhood. Showing examples of different types of density can help residents envision what new development might look like and what it could bring to the neighborhood. The process also enables residents to provide input on the types of retail and building design that they would like to see in their neighborhood.

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Figure 82. University Marketplace. http://universitymarketplace.net/ Accessed 12 November 2013.

Figure 83. University Marketplace. http://universitymarketplace.net/ Accessed 12 November 2013.

Figure 84. University Marketplace. http://universitymarketplace.net/ Accessed 12 November 2013Figure 1. Courtesy Strategic Economics, December 2013.

5.3 CASE STUDY: NATURAL RESOURCES

INTRODUCTION

The Plan Update recognizes that the UMED organizations will develop their land holdings to the greatest extent feasible. Ongoing development is necessary to support and expand the health and educational services that the community enjoys and has come to expect from the UMED District. It is important, however, to guide future growth in accordance with natural resources best practices.

The community provided vital input about their view of the natural resources within the UMED District during the early stages of the planning process. From this community input, recommendations have been developed to address their concerns and to engage the community in several ways.

This report will serve to help the Municipality of Anchorage, UMED District organizations, residents, and other community stakeholders understand a range of approaches to implement the following four Goals and the associated Recommendations within the Natural Resource vision element.

- Fund and develop park management plans for the lakes, creeks, and parks within the UMED District.
- Educate and encourage citizen participation in environmental stewardship projects.
- Celebrate the Chester Creek corridor and its forested buffer zone as the primary unifying feature of the UMED District.
- Work to minimize human/animal conflicts and to protect watershed health.

Research examined several different areas of the U.S. to determine best practices that could be applicable in Anchorage. Information from the Anchorage Wetlands Management Plan, newly adopted in July 2014, is included to provide a brief context regarding the wetlands, lakes, and creek within the UMED District.

ANCHORAGE WETLANDS MANAGEMENT PLAN 2014

Surface water is abundant in the Anchorage area with an average flow of 274 million gallons per day discharging from various creek and stream corridors. The man made Campbell, Westchester, and University Lakes also have continuous inflow and outflow.[1]

Surface water is very important to the Municipality of Anchorage, with Eklutna Lake as the primary source of drinking water for most of the Municipality, Ship Creek as a secondary source, and numerous wells supplementing the remainder. Within the UMED District, the lakes and stream provide fish and wildlife habitat as well as opportunities for recreation and aesthetic enjoyment.

Wetlands are part of a vital ecological system. As described in the Anchorage Wetlands Management Plan, wetlands:

- Provide highly productive ecosystems that support an abundance of fish and wildlife.
- Regulate and modulate surface water flows through retention of excess runoff and release of this water over extended dry periods.
- Provide protection from erosion and act to reduce the velocity of flood waters from erosion or waves.
- Purify water through the uptake of nutrients, through settling of particles, and as a sink for toxic substances.
- Provide atmospheric regulation through storage of carbon within peat biomass. When wetlands are drained or cleared, that carbon is released into the atmosphere as carbon dioxide, a green house gas, which may affect global climates.

Potential outreach efforts on the AWMP have the ability to teach others the benefits of wetland management and preservation. The goals and objectives from the AWMP can be partnered with the UMED District plan and used to seek funding for water quality improvement projects along Chester Creek and at University Lake in the UMED District area.

PRIMARY NATURAL RESOURCE CONCERNS

Parks, Trails, and Dogs

Faced with limited Municipal resources, Municipal parks and trails within the UMED District are sparsely managed and maintained. Conflicts between user groups and the lack of owner responsibility for both clean-up and animal control have created ongoing issues. Goals and recommendations within the UMED District Plan are intended to mitigate these conflicts.

Wildlife and Natural Areas

The natural areas within the UMED District contain high-functioning wetland areas that contribute to the wetland functionality of the Chester Creek corridor. This natural area contributes to the well-being of a variety of plants and animals and is valued by those who recreate in the area. There is a hierarchy of wetlands, however, in terms of their importance in contributing to ecological functions.

Less important wetland areas may be developed in the future with reasonable mitigation. The advancement of GIS mapping allows planners and developers to monitor the wetlands within the UMED area.

This Vision Element also addresses the need to minimize the everyday human-wildlife conflicts that may be caused by travel within the District; and the Vision Element seeks to mitigate transportation-related impacts to the natural areas, including streams and wetlands.

CASE STUDIES

The Natural Resources Case Studies considered three topic areas:

- Public Outreach and Education
- Park Management
- Urban Forested areas

LAKE TAHOE: PUBLIC OUTREACH AND EDUCATION[2]

Lake Tahoe was reviewed due to its similarity with Anchorage's construction season, which occurs only between winters.

LOCATION	Lake Tahoe, Nevada and California	Long Beach, CA	Seattle, WA
TOPIC	Public Outreach and Education	Water Quality and Dogs	Urban Forested Areas

Figure 85. Locations and topics of case studies

This requires construction companies to work around the clock to ensure that projects are completed on-time during the limited construction season.

In addition, the tourism component of Lake Tahoe applies to Anchorage. As good environmental stewardship means good business for Lake Tahoe, so it should for Anchorage. Over 1.9 million people visited Alaska in 2012-2013 to enjoy the pristine waters, views, natural amenities, wildlife, and recreational offerings (AEDC 3-Year Outlook Report). Anchorage receives many of these visitors as a destination in of itself and as a gateway to other areas of the state.

In Lake Tahoe, projects face stringent environmental mitigation demands to improve and protect the famed clarity of the lake. The requirements to prevent the flow of dust, dirt, and whatever else clouds the water is emphasized in every plan, project, and public outreach element that comes through the Tahoe Regional Planning Agency (TRPA) for approval, permitting, or informational purposes.

TRPA completes review and approves permitting in the Lake Tahoe Basin through a bi-state compact approved in the 1980s: http://www.trpa.org/bi-state-compact. Multiple counties and two cities are also governed by TRPA's adopted ordinances. Businesses, residents, and local and state governments are all involved in caring for Lake Tahoe. The Lake Tahoe business sector is highly dependent on visitors who rent cabins, hotel rooms, eat, drink and play.

The Lake Tahoe business sector as well as residents and property owners are therefore committed to the many efforts to protect the lake.

TRPA worked with the community over the last 10 years to update its Regional Plan, and ideas from the Regional Plan are being implemented now with community-wide participation and support. In addition, financing comes from the public/private Community Watershed Partnership.

COMMUNITY WATERSHED PARTNERSHIP

Public-private partnerships developed in the Lake Tahoe area over many years. The Regional Plan update, coupled with good science and new construction technologies, has assisted the community in maintaining and improving water quality and the ever important lake clarity. These partnerships will aid the community in meeting the demands of ongoing construction and tourism impacts, while maintaining for residents and businesses one of the most beautiful places to thrive on earth. The Community Watershed Partnership (CWP) intends to develop community-wide plans to promote erosion-resistant landscapes and runoff infiltration retrofits on private parcels in conjunction with public storm water improvements. The CWP program provides an avenue for property owners to obtain technical assistance with site evaluations and conceptual designs to implement on-site best management practices that would help minimize runoff and pollution. The success of the CWP will translate to increased community education, reduced sediment loads, and ultimately a more beautiful Lake Tahoe.

Potential Applicability to the UMED District

In Lake Tahoe, it was critical to form a specific community partnership of public agencies and residential and business property owners to learn and implement new ways to improve the water quality.

In the UMED District, the newly amended Anchorage Wetlands Management Plan (AWMP) and the Natural Resources Vision Element of this plan can inform the community about best practices. The UMED District would benefit from public outreach, primarily through the Community Councils, to educate the public on the AWMP. The Waterways Council, a local environmental advocacy group, can support this effort, and Capital Improvement Plan monies could be a source of funding, especially for improvements at University Lake Park and in the Chester Creek corridor.

WATER QUALITY AND DOGS[3]

Pollution from dogs has a significant impact on water quality. At some beaches it was found that dogs raised the level of bacteria so high that swimmers were warned to stay out of the water.

Traci Watson in a USA Today article, “Dog Waste Poses Threat to Water,” details her research, which postulates that science can prove that dog waste is an environmental pollutant. In the mid-1990s, scientists perfected methods for tracking the origins of bacteria in streams and sea water. From Clearwater, FL, to Arlington, VA, and Boise, ID the trail led straight to the dog – and to owners who don’t pick up after their pets. Several studies have found that only about 40% of Americans pick up after their dogs.

Wild birds and humans usually head the roster of water polluters, but in some areas, dogs pose a significant threat to environmental health. Additional studies have found that dogs were third or fourth on the list of contributors to bacteria in contaminated waters. This group includes E.coli, a bacterium that can cause disease and fecal coli form bacteria.

- Stevenson Creek in Clearwater, FL.: Residents were worried that a sewage treatment plant contaminated the creek, but when the water was tested, it was found that dog feces that washed from yards to the nearby creek, along with leaky septic tanks, and wild animals were to blame for high bacteria counts.
- Four Mile Run in Arlington and Fairfax counties, VA.: Studies show that dogs add to the contamination in this suburban Washington, D.C. stream. Officials calculate that the 12,000 dogs living in Four Mile Run’s watershed leave behind more than 5,000 pounds of “solid waste” every day.
- Boise River in Boise, ID.: The river suffers from high bacteria levels that make it unsuitable for swimming. Testing of streams and drainpipes flowing into the river showed that in urban areas, dogs were a leading contributor to water pollution. In some spots, dogs and cats account for even more of the bacteria than human feces — from dysfunctional septic tanks and leaky sewage pipes — do.

Even where dogs aren’t the prime offenders, they are one of the few polluters authorities have control over. At many California beaches, for example, seagulls and other birds are most responsible for high bacteria levels, but federal laws protect birds.

While some people find it humiliating to carry a plastic bag and pick up after their dog, a public education effort on the impact of pollution from dogs can change perceptions.
A survey by the Center for Watershed Protection in 1999 found that of the 41% of respondents who rarely or never clean up after their dogs, 44% would refuse to do so even in the face of fines and neighbors' complaints. Reasons included, "because it eventually goes away," "small dog, small waste," and "just because."[4] The Center for Watershed Protection is a non-profit organization that focuses on responsible land and water management.[5]

In Laguna Beach, Calif., a wealthy beach enclave, the city provides pooper-scoopers at the local dog park, and the city hired poop-scooping service to address the non-participation of locals. The city hired Entre-Manure, poop-scooping service based in nearby Dana Point whose motto is "#1 in the #2 Business." In a six month period, the service has collected 187 pounds of dog waste from the city. "I'm real proud of that fact," says Craig Stern, founder and chief picker-upper. "That's pollution that'll never reach the ocean." Entre-Manure (http://www.entre-manure.com/aboutus.html) is a thriving business that estimates they have disposed of thousands of pounds of dog waste since starting the business in 2002.

Potential Applicability to the UMED District

Two of the primary issues heard during the early stages of the UMED Update planning process was the issue of dog management at University and Goose Lakes and water quality impacts related to dog feces deposited in these parks and water features (UMED Public Comment Log).

Anchorage has an estimated 73,774 dogs that eliminate approximately 0.32 pounds of waste per dog, per day. That adds up to more than 10 tons of waste produced every day. A significant amount of that fecal matter is deposited into parks, common areas, and neighborhoods and is left to dissolve and run off into our local water bodies.

The Anchorage Water Ways Council is an advocacy group that tests water throughout the Anchorage area. One of the Council's goals is to educate pet owners about reducing the impacts to water quality by "scooping poop" and disposing of it properly. Results of water testing at University Lake confirm that dog feces is a source of pollution. Unfortunately, their annual "Scoop the Poop" event, which features University Lake Park as a primary site, does not succeed in changing people's behavior.[6] *See the Anchorage Waterways Council website at: http://anchoragecreeks.org/pages/scoopthepoop_about.php*

Laguna Beach, California may serve as a model for encouraging a private sector solution to the challenge. Fines, providing bags, and annual clean-up days do not seem to effectively mitigate this environmental hazard, but dog license fees could help defray the costs of managing and maintaining the muni's dog parks. For example, the UMED District could run a pilot project funded by a portion of dog license fees to hire a clean-up service at University Lake. This would require enforcement to ensure that dogs entering the park are licensed.

SEATTLE, WASHINGTON: URBAN FORESTS, WATER QUALITY AND LAND DEVELOPMENT, AND URBAN WILDLIFE

Urban Forest Management Plan

In 2004, the city of Seattle and the nonprofit Forterra (then-known as Cascade Land Conservancy) joined together to create the Green Seattle Partnership. This public-private partnership is based around a 20-year strategic plan to create "a healthy, livable city with a sustainable urban forest." The plan identifies 2,500 acres of green space managed by Seattle Parks and Recreation — Seattle has more than 6,000 acres of parkland in total — for restoration by 2025 and will focus specifically on addressing invasive plant issues plaguing the city and planting a sustainable, near-native forest for the future. It's estimated that without management, 70 percent of Seattle's forested land will be ecologically dead in 20 years due to invasive plant species.

Several programs have been developed by a variety of agencies to complement Green Seattle including: Seattle reLeaf, Tree Ambassador Program, Trees for Neighborhoods, Bridging the Gap, Residential Rainwise, and Green Seattle Partnerships.

Seattle City Light

Seattle City Light, the city's publicly owned electricity company, has made environmental stewardship one of their longstanding goals. The public utility adopted its first conservation program, "Kill-a-Watt", back in 1973 and has been working with nonprofit The Nature Conservancy since the early 1980s to protect wildlife habitats.

To date, Seattle City Light has purchased more than 10,000 acres to protect wildlife habitat, especially that of the various salmon and trout species in the Skagit and Tolt watersheds. As Lorraine Loomis with the Swinomish Indian Tribal Community's Fisheries Department related in 2009, "Whether it has been through the purchase of strategic parcels for protection of important habitats, its water management strategies or its funding of research or restoration projects vital to the ongoing protection of anadromous salmonids, City Light has demonstrated that a public utility can provide a reliable source of energy while at the same time conserving and enhancing natural resources."

Other Initiatives

The city of Seattle has created tree protection zones. In addition, when construction projects are underway, the city displays posters showing the monetary value of a tree so that contractors are reminded of the potential of construction to cause damage to trees,

Seattle's Plans for the Future

Seattle's urban forest success lies with the city's cooperative efforts. For decades an interdepartmental team representing various parties concerned with Seattle's trees has been making sure all departments are on the same page and coordinating with each other to accomplish similar goals for urban forestry. There are still inconsistencies that the city hopes to address.

Three different assessments of Seattle's urban forest have been completed over the years, but each study utilized a different methodology. The city is currently working on analyzing the different assessments to provide a more uniform view at Seattle's urban forest initiatives.

Other outstanding issues are finding funding for a robust management and maintenance program and updating the tree ordinance, which has not been updated since 1962.

Potential Applicability to the UMED District

The UMED District is valued for its forested area and wetlands. Much of the wetland and green space found in the central area of the UMED District is planned for development by Alaska Pacific University and University of Alaska Anchorage. The District can therefore benefit from the proactive planning and partnerships modeled in Seattle.

It is important that new development within the District be dense and allowed taller heights, as outlined in Title 21, so as to preserve surrounding open space. In addition, new roadway and trail projects within the District should be landscaped and reforested to reduce erosion and run-off; and planting around the lake embankments and the stream corridor within the District should be improved and maintained.

NATURAL RESOURCES ENDNOTES

1. Zenone, Chester, Geohydrology of the Lowland Lakes Area, Anchorage, Alaska: U.S. Geol. Survey Water Resources Inv WRI 76-22 (prepared in cooperation with the Municipality of Anchorage) (1976) 2 sheets.
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3. Watson, Traci. "Dog Waste Poses Threat to Water." USA Today. (6 June 2002). http://usatoday30.usatoday.com/news/science/2002-06-07-dog-usat.htm (Accessed 12 August 2014).
4. Swann, C, A Survey of Residential Nutrient Behaviors in the Chesapeake Bay (Ellicott City, Maryland: Center for Watershed Protection, 1999).
5. "About the Center," Center for Watershed Protection. n.d. http://www.cwp.org/
6. Personal communication with council staff.

5.4 EXAMPLE: POSITIVE TOWN GOWN RELATIONSHIPS

The Examples below focuses on how to foster positive relationships between organizations and the residential communities they are situated in. The subject is examined through four topics: empowering neighbors to communicate effectively, city planning and policy tools, organizational goodwill, and the economic benefits of positive town-gown relationships. Within each topic, related issues are discussed and resources for further research are provided.

The sources in this section are not meant to serve as absolute best practices—this would require rigorous peer reviewed analysis. Rather, this section is meant to highlight key issues and discussion points in town-gown relationships and provide guidance for further in-depth research.

EMPOWERING NEIGHBORS TO COMMUNICATE EFFECTIVELY WITH ORGANIZATIONS

COMMUNITY ORGANIZATIONS

Successful town-gown relationships require effective communication between the community, the local government, and the organizations.

Residents can effectively voice their concerns through community organizing as illustrated by the Ainslie Wood/ Westdale Community Association of Resident Homeowners Inc (AWWCA). The AWWCA was founded as a volunteer nonprofit organization in 1998 and acts as a forum for residents to communicate collectively with the City of Hamilton and McMaster University in Ontario, Canada.

Resources for Community Organizing around Town-Gown Relations

- Ainslie Wood/Westdale Community Association of Resident Homeowners Inc., http://awwca.ca/.
- A Guide to Reciprocal Community-Campus Partnerships, Community-Wealth.org, http://community-wealth.org/content/guide-reciprocal-community-campus-partnerships.
- UC/Community Interactions and Collaborations, A Study of Peer Institutions: Main Report, http://community-wealth.org/content/uccommunity-interactions-and-collaborations-study-peer-institutions-main-report.

CITY PLANNING AND POLICY TOOLS FOR COMMUNITY-ORGANIZATION INTERACTIONS

REGULATORY AND NON-REGULATORY PLANNING

Jurisdictions have regulatory and non-regulatory tools to guide development on organizational lands. Regulatory tools include land use and design review processes directly control organizational development. Non-regulatory controls, such as Memorandums of Understanding, define the roles and obligations of each party but do not have any legal implications. Cities such as Cleveland, Ohio, Portland, Oregon, and Tucson, Arizona, have each used different combinations of regulatory and non-regulatory planning tools to manage the growth of local universities. In Mansfield, Connecticut, a Town Council was formed to address concerns regarding quality of life issues that arise during spring break.

Resources on Regulatory and Non-Regulatory Planning Tools

- Special Committee on Community Quality of Life Committee Report, Connecticut, http://www.mansfieldct.gov/filestorage/1904/4724/200504_cocql_report.pdf.

- Town–Gown Collaboration in Land Use and Development, http://www.lincolninst.edu/pubs/1575_Town-Gown-Collaboration-in-Land-Use-and-Development.
- "Mechanisms for Cities to Manage Institutionally Led Real Estate Development." Lincoln Institute of Land Policy. April 2007. Web. 8 April 2014. http://www.lincolninst.edu/pubs/1234_Mechanisms-for-Cities-to-Manage-Institutionally-Led-Real-Estate-Development.

GOVERNMENT-LED STAKEHOLDER ENGAGEMENT

Government can play a key role in community organizing, and interfacing with organizations. When the University of Wisconsin-Milwaukee and the City of Milwaukee planned for developing the university and the surrounding neighborhood, the planning process engaged residents to discuss priorities, strategies, and key issues. Regarding organizational relations, the Mayor's Office in the City of Boston has a liaison dedicated to communicating with the city's institutions of higher education.

Resources on Government-Led Community Organizing

- A Strategy and Vision for the UWM Neighborhood, http://city.milwaukee.gov/ImageLibrary/Groups/cityDCD/planning/plans/UWM/UWMFinal.pdf.
- Town–Gown Collaboration in Land Use and Development, http://www.lincolninst.edu/pubs/1575_Town-Gown-Collaboration-in-Land-Use-and-Development.

ORGANIZATION AND RESIDENT JOINT EVENTS: FARMERS' MARKETS

Jurisdictions can facilitate organizational and residential relations through events that draw both communities. For example, a regular farmers' market is held on the parking lot of Kapiolani Community College in Hawaii. The event is sponsored by the Hawaii Farm Bureau, the Department of Agriculture, the Hawai'i Tourism Authority, and the City and County of Honolulu. Alternatively, the University Community Farmers Market at the University of Buffalo is a joint effort between the University of Buffalo, surrounding neighborhoods, and local organizations. These examples represent outdoor farmer's markets, however it is possible to also found a flexible space to hold indoor markets. One example is the Winter Farmers Market held at Vermont College Gym.

Resources on Developing Farmers' Markets

- KCC | Hawaii Farm Bureau Federation, http://hfbf.org/markets/markets/kcc/.
- University Heights Collaborative - Buffalo, New York, http://www.ourheights.org/farmersmarket/.
- Welcome to the Year-Round Capital City Farmers Market, http://www.montpelierfarmersmarket.com/.
- Starting a Farmers' Market, http://citeseerx.ist.psu.edu/viewdoc/download?rep=rep1&type=pdf&doi=10.1.1.177.6842.
- Making Farmers' Markets a Central Part in Food Systems Planning: A Case Study of Urbana, Illinois, https://www.planning.org/resources/ontheradar/food/pdf/PWDfarmersmarkets.pdf.
- Establishing and Operating a Community Farmers' Market,. http://www2.ca.uky.edu/agc/pubs/aec/aec77/aec77.pdf
- *See Fresh Food Access Example for information on indoor farmers' markets.*

RESIDENT AND ORGANIZATION JOINT SERVICES: DAY CARE CENTERS

Governments can also foster positive organization and resident relations by supporting services used by both parties. In Farmingdale, the New York State Senate funded the establishment of the Farmingdale State Children's Center. One justification for the project was that an on-campus day care will decrease the absentee-rate of parents who have children.

Resources on the Farmingdale Children's Center

Farmingdale State College Children's Center Groundbreaking, http://www.antonnews.com/farmingdaleobserver/news/25582-farmingdale-state-college-childrens-center-groundbreaking.html.

ORGANIZATIONAL GOODWILL AND COMMITMENT TO NEIGHBORS

COMMUNITY ENGAGEMENT OFFICES

Organizations employ a number of tools to dispel the notion of the "ivory tower". Many organizations create dedicated offices to community relations. Pennsylvania State University's Office of Community Relations runs programs to foster positive relationships with neighbors, such as the LION (Living in One Neighborhood) Walk. Similarly, the University of Virginia in Charlottesville holds an annual event wherein employees volunteer on public projects and donate to community-based charities.

Resources on Organizational Community Engagement

- Town-Gown Relations Explored at Community Meeting, http://www.news.cornell.edu/stories/2013/10/town-gown-relations-explored-community-meeting.

ACADEMIC ENGAGEMENT WITH THE COMMUNITY AND LOCAL ENVIRONMENT

The U.S. Department of Housing and Urban Development has developed categories to describe various ways organizations integrate academic goals and community engagement. Categories include service learning, student volunteerism, and applied research. A good example in the UMED District itself is the Center for Community Engagement and Learning (CCEL) at the University of Alaska in Anchorage. CCEL aims to connect academic programs with community needs.

For example, CCEL provides funding to professors whose academic work is locally bound, and has an online forum for students to find work in community-based research.

Similarly, faculty at the University of California in Los Angeles advise local government officials on housing issues, land reclamation, economic development and other planning issues.

Resources on Academic Engagement with the Local Community and Environment

- Center for Community Engagement & Learning (CCEL), http://www.uaa.alaska.edu/engage/.
- Community-Higher Education Partnerships Resources, http://www.pdx.edu/sites/www.pdx.edu.cae/files/LIT_REVIEW.pdf.
- Facilitators of Change OUP's Connections to Resources Continue to Transform and Empower Communities, http://www.huduser.org/publications/pdf/facilitators_of_change.pdf.
- Democracy, Civic Participation, and the University: A Comparative Study of Civic Engagement on Five Campuses, http://nvs.sagepub.com/content/33/1/74.abstract.
- Town and Gown in America: Some Historical and Institutional Issues of the Engaged University, http://www.ncbi.nlm.nih.gov/pubmed/14742021.
- Bridging 'Town & Gown' Through Innovation University-Community Partnerships, http://www.innovation.cc/volumes-issues/martin-u-partner4final.pdf.

STEWARDSHIP: PUBLIC HEALTH & WELLNESS

Medical organizations benefit the community they are situated in by providing easy access to essential medical care. Some organizations also provide special services to their community. For example the medical organizations at the University of Southern California provide community programs such as Fit Families, the Oral Health Center, and Community Health Fairs. They also operate a Mobile Dental Clinic which provides free dental care to those in need. An example from the UMED District itself is the Learning Institute at Providence Alaska Medical Center. The Learning Institute hosts community events that include talks on health related issues, courses on parenting, support groups, and clinical education.
Another example from the UMED District is Alaska Pacific University's opening of recreational facilities to the community. The public can purchase memberships or punch-cards that permit entry to the university's swimming pool and gym. The university also has a program for renting outdoor gear -such as canoes, bicycles, skis, and camping gear—to the public.

Resources on Public Health in the Local Community

- Health and Safety, https://communities.usc.edu/health-and-safety/.
- An Extraordinary Partnership Between Arizona State University and the City of Phoenix, file:///C:/Users/aranoff/Downloads/ASUandPhoenix_partnership.pdf.
- Providence Alaska Learning Institute, http://alaska.providence.org/media/education/Pages/default.aspx.

Also see Resources on Academic Engagement with the Local Community and Environment

STEWARDSHIP: SUSTAINABILITY

In addition to public health, universities have taken upon themselves responsibility for the surrounding natural environment. Our World web magazine compiled a list of thirteen sustainability projects led by universities. One example includes the Community Sustainability Partnership in Grand Rapids, Michigan. CSP is a partnership between three universities, the City of Grand Rapids, and Grand Rapids Public School and their sustainability work focuses on the environment, economic development, and social equity.

Resources on Sustainability

- Grand Rapids Learning and Living the Triple Bottom Line. Community Sustainability Partnership, http://www.grpartners.org/about.
- Universities Co-Creating Urban Sustainability, http://ourworld.unu.edu/en/universities-co-creating-urban-sustainability.

STEWARDSHIP: EDUCATION

Universities have also engaged in raising the quality of primary and secondary education. In Arizona, the Phoenix Union High School District has collaborated with the School of Letters and Sciences to provide students with a hands on study of the sciences.

Resources on Education in the Local Community

- An Extraordinary Partnership between Arizona State University and the City of Phoenix, file:///C:/Users/aranoff/Downloads/ASUandPhoenix_partnership.pdf. Integration through Urban Design

URBAN DESIGN AND URBAN UNIVERSITIES

Universities can achieve integration through urban design. Syracuse University, for example, has led the design for 1.5 mile corridor between the downtown and the university. Landscaping, bike baths, lighting, public art, and wayfinding have been integrating into the design.

Resources in Urban Design and Urban Universities

- Making Cities Livable Through Place Marketing, http://webapps.icma.org/pm/9006/public/pmplus1.cfm?author=Janet%20Cherrington&title=Making%20Cities%20Livable%20Through%20Place%20Marketing.

- Town–Gown Collaboration in Land Use and Development, http://www.lincolninst.edu/pubs/1575_Town-Gown-Collaboration-in-Land-Use-and-Development.

PAYMENTS IN-LIEU OF TAXES (PILOT)

Universities represent a loss in tax revenue for the jurisdictions they are located in. To offset these losses, some universities volunteer payments in lieu of taxes. In Providence, Rhode Island, organizations make voluntary payments in the event of certain factors such as endowments and the purchase of property. Recognizing the value of hosting universities, the states of Connecticut and Rhode Island reimburse cities a certain percentage of the taxes lost by nonprofit organizations.

Resources on PILOT

- College to Provide Funding to Town of Middlebury for $9 Million Bridge, http://www.middlebury.edu/newsroom/archive/2007/node/111794.
- Town–Gown Collaboration in Land Use and Development, http://www.lincolninst.edu/pubs/1575_Town-Gown-Collaboration-in-Land-Use-and-Development.
- Town-Gown: A New Meaning for a New Economy." Campus Contact, http://www.compact.org/resources/future-of-campus-engagement/town-gown-a-new-meaning-for-a-new-economy/4261/.

ECONOMIC BENEFITS OF ORGANIZATIONAL-RESIDENTIAL DISTRICTS

EMPLOYMENT AND THE MULTIPLIER EFFECT

Organizations provide employment and can anchor economies, serving as a center around which goods and services development. A 1999 study of the twenty largest cities in the United States found that educational and medical organizations accounted for 50% of the jobs in four of those cities. Similarly, a more current study by the University of California at San Diego found that the university creates "$2.275 billion in direct and indirect spending, 20,790 direct and indirect jobs, and $1.228 billion in direct and indirect personal income." Assessing the complete multiplier effect is complicated, however, with effects varying by organization type, size, and location: public v. private, single campus v. statewide system, city location v. small town.

Resources on the Economic Benefits of Universities

- Town–Gown Collaboration in Land Use and Development, http://www.lincolninst.edu/pubs/1575_Town-Gown-Collaboration-in-Land-Use-and-Development.

POSITIVE TOWN GOWN RELATIONSHIPS ENDNOTES

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3. City of Milwaukee. "A strategy and vision for the UWM neighborhood." City of Milwaukee. June 2003. http://city.milwaukee.gov/ImageLibrary/Groups/cityDCD/planning/plans/UWM/UWMFinal.pdf.
4. Sungu-Eryilmaz, Yesim. "Town–Gown Collaboration in Land Use and Development." Lincoln Institute of Land Policy. June 2009. http://www.lincolninst.edu/pubs/1575_Town-Gown-Collaboration-in-Land-Use-and-Development.
5. "KCC | Hawaii Farm Bureau Federation." Hawaii Farm Bureau. n.d. http://hfbf.org/markets/markets/kcc/.
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11. Yarime, Masaru, and Gregory Trencher. 2012. "Universities Co-Creating Urban Sustainability." Our World. May 23, 2012. http://ourworld.unu.edu/en/universities-co-creating-urban-sustainability.
12. "About." Grand Rapids Learning and Living the Triple Bottom Line. Community Sustainability Partnership. n.d. http://www.grpartners.org/about.
13. "An Extraordinary Partnership between Arizona State University and the City of Phoenix." Arizona State University. n.d. file:///C:/Users/aranoff/Downloads/ASUandPhoenix_partnership.pdf.
14. Campus Compact. "Town-Gown: A New Meaning for a New Economy." Campus Contact. n.d. http://www.compact.org/resources/future-of-campus-engagement/town-gown-a-new-meaning-for-a-new-economy/4261/.

5.5 EXAMPLE: NIGHT LIGHTING

Light pollution hinders astronomy, disturbs ecosystems, and interferes with human biological processes. The International Dark Sky Association works to prevent light pollution, and as part of their effort, they provide policy guidelines to governments. For example, they provide a Model Lighting Ordinance which covers lighting zones, requirements for outdoor lighting, and enforcement. Other resources provided by IDA include model legislation for outdoor lighting, guidelines for urban neighborhoods, a directory of other lighting ordinances, and a collection of relevant reports and studies.

Resources on Night Lighting/Model Lighting Ordinances

International Dark-Sky Association-Illuminating Engineering Society, Joint. “Model Lighting Ordinance (MLO).” International Dark-Sky Association, June 2011. Web. 23 April. 2014. http://www.darksky.org/assets/documents/MLO/MLO_FINAL_June2011.pdf.

International Dark-Sky Association. “State Model Outdoor Lighting Legislation.” International Dark-Sky Association, December 2012. Web. 23 April. 2014. http://www.darksky.org/assets/documents/Outdoor_Lighting/State_Model_Outdoor_Lighting_Legislation_rev_121212a.pdf.

International Dark-Sky Association. “Simple Guidelines for Small Communities, Urban Neighborhoods, and Subdivisions.” International Dark-Sky Association, n.d. Web. 23 April. 2014. http://www.darksky.org/lighting-codes/simple-guidelines-to-lighting-regulations.

International Dark-Sky Association. “Other Ordinances: Directory of Lighting Ordinances.” International Dark-Sky Association, n.d. Web. 23 April. 2014. http://www.darksky.org/lighting-codes/list-of-lighting-ordinances.

International Dark-Sky Association. “Sample Ordinances and Warranting.” International Dark-Sky Association, n.d. Web. 23 April. 2014. http://www.darksky.org/lighting-codes/sample-ordinances-warranting

5.6 EXAMPLE: FRESH FOOD ACCESS

Access to fresh produce and groceries is an unmet need in the UMED District, with residents and workers in the center of the District being over two miles from the nearest supermarket (*see chapter on Commercial, Housing & Market Conditions in the Supporting Documents*). A recent UAA initiative to sell fresh produce and baked goods to students at a twice-weekly farmers market has proven successful, further indicating demand for fresh produce. As the UMED organizations expand and more housing is added, demand will only increase. The following examples illustrate how to provide temporary fresh food while more expensive and long-term brick-and-mortar undertakings are considered.

INDOOR FARMERS MARKETS

Examples: Town-Gown Relationships provides examples for various farmers markets coordinated with organizations. Another model is large indoor markets that have various vendors. One popular market is the Newbo City Market, in Cedar Rapids, Iowa. The Newbo City Market is situated inside a formerly industrial building that was abandoned following a major flood that damaged the property in 2008. The building was refurbished by local citizens under support from the city and state.

It is located on a block that includes performance spaces, restaurants, shops, and artist studios, much like Granville Island in Vancouver, Canada. It operates year round, with various vendors selling coffee, canned goods, meats, and fresh pasta during the winter months, and hosts holiday fairs, musical performances, children's play events, or cooking classes on the weekends. Similar examples of indoor markets with individual vendors are Reading Market in Philadelphia, Pennsylvania and Pike Place Market in Seattle, Washington.

Resources on Indoor Markets

- "About the Market." Newbo City Market, Cedar Rapids, Iowa. n.d., http://newbocitymarket.com/about/.
- Granville Island, Vancouver, B.C., Canada. n.d., http://granvilleisland.com/.
- "Welcome to Philadelphia's Reading Terminal Market, Philadelphia, Pennsylvania." Reading Terminal Market. n.d., http://www.readingterminalmarket.org/.
- "Public Market Center Pike Place Market." Pike Place Market, Seattle, Washington. n.d., http://www.pikeplacemarket.org/.

“A FARM MARKET ON WHEELS”

It costs between $50,000 and $100,000 to purchase and outfit a mobile food business, which is only a fraction of the costs for acquiring and equipping a brick-and-mortar grocery store (Iams 2010). This model provides good interim access to fresh foods while the UMED District plans for growth. Not only are mobile solutions more economical, but they enable suppliers to be responsive to demand at different times and locations. Mobile food businesses are commonly known as “food trucks” and are generally thought to cater one type of prepared food. However, the “market on wheels” concept is gaining popularity and offers a range of fresh produce in lieu of cooked meals. In addition, outdoor food facilities create new public spaces where none existed before and can accentuate already lively hubs.

With only ten percent of food-related businesses succeeding, mobile food vendors must have a solid business plan and savvy marketing skills (Iams 2010). Challenges include the reliance on weather and limited storage.
In addition, these businesses can have negative environmental impacts as such as noise, trash, parking, and pedestrian circulation issues. Municipalities can address part of these challenges by updating the regulatory process to apply to this revived form of commerce in the public realm.

In response to the need for fresh produce and groceries in the UMED District, a mobile grocer, like The Green Grocer’s Veggie Van in Columbus, Ohio can serve as a model. The Green Grocer focuses on food access in low-income communities, but the concept is relevant to the UMED District.

Another example is the NYC Green Carts which sell only fresh produce and focus on areas of New York City that have limited access to these goods.

Resources on Mobile Food Vending

- Arroyo, Rod and Jill Bahm.“Food Truck Feeding Frenzy: Making Sense of Mobile Food Vending.” ClearZoning. 16 April 2014. http://www.clearzoning.com/2014/food-truck-feeding-frenzy-making-sense-of-mobile-food-vending-zoning/.
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- Iams, Alex. “Food Without Walls: The Planning and Economic Development Benefits of Outdoor Food.” News & Views American Planning Association Fall 2010: 8-10. https://www.planning.org/resources/ontheradar/food/pdf/EDDfoodwithoutwalls.pdf.
- “Who We Are.” The Green Grocer, n.d., http://thegreenergrocer.com/who-we-are/.
- “NYC Green Carts.” The New York City Department of Health and Mental Hygiene. n.d., http://www.nyc.gov/html/doh/html/living/greencarts.shtml.

5.7 COGENERATION 2013 EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

This report is an update to the 2009 UAA/ML&P Combined Heat and Power (CHP) Study which is a part of the overall UMED District Plan Update. The project is a stakeholder desired plan funded by the State of Alaska through a grant, and administered by the Municipality of Anchorage. The original CHP study envisioned a 10 megawatt (mW) power generation station using natural gas fired turbines that would make both heat and power. The heat was to be used by Providence Alaska Medical Center (PAMC) and the University of Alaska Anchorage (UAA) for their facilities. The plant, to be located on UAA property, was going to connect the PAMC and UAA with a series of buried enclosed pipes and pumps (utilidors) that would distribute the waste heat (hot glycol or steam) to the appropriate facilities. The cost of the utilidors alone was almost half of the total capital cost of the project, which made the project unfeasible after all of the overhead and operational costs were included.

CHANGES IN TECHNOLOGY:

In the last few years, micro turbines have entered the picture. “Micro turbine” is the terminology generally used for small, high speed gas turbines in the size range of 15 kW to 300 kW. Since the 2009 study, micro turbine technology has made it now possible to locate a small micro turbine (or several micro turbines to match loads) in many of the buildings within the UMED district where there is a significant demand for both heat and power. This arrangement is called “distributed cogeneration.”

These micro turbines are referred to in this report as combined heat and power (CHP) units, since they make both heat and power simultaneously for use within the building where they are located. With the use of micro turbines in buildings, the original centralized project capital cost could be virtually cut in half because utilidors are no longer needed to distribute heat to the entire district, and no administrative interagency overhead would be required since there would be no need for a central plant. The buildings would still be connected to the Anchorage Municipal Light and Power (ML&P) grid for most of their power. It is noted that CHP units can also be manufactured using natural gas fired reciprocating engines as their power source - instead of high speed turbines, but the noise, maintenance, operating costs and emissions are all higher.

For this reason the reciprocating engine technology was not given further consideration in this study.

STUDY PROCESS:

Interviews were conducted with representatives from each of the UMED stakeholders to determine their current needs, desires and plans, and to see if they were interested in installing a proof of concept (POC) CHP unit in one or more of their buildings. All stakeholders would consider such a project. The POC CHP units could range in size from 30kW to 1,000 kW, depending on the thermal load to be served.

COST ANALYSIS:

A cost analysis was performed to determine the potential payback for two generic installations, one producing 65 kW (C-65) and one producing 200 kW (C-200). If a C-200 unit were installed in the ML&P service area but connected to the customer’s load side of the meter (contrary to ML&P’s tariff requirements but in compliance with the CEA interconnection guidelines – more on this in section I), the payback period would be less than five years, and the 10-year Net Present Value (NPV) would be $339,481 dollars using existing tariff rates. See cumulative cash flow graph in Figure 1.

If the same C-200 unit were installed using the ML&P restrictions which require the customer to first sell all power generated back to ML&P for half of what they then pay to buy it back, the payback period would be infinity, and a 10 year NPV would be a loss of $870,752, making it financially infeasible. See the cumulative cash flow for this scenario in Figure 2.

Evaluation of smaller, less expensive 65 kW CHP unit reveals a similar result. If the stakeholder installs a C-65 and connects it directly to the grid to sell the power back to ML&P, rather than on the load side of their meter, they lose $330,697 over 10 years, with a payback period of infinity. However, if they are allowed to connect a 65 kW CHP to the load side of the meter, (using the CEA guidelines) thus reducing demand and power costs, they have a 10 year NPV of $28,870, with a 6.82 year payback. These paybacks were all prepared using conservative installation and maintenance cost estimates.

TARIFF RESTRICTIONS:

Since the ML&P interconnection requirements prohibit a customer from installing a CHP unit on load side of their electrical meter, they cannot reduce their demand charges or the overall amount of power they purchase from ML&P. Chugach Electric Association (CEA) which serves customers across Tudor Road, which forms the south boundary of the UMED district, does not have this requirement, so a CEA customer could install a CHP unit and expect to see excellent payback periods through demand charge, power use, and heating cost reductions. Whereas an ML&P customer will never realize a break even return on their investment. Therefore CHP units installed in the ML&P service area (north of Tudor Road) are financially infeasible under any circumstance.

Larger stakeholders in the UMED district pay approximately one million dollars ($1,000,000) each, annually, for demand charges alone. ML&P defines demand charges in their tariff as follows: “Demand charges are determined by using the maximum average rate of energy use for any 15-minute interval. The billing demand shall be greater of the following: the recorded maximum demand for the month, or 80 percent of the maximum demand recorded during the preceding 11 months, or the customer demand, under a special contract for a customer with on-site generation.”

The UMED users are very interested in finding ways to redirect the cash used to pay high demand costs toward enhancement of their core mission, which is to provide increased patient care and better education services. These stakeholders employ a large number of Alaskans. As an example, PAMC is the #2 employer in the State of Alaska.

This report describes the characteristics of CHP units in more detail, payback periods, tariff requirements, interconnection requirements, and interview results.

RECOMMENDATIONS:

This report recommends that relief be sought from ML&P to allow customers to connect their CHP units on the load side of their electrical meter in order to reduce their annual power and demand payments to ML&P. This concept was discussed and rejected out of hand during a meeting with ML&P on August 27, 2013. If the request for relief is denied after a stakeholder application, relief could be sought through a Public Utilities Regulatory Poling Act (PURPA) case presented to the Regulatory Commission of Alaska (RCA).

It may also be addressed through executive action by the Mayor and the Anchorage Assembly.

If relief is obtained from ML&P’s interconnection restrictions, this report further recommends that POC CHP installations be made and closely monitored, in select facilities on the UMED campus.

If these interconnection requirements cannot be changed, there is only one option left for distributed cogeneration. Stakeholders can completely disconnect selected facilities or parts of facilities from ML&P and generate all of their own power, including emergency power. This is possible but not desirable for several of the larger stakeholders who already have on-site back-up power generation. This scenario has another down-side in that a complete disconnection of these larger facilities from the ML&P grid would preclude emergency power back-feed to the utility grid (or the other way around) in the event of an earthquake, major fire, or other catastrophic event.

Important note: The power and demand costs in Anchorage are not going down. At present there is a proposed tariff change by ML&P before the RCA (Issued 9-13-2013) that seeks approval of a 24.3% across-the-board interim and refundable rate increase to the currently effective energy and demand charges, effective for billings on or after October 24, 2013. The 24.32% increase is the first phase of a proposed 31.52% across-the-board rate increase to current demand and energy charges, over a two-year period. This information is in RCA Public Notice TA332-121 ML&P.

5.8 SUPPORTING DOCUMENTS SUMMARY

HISTORIC CONTEXT STATEMENT

CONTENTS	HIGHLIGHT OF FINDINGS
Introduction • Project Background & Purpose • Definition of Geographical Area • Methodology & Research	• This Historic Context Statement documents the evolution of the UMED District from prehistory to the present in order to support and guide identification and evaluation of historic properties throughout the neighborhood, as well as to inform future planning decisions.
Previous Surveys, Studies, and Reports • Alaska Heritage Resources Survey (AHRS) • Archaeological Resources • National Register of Historic Places	• Previous surveys of the area include the Alaska Heritage Resources Survey (AHRS) and the National Register of Historic Places. These documents are on file at the Municipality of Anchorage Planning Department. • Five AHRS-listed properties are within the UMED District and one UMED District property is on
Historic Context of Anchorage • Alaska Native Peoples • Exploring Alaska • US Territory • Alaska Railroad & the Founding of Anchorage • Anchorage Townsite & Incorporation • World War II • Alaska Statehood • The 1964 Earthquake • Oil Industry • Municipality of Anchorage	• This section provides an abbreviated history of Anchorage to provide the background information required to understand the forces that shaped the development of the built environment in Anchorage.

DISTRICT PROFILE	
CONTENTS	HIGHLIGHT OF FINDINGS
Project Overview • Intent of Profile • Project Area • Organizational Collaboration • General Characteristics • Project Initiation and Timeline	• A central goal of the UMED District Plan is to facilitate collaboration between residential neighborhoods and the organizations. • The UMED District is home to 6,300 people, or 2.2 percent of the Municipality of Anchorage's residential population. • The natural setting is an important feature of the UMED District.
Neighborhoods, Community Design & Built Form • - Residential Neighborhoods • - Neighborhood Services • - Community Design and the Built Environment	• The residential neighborhoods include two mobile home parks, a neighborhood of primarily single-family homes, and a neighborhood with both single and multifamily housing. • The UMED District's location, setting, infrastructure, built environment, and branding reflect the balance between residential neighborhoods, institutional organizations, and the natural setting.
Organizational Profiles • Alaska Mental Health Trust Authority (The Trust) • Alaska Native Tribal Health Consortium (ANTHC) • Alaska Pacific University (APU) • Alaska Department of Transportation and Public Facilities • Alaska Psychiatric Institute (API) • George McLaughlin Youth Center (MYC) • Providence Alaska Medical Center (PAMC) • University of Alaska Anchorage (UAA	• This section discusses the mission statements and general services provided by: the Alaska Mental Health Land Trust, Alaska Native Medical Center, Alaska Pacific University, Alaska Department of Transportation and Public Facilities, McLaughlin Youth Center, Providence Alaska Medical Center, University of Alaska Anchorage.
Previous UMED District Plans • 1983 Goose Lake Plan • 2003 University Medical District Framework Master Plan	• Previous plans include the 1983 Goose Lake Plan and the 2003 University Medical District (U-MED) Framework Master Plan.
Organizational Master Plans • Alaska Native Medical Center (ANMC) • Alaska Pacific University (APU) • Providence Anchorage Medical Center (PAMC) • University of Alaska Anchorage (UAA)	• The Alaska Native Medical Center, Alaska Pacific University, Providence Anchorage Medical Center, and University of Alaska Anchorage have shared their master planning documents with the UMED District Update planning team.

DISTRICT PROFILE	
CONTENTS	HIGHLIGHT OF FINDINGS
Natural Resources • Anchorage Wetlands Management Plan • Chester Creek Watershed Plan • Principal Flora and Fauna • Wildlife	• Virtually all of the unbuilt land in the UMED District is either wooded or wetlands. • The District contains five lakes, a creek, and two hills. • Moose are present year round, the lakes provide habitat for wildlife, and a corridor along the creek provides for the movement of moose, fox, coyote, and black bear. • Anchorage completed the Anchorage Wetlands Management Plan in 1982, then updated, completed and adopted it in 1996, and in 2014, completed and adopted a third addition of this plan.
Recreation & Open Space • Park Plan • MOA Parks Within the UMED district • Anchorage Pedestrian Plan • Areawide Trails Plan	• Anchorage is a classic winter city with winter conditions for six months of the year. • The Municipality of Anchorage adopted the Anchorage Bowl Park, Natural Resource and Recreation Facility Plan in 2006, the Area-wide Trails Plan in 1997, and the Pedestrian Plan in 1978, with a revision in 1997. • Goose Lake Park and University Lake Park both serve important recreational needs.
Commercial, Housing, & Market Conditions • Key Findings • Demographics and Employment • Challenges to Development • Office Market Analysis • Residential Market Analysis • Retail Market Analysis	• The UMED District provides 13,700 jobs, making it one of the largest employment centers in the region and an important contributor to Anchorage's economy. • Over half of the UMED District is designated for organizational or public use. • In the short term, medical office development is likely to continue to be the highest and best use of developable land. • The addition of new households to the UMED District would increase the viability of new retail development, which is a common desire among District users and residents.
Transportation & Circulation • Introduction • District Motor Vehicle Access and Circulation • Public Transportation • Non-motorized Transportation • Parking Facilities	• Motor vehicular access remains the primary mode of transportation to and throughout the District, though efforts have been made to increase use of public transit, privately operated shuttles, cycling, and walking.
Regulatory Framework • Generalized Land Use Map, 1986 • Anchorage 2020: Anchorage Bowl Comprehensive Plan • Title 21 • 2035 Metropolitan Transportation Plan (MTP) • Anchorage Bicycle Plan	• Over the years, planning in the UMED District has been guided by the Generalized Land Use Map, the Anchorage Bowl Comprehensive Plan, Title 21, the 2035 Metropolitan Transportation Plan, and the East Anchorage District Plan.

HISTORIC CONTEXT STATEMENT

CONTENTS	HIGHLIGHT OF FINDINGS
UMED District Area Development • 1950's • 1960's • 1970's • 1980's • 1990's • 2000-2015 • Alaska Pacific University (Alaska Methodist University) • Providence Alaska Medical Center • Alaska Psychiatric Institute (API) • George M. McLaughlin Youth Center • University of Alaska Anchorage (UAA) • Alaska Native Medical Center (ANMC)	• The historical narrative in this section traces property and organizational history beginning in the 1950's through the 2000's.

6. ENDNOTES - FIGURE CREDITS - ACRONYMS

ENDNOTES

1. UMED grant application to Alaska legislature.
2. UMED Legislative grant application.
3. 2003 UMED Framework Plan.
4. Paraphrased from Anchorage 2020.
5. Anchorage 2020, Page 50.
6. Anchorage Housing Market Analysis 2012, Page 51.
7. https://portal.hud.gov/hudportal/documents/huddoc?id=chpguide1.pdf.
8. Northern Access Reconnaissance Study Report, page 13.
9. Northern Access Reconnaissance Study Report, page 6
10. Northern Access to UMED District Concept Report, page 14.
11. Alaska Pacific University Master Plan, Page 10.
12. Chester Creek Watershed Plan Draft, September 2014.
13. Alaska Pacific University Master Plan 3.2.2 Design Guidelines.
14. UAA 2013 Campus Master Plan, Chapter 5 – Design Guidelines.
15. Chester Creek Watershed Plan, Rev. 4, September 2014.
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20. Dean Kelly Smith correspondence 12/14
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23. David, Paula. “Ensuring Successful Regional Planning for Multi-use Trails.” American Trails. May 2002. Web. 29 July 2014. http://www.americantrails.org/resources/planning/Successful-Regional-Trail-Plans.html
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33. “Costello comments on House Bill 50 Signing.” Alaska State of House Representatives. 26 June 2013. Web. 29 July 2014. http://www.housemajority.org/2013/06/26/costello-comments-on-house-bill-50-signing/
34. Population of 566,143 per the 2009 U.S. Census estimates.
35. Population of 77,289 per the 2009 U.S. Census estimates.
36. Population of 150,006 per the 2009 U.S. Census estimates.
37. The respective surveys measure the effectiveness of the transportation strategies.

FIGURE CREDITS

Unless noted otherwise, all figures are accredited to the Municipality of Anchorage and the consultant team. Figure credits for the Mixed-Use Development Case Study are noted at the end of that section.

Figure 2. DOWL

Figure 14. DOWL

Figure 17. DOWL

Figure 18. UMED District Plan Cogeneration Report Update 2013

Figure 19. Northern Access to the UMED District Concept Report

Figure 21. DOWL

Figure 31. DOWL

Figure 35. RIM First People,, http://www.rimfirstpeople.com/portfolio/portfolio_project.asp?ProjectID=59.

Figure 37. “Atwood Campus Center,” Wikipedia, http://en.wikipedia.org/wiki/Atwood_Campus_Center.

Figure 44. DOWL

Figure 47. Photo: Karen Keesecker - Anchorage Wetlands Management Plan, 2012

Figure 51. Cressey Development. http://www.cressey.com/ Accessed 15 November 2013.

ACRONYMS

AKTV: Alaska Public Media

AMATS: Anchorage Metropolitan Area Transportation System

ANMC: Alaska Native Medical Center

ANTHC: Alaska Native Tribal Health Consortium

API: Alaska Psychiatric Institute

APU: Alaska Pacific University

ASD: Anchorage School District

AWWCA: Ainslie Wood Westdale Community Association of Resident Homeowners

CCEL: Center for Community Engagement & Learning

CSP: Community Sustainable Partnership

GUP: General Use Permit

LION: Living in One Neighborhood

MBA: Master's Degree in Business Administration

ML&P: Municipal Light and Power

MOA: Municipality of Anchorage

MYC: McLaughlin Youth Center

NARd: Northern Access Road

PAMC: Providence Alaska Medical Center

PILOT: Payments In-Lieu of Taxes

PLI: Public Lands and Institutions District

RPCC: Rogers Park Community Council

SCF: Southcentral Foundation

District/UMED District: University/Medical District

The Plan Update: The UMED District Plan Update

TLO: Trust Land Office

TMA: Transportation Management Authority

UAA: University of Alaska Anchorage

UACC: University Area Community Council

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