

# ANCHORAGE 2020



## *Anchorage Bowl Comprehensive Plan*



# ANCHORAGE 2020

## ANCHORAGE BOWL COMPREHENSIVE PLAN



Adopted February 20, 2001  
Assembly Ordinance 2000-119 S

Prepared by the  
Planning Department  
Susan R. Fison, Director



**MUNICIPALITY OF ANCHORAGE**  
**GEORGE P. WUERCH, MAYOR**





**Dear Citizens of Anchorage:**

I am pleased to present *Anchorage 2020*, the Comprehensive Plan for the Anchorage Bowl. The plan was produced over a five-year period through the collective efforts of many individuals and groups throughout the community.

*Anchorage 2020* has three main purposes. First, it served as an inclusive process that allowed interested citizens to work with municipal staff and elected officials in making policy concerning the use of land in the Anchorage Bowl. Second, the plan communicates that policy and intended programs of action to property owners, developers, elected and appointed officials, and other interested parties. And finally, it serves as a guide for elected and appointed officials as they deliberate community development issues.

In the course of developing the plan, we had to address the realities of how to accommodate projected population and employment growth within the geographic limitations of the Anchorage Bowl. These physical limitations are giving added incentive for us to grow more efficiently, and to maximize the potential of our existing infrastructure and resources. We discussed the complex and important relationships between land use, economic vitality, the natural environment, quality neighborhoods, and transportation.

Through this process of developing a comprehensive plan for the next 20 years, we gained a better understanding of the many factors that contribute to the quality of life we enjoy in Anchorage. This plan will help us to make Anchorage one of the most attractive cities in



Town Square was the focal point for Anchorage's millenium celebration.



Anchorage hosted the 2001 Special Olympics World Winter Games.



Concerts in Downtown attract residents and visitors alike.



The Iditarod Trail Sled Dog Race starts in Anchorage.

the world with safe, clean neighborhoods, a first-class education system, and a wide variety of economic, cultural and recreational opportunities. In an era when many people and businesses can choose where they want to live or locate, cities are facing tough competition for providing both economic and quality of life advantages.

As Anchorage approaches its first 100 years as a city, we can proudly look back on its evolution from a small frontier town to a city with over one quarter of a million residents. Recalling many changes that have occurred through the generations reminds us that change is an inevitable and necessary ingredient to healthy growth. The new direction outlined in **Anchorage 2020** ensures our continued success as we begin this new century.

Adopting a comprehensive plan, however, is just the start. Implementation and follow-through are the most important and difficult parts of our commitment to the future. As your Mayor, I pledge my support to implementation of this plan. Moreover, it will take the vision and commitment of all our citizens, working together, to continue to maintain and enhance our quality of life.

Sincerely,

George Wuerch  
Mayor

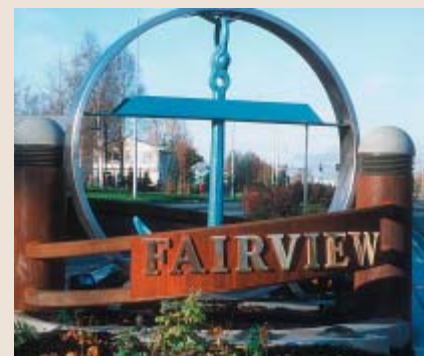
*“This plan will help us to make Anchorage one of the most attractive cities in the world with safe, clean neighborhoods, a first-class education system, and a wide variety of economic, cultural and recreational opportunities.”*



Anchorage firefighters participated in a community remembrance of September 11.



Anchorage has running events nearly every summer weekend.



A major upgrade of 15th Avenue is a centerpiece for neighborhood revitalization.



Downtown Anchorage has scenic views in all directions.



## **Municipal Assembly**

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**Pat Abney  
Cheryl Clementson  
Doug Van Etten  
Anna Fairclough  
Fay Von Gemmingen  
Dan Kendall  
Dan Sullivan  
Melinda Taylor  
Allan Tesche  
Dick Traini  
Dick Tremaine**

## **Planning and Zoning Commission**

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**Dwayne Adams  
Daphne Brown  
Esther Cox  
Christopher Hodel  
Arthur Isham  
Toni Jones  
Don Karabelnikoff  
Thomas Klinkner  
Robert Stiles**

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# INTRODUCTION

## Introduction to Anchorage

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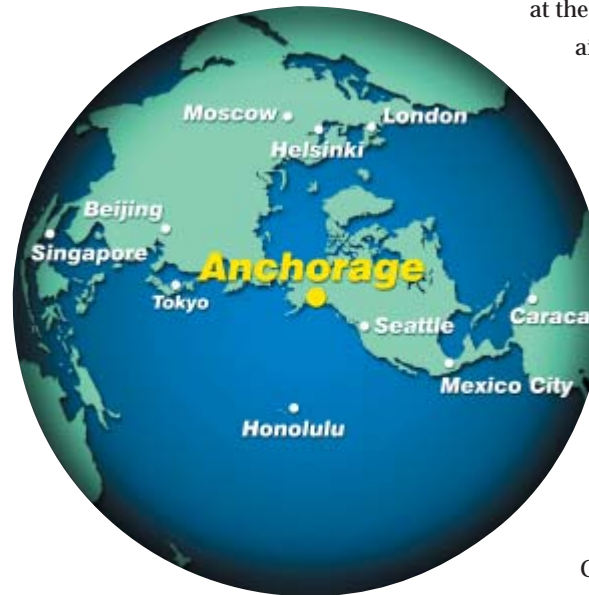


## Introduction to Anchorage

### Location

Anchorage is located in Southcentral Alaska at the head of Cook Inlet. It lies about 1,400 air miles northwest of Seattle and 3,500 air miles northeast of Tokyo. Situated on the Pacific Rim, its location is closer to Asia than that of any other major North American city.

The Municipality of Anchorage makes up a sizeable 1,955 square mile area between northern Prince William Sound and upper Cook Inlet. The area consists of mostly rugged mountainous terrain, with 84 percent taken up by national forest or state parklands and tidelands. Six percent is occupied by military reservations. Only about 10 percent of the entire Municipality is inhabited.



#### Facts About Anchorage

##### Global Position

- Longitude: 149° 53'W, similar to Honolulu, Hawaii
- Latitude: 61° 13'N, similar to Helsinki, Finland
- 1,000 miles farther north than Seattle, Washington
- Closest North American city to Japan & China

##### State Location

- Alaska: NW extremity of the U.S.A., west of Canada
- Anchorage: Southcentral Alaska
- Anchorage Bowl: foot of the Chugach Mountains, at the head of Cook Inlet between Knik Arm & Turnagain Arm

Most residents live in the Anchorage Bowl, the most urbanized area of the Municipality. It occupies approximately 100 square miles, bounded by Chugach State Park, Turnagain and Knik Arms, and by the Elmendorf Air Force Base and Fort Richardson Army Post. Anchorage residents outside the Bowl either live on military reservations, further north in the suburban/rural community of Chugiak-Eagle River, or in small settlement areas along Turnagain Arm.

Lying as far north as Helsinki, Finland, and almost as far west as Honolulu, Hawaii, at first glance Anchorage seems off the beaten path. However, this strategic location, together with air, road, port, and rail transportation facilities, is the city's prime economic asset. Anchorage has capitalized on its location and versatile transportation assets to build a solid economic base. The community is firmly established as the state-wide trade, finance, service, and administrative center. It is the distribution gateway for central, western, and northern Alaska. Today, it is also the nation's busiest air cargo airport.

## Settlement and Development History

### The First Cultures

Dena'ina Athabascan Indians inhabited the Anchorage area when British navigator Captain James Cook explored the Inlet in 1778. They derived their sustenance from fishing, hunting, and other food gathering. Located near the northern end of the Municipality, the Native Village of Eklutna was one of eight winter settlements and is the last occupied Dena'ina village in the Anchorage area. During the summer months, the villagers moved down Knik Arm to Ship Creek and Fire Island to fish from traditional camps. In the fall, they returned to Eklutna for the winter where they hunted and trapped.



### Early Settlement

The earliest white people arriving in the area were Russian fur traders and missionaries. They were later followed by gold prospectors and traders passing through on their way to other gold fields. Some stayed to prospect the area, resulting in a few mining camps and small settlements along Turnagain Arm, most notably Girdwood. However, Anchorage did not come into being until the federal government decided to build a railroad from the tidewater community of Seward to the interior gold mining community of Fairbanks.

Anchorage was founded when the government

established the field headquarters for the construction of the Alaska Railroad at Ship Creek in 1914. Shortly thereafter, a tent city was set up along the shores of the creek by people seeking work on the railroad or business opportunities associated with it. The following year, a townsite auction of 600 lots established the downtown grid pattern that is still in place today. Soon after, in 1920, Anchorage incorporated as a city.

During World War II, Anchorage's strategic location made it well positioned for the construction of defense support facilities serving the North Pacific. This advantage resulted in the building of Elmendorf



A Look Back



**~3,000 B.C.**  
 Archeological evidence of human habitation near Anchorage

**1778**  
 Captain Cook discovers and names the "River Turnagain"

**1867**  
 U.S. purchases Alaska from Russia

**1915**  
 Alaska Railroad construction headquarters established at Ship Creek; "tent city" springs up

**1915**  
 Anchorage townsite auction of 600 lots

**1918**  
 Alaska Railroad completed between Anchorage and Seward

**1920**  
 City of Anchorage incorporated

**1930**  
 Merrill Field opens

**1939**  
 Original Providence Hospital opens

**1940**  
 Fort Richardson and Elmendorf constructed

**1950**  
 Completion of Anchorage-Seward Highway

**1951**  
 Anchorage International Airport opens

**1964**  
 Good Friday Earthquake (9.2 in magnitude), largest recorded in North America





**1959**  
Alaska statehood



**1971**  
Alaska Native Claims Settlement Act approved by Congress



**1975**  
City of Anchorage and Greater Anchorage Area Borough merge to form Municipality of Anchorage



**1989**  
Exxon oil spill in Prince William Sound

**1968**  
Oil discovery at Prudhoe Bay

**1973**  
First Iditarod Sled Dog Race from Anchorage to Nome

**1981**  
Project 80s begins—library, convention center, performing arts center, sports arena, and museum addition

**1989**  
Federal Express begins Anchorage expansion

**1994**  
Hotel expansion begins

**1969**  
Oil lease sale raises \$900 million for State

**1974**  
Trans-Alaska oil pipeline construction begins

**1986**  
Oil price falls, beginning of economic slump in Anchorage

**1993**  
“Big Box” retail expansion begins

**1998**  
New Alaska Native Medical Center opens

**2000**  
Anchorage enters the new millennium

**1977**  
Trans-Alaska pipeline completed





Air Force Base and Fort Richardson Army Post. During the same period, construction of the Glenn and Alaska Highways gave Anchorage an overland link through Canada to the Lower 48. Anchorage's strategic location continued to play a valuable role during the conflicts in Korea and Vietnam and throughout the rest of the Cold War era. It remains a vital national security asset today.

Civil air facilities—first Merrill Field and Lake Hood, and later Anchorage International Airport—played an extraordinary role in the early development of both Anchorage and Alaska as a whole. Anchorage's airports consolidated the community's role as Alaska's premier center for intra-state and inter-state air travel and commerce.

In the half-century between 1940 and 1990, Anchorage grew in fits and starts. Military build-ups, post-1964 earthquake reconstruction, the Trans-Alaska pipeline construction in the mid-1970s, and the early 1980s petro-dollar boom—each pumped up the economy and spurred rapid community growth. Often, the aftermath was recession. By the 1990s, however, Anchorage had a much more diverse and stable economy and the community has recently experienced modest, steady growth.

## Anchorage Today

Anchorage is still young enough that some residents have seen it progress from a small pioneer town to a modern metropolitan center. A positive legacy of the community's recent growth and public prosperity is that its buildings are relatively new. Many key public facilities—the performing arts center, civic/convention center, sports arena, regional library, and a major addition to the museum of history and art—were all built

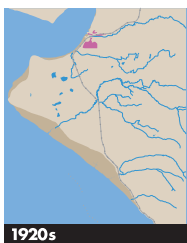
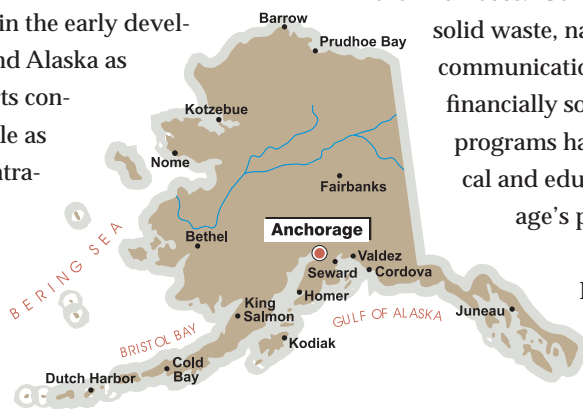
in the mid-1980s. Utilities such as water and sewer,

solid waste, natural gas, electric power, and communications are well designed and in financially sound condition. Ongoing programs have built or renovated medical and educational facilities. Anchorage's port and airport facilities are modern and efficient.

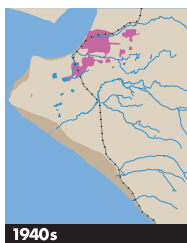
Recently, Anchorage was commended for having the nation's best drinking water, best-managed

sanitary landfill, and one of the best year-round recreational trail systems.

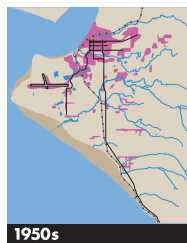
Once known for its high prices, Anchorage now has living costs comparable to those of many other Lower-48 metropolitan areas. Modern construction, real estate, and banking industries have lowered housing costs. While most consumer goods and supplies are imported, Anchorage's reliable, efficient cargo transport



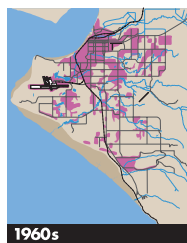
1920s



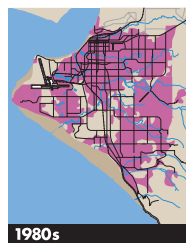
1940s



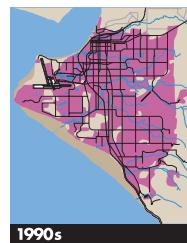
1950s



1960s



1980s



1990s



## Facts About Anchorage



The Sullivan Sports Arena and the Egan Convention Center host many of Anchorage's cultural, business, and social gatherings.



and distribution systems have helped keep local costs down. Pipelines deliver bulk petroleum fuels and natural gas from in-state energy producers. Anchorage also has relatively cheap and abundant natural gas for power generation, space heating, and domestic use.

Since most of Anchorage's growth took place after World War II, settlement patterns outside the original downtown area reflect the decentralizing influence of the automobile. Urbanization has reached the edge of the Anchorage Bowl, leaving limited space for new home sites, and home-building activity is shifting toward bedroom communities in Chugiak-Eagle River and the Matanuska-Susitna Borough. This trend is motivated partly by the appeal of lower cost home-sites and partly by the desire for a more rural Alaska lifestyle. Highway improvements that reduce commuting time have helped accelerate the trend.

## Natural Setting

Anchorage residents have an experience of city

life in the wilderness that no other American metropolitan area can match. Several thousand acres of municipal greenbelts and parkland link settled areas with surrounding natural open space and wildlife habitat in Chugach State Park (the second largest state park in the country) and the 50-square-mile Anchorage Coastal Wildlife Refuge. All of these natural features endow Anchorage with a distinctive sense of place at both the neighborhood and citywide scale. This sense of place is imprinted on community lifestyles and attitudes, and is embodied in existing land use and activity patterns.

The Anchorage Bowl contains numerous small lakes and streams, wetlands, and wooded foothills

## Climate

- Average Temperatures: January: 6° to 13° F  
July: 58° to 65° F
- Record High: 85° F
- Record Low: -45° F
- Average Snowfall: 69 inches
- Average Rainfall: 15 inches
- Typical Snow Cover: Late October – Early April

## Average Daylight

- December: 5.5 hours
- June: 19.3 hours

## Size

- Alaska: 586,412 square miles
- Muni. of Anchorage: 1,955 square miles
- Anchorage Bowl: 100 square miles
- 84% of the Municipality is uninhabited, most of which is unbuildable land

## Population (1998)

- Alaska: 621,400
- Anchorage: 258,782
- Anchorage Bowl: 212,613

## Natural Setting

- Shoreline: City with most miles of shoreline in North America
- Port: America's northernmost ice-free port
- Tidal range: 38.9 feet; second greatest in North America
- Streams: 46 permanent streams flow through the Municipality, 14 flow through the Bowl.
- Native vegetation: black spruce, white spruce, mountain hemlock, paper birch, balsam poplar, black cottonwood, willow, alder





Kincaid Park is the perfect spot for a long summer walk, jog, or bike ride.

which create local topographic variety and visual interest. The northern boreal forest survives in stands of birch, aspen, and spruce throughout the city.

Anchorage residents enjoy views of an unspoiled coast and distant mountains to the west. The Chugach Mountains rise as high as 5,000 feet a short distance to the east. Mount McKinley, North America's tallest peak, lies 160 miles to the north and is often visible from Anchorage. Long summer days and long winter nights mark the seasonal extremes. Northern lights often paint the winter night sky.

## Anchorage's People

For most of its history, Anchorage grew as a community of immigrants—newcomers from outside the State and Alaska Natives from rural areas within the State—all in pursuit of opportunity. At the time of the

1990 census, barely a quarter of Anchorage residents were born in Alaska.

For decades, a seasonal boom-bust economy and military personnel rotations made Anchorage a fast-growing town of transients without a strong stake in the community. Those who stayed as permanent residents lived in Anchorage by personal choice, not by chance of birth. They were rooted by their liking for the place and for the distinctive lifestyle it offered.

In the 1990s, economic stability and military cut-backs dramatically slowed in-migration and reduced annual population turnover by half. As a result, Anchorage's population has become much less transient and more committed to long-term community betterment.

Today, Anchorage's population is diverse. Racial and ethnic minorities are the fastest growing segment of the population and now account for about 27 percent of the total, a higher proportion than the national average for metropolitan areas. Alaska Natives make up 8 percent of the total population and are the largest minority group. Anchorage is often called Alaska's largest "Native village." There are also substantial African-American, Asian/Pacific Islander, and Hispanic communities, each making up about 7 percent of the total population. The size of the Asian community reflects Anchorage's important commercial ties to the Orient.



Town Square offers the perfect venue for a celebration of long days and good friends.



## Facts About Anchorage

**Recreation**

- Park System: Shares the category of most extensive park system in a metropolitan area with Boulder, Colorado, and has over 400 kilometers of hiking, walking, biking, and skiing trails.
- Skiing: world-class nordic ski venue, 200 kilometers of groomed trails; 40 kilometers are lit for night skiing

**Wildlife**

- Fish: 5 species of salmon in Anchorage
- Mammals: 52 species, including wolf, lynx, moose, and bear
- Birds: Only metropolitan area with nesting loons

**Community Profile**

- Median Age of Anchorage: 32.1 versus United States: 35
- Males per 100 females in Anchorage: 105 versus United States: 98
- Anchorage residents: 28% born in Alaska, 66% born in another state, 6% in another country

**Economic Profile 1998**

- Unemployment: 4.1%
- Education: 27% of adult population have a college degree
- Ted Stevens Anchorage International Airport: 5 million passengers, 2.8 billion pounds of cargo
- Main economic sectors: oil, government, construction, transportation, tourism, trade, and services

**Anchorage "Highlights"**

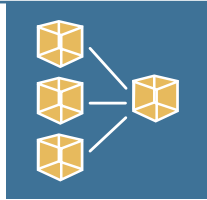
- Winner of the 1998 USA City Water Taste Test
- Lowest state and local taxes of any metropolitan area in the United States.
- Highest air cargo landed weight of any airport in the United States.
- High per capita ratio of open space, parks, and trails
- Flourishing urban wildlife populations, including an estimated 2,000 moose
- Mountain vistas in all directions, including Mt. McKinley



Every walk of life, every opportunity, everyone a part of the whole: Anchorage!







# CHAPTER 1

## Overview

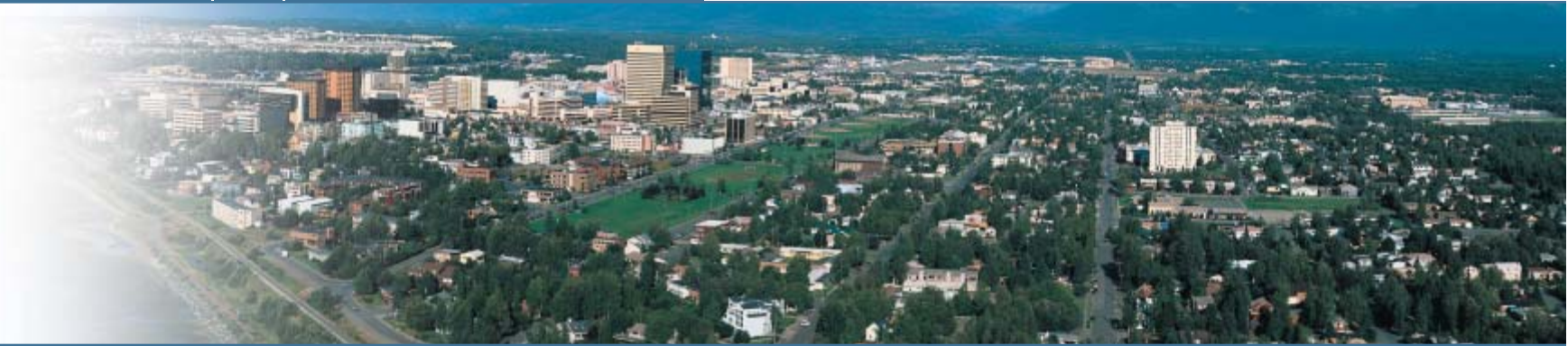
[Role and Purpose of the Plan](#)

[Frequently Asked Questions](#)

[Plan Development Process](#)

[Anchorage 2020 - A New Direction](#)





## Overview

### Chapter Summaries



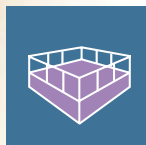
Overview

**Chapter 1 - Overview** describes the role and purpose of the Plan, outlines the plan development process, and relates this Plan to Anchorage's earlier comprehensive plans.



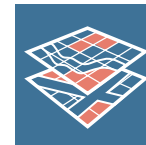
Anchorage Today

**Chapter 2 - Anchorage Today** gives a snapshot of the community today. It describes population and economic trends, land use and development trends, and transportation and public infrastructure. Critical planning issues are highlighted.



Foundations

**Chapter 3 - Foundations** presents the community's goals for the future of Anchorage, as approved earlier in the Draft Goals and Objectives document.



Land Use Policies

**Chapter 4 - Land Use Concept Plan** encompasses the preferred alternative for Anchorage's future growth and development, a growth allocation map, an open space concept plan, and a policy map. Chapter 4 also lays out guiding principles for design and environment and for public services and improvements.



Implementation

**Chapter 5 - Plan Implementation** outlines proposed policies and strategies to implement the Comprehensive Plan. Policies and strategies are related to the goals they promote and are detailed in Chapter 5 for inclusion in an action plan.

NOTE: ANCHORAGE 2020-ANCHORAGE BOWL COMPREHENSIVE PLAN is abbreviated as ANCHORAGE 2020 throughout this Plan.

## Role & Purpose of the Comprehensive Plan

**ANCHORAGE 2020** is a blueprint to guide development in the Anchorage Bowl over the next 20 years. It includes land use policies and specific action strategies. The Plan is general in nature. It will be further refined by ordinances, by revised land use and zoning maps, by area-specific plans, and by other policy tools.

**ANCHORAGE 2020** provides a framework for decisions about land use and transportation, as well as public facilities, economic development, housing, and other public issues that are vital to a healthy and livable community. These issues include the protection of aesthetic values and the community's revenue base. **ANCHORAGE 2020** reflects the goals expressed by Anchorage citizens and approved by their representatives. Once adopted, the Plan becomes a public declaration of the policies that will guide decisions of the Municipal Assembly, the Planning and Zoning Commission, and other municipal planning boards and commissions as they address community growth issues, development of public infrastructure, and review private-sector development proposals.

**ANCHORAGE 2020** focuses on the Anchorage Bowl, the major urbanized area of the Municipality. Other settled areas—Chugiak-Eagle River, Girdwood, and Turnagain Arm—are covered by separate comprehensive plans. Each area plan is an element of the overall Comprehensive Plan for the Municipality. Additional elements of the Comprehensive Plan include coordinated plans for transportation, trails, parks and recreation, wetlands management, wastewater management, and other specialized topics. Many policies in **ANCHORAGE 2020** affect other plan elements. This means that some other comprehensive plan elements will need to be re-evaluated and revised after adoption of **ANCHORAGE 2020**.

## What this plan does:

- **Focuses attention on major issues** facing the community, and helps address them by assessing the consequences of different choices.
- **Serves as the best estimate of the future**—an estimate that is guided by specific community goals. The Plan reflects what is most likely to happen if adopted policies and strategies are followed.
- **Provides a general direction** for future growth by guiding and requiring the development of new ordinances, subarea plans, and other enforceable measures.
- **Outlines general patterns of development** within the community for reference when developing other plans and making land use decisions.

## What this plan does *not* do:

- **Does *not* make decisions** about individual properties.
- **Does *not* decide where specific public facilities**, such as fire stations and schools, will be located.
- **Does *not* preclude future decisions** by prescribing the future in great detail.

**NOTE:** **ANCHORAGE 2020** contains many sketches, photographs, and illustrations. These are intended to generally illustrate the concepts presented in the Plan.

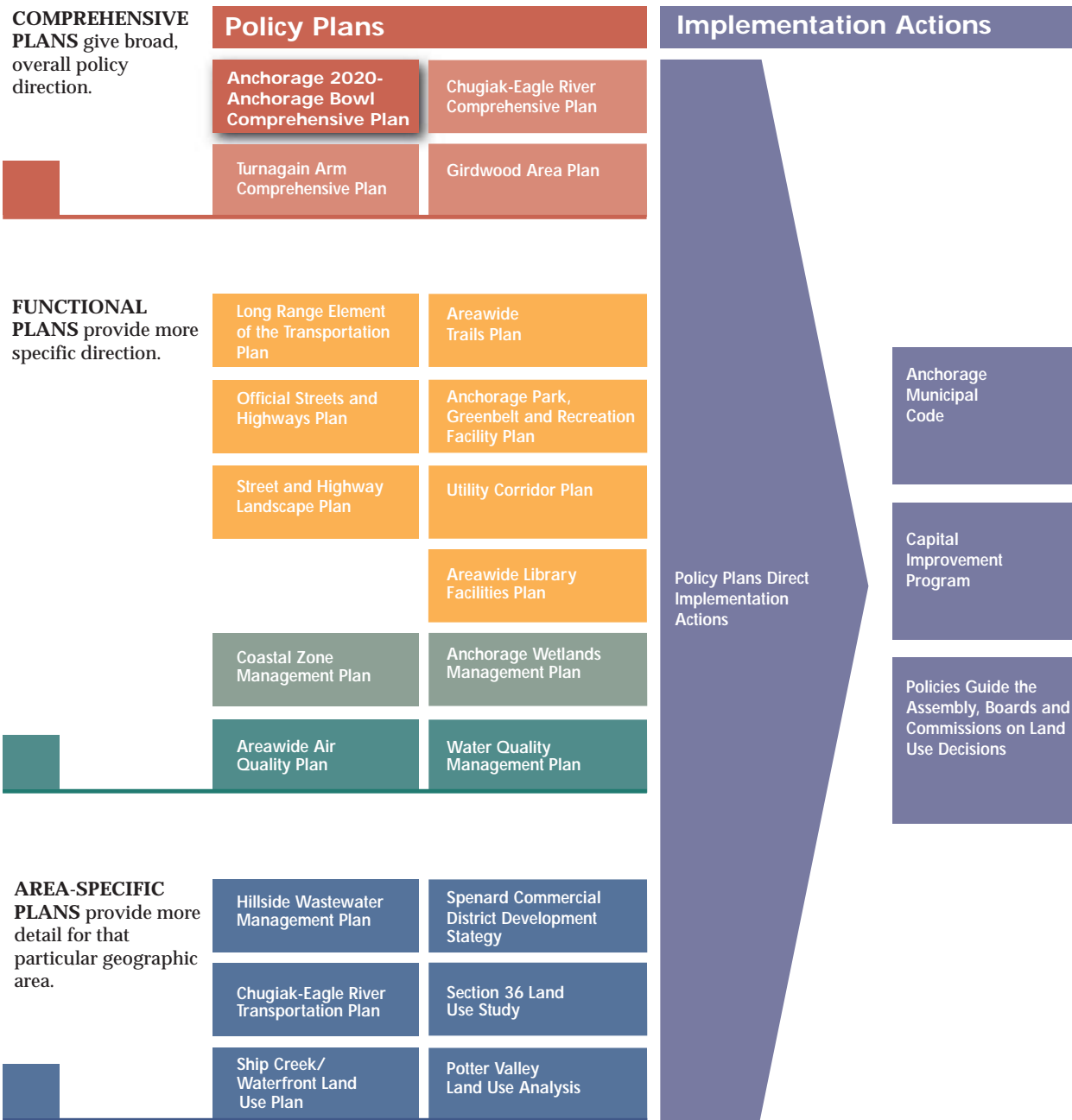
## The comprehensive plan has the following purposes:

Anchorage Municipal Code, 21.05.020.

The purpose of the comprehensive plan is to set forth the goals, objectives and policies governing the future land use development of the Municipality that guide the assembly in taking legislative action to implement the plan.



## How Anchorage 2020 Relates to Other Plans



**This chart shows the relationship** between the components of the Municipality of Anchorage Comprehensive Plan. Together these components—comprehensive plans, functional plans, and area-specific plans—lay out policy guidelines for land use, transportation, environment, and public improvements. Policy is implemented through land use regulations and building codes and, ultimately, through the Municipality’s Capital Improvement Program.

# FAQ

## Frequently Asked Questions about the Comprehensive Plan



### Why is the Plan being revised?

Anchorage needs to plan both for projected population growth over the next 20 years and for the facilities and services required to support that growth. Based on population forecasts and housing and commercial development trends, nearly all the remaining developable vacant land in the Anchorage Bowl will be used in the next 20 years. The Comprehensive Plan is being revised to address the direction of future growth and the quality of life associated with it.

Since it is the mission of municipal government to accommodate growth in an orderly way and deliver public services as efficiently as possible, the Municipal Code requires that the Comprehensive Plan be revised every 20 years and re-evaluated every 10 years. The last revision of the Anchorage Bowl Comprehensive Plan was 1982. A revision of the Comprehensive Plan is needed now to prepare for municipal-wide and regional planning.

### How will the Plan be used?

The Plan will guide policy makers, community councils, the general public, municipal agencies, landowners, and developers in evaluating whether or not regulatory measures, public infrastructure investments, and proposed land use changes meet the Plan's goals. The policies and strategies presented in Chapter 5 will be used to implement the Plan.

### Who is in charge of making this Plan work?

Public support is the most important factor in making this Plan work. This means support from elected officials, board and commission members, municipal staff, the development community, community councils, and the general public. The Planning Department is responsible for many of the land use implementation strategies, from developing changes in municipal land use regulations to initiating subarea land use plans. However, most other municipal departments are also included in plan oversight and implementation.

### How will this Plan be implemented?

This Plan will be implemented by the Municipal Assembly and the various land use decision-making boards and commissions, including the Planning and Zoning Commission and the Platting Board. The policies and strategies recommended in Chapter 5 are proposed to be the main implementation tools. These strategies are designed to guide municipal and private land use decisions in achieving the Plan's goals.

### How will the Plan affect my property and my taxes?

The Plan will not directly affect property values or taxes. However, proposed implementation measures may affect land development patterns and, therefore, the value of individual parcels of land. Such measures may include new or revised zoning classifications, development guidelines and other items that guide where and how devel-

opment takes place. The Plan generally promotes more intense land use and development.

### Will this Plan change the zoning in my neighborhood ?

The Plan makes broad recommendations for future land use, but it makes no zoning changes. It does recommend as a next step that the current Land Use and Residential Intensity Maps be updated as neighborhood or district plans are adopted to conform with the revised Comprehensive Plan. It also proposes the preparation of neighborhood plans as a basis for localized zoning revisions.

### Does this Plan protect Anchorage's natural areas and open space?

During the plan development process, citizens identified the protection of natural areas and open space as a high priority. The Plan recommends several action strategies to protect these areas. Further public involvement and financial commitment will be necessary to acquire and preserve additional public open space.

### Will there be more traffic congestion?

Many policies and strategies address traffic congestion. Improved transportation efficiency and land use decisions supporting multi-modal transportation are significant strategies that, if followed, can reduce congestion and minimize future traffic conflicts.

## Public Participation Timeline



Open house at Goldenview Middle School

## Comprehensive Plan Development Process

This Comprehensive Plan was developed through a process that integrated extensive public involvement with analyses of population, economic, and land use trends. The planning process began with a community vision that led to the creation of goals and objectives. Building on that foundation, several long-range growth scenarios were developed, from which a preferred growth scenario and the Land Use Concept Plan emerged. Policies and strategies were then drafted as tools to implement the Plan.

### Community Vision

The development of ANCHORAGE 2020 began in 1996 and 1997 when over 2,000 residents helped define community values and create a new community vision, which is described in Chapter 3. Also in 1997, planning staff prepared a series of reports on current trends and drafted a list of critical issues and challenges. The community's vision, together with the informational reports and critical issues, formed the basis for the next step in the planning process—developing goals and objectives.

### Goals and Objectives

In early 1998, a diverse Citizen Task Force of 250 citizens took part in seven groups to help draft goals and objectives for ANCHORAGE 2020. The results of their efforts were presented at a community meeting in April 1998.

Following the citizens' work, planning staff prepared a draft of the goals and objectives for public review and comment. After further refinement, the Draft Goals and Objectives document was forwarded to the Planning and Zoning Commission for its consideration. The Commission held two public hearings and

unanimously approved the Draft Goals and Objectives in January 1999. Goals from the approved document are listed in Chapter 3.

## Background Data for the Plan

Several related technical studies made critical contributions to plan development:

- **An inventory of commercial and industrial land uses** and future land requirements (*Anchorage Bowl Commercial and Industrial Land Use Study*, 1996).
- **A municipal-wide inventory of existing residential land use**, housing, and vacant land (1998).
- **An inventory of natural open space** and wildlife habitat compiled by The Great Land Trust (1999).
- **A fiscal impact analysis** comparing the costs and benefits of alternative land use planning scenarios (2000).
- **A transportation model** (underway) to analyze the interplay of land use and transportation planning choices.

## Land Use Scenarios for Growth & Development

Based on the Draft Goals and Objectives, a housing and land use inventory, and a vacant land analysis, four alternatives for future growth and development were prepared. The four land use alternatives, or scenarios, illustrated how different policy choices could shape future land use, housing, transportation, and open space within the community. The scenarios (described in Chapter 4 and in the Appendix) were published and distributed community-wide in September 1999.



The scenarios were the focus of a broad community dialogue during the early fall of 1999. Over 250 people attended 5 open houses to review the scenarios. More than 100 people, representing a cross-section of the community, took part in 7 workshops. Over 150 citizens wrote to give their opinions. Altogether, more than 500 persons participated in this phase of the planning project. All comments received were compiled and evaluated.

This phase of plan development concluded with a town meeting in October 1999 where planning staff reported the results of the scenarios' review to the community.

A preferred scenario was then developed that incorporated the most favored planning ideas from the various scenarios. The preferred scenario provided the framework for the Land Use Concept Plan.

### Land Use Concept Plan

The Land Use Concept Plan in Chapter 4 portrays the preferred land use scenario. It consists of three maps that address major new land use policies, the allocation of additional population and housing, and future open space conservation possibilities.

The Land Use Policy Map brings together land use, transportation, design, environment, and public improvement policies to identify new urban elements in the Anchorage Bowl. New urban elements include major employment centers, town centers, neighborhood commercial centers, industrial reserves, transit-supportive development corridors, an urban/rural services boundary, and a West Anchorage planning area.

The Growth Allocation Map shows the scale of projected population increases in the Anchorage Bowl and additional housing needed for each subarea of the community. The Conceptual Natural Open Space Map





identifies existing natural open spaces important for recreation, local wildlife, and water quality. It does not represent the future pattern of preserved open space, but instead shows a range of possibilities for future planning and management.

## Implementation

Goals, planning principles, policies, and strategies are the key elements of **ANCHORAGE 2020**. Chapter 3 contains goals that were created through an extensive public process. Chapter 5 provides policies and strategies as the basis for an action plan to implement **ANCHORAGE 2020**.



Mountain View Community Center



Outdoor sports are a highlight of Anchorage summers!

## Anchorage 2020—A New Direction

This Comprehensive Plan recognizes that Anchorage has changed profoundly since 1982. Its economy has stabilized. Job and population growth have slowed. Its population has become more rooted. The demands of rapid growth have faded, and quality of life issues have moved to the forefront.

Throughout the plan development process, the community expressed a consistent vision for Anchorage's future—a vision that balances growth with the retention of the city's natural features and quality of life.

Anchorage's first era of urban growth has consumed much of its suitable vacant land supply. Few large tracts of vacant land remain available for development within the Bowl. Past public and private development decisions have fixed basic land use and transportation patterns.

As it begins a new century, Anchorage is in transition to a new era of urbanization. The challenge now facing the community is meeting future demands for housing, commercial development, public open space, roads, and public facilities with a dwindling land supply and limited public funds. Anchorage's future development will depend increasingly on more effi-

cient use of its existing infrastructure and its remaining vacant and underdeveloped land.

More efficient land use is just part of the picture. Better design standards can raise the quality of development. A strong commitment to protect natural open spaces and critical wildlife habitats will maintain the quality of the natural environment. These strategies fit well with Anchorage's goal to enhance its economic vitality in a world economy in which quality of life is a competitive asset.

Anchorage 2020 is the fourth comprehensive plan for the Anchorage Bowl. Earlier plans reflected the circumstances and civic spirit of their eras.



**1961**

In 1961, the City of Anchorage prepared its first plan, **Anchorage, Alaska Metropolitan Area General**

**Plan—1980**. This document, completed just after statehood but before borough incorporation, reflected the optimism and concerns of a young city surrounded by a fast-urbanizing area. The plan envisioned a metropolitan area of 250,000 residents by 1980, identified future neighborhoods, located future employment centers, and proposed many of Anchorage's greenbelts, trails, and parks.



**1976**

The 1976 **Comprehensive Development Plan Ordinance**

was developed during the Trans-Alaska Pipeline era, a year after the City of Anchorage and the Greater Anchorage Area Borough unified to become the Municipality of Anchorage. This plan created a new basis for borough-wide planning. It proposed continuing expansion into what were then still rural areas of the Bowl.



**1982**

When the 1982 **Anchorage Bowl Comprehensive**

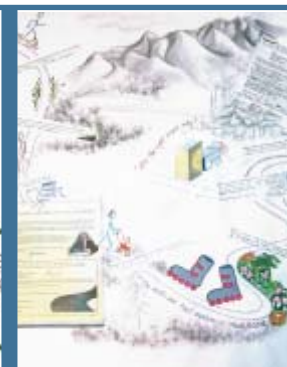
**Development Plan** was adopted, Anchorage was in the midst of economic and building booms that were transforming the cityscape. Expectations for the future were high. This plan's priorities stressed planning for new land development and public infrastructure to keep pace with rapid growth.



# Pictures of a Plan

## How Did We Get Here?

These sketches are part of a scroll illustrating the many public work sessions and mileposts throughout the comprehensive planning process. Planning Department staff—cartographers, landscape architects, and community planners—took notes and made sketches during the comprehensive plan meetings.



schools

Planning

PROJECTIONS

Economy

Forecast Facilities

Outlook

Population

Support systems



# CHAPTER 2

## Anchorage Today

Population

Economy

Land Use

Forecasts for Planning

Infrastructure





## Anchorage Today

schools

Planning

PROJECTIONS

Economy

Forecast  
Facilities

Outlook

Population

Support  
Systems

Before realistic plans can be made for future development, it is essential to first understand what the Anchorage Bowl is like today, how it got that way, and how it is likely to change in the future. This chapter assesses existing population and economic conditions, recent trends, and makes projections for probable future growth. It contains analyses of land use trends and land suitability, plus the location, amount and zoning of vacant land. These analyses are needed to determine how much and what types of land will be needed to accommodate the Anchorage Bowl's projected population. In addition, the future impacts of projected growth on Anchorage's public facilities, utilities, and transportation systems are evaluated.

### Population

#### Regional Trends Issue:

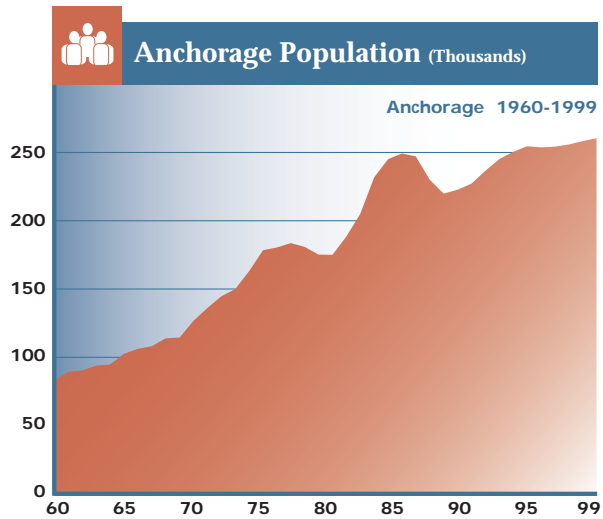
- Shifting regional settlement patterns are changing the Anchorage Bowl's relationship with outlying areas of the Municipality and the Matanuska-Susitna Borough (Mat-Su).

Anchorage's population has tripled since state-

hood, from 83,000 in 1960 to more than 259,000 today. Between 1990 and 1999, Anchorage added almost 33,000 residents, less than in any other decade since 1950. Still, its average annual growth rate for the past decade was greater than that of most metropolitan areas in the nation.

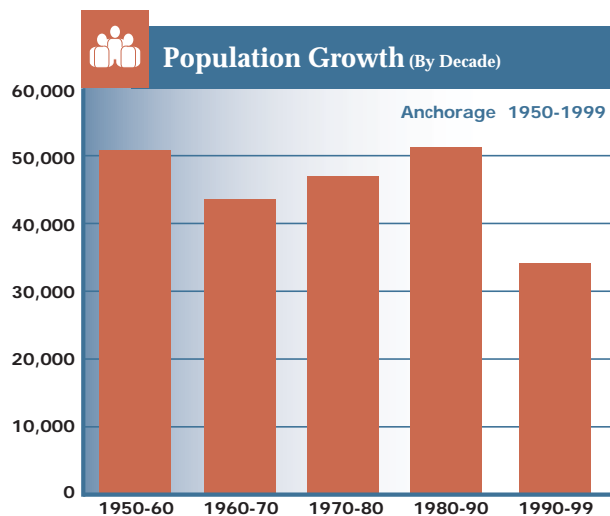
The Municipality of Anchorage accounted for nearly half of the State's population growth in the 1990s, and 42 percent of the State's population now lives here. However, the Kenai Peninsula and Matanuska-Susitna Boroughs are growing more rapidly. In 1980, 80 percent of Southcentral Alaska's residents lived in Anchorage, versus 71 percent in 1999.

Within the Municipality, the trend has been toward growth at the fringes. Most people live in the Anchorage Bowl. However, between 1990 and 1998, the proportion of Anchorage residents living in Chugiak-Eagle River rose from about 7 percent to 12 percent. Faster growth in satellite communities in Chugiak-Eagle River and the Matanuska-Susitna Borough is due partly to lower land costs, the appeal of a more "rural" lifestyle, and highway improvements that



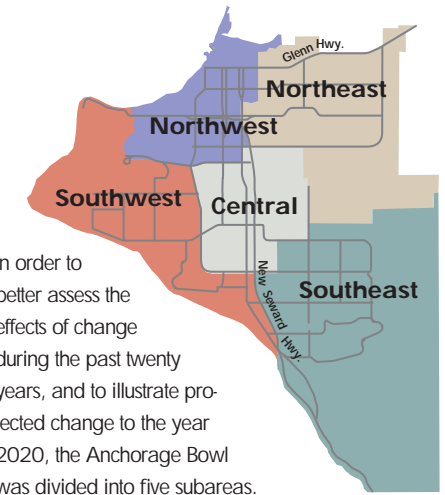
have made daily commuting faster and safer.

Since 1980, all areas within the Anchorage Bowl have experienced strong growth. However, the rate of growth has been slower in Northeast and Northwest Anchorage (refer to Table 1 and map-above).



**Table 1. Population by Subarea**

Anchorage , 1980-1998			
Area	1980	1990	1998
Northwest	36,804	42,616	46,192
Northeast	57,024	63,042	70,443
Central	14,353	29,946	39,048
Southeast	12,684	19,186	23,333
Southwest	22,486	29,767	34,903
<b>Total, Anchorage Bowl</b>	<b>143,351</b>	<b>184,557</b>	<b>213,919</b>
Chugiak–Eagle River	12,858	25,324	31,654
Military Bases	17,346	15,097	11,117
Girdwood/Turnagain Arm	876	1,360	2,108
<b>Total, All Areas</b>	<b>174,431</b>	<b>226,338</b>	<b>258,798</b>



In order to better assess the effects of change during the past twenty years, and to illustrate projected change to the year 2020, the Anchorage Bowl was divided into five subareas.

**Population Composition Issues:**

- The Anchorage School District projects that over the next six years average enrollment will decline by 3 percent, with reduced demand for new classroom space and other child-oriented facilities. In the longer term, the District predicts the number of school children will again start to climb.
- Anchorage’s older neighborhoods, such as Rogers Park, Turnagain, and South Addition, will probably be “recolonized” by younger families as seniors in these areas move out of single-family homes.
- Fewer young adults and young family households, but more empty-nesters and seniors, signal a shift in new housing demand from single-family homes toward multi-family dwellings.
- Rapid growth of Anchorage’s senior population means rising demand for housing, facilities, and services, including public transportation services suited and conveniently located for seniors.

Anchorage has traditionally been a community of newcomers. The 1990 census found that only 28 percent of Anchorage residents were born in Alaska, unlike the nation as a whole where two-thirds of the people lived in their state of birth. The 2000 census is expected to show a higher percentage of Anchorage residents born in Alaska.

Population mobility has slowed dramatically since 1980. The percentage of people who moved to or from Anchorage each year declined from about 25 percent in the early 1980s to less than 13 percent in 1998. Because of reduced in-migration and mobility, Anchorage now has a larger percentage of residents who have lived here ten years or more.

Long-term trends in household size and type reflect Anchorage’s changing population and changing living patterns. Average household size fell to 2.7 persons by 1990. Meanwhile, one-person, non-family and single-parent households rose to 46 percent of all households in 1990, and married couple households decreased to 54 percent of the total.

Anchorage is also becoming more ethnically diverse. Racial and ethnic minorities accounted for about 27 percent of the total population in 1998, more than the national metropolitan average. Alaska Natives are the largest minority group, followed closely by African-Americans, Hispanics, and persons of Asian/Pacific Island descent. In 1998, one-third of the students enrolled in the Anchorage School District were minorities, suggesting that the minority population will continue to grow.

With slower growth and lower in-migration and population turnover, the age profile of Anchorage's residents has changed markedly since 1990.

- **Anchorage's total population is growing**, but the number of young adults (20 to 34 years) fell by 10,600 persons between 1990 and 1998. This continues a downward trend due to a lack of growth in high-paying jobs that attract young workers, fewer military personnel due to downsizing at Fort Richardson, young adults' pursuit of college education and job opportunities outside Alaska, and the attraction of the Matanuska-Susitna Borough for young families.

- **Anchorage's population is aging**, but it is still relatively young. In 1998, the median age of Anchorage residents was 32.1 (up from 26.3 in 1980) versus 36.2 for the nation.

- **School-age population stands almost unchanged** since 1990, at nearly a quarter of the total population.

- **The number of "empty-nesters" (50 to 65 years) has increased**, a trend that is likely to continue. This age group could have a major impact on the housing market if many choose to move from single-family homes to condominiums, townhouses, or apartments.

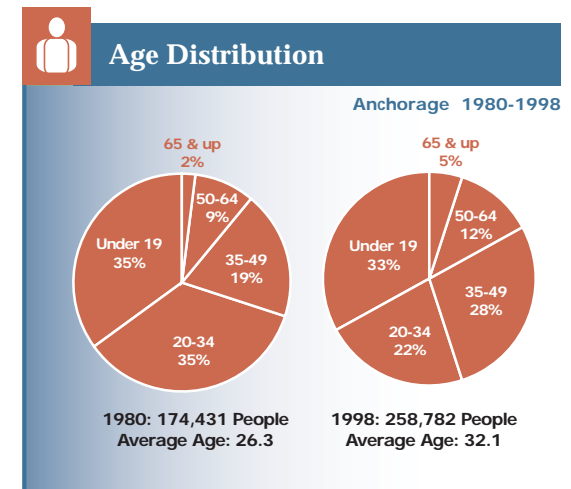
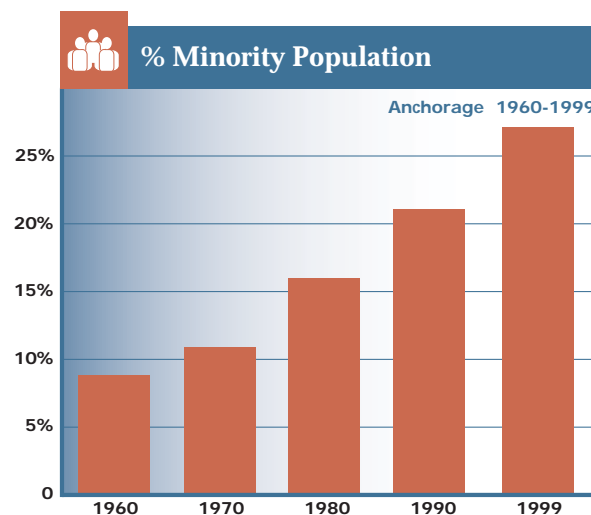
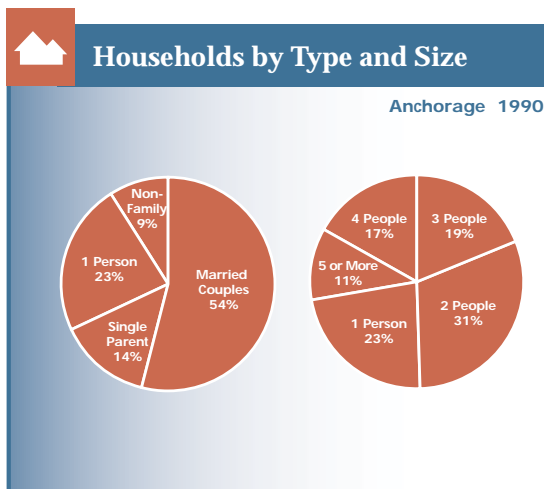
- **The proportion of seniors (65 years and older) has increased** since 1990. This is expected to continue to be Anchorage's fastest growing age group. The Alaska Department of Labor estimates that seniors will make up 12 percent of Anchorage's population by 2018, although this is still lower than the national projection of about 17 percent.

## Economy

Anchorage's economy has undergone fundamental changes since the first half of the 1980s. An understanding of economic change is important because it impacts the demand for different types of land. A considerable amount of detail is therefore provided in this chapter on recent economic changes and trends affecting development in the Anchorage Bowl. An overview of the local economy is followed by more detailed analyses of selected activities.

## Background

When the 1982 *Anchorage Bowl Comprehensive Development Plan* was adopted, Anchorage was on the threshold of the biggest building boom in its history. From 1982 through 1985, Anchorage saw \$2.8 billion in new construction, including more than 21,000 new homes, over 2 million square feet of office space, and nearly 4 million square feet of retail space. Between 1982 and 1985, Anchorage added 19,000 jobs and 44,000 residents. Several major civic buildings were built or expanded during the 1980s, including the

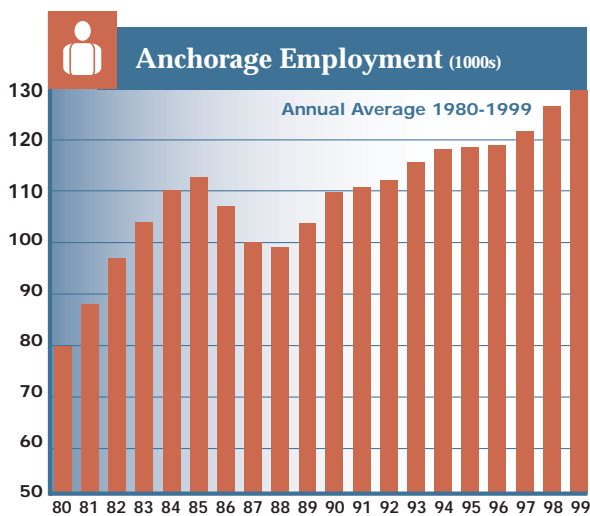




Alaska Center for the Performing Arts (ACPA), Lousac Library, Egan Convention Center, Sullivan Arena, and Anchorage Museum of History and Art. Anchorage also expanded its utility infrastructure by completing the regional landfill, the Eklutna water project, and the wastewater treatment plant.

When oil prices slumped in early 1986, state revenues and expenditures shrank, and Anchorage's economy abruptly stalled. Between 1985 and 1988, Anchorage lost 12,000 jobs and 29,000 residents. Many jobless workers walked away from mortgages. Rental apartment vacancies skyrocketed from 3 percent in 1982 to 25 percent in 1986. Anchorage was left with an oversupply of homes, retail space, and commercial offices. Residential and commercial property values fell by nearly half. Anchorage suffered a lengthy real estate recession, marked by foreclosures, bankruptcies, and bank failures.

In 1989, Anchorage's economy rebounded strongly with a 4.5% increase in employment. Part of the increase was due to clean-up activities associated with the Exxon Valdez oil spill, but all employment



sectors, except for finance, increased that year. Average wage employment rose from 111,400 jobs in 1990 to 128,900 in 1998, an increase of nearly 16 percent. In 1999, Anchorage completed its tenth consecutive year of modest but steady economic growth and employment increases. The community's unemployment rate is at an all-time low—under 5 percent in both 1998 and 1999.

Anchorage is the State's primary transportation, communications, trade, service, and finance center. Anchorage makes up 42 percent of the State's population, but accounts for 47 percent of the employment. Nine of the ten largest private employers are headquartered here. More than 70 percent of the State's legal, business, engineering, and management service employment is based in Anchorage. Anchorage is also the State's government center. Although Juneau is the state capital, in 1998 Anchorage had 8,300 state employees, compared to 5,300 in Juneau. The disparity is much greater for federal workers. In 1998, Anchorage's 10,100 federal employees accounted for nearly 60 percent of the statewide total, while only 1,800 federal workers were based in Juneau.

Anchorage has good fundamental economic assets, including a well-educated and skilled workforce and two universities. Other assets are efficient air and marine transportation, a strategic location for international air logistics and modern communications, and reliable low-cost utility services with capacity for growth. There are also excellent educational and health services, competitive wages, low taxes, modern infrastructure, excellent environmental quality, and, overall, a superior quality of life.

Anchorage's job profile largely resembles that of the nation's except that it has few manufacturing workers—less than 2 percent versus 15 percent nationwide. Expansion and diversification have given Anchorage's



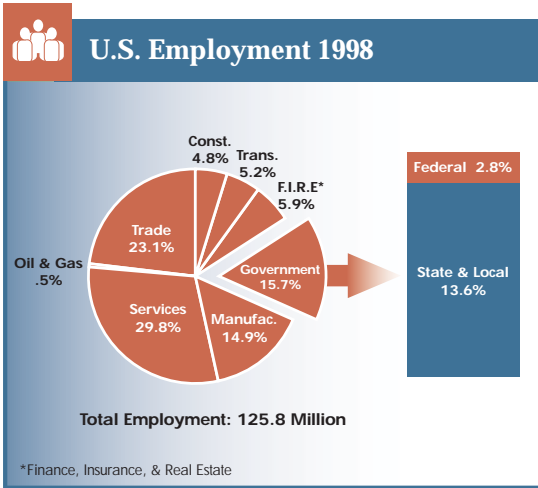
Construction continues to be an indicator of growth in the Anchorage economy.

economy the ability to absorb fluctuations in the business cycle or unexpected economic events. Anchorage now has a steady year-round employment base, with a summer boost from tourism and construction activities.

Anchorage is closely tied to national and global economies. Alaska exports more of its natural resources and imports a larger share of consumables than any other state. As the State's chief trade, transportation, and distribution center, Anchorage's prosperity is tied to national and international markets for oil, gas, minerals, timber, and seafood. Likewise, the flow of tourists and air cargo to and through Anchorage largely depends on trends in national and world economies. Cheaper and faster transportation and telecommunications negate Anchorage's one-time isolation from world markets.

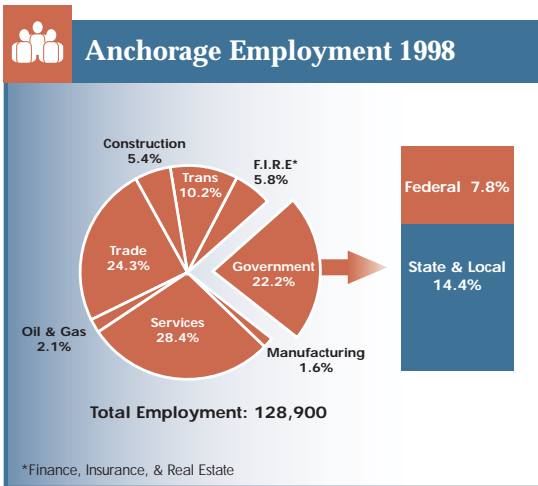
During construction of the oil pipeline in the mid-1970s, Anchorage's per capita income was 77 percent above the national average, and its cost of living was more than 40 percent above national norms. In the last two decades, Anchorage incomes and living costs have become more in line with national trends. By 1998, per capita income was only 20 percent above the national





average, and cost of living was only about 24 percent higher.

Some of the decline in wages is related to a shift in the local job mix. Over 80 percent of the jobs added since 1990 have been in the lower skilled, lower paid retail trade and service sectors. Although lower paying jobs such as hotel workers predominate in the service sector, Anchorage has also added higher paying jobs in health care, business, engineering, and legal services.



Growth in the highest paid sectors (oil and gas, construction, government and transportation, communications and utilities) has been negligible except for air transportation. The narrowing of the cost-of-living gap has helped lift Anchorage’s relative purchasing power. The main factors contributing to this trend are lower housing costs (compared to the Lower 48), the entry of major national retailers into the Anchorage market, more efficient transportation and distributions systems, and low state and local taxes.

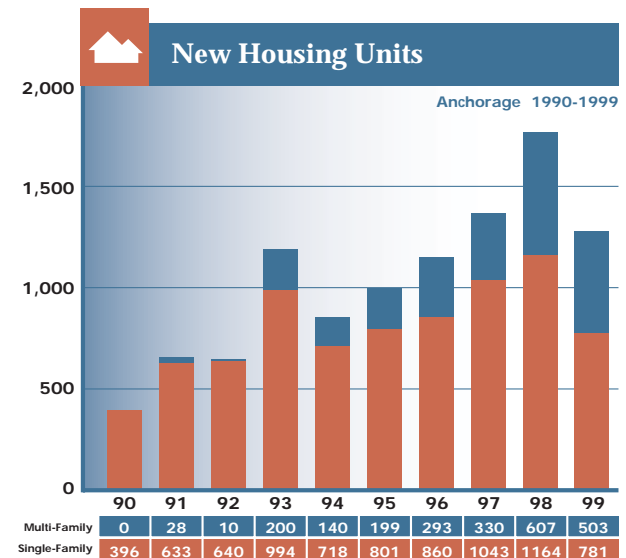
### Construction

Nearly \$7 billion in new construction has occurred in Anchorage since the last comprehensive plan was done. About \$3.9 billion in construction valuation was added in the 1980s and another \$3.2 billion in the 1990s. Not included in these totals were major federal projects such as the \$165 million Alaska Native Medical Center and a large number of on-base military construction projects. Road construction projects are also not included in these figures.

Several major federal, state, municipal, and private construction projects were completed in Anchorage in the 1990s. New government facilities included the Alaska Railroad Headquarters Building, a Base Exchange on Elmendorf Air Force Base, a National Oceanic and Atmospheric Administration (NOAA) headquarters facility, a Veterans Affairs clinic, and a municipal permit center. Private developments included new bank offices, 1,700 hotel rooms, a 16-screen theater complex, and a 9-screen movie theater addition. The \$125 million Alaska Seafood International manufacturing facility opened in 1999 and construction has begun on a new \$60 million jail and a downtown fire station.

After the Anchorage housing market collapsed

in the late 1980s, some predicted that it could take decades to absorb the over-supply of apartments and condominiums. The inventory, however, was fully absorbed by the early 1990s. Between 1987 and 1989, less than 500 single-family homes and only seven multi-family units were built in the Anchorage Bowl. The housing market began to recover in 1990, but almost no new multi-family units were added until 1993, when 200 units were built, primarily through government tax credit financing programs. Since then, multi-family housing, especially owner-occupied duplexes, tri-plexes and four-plexes, has increased in popularity. Some multi-family housing has been aimed at the entry-level market, but it is also a popular choice among “empty nesters” who choose to move out of single-family homes and purchase higher end townhouses. In 1998 and 1999, multi-family housing accounted for over 40 percent of the housing built in the Anchorage Bowl. In 1999, a large-scale (180 units) rental complex was financed privately without government tax credits. One indicator of the increased



demand for additional rental housing was the 3.6 percent vacancy rate at the end of 1999.

Since 1990, housing developments in Chugiak-Eagle River have competed with the Anchorage Bowl housing market. Recent prices for new homes in Eagle River have equaled or exceeded those in the Bowl. Consequently, increasing numbers of Anchorage residents are choosing to buy homes in the Matanuska-Susitna Borough. They are attracted by abundant land, lower land prices, lower building costs, overall lower housing costs, and less local government regulation.

In the late 1980s, it seemed possible that one of Anchorage’s two military installations might close. Although this did not happen, Fort Richardson’s troop level dropped from about 4,100 to 2,100 in 1994. There are about 5,000 fewer military personnel and dependents in Anchorage today than there were in the early 1980s. Although there has been a decline in the overall military population, both military installations have upgraded on-base housing in the last decade. Old housing units were either torn down or renovated and enlarged. Because renovation reduced the number of on-base units, military personnel and families living off base increased from about 8,500 in the early 1980s to 12,000 in the late 1990s. This helps explain some of the absorption of the over supply of multi-family housing. In 1999, Elmendorf Air Force Base proposed plans for a private developer to build 300 new units of housing on base. This could affect multi-family housing demand in the Anchorage Bowl.

More than a half billion dollars in roads and transportation-related projects were built in Anchorage in the last decade, mostly with federal funds. In the late 1980s, completion of the Minnesota Bypass gave Anchorage residents a second freeway route to Mid-

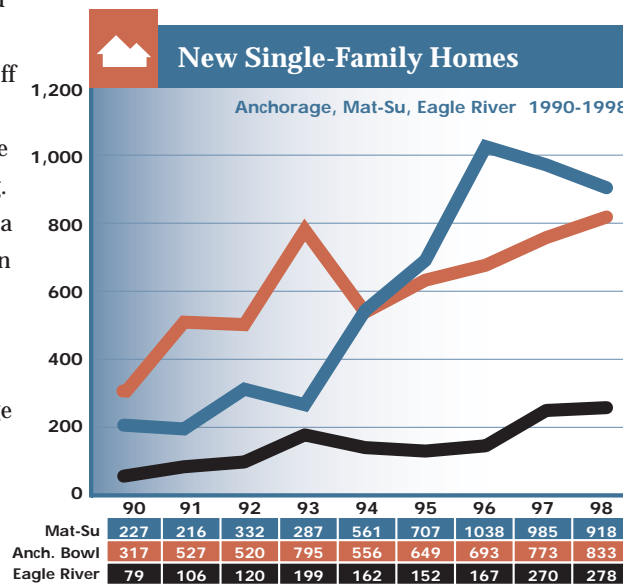
town and Downtown from South Anchorage. North of Anchorage, the Glenn Highway was widened from two to four lanes from Eklutna to the junction of the Parks Highway in the Matanuska-Susitna Borough. This dramatically cut commuting time and increased safety for Mat-Su commuters. South of Anchorage, the Seward Highway was rebuilt to Girdwood. Roadway projects in the Anchorage Bowl included improvements to most major arterials and collectors.

In the early 1990s, \$30 million was spent to upgrade Spenard Road to help remove neighborhood blight and promote economic development. The road design included wide pedestrian-friendly sidewalks, extensive landscaping, benches, pocket parks, bus stops, and attractive lighting. Spenard Road soon became a major transit corridor. These public improvements were followed by major private investments, particularly in hotels, restaurants, and tourist-related services. Since that time, most transportation improve-

ments in the Anchorage Bowl have been designed with greater emphasis on landscaping, trails, bike routes, and transit enhancements. Access to Ted Stevens Anchorage International Airport was improved in the fall of 1999 with completion of a \$25 million overpass and interchange at Minnesota and International Airport Road.

### Petroleum Industry

Petroleum revenues fund more than 75 percent of the cost of Alaska’s state government. The oil and gas industry is also an important employer and purchaser of local goods and services. This means that oil price fluctuations have a strong impact on the Anchorage economy. Oil industry employment peaked at 4,200



Alaska’s families embody our industrious and independent spirit.

jobs in 1985, but dropped to 3,700 jobs by 1990 and 2,500 in 1998. In response to low oil prices in the early 1990s, the industry cut costs and payrolls. As part of the downsizing, petroleum companies contracted with private businesses to perform functions formerly carried out by company employees. Today, most support personnel are contract workers who earn lower wages, with fewer benefits and minimal job security.

### Air Transportation

In the late 1980s, about 1.7 million international travelers passed through the state-owned Ted Stevens Anchorage International Airport. Passenger jets flying between the U.S. and Asia, or over the North Pole from the U.S. to Europe, stopped in Anchorage to refuel and change crews. The Duty Free Shop at Ted Stevens Anchorage International Airport was one of the largest retailers in the State. Anchorage also benefited from aircrews staying in local hotels. In 1989, most of the \$22 million in state revenues from airport concessions came from the Duty Free Shop. By the early 1990s, however, most international carriers bypassed Anchorage because they had switched to planes that could fly longer distances without refueling. At about the same time, the end of the Cold War saw the opening up of formerly forbidden Russian airspace. By the mid-1990s, only about 500,000 international travelers passed through Anchorage each year.

The decline in international passenger traffic was offset by the expansion of the air cargo industry. Federal Express opened an \$11 million package sorting facility in 1989 and made Anchorage one of its principal hubs. During the decade, other domestic and international carriers, including United Parcel Service, DHL, Alaska Airlines, Japan Airlines, and Northern Air Cargo, expanded their Anchorage cargo operations. In

1999, Federal Express opened a new \$48 million facility at the airport. Air cargo passing through Ted Stevens Anchorage International Airport rose from 600 million pounds in FY 1988 to 3.6 billion pounds in FY 1999. Today, attempts are being made to target the airport area's potential for light manufacturing and high-tech assembly as a complementary activity to the expanding air cargo industry.

The University of Alaska Anchorage has established a new global logistics management major within the Bachelor of Business Administration (BBA) degree program to further support the air cargo industry. The program is designed to provide specialized training for students in the field of logistics, both nationally and in Alaska. This program will enhance the success of global logistics in Anchorage by providing to the industry a locally based labor force that understands and can manage logistics systems. Also, in response to expanding air cargo and tourism activities, a \$350 million expansion and upgrade of the airport terminal and other facilities is underway.

### Tourism

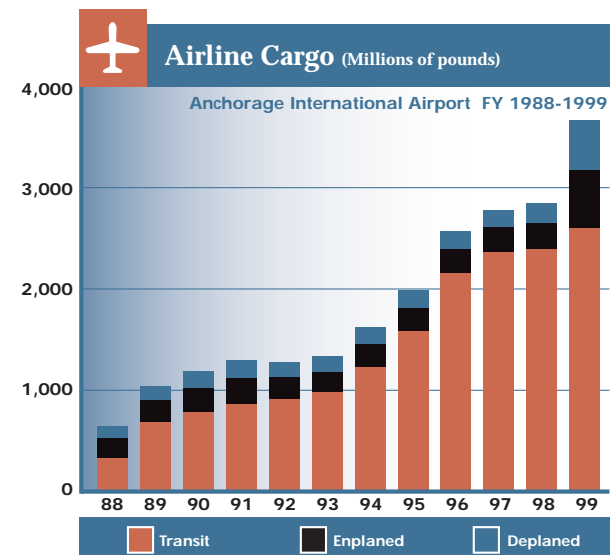
Of the estimated 1.1 million visitors traveling to Alaska in the summer of 1998, about 60 percent traveled to Anchorage. The number of visitors to Anchorage has increased more than 5 percent annually since 1990. Efforts are underway to develop more local attractions and lengthen visitor stays. A \$16 million Alaska Native Heritage Center opened in 1998. Plans are underway for a major expansion of the Anchorage Museum of History and Art.

Until recently, a factor limiting tourism growth in Anchorage was an inadequate supply of modern hotel rooms. New hotel development was considered a risky

investment due to the short tourist season. Skepticism lifted after the Regal Alaskan Hotel was identified as one of the nation's most profitable airport hotels. Soon other chains began to explore potential investments in the Anchorage area.

Between 1990 and 1999, more than 1,700 hotel rooms were built in the Municipality of Anchorage. In 1994, the Alyeska Prince, a 307-room luxury hotel, opened in Girdwood. All of the other rooms were built in the Anchorage Bowl, mostly in Downtown, Midtown, and near the airport. Nearly all of the new hotels are mid-priced national chains with modern amenities and services oriented to both tourist and business travelers. A new upscale high-rise hotel opened in Downtown Anchorage in 2000. This increase in the inventory has helped increase hotel room sales from \$78 million in 1990 to \$150 million in 1999.

Before 1990, nearly all Anchorage visitors arrived by air. This changed in the early 1990s when about 100 cruise ships a year began to dock in Seward. These cruise ships bring 125,000 visitors to Anchorage





each summer. Conventions have also increased the number of visitors. The Anchorage Convention and Visitors Bureau (ACVB) reported that convention sales increased from less than \$30 million in 1988 to more than \$60 million in 1998. A 1998 study by a major accounting firm found that there was a need for a larger convention center.

### Retail Development

In the 1980s, retail expansion was dominated by shopping centers and strip malls. Retail expansion in the 1990s was characterized by an influx of national “big box” chain stores. Today, Anchorage has two each of Costco warehouses, Sam’s Club warehouses, Wal-Marts, K-Marts, Office Max shopping centers, and Office Depots. It also has a Barnes & Noble, Pier 1 Imports, Toys-R-Us, Borders Books, Sports Authority, Lowe’s Hardware, Home Depot, and three Fred Meyer shopping centers. Other retail-related expansion included innumerable freestanding restaurants, particularly fast-food outlets with drive-through lanes. In the last decade, nearly every Anchorage gas station has been renovated or replaced. Many have been expanded to include groceries, eateries, and other services.

Much of the over-supply of retail space built in the 1980s was recycled in the 1990s. Space in many retail strip malls and shopping centers was converted to other uses such as churches, health clubs, offices, and service businesses. Two large secondhand stores currently occupy a building that was formerly an expensive furniture store. At the other end of the scale, two large buildings vacated by Long’s Drugs were fully renovated and transformed into a Barnes & Noble bookstore in Midtown and a CompUSA store in South Anchorage. A former Safeway Store now houses



The Alaska Visitor’s Center is a hub for travel in the city and around the State.

the Anchorage Police Department training center and firing range. A former movie theater is now occupied by an alternative public school. An obsolete building that had been a succession of retail groceries, is now City Market, an upscale neighborhood grocery store that also features an espresso bar, Italian bakery, deli, and restaurant. It is anticipated that redevelopment will continue. There is a growing potential for re-use of shopping malls and other large vacant or under-utilized commercial buildings for mixed-use developments, including residential, office, and retail.

### Downtown Anchorage Development

A strong downtown is an important indicator of a community’s economic vitality. Anchorage took a number of steps to bolster its downtown area. A major public investment decision in the early 1980s by the Municipality to construct a parking garage at Fifth Avenue and C Street was critical to retaining Downtown’s two major retailers. Municipal investment in the parking facility was key to the development of the Fifth Avenue Mall with the retention of JCPenney and Nordstrom as anchors. In addition, the commitment to construct the Seventh Avenue and G Street parking



Retail development in the mid-1990s

garage was instrumental in ARCO (now Phillips 66) Alaska’s decision to expand its headquarters office building Downtown. These investments, along with others in a variety of major public improvements, kept the downtown area from stagnating during the economic downturn later in the 1980s.

During the economic slump in the mid-1980s, the future of Downtown Anchorage appeared precarious. Several older buildings had been torn down or vacated with the expectation that the land would soon be developed. When this did not happen immediately, vacant buildings and lots detracted from the area’s appearance. A number of retailers and restaurants abandoned Downtown, and many offices stood vacant. More than half the space in a new 250,000 square-foot mall adjacent to the Nordstrom and JCPenney department stores was vacant. The Municipality’s lease on its downtown headquarters was expiring, and officials considered whether to renovate the existing building or lease space elsewhere. High vacancy rates left municipal parking garages under-utilized.

In the heart of Downtown, the Alaska Center for the Performing Arts (ACPA) was nearing completion. It was the focus of negative sentiments from some resi-

dents due to cost overruns and controversial design. Shortly after the opening of ACPA, the Alaska Repertory Theater, one of the primary tenants, folded due to a lack of funds.

Against this negative backdrop, Downtown Anchorage experienced a renaissance in the 1990s. A major catalyst was the development of Town Square, located between the ACPA, City Hall, and the Convention Center. The Municipality raised \$1 million to develop the park by selling more than 13,000 personally inscribed granite bricks to pave the perimeter of the square. This public involvement in developing Town Square helped lessen negative feelings about the park and adjacent ACPA. Extensive landscaping transformed Town Square into a public plaza with spectacular flower beds along the walkways. A privately funded waterfall fountain was added in 1998. Town Square has become a centerpiece for community events, including Anchorage's Millennium Celebration that attracted more than 30,000 people on a sub-zero night.

A beautification program featuring flowers, benches, new streetlights, and road design improvements has greatly improved the attractiveness of the

downtown area. In the summer, planters and hanging baskets adorn streets, sidewalks, and buildings. In the winter, small white lights decorate the streetscape. The ACPA has become a magnet for cultural and social events. It currently hosts popular Broadway shows as well as nationally acclaimed dance and musical performances and is virtually booked year-round. The Anchorage Museum of History and Art, located three blocks west of Town Square, is another downtown cultural cornerstone. In 1999, it was announced that a \$50 million endowment from a private donor will help fund future expansion of the museum.

Downtown has also become a weekend destination for residents and visitors. In 1992, the Anchorage Downtown Association and the Anchorage Parking Authority developed Saturday Market on a paved Third Avenue parking lot that saw little use on weekends. An attractive cedar entry, market headquarters, stage, sound system, and landscaping were installed using mostly donated materials and labor. The market opened in 1993 with 60 vendors, and by the end of the first summer, there were 200. Today all 300 spaces are full, with a waiting list.

The Fifth Avenue Mall, which was more than half

vacant in the mid-1980s, is nearly full and has attracted major national retail chains such as Eddie Bauer, The Gap, Body Shop, and Banana Republic. Several new hotels have opened. Many new restaurants and businesses have either opened Downtown or have relocated there. Recent government projects in the area include a new \$35 million state courthouse, a new FBI headquarters building, a \$12 million renovation of City Hall, and restoration of Historic City Hall on Fourth Avenue. The State recently acquired the Bank of America Building and is relocating most state offices Downtown.

Additional efforts to improve the downtown area are also underway. In 1997, the Municipality worked with local businesses to establish a Downtown Improvement District. Most businesses within the District agreed to an additional property tax assessment in return for new and enhanced services to improve the area's safety, cleanliness, attractiveness, and quality of life.

The Ship Creek area, just north of Downtown, has been the focus of a major master planning effort by the Alaska Railroad Corporation, which owns most of the property in this area. Proposed developments include road, rail, and utility improvements; trails and landscaping; and a mixed use of residential, commercial office, and retail development.

### Education and Health Care Expansion

Anchorage school enrollment increased rapidly during the 1990s, from about 40,000 students in 1988 to almost 50,000 in 1999. During this period, Anchorage voters approved more than \$500 million in school construction projects. New educational facilities were built, including two middle schools and nine elementary schools. In 2001, construction will begin on a



New hotel construction in downtown Anchorage



The annual flower display in Town Square Park, a part of Anchorage's City of Flowers campaign

replacement for Dimond High School, and a new South Anchorage high school is planned. Most other Anchorage schools have undergone expansions or upgrades since 1990. The University of Alaska Anchorage (UAA) and Alaska Pacific University (APU) constructed several new buildings and expanded programs. UAA established a new logistics program to train students for jobs in this field related to air cargo expansion. A new \$29 million UAA dormitory, housing more than 500 students, opened in 1999.

Education and health care have been identified as resources for further expansion of Anchorage’s economic base. Most higher education, medical, and social service institutions are located in a 1,130-acre area in the center of the Anchorage Bowl. The organizations are currently involved in a university and medical district master plan, which assesses existing land use patterns and makes recommendations for future development. Participants include the Municipality, Mental Health Land Trust, Providence Alaska Medical Center, UAA, Alaska Native Medical Center, APU, Alaska Psychiatric Institute, Anchorage Trails and Gre-

enways Coalition, Anchorage School District, and McLaughlin Youth Center.

Much of the expansion in the service industry in Anchorage in the past decade has been related to growth in health care services. Health care employment increased from 3,000 jobs in 1980 to nearly 8,000 in 1998. Major health care building projects also took place in the 1990s, including expansion and renovation of both the Alaska Regional Hospital and Providence Alaska Medical Center, and construction of the new \$165 million Alaska Native Medical Center and a new \$160 million hospital on Elmendorf Air Force Base.

Anchorage residents can now receive local treatment for medical conditions that formerly required a trip to the Lower 48. Improved medical care has also encouraged a higher percentage of Anchorage seniors to remain in Alaska after they retire. The development of special housing projects, home health care services, and assisted living facilities have added several hundred housing units for Anchorage seniors.

In Fall 1998, UAA opened three residence halls with plans for two more by 2005. APU also is planning

a residential facility. UAA has embarked on a campaign to retain a higher portion of state college-bound high school graduates. The University-Medical District will be a major attraction for such group quarters serving off-campus student housing and assisted-living facilities.

### Parks, Trails, and Recreation Development

Anchorage’s trails, parks, and recreational facilities are major community assets. The extensive trail system attracts both residents and visitors and is currently ranked second in the nation. One of the most popular routes is the Tony Knowles Coastal Trail, a 10-mile asphalt trail that runs from Downtown to Kincaid Park. Plans are presently being explored to extend the existing trail south to Potter Marsh. The addition of trail segments to connect major trails is also planned to ensure that nearly all Anchorage Bowl residents are within ten minutes of the trail system.

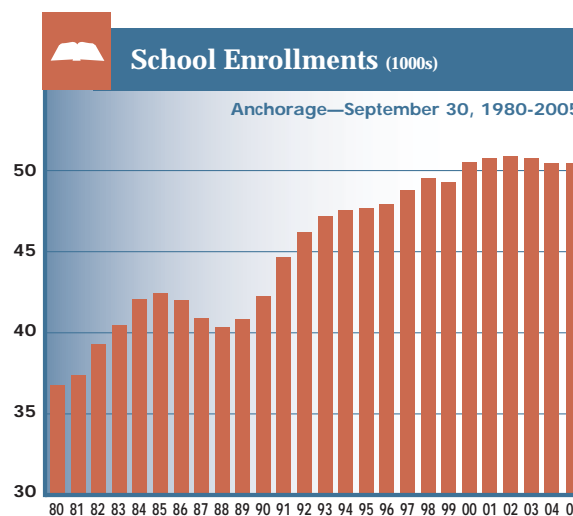
One of Anchorage’s premier winter attractions is more than 200 kilometers of groomed cross-country ski trails, including 40 kilometers lit for night skiing. Anchorage also has recreation centers, swimming pools, ball fields, skating rinks, parks, and playgrounds that were built or renovated during the 1990s. For example, a new community center opened in Mountain View in 1999, and major improvements were made to Kincaid Park and Hilltop Ski Area for the 2001 Special Olympics World Winter Games.

### Other Economic Factors

Despite oil industry job reductions and predictions of less than 2 percent employment growth, Anchorage’s economy appears strong. A University of Alaska economist recently noted that although tourism and the air cargo expansion have helped to diversify



University of Alaska Anchorage campus





the local economy, their actual dollar impacts are small when compared to recent increases in Permanent Fund Dividends and federal funds. The Alaska Permanent Fund Dividend was \$953 per person in 1990 and \$474 million was distributed statewide. In 2000, the dividend was \$1,964 per person and statewide payments totaled \$1.1 billion—more than double the 1990 distribution. The other economic engine was a large increase in federal funding to state government. Federal receipts to state government increased from an average of about \$1 billion annually from fiscal years 1996-98 to more than \$1.7 billion in fiscal year 2000. More than \$700 million of this total was earmarked for transportation projects.

### Land Use

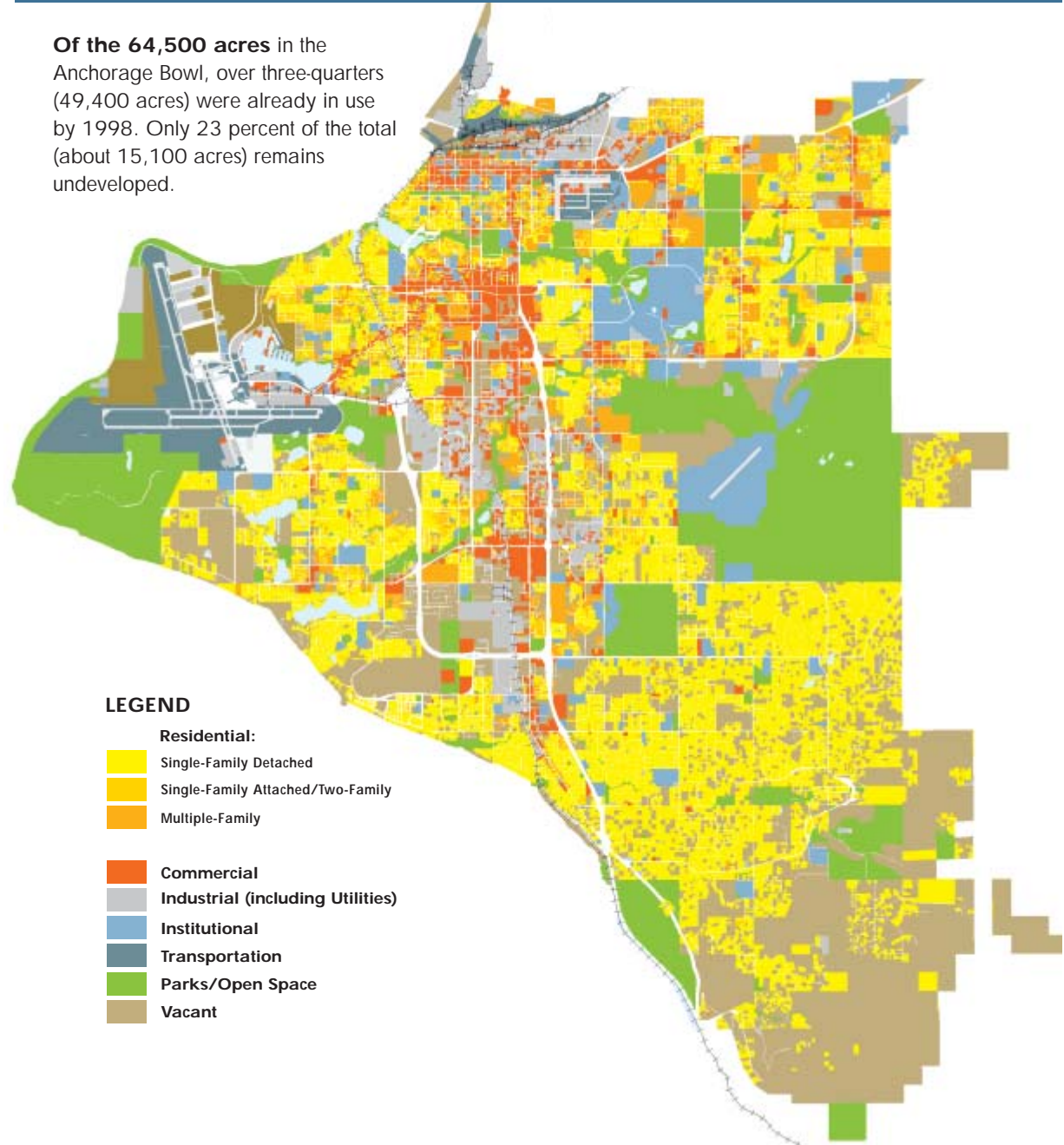
#### Existing Land Use Issue

- Most of the suitable land in the Anchorage Bowl is already developed. Much of the remaining vacant land is in areas where development is more difficult.

Residential uses occupied 17,600 acres in 1998, or 36 percent of all developed land in the Anchorage

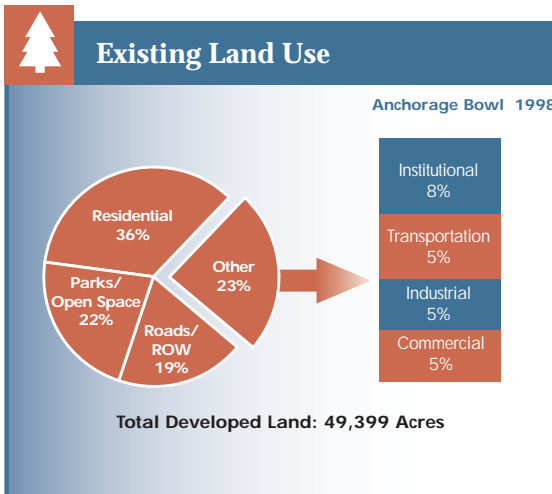
### Existing Land Use - 1998

Of the 64,500 acres in the Anchorage Bowl, over three-quarters (49,400 acres) were already in use by 1998. Only 23 percent of the total (about 15,100 acres) remains undeveloped.



#### LEGEND

- Residential:**
  - Single-Family Detached
  - Single-Family Attached/Two-Family
  - Multiple-Family
- Commercial**
- Industrial (including Utilities)**
- Institutional**
- Transportation**
- Parks/Open Space**
- Vacant**



The land use analysis uses data and findings from three land use studies done in support of the Comprehensive Plan:

- The 1994 Anchorage Bowl land use inventory conducted by the Planning Department. The inventory identified current uses of land parcels within the Anchorage Bowl.
- The *Anchorage Bowl Commercial and Industrial Land Use Study* (HDR Alaska, Inc., July 1996), which was based on the detailed inventory of commercial and industrial land uses. The study analyzed trends, and estimated land requirements for future commercial and industrial development.
- The 1998 municipal-wide inventory of residential land use, housing, and vacant land done by the Planning Department. This inventory was an update of the 1994 Land Use Inventory for all residential and vacant land parcels within the Municipality.

Bowl. Parks and open space accounted for 22 percent of all developed land, and public rights-of-way took up another 19 percent. The remaining land was shared by commercial (5 percent), industrial (5 percent), and institutional (8 percent) uses, and by airport, railroad, and port uses (5 percent).

Overall, 77 percent of the existing land supply is already committed to use, but development is unevenly spread. The oldest settled areas, the Northwest (90 percent developed) and Northeast (89 percent) subareas, are the most built up. The Southwest (79 percent) and Central (81 percent) subareas are less developed, while the Southeast (59 percent) subarea is least developed. It holds well over half of Anchorage’s remaining vacant land.

### Vacant Land – Suitability for Development Issue

- The remaining supply of vacant land in the Anchorage Bowl that is suitable for development is limited.

The 15,100 acres of vacant land in the Anchorage Bowl were assessed to determine if site conditions such

as steep slopes, wetlands, poor soils, or seismic or other hazards limited their development potential. About 6,675 acres were found fully suitable. Another 5,050 acres were limited by environmental constraints and classified as marginally suitable for development. The remaining 3,375 acres were limited by more severe environmental constraints and classified as being generally unsuitable for development. Thus, about 11,700 acres—about one-sixth of the Anchorage Bowl’s total land area—are presently vacant and suitable or marginally suitable for future community expansion (see Vacant Land Status map, page 24).

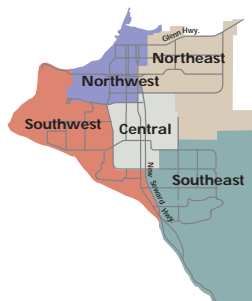
Approximately one-half (5,847 acres) of the developable vacant land is in the Southeast subarea, with lesser amounts in the Southwest (20 percent), Northeast (12 percent), and Central (12 percent) subareas. The Northwest subarea has the smallest share (6 percent) of vacant developable land.

In addition to vacant land, some parcels in use are developed well below their allowable intensity and are considered underdeveloped. For example, some residential parcels have the potential to be subdivided in the future to yield additional vacant lots. Based on

**Table 2. Existing Land Use, Anchorage Bowl, 1998**

Land Use	Acres	Percent
Residential	17,595	36%
Commercial	2,731	5%
Industrial	2,581	5%
Transportation <sup>1</sup>	2,442	5%
Institutional	3,773	8%
Parks/Open Space	10,823	22%
Rights-of-Way & Misc.	9,454	19%
<b>TOTAL</b>	<b>49,399</b>	<b>100%</b>

<sup>1</sup> Includes Ted Stevens Anchorage International Airport, Alaska Railroad, and the Port of Anchorage.



**Table 3. Existing Land Use (acres), by Subarea**

Anchorage Bowl, 1998						
Land use	Northwest	Northeast	Central	Southwest	Southeast	Total
Residential	1,990	3,837	2,156	2,834	6,778	17,595
Commercial	1,068	555	686	354	68	2,731
Industrial <sup>1</sup>	1,161	326	948	2,529	58	5,022
Public Lands/Institutions	2,652	8,740	2,484	5,455	4,720	24,051
<b>TOTAL LAND IN USE</b>	<b>6,871</b>	<b>13,458</b>	<b>6,274</b>	<b>11,172</b>	<b>11,624</b>	<b>49,399</b>
Vacant land	772	1,723	1,510	2,878	8,219	15,102
<b>TOTAL LAND</b>	<b>7,643</b>	<b>15,181</b>	<b>7,784</b>	<b>14,050</b>	<b>19,843</b>	<b>64,501</b>
Percent developed	90%	89%	81%	79%	59%	77%

<sup>1</sup> Includes Ted Stevens Anchorage International Airport, Alaska Railroad, and Port of Anchorage.

Vacant Land Status - Anchorage Bowl 1998

TOTAL 64,500 acres

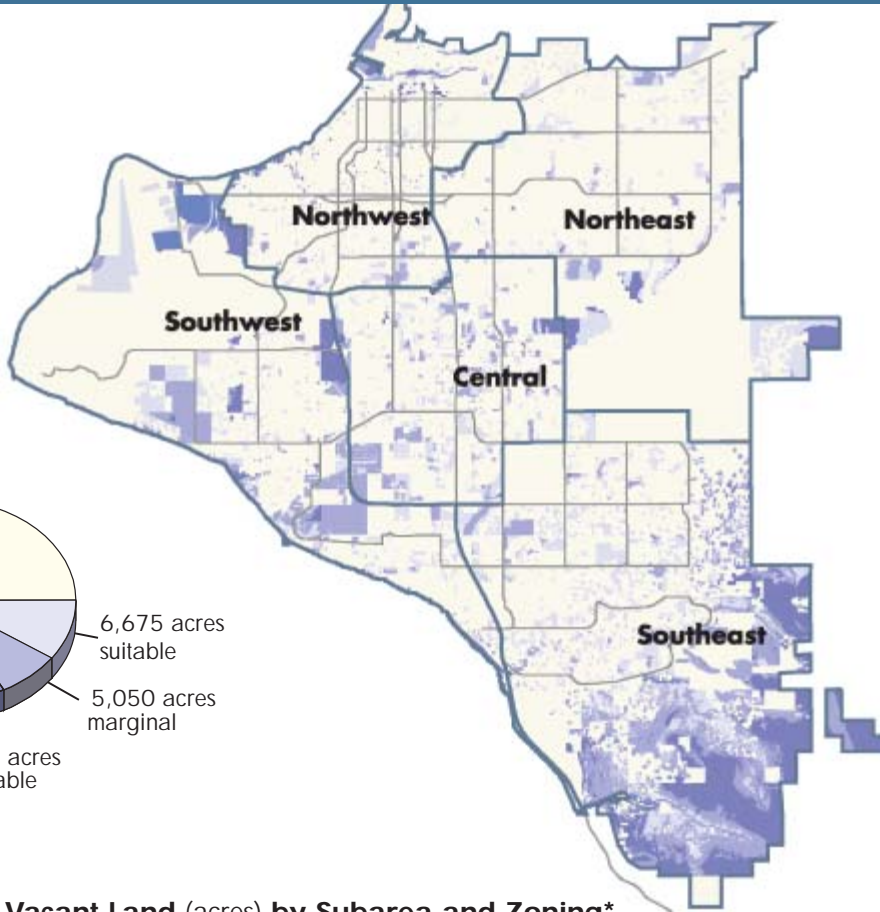
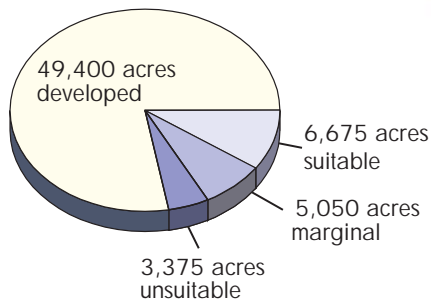


Table 4. Developable Vacant Land (acres) by Subarea and Zoning\*

Anchorage Bowl, 1998

Zoning	Northwest	Northeast	Central	Southwest	Southeast	Total	Percent
Residential	231	804	649	1,406	5,447	8,537	73%
Commercial	145	98	113	61	4	421	4%
Industrial	204	53	589	88	0	934	8%
PLI	4	381	33	155	273	846	7%
Other	82	130	40	618	123	993	8%
<b>TOTAL</b>	<b>666</b>	<b>1,466</b>	<b>1,424</b>	<b>2,328</b>	<b>5,847</b>	<b>11,731</b>	<b>100%</b>
Percent	6%	12%	12%	20%	50%	100%	

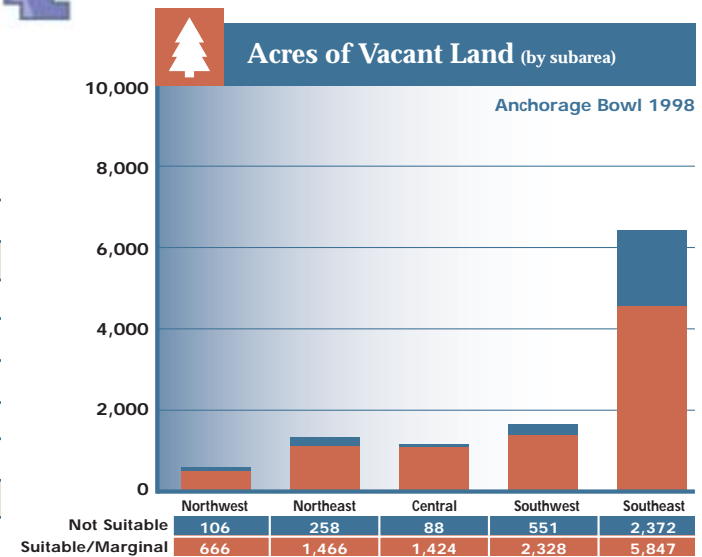
\*Includes suitable and marginally suitable vacant land

the land use inventory, about 600 acres in residential use have potential for further subdivision. As with vacant land, nearly two-thirds of underdeveloped residential acreage is in the Southeast subarea.

Vacant Land - Zoning Status Issues:

- The current supply of land for new urban single-family homes in the Anchorage Bowl is limited. Unless this can be remedied, the outflow of new single-family home construction to Chugiak-Eagle River and the Matanuska-Susitna Borough will continue to increase.
- The supply of land for multi-family housing will need to be retained for future housing demand.

The future use of vacant land will be set by its zoning status. At present, 73 percent of developable vacant land in the Anchorage Bowl is zoned for residential use, 4 percent for commercial use, 8 percent for industrial, 7 percent for public lands and institutions (PLI), and 8 percent for other uses (Table 4). Sixty-four percent (5,447 acres) of vacant residential land is in the





Southeast subarea (Table 4). Most vacant commercial land is in the Northwest, Central, and Northeast sub-areas, with a minimal amount in the Southeast sub-area. Vacant industrial land is concentrated in the Central subarea, with a secondary concentration in the Ship Creek sector of the Northwest subarea. In addition, the Southwest subarea includes over 400 acres of developable vacant acreage (zoned “T”) within the boundaries of the Ted Stevens Anchorage International Airport. Most—over 75 percent—of vacant PLI lands are in the Northeast and Southeast subareas. They consist mainly of undeveloped university property, and Heritage Land Bank lands in and near Far North Bicentennial Park and Section 36 in Southeast Anchorage. Another 18 percent of this vacant acreage is in the Southwest subarea, with over 100 acres located within the boundaries of Ted Stevens Anchorage International Airport.

Among residential land uses, single-family and multi-family housing accounted for 78 and 13 percent respectively of developed residential land in the Anchorage Bowl in 1998 (Table 5). Urban (under 40,000-square-foot lot) single-family homes, including attached single-family units, were by far the most popular type of single-family housing, with 37,541 dwellings on 7,824 acres, or 5.1 homes per acre. There were 3,196 rural (over 40,000-square-foot lot) single-family homes on 5,514 acres, or 0.6 homes per acre. The 37,419 multi-family housing units used residential land much more intensively, averaging 16.6 dwellings per acre.

Table 6 compares the housing capacity of vacant residential land with existing residential development. At current zoning and density patterns, it is calculated that the Anchorage Bowl’s remaining vacant and underdeveloped residential land could support about 20,700 additional dwelling units. This does not mean

that the capacity of the Anchorage Bowl’s remaining undeveloped residential land is limited to 20,700 more dwellings. It does mean that higher average residential densities than what now prevails will be needed to absorb growth in excess of 20,700 added dwellings, or that non-residential land will be converted to residential use.

The percentage of vacant residential land zoned for multi-family and attached single-family dwellings is similar to the existing distribution of these types of development. This suggests that the zoning of vacant land for these housing types is roughly in line with current housing market choices.

However, the zoning allocation for future urban and rural single-family development is very different than for existing development. Urban single-family homes (under 40,000-square-foot lot) now occupy 44 percent of residential land, but only 28 percent of the

**Table 5. Developed and Vacant Residential Land**

By Type of Residential Unit, Anchorage Bowl, 1998

Zoning Status	Developed <sup>1</sup>		Vacant	
	Acres	Percent	Acres	Percent
Single-Family	13,760	78%	7,198	84%
Detached Urban <sup>2</sup>	7,824	44%	2,360	28%
Detached Rural <sup>2</sup>	5,514	31%	4,595	54%
Attached	422	2%	243	3%
Multi-Family <sup>3</sup>	2,257	13%	1,339	16%
Mobile Home/Other	1,578	9%	n/a	n/a
<b>TOTAL</b>	<b>17,595</b>	<b>100%</b>	<b>8,537</b>	<b>100%</b>

<sup>1</sup> Includes only parcels where the primary use was residential.

<sup>2</sup> Urban refers to homes on lots smaller than 40,000 square feet; rural to homes on lots larger than 40,000 square feet.

<sup>3</sup> The amount of vacant land zoned multi-family includes a large area in the Potter Valley which is zoned R-3 with special limitations. Existing development in this area is in the form of single-family housing.

**Table 6. Existing Housing Stock and Capacity of Vacant Land**

By Housing Type, Anchorage Bowl, 1998

Housing Type	Existing Housing		Vacant Land Capacity	
	Number	Percent	Number	Percent
Single-Family Urban	37,541	43%	6,900	33%
Single-Family Rural	3,196	4%	1,900	9%
Multi-Family	37,419	43%	9,850	48%
Other	8,998	10%	2,050	10%
<b>TOTAL</b>	<b>87,154</b>	<b>100%</b>	<b>20,700</b>	<b>100%</b>

### Land Use Intensity

The supply of land may be finite, but its capacity to support development is adaptable to demand. For example, Manhattan Island supports about 1.5 million residents and 2.6 million jobs on 22 square miles—less than one-fourth the area of the Anchorage Bowl.

vacant residential land is zoned for this type of development. By contrast, 54 percent of vacant residential land is zoned for rural single-family dwellings (over 40,000-square-foot lot), a type of housing that now accounts for only about 4 percent of the total housing stock.<sup>1</sup>

These comparisons indicate that the zoning of vacant residential land for urban and rural single-family homes does not match present housing market preferences. The shortage of land zoned for urban single-family homes will worsen if the strong demand for that type of housing continues. This supply imbalance helps explain two trends in the local housing market:

- Every year since 1994, more single-family homes have been built in the Matanuska-Susitna Borough than in the Anchorage Bowl. The pace of single-family construction is also picking up in Chugiak-Eagle River.

- The market for new multi-family housing has revived. In 1998, 36 percent of new housing units in the Anchorage Bowl were multi-family.

Both of these trends are likely to persist as the limited local supply of urban single-family lots dwindles.

### Vacant Commercial and Industrial Land Issue

- A significant amount of Anchorage's industrial and commercial land is currently underused and can help meet future industrial and commercial, as well as residential, land demand.

The 1996 *Anchorage Bowl Commercial and Industrial Land Use Study* compiled a comprehensive inventory of commercial and industrial land uses, analyzed the trends, and estimated land requirements for future commercial and industrial development. In 1970, Downtown was the retail and office center. For the

next two decades, the Midtown area captured the largest share of new retail and office development. Since 1990, the Dimond Center area has taken the lead in new retail development. For several decades, the Central and Southwest subareas have absorbed most new industrial-type development.

The study's key conclusion was that the Anchorage Bowl had an adequate supply of commercially zoned land and a comfortable surplus of industrially zoned land.

A substantial amount of commercial and industrial land in use within the Anchorage Bowl is underdeveloped. The 1996 study concluded that only 24 percent of land in industrial use was fully developed.

### Excerpts from the ANCHORAGE BOWL COMMERCIAL AND INDUSTRIAL LAND USE STUDY

“There is no apparent Bowl-wide commercial or industrial land shortage existing today or anticipated over the immediate planning time horizon and there is not a localized shortage of commercial ground.”

“With few exceptions, there appears to be enough excess zoned land inventory to sustain a land supply that avoids precluding newcomers from entering the marketplace, thereby enhancing choices and keeping costs down for end consumers.”

“Unlike many other cities, Anchorage is blessed with a rare overall balance between subareas in terms of land supply, infrastructure and market growth characteristics.”

“A simple drive around town suggests there is more than sufficient vacant land, underdeveloped land, or basically obsolete properties to provide the needed inventory to feed the potential demand over the anticipated planning time horizon.”

Forty-four percent had high potential for redevelopment or more intensive development; and another 32 percent had low or moderate potential for added development. This pool of under-utilized industrial property holds potential for more intensive industrial use or for redevelopment to other uses, depending on its location and site characteristics. The Central subarea and Ship Creek area contain a significant share of Anchorage's vacant or under-used industrial property.

The same study also found that 37 percent of land in commercial use was fully developed, while 11 percent had high potential for more intensive use or redevelopment for commercial or other uses.

## Forecasts for Planning

### Future Employment and Population Issue

- Anchorage should plan to provide for 31,600 more households, and for 39,600 more employees by 2020.

To plan for a community's future, assumptions about the level of future growth must be made. This plan follows the most recent economic, population, and household forecasts published by the University of Alaska Anchorage's Institute of Social and Economic Research (ISER).<sup>2</sup>

ISER evaluates economic and demographic trends, and produces a range of forecasts based on varying economic assumptions. ISER typically makes three forecasts: a base case forecast that reflects the most probable growth assumptions, and high and

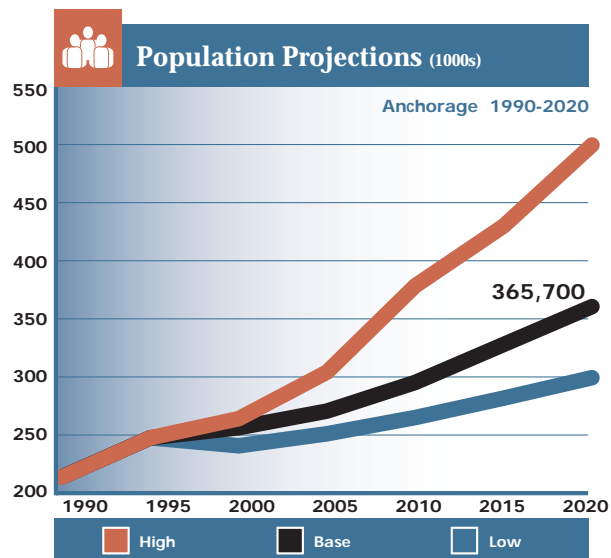
<sup>1</sup> Much vacant land is zoned for rural residential use because of site-specific environmental conditions that limit development density. However, some land has been zoned to maintain existing density patterns or because of infrastructure deficiencies rather than because of inherent site constraints.

<sup>2</sup> ISER July 1999. ISER's forecasts were used because they are (1) most widely used for planning purposes by other state and local agencies, including AMATS; (2) consistently and regularly updated; and (3) useful to assess the planning implications of changing economic and population trends.

low forecasts that reflect more or less optimistic assumptions.

The base case population forecast for the Municipality as a whole by the year 2020 is 365,700 persons, with high and low case forecasts of 449,300 and 307,200 persons respectively (Table 7). ISER assumes that the Matanuska-Susitna Borough will capture a rising share of regional population growth and support sector employment under all scenarios.

ISER’s base case or “most probable” forecast was used as the basis for population and employment fore-



**Table 7. Population & Employment Forecasts, Year 2020**  
Municipality of Anchorage and Matanuska-Susitna Borough

	Municipality of Anchorage		Matanuska-Susitna Borough	
	Population	Employment	Population	Employment
Current*	258,800	126,800	54,500	10,700
Base Case	365,700	172,900	89,800	18,300
High Case	449,300	216,700	113,300	24,000
Low Case	307,200	147,300	79,800	16,300

\* Current population and employment as of 1998 (Alaska Department of Labor).

casts for the Anchorage Bowl. The base case assumes an average annual population growth rate of 1.6 percent, similar to the local growth rate since 1990, and still higher than the forecasted national growth rate. A minor shift in projected rates of local population growth would not significantly affect the planning outlook, but a major shift could justify a review of plan assumptions and recommendations.

As in Anchorage’s past, surprise events—big resource projects, military crises, a severe recession, or a natural disaster—could affect rates of growth. Even so, Anchorage’s economy has grown larger and more diverse, and is now less prone to boom-bust cycles. Also, its residents are more rooted in the community. These factors will help buffer future population and economic fluctuations.

Of the Municipality’s 1998 population of 258,800 persons, 216,500 (84 percent) lived in the Anchorage Bowl. Based on recent trends and anticipated settlement and work patterns, it is estimated that about three-quarters of residents projected to be added by 2020—about 81,800 new persons—will live in the



Construction accounts for 5.4 percent of Anchorage employment.

**Table 8. Employment, Population, & Household Forecast**

Year	Population		Households		Employment	
	Total	Increase	Total	Increase	Total	Increase
1998	216,500	—	80,300	—	119,000	—
2005	238,300	21,800	88,100	7,800	129,900	10,900
2010	255,100	38,600	94,700	14,400	137,800	18,800
2015	275,800	59,300	102,700	22,400	147,700	28,700
2020	298,300	81,800	111,900	31,600	158,600	39,600
Percent Change 1998-2020	+38%		+39%		+33%	

Note: The Planning Department allocated a share of ISER’s Base Case forecast for the Municipality of Anchorage to the Anchorage Bowl.



Anchorage Bowl, with the rest settling in Chugiak-Eagle River or Turnagain Arm communities. Similarly, most new jobs are expected to be located in the Anchorage Bowl (Table 8).<sup>3</sup>

The forecasts for growth by 2020 indicate that the Anchorage Bowl will need to accommodate 31,600 more households and workplaces for 39,600 more employees. It should also plan for other private and public improvements to serve the forecasted population of 81,800 residents, plus additional commuters and visitors.

<sup>3</sup> The ISER forecasts are for the entire Municipality of Anchorage. The Planning Department allocated ISER's forecast to the Anchorage Bowl, Chugiak-Eagle River, and elsewhere outside the Anchorage Bowl.

## Infrastructure

This section reviews the status of major public services and facilities in the Anchorage Bowl, and identifies significant issues for future service delivery. Some issues are addressed by recommendations in this plan, while others are more appropriately addressed by departmental or other planning efforts.

### BASIC SUPPORT SYSTEMS:

#### • Water

The Anchorage Water and Wastewater Utility (AWWU) delivers water to about 80 percent of the population in the Bowl. AWWU does not serve portions of Hillside, areas west of Sand/Sundi/Jewel Lakes, and Klatt neighborhoods that rely on private wells. Even though access to the Municipality's water system is available, a number of other individual and community water systems are in use throughout the Anchorage Bowl. Anchorage's groundwater aquifers continue to provide an adequate supply of water for these systems. AWWU's water supply comes from Eklutna Lake,

Ship Creek, and wells. Existing capacity should meet demand through 2020. If needed, the Eklutna Water Facility could be expanded to supply additional water.

#### Issues:

- Better data on groundwater supply and quality outside AWWU's service area;
- Monitoring and remedial action where water supply or quality is compromised.

#### • Wastewater

AWWU collects and treats wastewater from most of the Anchorage Bowl, plus the military bases. Other areas, such as portions of Hillside, areas west of Sand/Sundi/Jewel Lakes, and Klatt neighborhoods use indi-

vidual or group on-site treatment systems. The Point Woronzof plant provides primary treatment of wastewater and septic tank sludge. After treatment, effluents are discharged into Cook Inlet. The collection system and treatment plant have adequate capacity through 2020. Future expansion into Southwest Anchorage is planned.

#### Issues:

- Revision of the *Hillside Wastewater Management Plan* to meet future wastewater disposal needs;
- Need for a new or modified plant if secondary wastewater treatment is required.

The Eklutna Water Treatment Facility supplies water to the Anchorage Bowl area.



### •Solid Waste

Solid waste is disposed of at the Anchorage regional landfill near Eagle River. The landfill has adequate capacity to meet projected demands to year 2043. Within the Anchorage Bowl, the Municipality operates a transfer station and provides residential and commercial garbage pickup in areas north of Tudor Road. A private firm provides service in most areas south of Tudor Road.

#### Issues:

- Improved on-site trash management (e.g., compaction, dumpster screening);
- Possible deregulation of refuse collection;
- Inconsistent requirements for mandatory refuse collection;
- Recycling.

### •Storm Drainage System

Storm drainage systems in the Anchorage Bowl are owned and maintained by both the Municipality and the State. Storm water is collected to reduce flooding from rain and snowmelt. Treatment is important because most systems discharge into area creeks, lakes, or wetlands.

#### Issues:

- Land use policies to meet federal storm water discharge permit conditions;
- Use of undeveloped lands for storm water retention;
- Improved road maintenance practices to reduce runoff pollution;
- Land acquisition for water quality treatment facilities.

### •Snow Disposal

The Municipality clears snow from more than 640 miles of road in the Anchorage Roads and Drainage

Service Area. The State, local road service areas, and private parties also remove snow. The Municipality operates eight snow disposal sites and jointly operates two more with the State. There are also private snow storage sites. Five new municipal sites may be needed by 2020, and the State may need new sites in South Anchorage, Midtown, and near the airport.

#### Issues:

- Upgrade of public and private sites to meet environmental standards;
- Snow management and disposal site study;
- Right-of-way encroachments which affect snow storage capacity.

### •Electric Power

Municipal Light and Power and Chugach Electric Association deliver electric power in the Anchorage Bowl. Their combined capacity is adequate to meet near-term peak demands. Additional capacity may be needed by 2015 to 2020. Anchorage is tied to the Railbelt grid. Major projects planned include new transmission lines, new transmission facilities, line upgrades, and undergrounding of lines.

#### Issues:

- Revision of the *Utility Corridor Plan* and *Underground Utilities Implementation Plan*;
- Impact of new technologies on distribution and marketing of power;
- Future power generation capacity;
- Increased reliance on the intertie grid;
- Shared utilities with military installations.

### •Natural Gas

ENSTAR Natural Gas Company delivers natural gas from Cook Inlet to customers throughout the Anchorage Bowl. In 1998, Cook Inlet gas reserves were

estimated at 3 trillion cubic feet. As much as 2 trillion cubic feet of natural gas could be consumed by 2008.

#### Issues:

- Future supply of natural gas for domestic consumption and local power generation;
- Siting of a proposed liquefied natural gas storage facility to supplement Cook Inlet gas supplies.

### •Communications

Telephone and cable television infrastructure is largely in place. Long distance fiber optic capacity for voice, video, and data transmissions should be adequate for the next five to ten years. New television transmission towers may be required. The proliferation of transmission and receiving facilities for wireless communications is also likely.

#### Issues:

- Increased capacity and speed for voice, video, and data transmissions;
- Possible visual and other impacts associated with wireless telecommunications facilities.

## CIVIC BUILDINGS:

### •Anchorage Museum of History and Art

The Anchorage Museum of History and Art is located in Downtown Anchorage. A planned major addition will occupy the remaining area of the block known as Rasmuson Center. Once completed, the museum should be able to meet community and visitor needs through the year 2020.

#### Issues:

- Architectural design and site plan for the proposed addition;
- Connections to parking and nearby activity centers.

### •Municipal Library System

The Z.J. Loussac Public Library, located in Midtown, accounts for 70 percent of circulation and two-thirds of patron visits. It also houses the Assembly Chambers and the Wilda Marston Theater. Loussac Library is nearly at capacity. There are also three branch libraries (Muldoon, Samson-Diamond, and Mountain View) in the Anchorage Bowl.

#### Issues:

- Update of the *Areawide Library Plan*;
- Long-term expansion at Loussac Library.

### •Alaska Center for the Performing Arts

This facility, opened in 1988, houses three theaters, with the largest able to seat 2,000 people. An enclosed skywalk connects to the Egan Center.

#### Issues:

- Proposed redesign and completion of the large rehearsal hall.

### •William A. Egan Civic and Convention Center

The Egan Center, built in 1984, is used for conventions, conferences, trade shows, and meetings. It can serve conventions of up to 2,000 people but has limited on-site expansion potential. It also has poor loading dock access, aging technology, and insufficient space for major trade shows.

#### Issue:

- Evaluation of the feasibility for an additional downtown convention center.

### •George M. Sullivan Arena

The Sullivan Arena, built in 1983, is used for sports events, trade shows, and concerts. Its 9,000 seating capacity meets present demands, but the facility has major maintenance needs.

#### Issue:

- Continued operation and maintenance needs.



City Hall, Downtown Anchorage

### •Municipal Office Buildings

Municipal offices are located in two main areas – Downtown and Bragaw Street/Tudor Road. City Hall is leased by the Municipality until 2007 and was extensively renovated in 1993. The Department of Health and Human Services building at 825 L Street is functionally obsolete and is proposed for replacement in five to ten years. The 43-acre Bragaw Street/Tudor Road complex houses a variety of municipal offices, mainly related to building permits, and operations and maintenance functions.

#### Issues:

- Established policy of locating principal municipal office functions Downtown;
- New master plan for the Bragaw Street/Tudor Road site.

### •Public Parking Facilities

The Anchorage Parking Authority operates 3 downtown parking garages with a combined capacity of 2,100 vehicles. It also manages 6 surface pay lots (1,100 spaces) and 2,300 on-street spaces. Downtown

parking is generally adequate, although on-street parking in the core area and near L Street is at capacity during peak summer hours.

#### Issues:

- More efficient use of on-street parking in the downtown area;
- Long-term need for additional parking structures;
- Revision of the *Anchorage Central Business District Comprehensive Development Plan*.

### •Community Recreation Centers

Community recreation centers in Fairview, Spennard, and Mountain View support recreational, cultural, and leisure activities for all age groups. A fourth community center is proposed for Muldoon.

#### Issues:

- Identification of the roles of community centers and schools in meeting community needs;
- Lack of a recreation center in South Anchorage and potential for converting Dimond High School pool and gym to a recreation center facility.



The newly renovated Mountain View Community Center is an example of a project made possible by neighbors helping neighbors.





Goldenview Middle School in South Anchorage

### • Anchorage Senior Center

The Anchorage Senior Center, located in Fairview, serves seniors over the age of 55. A planned addition to satisfy needs for at least ten years includes classrooms and crafts rooms, an exercise room, and library expansion.

#### Issue:

- Future need for additional senior centers.

### • Indoor Ice Rinks

The Municipality owns two ice arenas in the Anchorage Bowl (Ben Boeke and Dempsey Anderson). These facilities have a combined total of four ice sheets. Sullivan Arena is also used for major hockey and skating events. There are two privately owned arenas. Use of the municipal ice arenas is generally at capacity from September to April.

#### Issue:

- Need for additional private and/or public ice arenas.

### • Indoor Swimming Pools

There are five indoor swimming pools located at all of the Anchorage Bowl's major high schools.

#### Issue:

- Continuing operation and maintenance.

### • Anchorage Public Schools

The Anchorage School District manages 46 elementary schools, 7 middle schools, and 5 senior high schools in the Anchorage Bowl. The District estimates that it will have 67,500 students (K-12) by 2025.

#### Issues:

- Need for a long-range school siting plan;
- Coordination of municipal capital improvements programs and school infrastructure needs;
- Municipal policy on the construction of off-site improvements associated with schools;
- Safe winter-walking conditions to school bus stops.

## PUBLIC SERVICES:

### • Police Protection

Police facilities in the Anchorage Bowl include the headquarters building, eleven substations, and a regional training center. Expanded police headquarters, a Hillside substation, and technology upgrades are proposed within ten years. By 2020, another substation may be needed in South Anchorage.

#### Issue:

- Additional facilities for future needs.

### • Fire Protection and Emergency Medical Services

Fire protection and emergency medical services in the Anchorage Bowl are delivered from ten fire stations. The fire insurance rating for some areas of the Hillside is lower than the rest of the Anchorage Bowl, mainly due to limited water supplies. Within ten years, two more fire stations are planned. A fire station location and risk analysis study is being conducted to project the fire and emergency medical needs to year 2025.

#### Issues:

- Completion of the long-range fire station location study;
- Community-wide fire risk assessment every five years;
- Inadequate emergency water supplies in some areas;
- Compliance with fire/building/life and safety codes;
- Fire truck access in steep areas;
- Minimize wildfire hazard.

### • Road Maintenance

Over two-thirds of the Bowl is within the Anchorage Roads and Drainage Service Area. Here, the State maintains freeways, expressways, most arterials, and some collectors, while the Municipality maintains all remaining public streets. Elsewhere, the State maintains collector and arterial streets. Other roads are in Limited Road Service Areas or are privately maintained.

#### Issue:

- A lack of historical uniformity in design standards, road construction, and road service levels.

### • Parks and Outdoor Recreation

The Municipality manages 191 park and open space areas in the Anchorage Bowl. Three large regional parks (Kincaid Park, Far North Bicentennial

One of the scenic overlooks along the Tony Knowles Coastal Trail



Park, Ruth Arcand Park) account for approximately 60% of the total park acreage. The Municipality also maintains an extensive trails system, with more than 120 miles of paved trails.

**Issues:**

- Update of the *Anchorage Park, Greenbelt and Recreation Facility Plan*;
- A shortage of neighborhood parks, especially in high-density neighborhoods and in South Anchorage;
- Mechanisms for neighborhood park acquisition;
- Lack of public sports field facilities;
- Lack of a proactive plan for acquiring additional sports fields.

## TRANSPORTATION:

Anchorage's transportation system is made up of several major elements that meet the diverse transportation needs of Anchorage residents and businesses, as well as the needs of the Port of Anchorage, Ted Stevens Anchorage International Airport, and the Alaska Railroad.

Transportation systems are typically evaluated in terms of mobility and choice. Mobility is the ability of people and goods to move quickly, easily, and affordably to their destinations. Choice is the opportunity to choose among various modes of transportation.

### Personal Transportation

Automobiles, carpooling, bus transit, walking, or bicycling meet the personal transportation needs of Anchorage residents. Like most American cities, the automobile dominates personal travel in Anchorage. In 1990, 72 percent of Anchorage residents traveled to work by a single-occupancy vehicle versus 15 percent

by carpool, 5 percent by bicycle or walking, and 2 percent by public transit.

### •Automobile Travel

The primary cause of traffic bottlenecks and delays in Anchorage is inadequate intersection capacity. In turn, congested intersections slow traffic movement along roadway segments. Based on the November 1999 draft *Status of the System Report*, eight intersections in the Anchorage Bowl perform at a poor level of service during the morning peak, midday off-peak, and afternoon peak periods. Another three intersections are congested only during the morning peak and ten are congested only during the afternoon peak period.

The afternoon peak period is usually the most congested period on a typical weekday in Anchorage. Nineteen of 30 intersections evaluated in November 1999 operated at poor levels of service during that time, versus 12 during the morning peak and 8 during the midday off-peak periods.

Congestion can also be measured by speed of travel. As with the intersection level of service analysis, the afternoon peak period is the most congested. Generally, travel times are longer and average travel speeds are slower at this time of day. During the afternoon peak hour, the most congested corridors in the Anchorage Bowl are C Street northbound and southbound, DeBarr Road/15th Avenue eastbound and westbound, Lake Otis Parkway northbound, Muldoon Road northbound and southbound, Tudor Road eastbound and westbound, New Seward Highway northbound and southbound, and Northern Lights Boulevard eastbound.

Carpooling is one of the main strategies available for Anchorage to reduce traffic congestion. According

to data obtained from a Vehicle Occupancy Survey, the average number of passengers per vehicle for Anchorage rose from 1.12 persons in 1985 to 1.19 persons in 1998. This is lower than most other cities of Anchorage's size.

**Issues:**

- Traffic congestion;
- Coordination of Transportation Improvement Program with Land Use Plan.

### •Bus Travel

The Municipal Public Transportation Department operates a system of fixed bus routes and provides specialized transportation services for senior citizens and people with disabilities. The "People Mover" bus system currently operates thirteen bus routes in the Anchorage Bowl. In 1999, the system served 3.1 million riders, down from 4 million riders in 1982. Budget cuts have reduced transit service substantially since 1982, eliminating service to some parts of town altogether. Remaining transit routes have relatively high ridership. By adding transit service, the system can expect to attract additional ridership. In addition, increased residential and commercial densities are also likely to improve transit ridership.

There is a direct relationship between residential and employment densities and public transit usage. The most successful People Mover routes in terms of passengers per revenue hour are those which pass through relatively high-density residential neighborhoods such as Spenard and Mountain View.

**Issues:**

- Promotion of transit use;
- Frequency of service;
- Winter sidewalk maintenance for transit access;
- More bus stop improvements.

### •Bicycle and Pedestrian Travel

There are about 129 miles of multi-use paved trails within the Anchorage Bowl for use by bicyclists and pedestrians, plus some on-street bicycle routes. The most pedestrian-friendly areas are older neighborhoods, such as Downtown, Mountain View, and Fairview. Factors which inhibit pedestrian travel elsewhere include a lack of sidewalks, poor street connectivity due to cul-de-sac subdivision patterns, difficulty in crossing arterial streets with double left- and right-turning lanes, and a lack of sidewalk snow removal.

#### Issues:

- Gaps in the Anchorage Bowl bicycle trail system;
- Poor street connectivity;
- Winter sidewalk maintenance for pedestrian access;
- Inadequate residential street design standards;
- Use of sky bridges.

### MUNICIPAL FACILITIES:

#### •Port of Anchorage

The Port of Anchorage takes in 122 acres of uplands and 1,400 acres of tidelands. About 90 percent of consumer goods and foodstuffs for Anchorage and the Railbelt move through the port, which also handles petroleum products. Existing facilities are generally adequate to meet current demands.

#### Issues:

- Expansion of a petroleum terminal to a multi-purpose dock;
- Additional cargo transit areas to the north;
- Construction of a south access route;
- Emergency access route;
- North access corridor for truck and rail traffic.

### •Merrill Field

Merrill Field occupies a 436-acre site in North Anchorage. Currently proposed improvements include a new gravel/ski runway, additional tie-downs and hangars, plus circulation upgrades. Long-term proposals include new taxiways and a new public terminal.

#### Issue:

- Non-airport road traffic within the Merrill Field airport property.

### STATE AND FEDERAL FACILITIES:

Major state and federal office buildings located Downtown include the State of Alaska's Robert B. Atwood office building, the state courthouse, the old and new federal buildings, and the FBI building. The Alaska Department of Transportation and Public Facilities building is located at the airport. Most other state

and federal offices occupy leased space throughout the Anchorage Bowl. Major state and federal complexes include Ted Stevens Anchorage International Airport, Alaska Railroad facilities, University of Alaska Anchorage campus, Cook Inlet Pre-Trial Facility, Kulis Air National Guard Base, and Bureau of Land Management facilities. Two major military bases, Elmendorf Air Force Base and Fort Richardson, abut the Anchorage Bowl to the north and east.

### •Ted Stevens Anchorage International Airport

Ted Stevens Anchorage International Airport (TSAIA) occupies a 4,680-acre site in West Anchorage. It is the gateway to Alaska and an important refueling stop and transshipment hub for international air cargo flights. Major renovation of the domestic terminal is underway, including a railroad passenger link to the mainline, parking, and access. Possible long-term proj-



The new Alaska Native Medical Center provides a full range of health services and houses a wonderful collection of Alaskan Native art.



ects include a new north-south runway and associated taxiways.

**Issues:**

- Possible need for additional land for airport expansion;
- Impacts of increased airport development and operations on adjacent neighborhoods and on natural open space and recreational areas;
- Recreation/open space lands that may be proposed for TSAIA development;
- Need to ensure compatible development in noise-impacted areas;
- Accessibility to the airport and its leased properties;
- Potential loss of natural open space that serves as a buffer between the airport and adjoining residential neighborhoods.

• **Lake Hood General Aviation Airstrip and Seaplane Base**

Future projects for the Lake Hood Airstrip and Seaplane Base include taxiway upgrades, a terminal, and more floatplane slips and airplane tie-downs.

**Issues:**

- Approach and departure paths from Lake Hood, and noise impacts on surrounding residential areas;
- Conflicts between vehicles, pedestrians, and aircraft on roads and taxiways.

• **Alaska Railroad**

Major railroad facilities, including offices, maintenance yards, and a passenger depot, are located in the Ship Creek area. The Railroad owns most of lower Ship Creek Valley, which was Anchorage's original industrial and warehousing district. The Railroad still leases

some land for fuel storage and other industrial uses, and is pursuing plans to redevelop its under-used real estate for residential, commercial, and office purposes.

**Issues:**

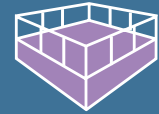
- Redevelopment of the lower Ship Creek Valley;
- Grade-separated crossings;
- Improved screening of industrial uses;
- Potential commuter rail service.

• **Military**

The military is an important component of the economy and identity of Anchorage. They are a major landowner and a primary consumer of goods and services provided in Anchorage.

**Issues:**

- Land exchanges that may be beneficial to the Anchorage population while meeting the needs of the military;
- Cooperation in meeting utility infrastructure needs of both the military and Municipality of Anchorage.



# CHAPTER 3

## Foundations

Community Values

Community Vision

Anchorage 2020 Goals

- Land Use & Transportation

- Design & Environment

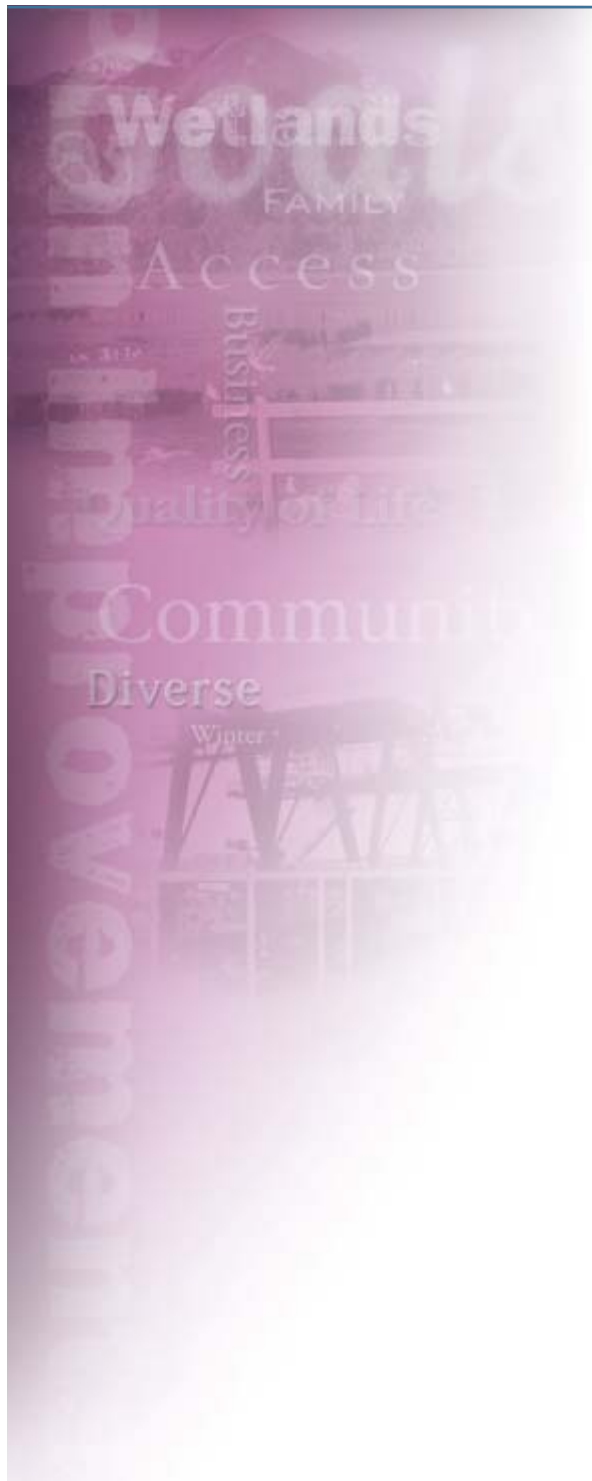
- Public Improvements & Services

- Implementation

Housing & Community Development  
Consolidated Plan Goals

Work Force & Economic Development Goals

General or Departmental Goals





## Foundations

The full range of goals for **ANCHORAGE 2020** is addressed through the coordination of the four long-range planning initiatives listed below. Throughout this chapter, goals corresponding to each planning initiative are identified by the applicable icon.



Anchorage Bowl Comprehensive Plan



Long-Range Transportation Plan



Housing & Community  
Development Consolidated Plan



Work Force Development Plan

**ANCHORAGE 2020** is a long-range guide for community growth and development. The Planning Department is coordinating four major long-range planning efforts. In addition to the **ANCHORAGE 2020-ANCHORAGE BOWL COMPREHENSIVE PLAN**, they are the *Long-Range Transportation Plan*, the *Housing & Community Development Consolidated Plan*, and the *Work Force Development Plan*. These plans identify community assets and prioritize the investment of public resources to support a safe and healthy community, a sustainable economy, and livable neighborhoods.

### Community Values

A comprehensive plan responds to community values and, at the same time, relates those values to the local capacity for various land uses and public services. To help identify community values, the Planning Department conducted an informal newspaper survey in 1996. Over 1,500 people participated, identifying what they liked best about Anchorage and what they would most like to see changed.



Based on responses to the survey, the most important attributes about Anchorage were its:

- Natural beauty and setting
- Trails/parks/greenbelts/open space
- Outdoor and recreational opportunities
- Cultural facilities & events
- Accessibility to the wilderness
- Small-town feel with big-city amenities
- Friendly, caring people
- Beautification/city of lights and flowers
- Educational facilities and programs
- Economic development/employment opportunities.

Some of the desired changes were to:

- Expand/improve mass transit

## Goals

Goals express the aspirations of a community. They are important because they set the direction of the Comprehensive Plan. They also provide a way of assessing the Plan's success.

The goals in this plan were developed by the community and approved by the Planning and Zoning Commission in January 1999 to guide further development of **ANCHORAGE 2020**. They cover the full range of community concerns and aspirations. **ANCHORAGE 2020**, however, focuses primarily on land use planning and development issues. The goals that will be implemented through **ANCHORAGE 2020** are presented first. The goals that are best addressed by other municipal planning efforts and programs are listed at the end of this chapter.

- Become a true northern/winter city
- Improve urban design (architecture, landscaping, streetscape, signs)
- Become a more pedestrian-friendly city
- Relieve traffic congestion
- Maintain/improve existing roads and add new roads.

## Community Vision

The community survey results, along with feedback from community councils and other organizations, laid the groundwork for the following vision statement. **Anchor-age is...**

**A diverse, compassionate community** where each individual is valued, and children, families and friendships flourish.

**A northern community** built in harmony with our natural resources and majestic setting.

**A thriving, sustainable, broad-based economy** supported by an efficient urban infrastructure.

**A safe and healthy place to live** where daily life is enriched by a wealth of year-round recreational and educational opportunities.

**A caring, responsive government** that is accessible and equitable for all its citizens.

**An active learning community** with abundant cultural amenities.

## Anchorage 2020 Goals

The **ANCHORAGE 2020** goals are grouped into four topics according to their main focus.

- **Land use and transportation** goals address the designation of land for various private and public uses, and how those uses are connected.
- **Design and environment** goals address quality of the built and natural environments.





Many People Mover routes originate at the downtown transit center.


- **Public improvements and services** goals address public facilities and services needed to support ongoing development.
- **Implementation** goals address how the plan should be carried out.


## Land Use & Transportation

**G** • **Residential Uses:** A variety of housing types and densities in safe, attractive neighborhoods that offer a choice of urban, suburban, and rural lifestyles that are appropriate for northern conditions and in harmony with our natural setting.




**G**  • **Commercial, Industrial, Institutional, and Transportation Uses:** A balanced supply of commercial, industrial, institutional, and transportation land uses which is compatible with adjacent land uses and has good access to transportation networks.

**G**  • **Mobility and Access:** A transportation system, based on land use, that moves people and goods safely, conveniently, and economically, with minimal adverse impact on the community.



 • **Transportation Choices:** An efficient transportation system that offers affordable, viable choices among various modes of travel that serve all parts of the community.

 • **General Land Use Issues:** A forward-looking approach to community growth and redevelopment.



## Design & Environment

   • **Neighborhood Identity and Vitality:** A variety of safe, pleasant, and

distinctive neighborhoods responsive to the diverse needs of residents, with good access to schools, recreation, natural areas, and community facilities.

  • **Housing:** A balanced, diverse supply of affordable, quality housing, located in safe and livable neighborhoods with amenities and infrastructure, that reflects Anchorage's varied social, cultural, and physical environment.

 • **Northern City:** Well-planned development based on a design aesthetic that creates a sense of place and incorporates Anchorage's unique northern setting.

  • **Transportation Design and Maintenance:** A safe, energy-efficient transportation system that is designed and maintained for year-round use and that respects the integrity of Anchorage's natural and built northern environment.

An obsolete building in a neighborhood near Downtown was transformed into a successful small-scale grocery.



Potter Marsh is a popular bird-viewing area.



These are examples of well-preserved, older homes not far from Downtown.



During the winter, Westchester Lagoon is a popular outdoor skating area.



Public open space and recreation facilities are integrated within developed areas.

**G**  • **Economic Viability:** A built environment based on design standards that sustain long-term economic viability and growth and that promote affordable residential, commercial, and industrial development.


**G** • **Harmony with Nature:** An urban place that develops in harmony with its natural setting and is mindful of its natural hazards.

**G** • **Natural Open Spaces:** A network of natural open spaces throughout the community that preserves and enhances Anchorage's scenic vistas, fish, wildlife, and plant habitats and their ecological functions and values.



**G** • **Water Resources:** Water resources and watersheds that are protected and enhanced for their enduring viability and values.

**G** • **Wetlands:** A system of wetlands with functions and values that are preserved and enhanced.

**G** • **Wildlife:** A wide diversity of fish, wildlife and habitats throughout the Municipality that thrives and flourishes in harmony with the community.


**G**  • **Air Quality:** Clear healthful air that is free of noxious odors and pollutants.


### Public Improvements & Services

**G**   • **Community Facilities:** A well-planned mix of public and institutional facilities that meet the health, education, governmental, and social service needs of all citizens.

**G** • **Utilities:** An integrated, efficient, and cost-effective network of utilities and public improvements to meet community needs.

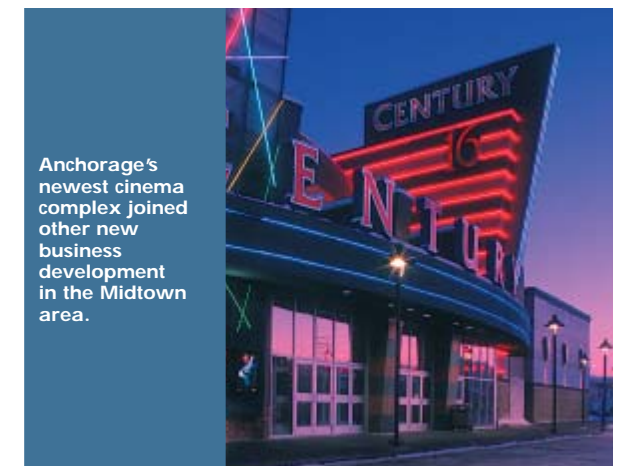
**G** • **Education:** A community that provides opportunities for lifelong learning through a variety of formal and informal educational programs, and through museums, libraries, and cultural activities.

**G**  • **Parks, Trails, and Recreation:** A sustainable and accessible system of recreational facilities, parks, trails, and open spaces that meets year-round neighborhood and community-wide needs.

**G**  • **Arts and Culture:** A community that encourages arts and cultural activities as a catalyst for education, communication, economic development, and social progress.

### Implementation

**G** • **Planning:** Coordination of public development decisions and programs to implement the Comprehensive Plan and its goals and objectives.





Anchorage's newest cinema complex joined other new business development in the Midtown area.



- G • **Funding:** Development of funding strategies for efficient, effective use of public and private resources to implement the Comprehensive Plan.

### Additional Goals:

The full range of goals in the Draft Goals and Objectives approved by the Planning and Zoning Commission are addressed not only by ANCHORAGE 2020-ANCHORAGE BOWL COMPREHENSIVE PLAN, but also by the *Housing & Community Development Consolidated Plan*  and the *Work Force & Economic Development Plan*. 

## Housing & Community Development Consolidated Plan Goals

These goals relate to community issues associated with social well-being and are addressed in the *Housing & Community Development Consolidated Plan*.

- H • **Family:** A healthy environment that provides for the emotional, physical, economic, and spiritual well-being of families and children.

- H • **Health:** A sustainable community that promotes health and well-being.

- H • **Social Environment:** A welcoming, culturally diverse community with opportunities for all residents to be responsible and active participants in a caring community.






Carriage rides around Downtown Anchorage are a favorite of residents and tourists alike.















## Work Force & Economic Development Goals

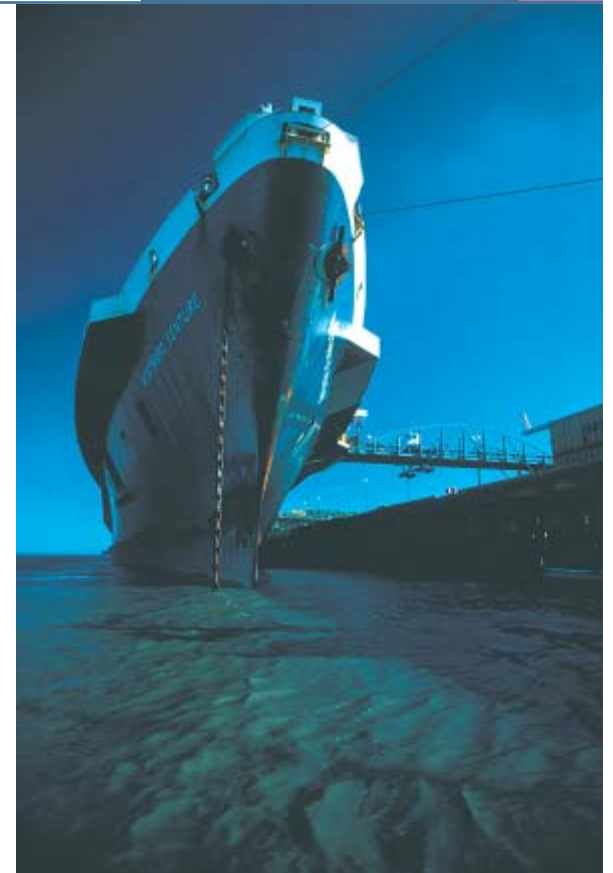
These goals address economic development and human resource issues that are primarily addressed by the programs of numerous public, semi-public, and private entities such as the Anchorage Economic Development Corporation and the Alaska Department of Community and Economic Development.

-  • **Job Opportunities:** A wide variety of job opportunities that provide good income and benefits and that advance economic self-sufficiency.
-  • **Diverse Economy:** A diverse and stable economy, focused on clean industry, that makes the most of Anchorage's regional, statewide, and global position and of Anchorage's leadership opportunity for resource development.
-  • **Workforce Support and Development:** A mix of pre-employment education and training, on-the-job training, employee support, and ongoing educational programs to improve the employability of Anchorage residents.
-  • **Business Support and Development:** A quality of life and a financial climate that encourage businesses to start up, expand, or relocate in Anchorage.

## General or Departmental Goals

These goals address issues that are of concern to government in general or particular concerns that are mainly the responsibility of other public agencies.

-     • **Civic Involvement:** A civic community that encourages public involvement in decision-making.
-     • **Natural Hazards:** Coordinated and proactive public policies, emergency plans and procedures, and educational programs that minimize the risk to the community from natural hazards and disasters.
-     • **Safety:** A community where people and property are safe.

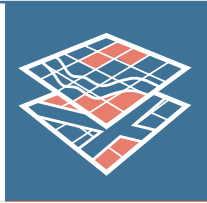


The Port of Anchorage is one of the top 15 ports in the nation. Most goods entering Anchorage are brought in by container cargo ships.









# CHAPTER 4

## Land Use Concept Plan

[Guiding Anchorage's Growth](#)

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## Land Use Concept Plan

Planning

Mixed Use  
LAND USE  
Neighborhood  
Natural Resources  
Urban  
Growth  
Open Space  
Transit  
Development

### Guiding Anchorage's Growth

Where will new residents settle over the next 20 years? Where will people work, shop, and play? How will Anchorage look? Will there be room to grow? This chapter outlines the framework for answering these questions.

The most important land use planning issue for the Anchorage Bowl is room to grow—not only for homes, but for business, industry, and public uses. While the basic land use patterns in the Anchorage Bowl have been established, efficient use of the remaining vacant and underdeveloped lands is critical for Anchorage to remain the Southcentral Region's workplace, and economic and cultural center.

There has been a longstanding recognition that growth within the Anchorage Bowl is physically limited by the natural features of mountains and water. As the city builds out to its natural limits, more development is taking place outside the Bowl in nearby Chugiak-Eagle River and in the Palmer-Wasilla area. A connection across Knik Arm between Point MacKenzie and Anchorage, which would open thousands of acres to development, remains under discussion.

The Municipality of Anchorage is reaching a

### Community Expansion - Other Options

Military land, Fire Island, and Point MacKenzie—how could these and other options affect Anchorage's ability to expand?

The amount of land in the Anchorage Bowl that is available for development is limited. But, surplusage of military land, construction of a causeway or bridge to Fire Island, or establishing ferry service to Point MacKenzie could increase the available supply of land. However, all of these possibilities are speculative and largely outside municipal control.

It would be unwise to base this Comprehensive Plan on the chance that one or more of these options might become reality during the next twenty years. If such an opportunity for expansion does arise, Anchorage's growth options will be reassessed, and the Comprehensive Plan will be revised to reflect those changes.

major crossroad as the amount of remaining undeveloped land continues to decrease, and older developed areas continue to age. As a result, the coming years will mark a major turning point for the Municipality. Will the emphasis be placed on opening new areas to growth outside the Bowl; or will the emphasis be placed on upgrading/replacing older development with new here in the Bowl? Will new private investment outside the Bowl create disinvestment in the older portions of Anchorage? The answers—in the form of decisions on land use and transportation policy, standards for new development, and invest-

### Public Review of Alternative Growth Scenarios

Brochures featuring four alternative growth scenarios were widely circulated for public review. Thousands of copies were distributed largely as inserts in the local newspaper. The scenarios were also posted on the municipal website.

The Planning Department sponsored seven workshops and hosted five open houses for public review of the scenarios. Written comments were also requested. Over 500 people participated in the review process.

Each scenario elicited a variety of comments, for and against. All comments were compiled and analyzed to determine preferences in scenarios and scenario features. A compilation of these comments is available from the Planning Department.

ment in capital improvements—will have major economic, social, and fiscal ramifications for the Municipality in the years ahead. In short, they will affect the future quality of life in Anchorage.

This chapter presents land use and design principles for planning and managing growth. Together, the Land Use Concept Plan and the Planning Principles set a new direction for Anchorage.

The ANCHORAGE 2020 Land Use Concept Plan is the result of a comprehensive planning process, which integrated public involvement with analyses of population, economic, and land use trends. Initially, a vision for Anchorage's future led to the creation of a broad set of goals. To help develop strategies for achieving those goals, several alternatives for Anchorage's long-range growth and development were assessed. After consideration of public comment, planning issues, and policy choices, a preferred scenario was prepared.

The Land Use Concept Plan portrays the preferred land use scenario. It consists of three maps that address major new land use policies, growth allocation, and open space conservation possibilities. The Land Use Concept Plan provides the basis for developing subsequent land use and residential intensity maps, but in itself is not a zoning map. The ANCHORAGE 2020 plan seeks to reflect the community's consensus on changes to land use policy. Consensus on policy then lends itself to the next step—implementation measures.

### What Are Some of the Possible Choices for Future Anchorage?

Four alternative growth scenarios for the Anchorage Bowl in 2020 were developed and presented for public review. The scenarios represented broad land use choices. They were designed to:

- Stimulate public discussion about critical land planning issues;
- Provide choices among land planning alternatives; and
- Help set priorities for competing land use goals.

### The four alternative growth scenarios were:

1. **Current Trends** – Existing land use policies and development trends continue.
2. **Neighborhoods** – Neighborhoods are the most important aspect of community life. Schools, parks, and neighborhood business districts become strong focal points. Each neighborhood supports a mix of housing and community activities.
3. **Urban Transition** – Downtown, Midtown, and older in-town neighborhoods develop a more intensive urban character. Initiatives to foster more intense mixed-use development and neighborhood renewal in the northern half of the Bowl are introduced. Suburban/rural neighborhood character in South Anchorage is retained.
4. **Slow Growth/Satellites** – Slower population and residential growth in the Anchorage Bowl are promoted to conserve open space and retain established neighborhood character. Anchorage functions more as a regional workplace and marketplace for fast-growing residential communities in Chugiak-Eagle River and the Matanuska-Susitna Borough.

The four alternative scenarios are shown in greater detail in the Appendix.



## Preferred Scenario

When presented with the four alternative scenarios, the community voiced a broad consensus in favor of the urban features and neighborhood diversity of the Urban Transition Scenario. Strong support was also given to the neighborhood enhancement elements of the Neighborhoods Scenario. There was near unanimous backing for parks, recreation, and open space, and strong support for retaining Anchorage's unique natural setting. Finally, there was widespread agreement that significant land use planning policy changes were desirable and advisable to sustain Anchorage in the future. "Business as usual" planning and development practices under the Current Trends Scenario were unpopular, as was the reverse concept of intentionally slowing further growth in the Anchorage Bowl.

The Preferred Scenario serves as a framework for the ANCHORAGE 2020 Land Use Concept Plan. It includes the public's preferred policy choices on the following seven key planning issues, and blends the most popular features of several of the original alternative scenarios.



Bright baskets of flowers line the streets of Downtown in summer.

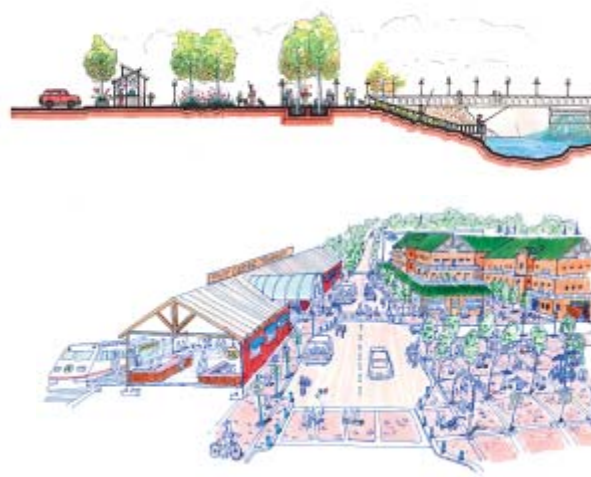
## Seven Key Planning Issues that Influence Future Growth

Seven key planning issues were chosen to focus the alternative scenarios on significant policy choices for land use planning in the Anchorage Bowl. Public policy choices on these issues will help shape future growth patterns. They will set priorities for the future use of undeveloped land and for the reuse of developed parcels. Although other issues are important, these seven issues are pivotal since decisions on these planning areas will affect any future development in the Bowl.

To better understand the components of the Preferred Scenario, the seven key planning issues and snapshots of those issues in the context of ANCHORAGE 2020 are described next.

### Issue #1. Downtown/Midtown

These are areas where most of Anchorage's workplaces, civic and cultural buildings, and the busiest transportation corridors are located. There are significant opportunities for further development in these



Downtown connects to a redeveloped and revitalized Ship Creek area.

areas, including commercial and residential redevelopment. The continued success of Downtown/Midtown will affect Anchorage's long-term economic vitality and the quality of life for all its residents. A dynamic and active set of policies will be required to realize these changes.

### How ANCHORAGE 2020 Addresses

#### Downtown/Midtown:

- Downtown/Midtown areas evolve to more intensive urban centers, with core office, business, arts and cultural facilities and activities.
- Downtown connects to a redeveloped and revitalized Ship Creek area.
- Higher residential densities and compatible, pedestrian-oriented mixed land uses are promoted.
- Infill and redevelopment gradually revitalize older areas and bring more residents to Downtown/Midtown neighborhoods.
- Unique architectural and site design standards and incentives improve the appearance and function of Downtown/Midtown.
- Midtown Park is developed with Loussac Library as a focal point of Midtown.
- A multi-choice transportation system is provided.

#### Issue #2. Hillside

The Hillside contains almost two-thirds of the Anchorage Bowl's vacant residential land. It has the most vacant land suitable for single-family homes and is the target of intensifying development pressure. However, much vacant land on the upper Hillside is poorly suited for building due to adverse environmental conditions and lack of infrastructure. Much of the lower Hillside is largely developed, although some scattered tracts with good site conditions remain

vacant. Land ownership and settlement patterns, irregular topography, poor soils, variable groundwater quality and quantity, uneven residential densities, and transportation and utility access problems pose challenges for Hillside development.

**How ANCHORAGE 2020 Addresses the Hillside:**

- Traditional low-density development continues on the upper Hillside.
- Strategic and limited revisions to zoning and public water/sewer extensions permit additional small-lot subdivisions on the lower Hillside.
- Significant environmental features are protected and integrated into new subdivisions and public facilities.
- Transportation and other land use decisions reduce traffic congestion and trip generation.
- Hillside wildfire dangers are addressed through an active management program.

**Issue #3. Ted Stevens Anchorage International Airport**

Ted Stevens Anchorage International Airport (TSAIA) has long been recognized as the air transportation gateway to the Municipality and Alaska, and one of the most important economic generators for Southcentral Alaska. This state-owned and -operated airport is a major employer and land use with potential for expansion. In the late 1990s, it supported about 8,200 on-site jobs on 4,700 acres. State strategies plan for increased aviation activity, with more on-site jobs and associated building space needed by 2020.

Once located in an undeveloped section of West Anchorage, a modernized airport now sits among established neighborhoods, main transportation corridors and several of Anchorage's premier recreational

facilities. The popular Tony Knowles Coastal Trail rims the perimeter of the airport. Several park facilities exist within the airport boundaries. These municipal facilities are not permanently established, but exist through lease or permit agreements with the State. Because of these complex land use interrelationships and the continued growth of the airport, there are mutual concerns about impacts from land uses on municipal, private, and airport lands. These concerns can only be addressed and resolved through a collaborative planning process.

Existing airport plans show minimal land is needed for expansion beyond current airport boundaries for protection of safety zones near runways, noise abatement, and a future taxiway and snow storage area. Under ANCHORAGE 2020 alternative land use scenarios, significant additional airport expansion was considered as an option to support long-term airport development. However, airport expansion beyond existing borders has met with public concern. Some community concerns about impacts from activities on the existing airport property remain unresolved. As the Anchorage Bowl continues to develop, decisions about airport and neighborhood growth and development must also address impacts on adjacent neighborhoods, traffic, land use, public infrastructure, open spaces, recreational lands, and the natural environment.

**How ANCHORAGE 2020 Addresses Ted Stevens Anchorage International Airport:**

- Future growth of airport and runway-dependent land uses is managed primarily within the present airport boundaries.
- The Municipality will develop a West Anchorage District Plan through a collaborative planning pro-

cess involving the State, the Municipality, and the community. This plan will address airport activities and their impacts on the community, as well as impacts from adjacent land uses on the airport. The Municipality is also committed to collaboration with the State on development of the State's Airport Master Plan and Noise Compatibility Program.

- Except for protection of safety zones near runways, noise abatement, and a future taxiway and snow storage area identified in current airport plans, future expansion of airport-related land uses outside current boundaries is restricted to existing commercial and industrial zoning districts. Existing residentially zoned areas are preserved for residential use to accommodate projected population growth in a way that is compatible with the airport noise environment and safety standards.
- Some parts of the Tony Knowles Coastal Trail and Kincaid Park are within airport boundaries. These areas have a high value to the public and should be protected. If any airport lands currently used for recreational purposes under an agreement with the Municipality are considered for use by the airport for non-recreational purposes, the airport and Municipality will conduct a collaborative public process. All other options will be eliminated before making any final decisions that result in the loss of recreational/open space areas.

#### Issue #4. Transportation Improvements

Because major roads, highways, and trails serve and help shape our community, they must be coordinated with land development. Road rights-of-way are a major land use—about 9,300 acres or almost 20 percent of developed land in the Anchorage Bowl. Safe, efficient movement of people and goods throughout town is vital to the quality of life and the local economy.

#### How ANCHORAGE 2020 Addresses Transportation Improvements:

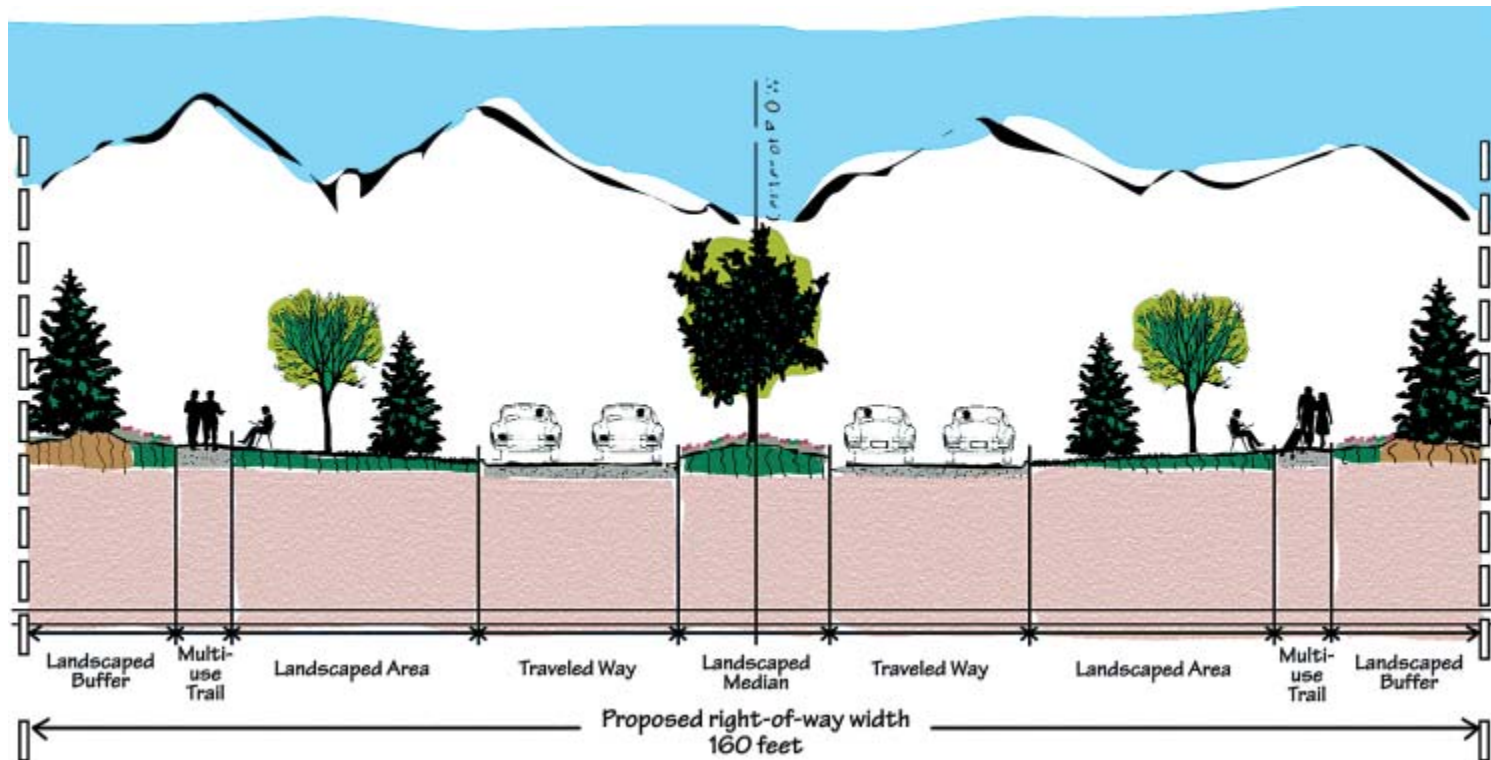
- Transportation improvements will be balanced among transit, pedestrian, and road improvements.

- Depending on the outcomes of major investment studies and other transportation studies, improvements may be made to selected east-west and north-south arterials.
- Transit service frequency is increased and routes are expanded.
- Transit-supportive development corridors, pedestrian-accessible developments, and multi-modal roadways and trail networks are promoted.
- Freight movement is facilitated throughout the community, especially among the port, international airport, railroad, and industrial reserves.
- Streetscape standards revitalize road corridors for all users.

- Commuter rail and inter-modal transit services tie Anchorage to outlying communities.
- Neighborhood through-traffic movements are minimized.

#### Issue #5. Infill or Redevelopment

Redevelopment of unused and partially developed parcels and obsolete buildings becomes more economically feasible as Anchorage's vacant land base shrinks. Infill, rehabilitation, and redevelopment will reshape and modernize older areas so they can better meet future needs for housing and other uses and activities. These tools also assist with economic revitalization of older areas.



Separated sidewalks and landscaping are major features of the 15th Avenue expansion project.



### “Big Box” before and after

BEFORE REDEVELOPMENT  
Large, Single-Use, Auto-Oriented Development



- \* Very large parking area
- \* Unfriendly to pedestrians
- \* 12-hour use retail only

AFTER REDEVELOPMENT  
Mixed-Use, Pedestrian-Oriented Development



- \* New parking garage
- \* Smaller parking lot
- \* Pedestrian-friendly
- \* Mixed uses- retail, office and residential
- \* 24-hour use of the site is safer and more efficient.

#### How ANCHORAGE 2020 Addresses Infill or Redevelopment:

- In addition to large tracts of remaining vacant land, this issue becomes a priority focus to meet projected growth by encouraging more intensive development where appropriate.
- Neighborhoods and subareas in and around Downtown/Midtown and the University-Medical District are targeted for public/private reinvestment.
- Design standards mitigate impacts of higher densities and address architectural compatibility.

#### Issue #6. Natural Open Space

Planning for and retention of natural open space were listed as top priorities by community residents. In the late 1990s, there were about 10,000 acres of municipal parks and open space in the Anchorage Bowl. Development pressures and funding constraints pose increasing challenges for conservation and enhancement of open space and its natural qualities.

#### How ANCHORAGE 2020 Addresses Natural Open Space:

- ANCHORAGE 2020 formalizes natural open space as a new land use category.
- New greenbelts and parks are added where there are deficiencies to offset higher density developments, or to serve as buffers between incompatible developments.
- Additional parks, trails, and natural areas are included within and between neighborhoods,



The community surrounding DeLong Lake graciously balances homes and natural open spaces.

and between neighborhoods and incompatible development.

- Critical fish and wildlife habitats and other natural areas important to water quality, public access, and recreation are protected.

#### Issue #7. Chugiak-Eagle River

Chugiak-Eagle River is home for growing numbers of Anchorage workers. The short supply and rising cost of single-family housing lots in Anchorage is accelerating single-family home construction in Chugiak-Eagle River. Anchorage's capacity to absorb residential growth will affect the growth rate of Chugiak-Eagle River and its relationship to Anchorage, as well as regional traffic patterns.

#### How ANCHORAGE 2020 Addresses Chugiak-Eagle River:

- Population and housing stock in Chugiak-Eagle River grow by two-thirds by 2020.
- Chugiak-Eagle River becomes a more self-contained community with local-serving retail and support services.



Anchorage boasts a wonderful trail system that allows for easy access from many city neighborhoods.

## Land Use Concept Plan

The Land Use Concept Plan is presented in three planning maps with related text that address major new land use policies, the allocation of additional population and housing, and future open space conservation. Together, they portray significant Preferred Scenario features and address the seven key planning issues.

**Land Use Policy Map** – Shows new land use policies that designate:

- Major Employment Centers
- Redevelopment/Mixed-Use Areas
- Town Centers
- Neighborhood Commercial Centers
- Industrial Reserves
- Transit-Supportive Development Corridors
- Urban/Rural Services Boundary
- West Anchorage Planning Area

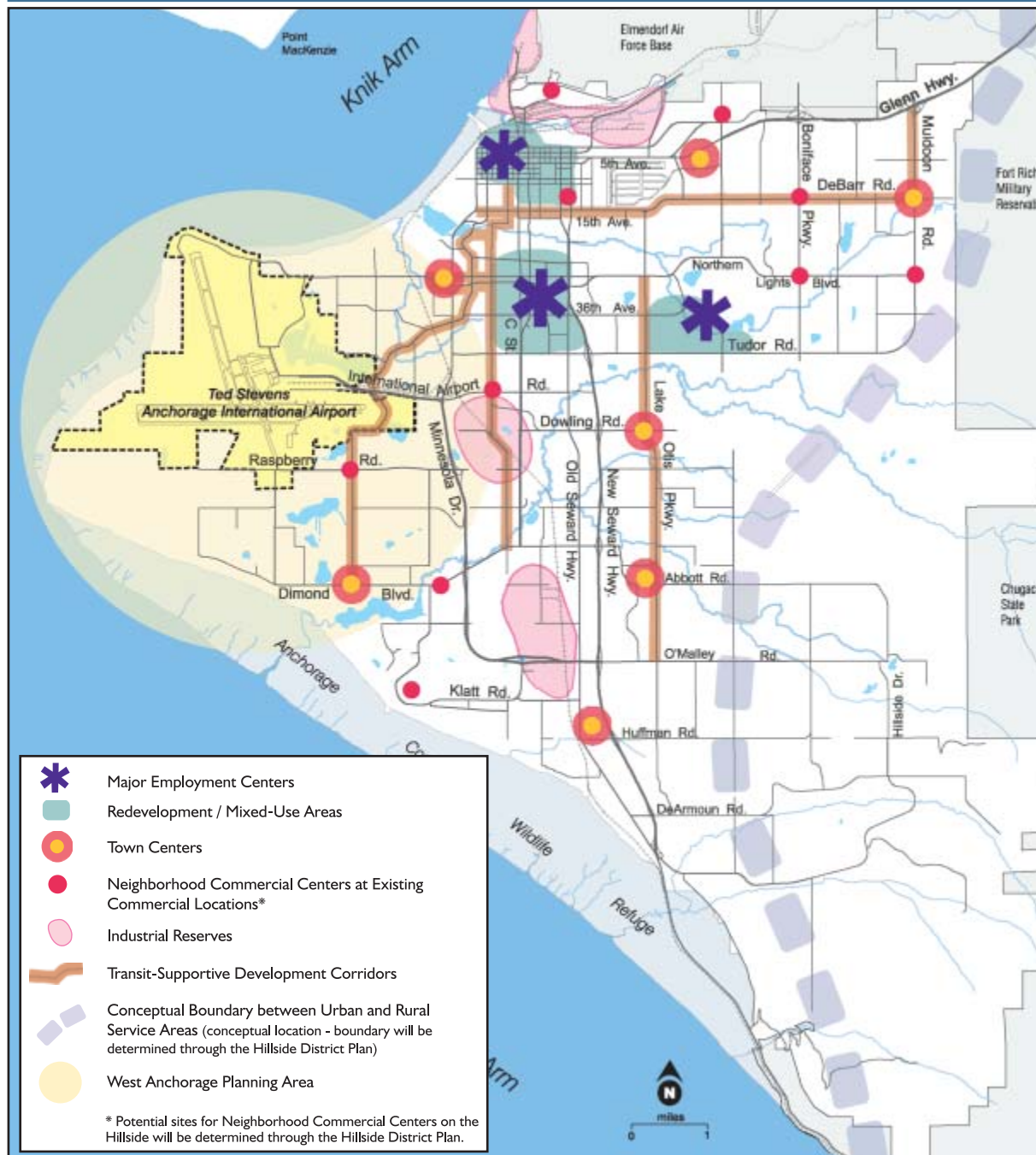
**Growth Allocation Map** – Illustrates how future population and housing are allocated in the Bowl's five subareas to accommodate projected growth.

**Conceptual Natural Open Space Map** – Identifies major existing natural open spaces and possible future additions and formalizes natural open space as a land use category.

## Land Use Policy Map

The Land Use Policy Map sets the direction for the preferred form of long-term growth and development in the Anchorage Bowl. This direction will be refined in subsequent district and neighborhood plan components of the Comprehensive Plan. The map highlights only those key policies that can be shown graphically—other key ANCHORAGE 2020 policies are highlighted in the Planning Principles in this chapter and in Chapter 5.

## Land Use Policy Map



Specifically, the Land Use Policy Map identifies the approximate location of the following major new urban elements in the Anchorage Bowl: major employment centers, redevelopment/mixed-use areas, town centers, neighborhood commercial centers, industrial reserves, and transit-supportive development corridors.

The Land Use Policy Map establishes a hierarchy of uses. **Major employment centers** will be the most intensely developed areas of the Municipality. They will serve as focal points for the highest concentrations of office employment, together with supporting retail and commercial uses. **Redevelopment/mixed-use areas** have been identified near all major employment centers. Residential redevelopment near these sites will be at medium and high densities to enable more people to live close to work.

**Town centers** will function as the focus of community activity for smaller subareas of Anchorage. They are intended to include a mix of retail shopping and services, public facilities and medium- to high-density residential uses.

**Neighborhood commercial centers** are less intense neighborhood-oriented commercial nodes that are designed to fill in the gaps between the larger town centers.

**Industrial reserves** are intended to ensure that strategically located industrial land is primarily used for industrial purposes.

**Transit-supportive development corridors** tie major elements of the Land Use Policy Map together. Most of the town centers are linked to one or more major employment centers by transit-supportive development corridors. For example, the town center located near the intersection of Jewel Lake Road and Dimond Boulevard is connected to the major employment centers in Midtown and Downtown by the

transit-supportive development corridor located along Jewel Lake Road and Spenard Road.

The overall intent is to create a city in which there will be more opportunities to live a less automobile-dependent lifestyle. If one chooses, one could live in a town center and meet most daily needs by walking to nearby retail and community facilities. During the workweek, residents of town centers could use the high-frequency bus service provided along the transit-supportive development corridors to reach their job sites in major employment centers. Once at work, bus riders could walk to nearby retail establishments to eat lunch or conduct noontime errands without having to rely on a car.

The concepts contained in the Land Use Policy Map attempt to move the city toward a healthier balance between automobile usage and other modes of transportation, such as walking, bicycling, carpooling, and bus transportation. Currently in Anchorage, residents are heavily dependent on the automobile for getting around. As Anchorage offers more transit service, builds more walkable streets, and develops more concentrated residential and commercial activity in selected areas, growth in automobile travel is expected to slow. Transportation improvements will combine public transit, pedestrian, and bicycle and vehicle travel to ensure mobility, access, livability and sustainability.

### Major Employment Centers

#### **Intent:**

*Three specific areas of the Anchorage Bowl are intended to provide the highest concentrations of office employment (greater than 50 employees/acre), and the attendant infrastructure to support a mix of high-intensity land uses in order to support a more balanced transportation system. Medium- to high-density residential developments*

*are intended to surround these core employment centers. Higher density mixed-use development that includes residential uses would also be encouraged within the employment center core. There is an emphasis on connectivity among the land uses to include and facilitate pedestrian and transit facilities along with traditional auto access.*

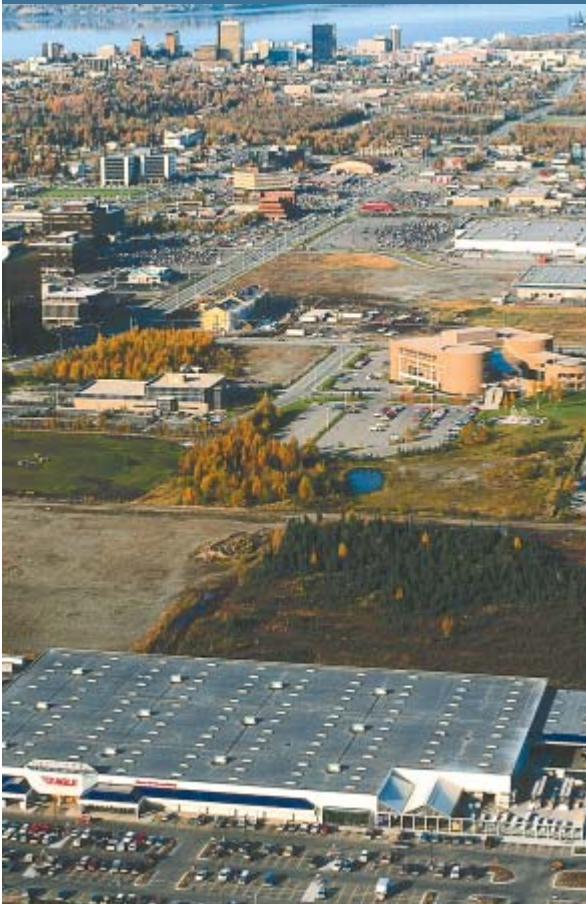
Limiting the number of employment centers to the three areas identified on the Land Use Policy Map has an advantage in that it encourages the concentration of medium- to high-density office development in well-defined, compact employment centers. Over the past 20 years, medium- to high-density office employment has been scattered throughout the Anchorage Bowl, resulting in more travel in single-occupant vehicles. This plan seeks to increase employment densities to 50 to 75 employees per acre in major employment centers. Presently, the Downtown area has attained this employment density; however, the Midtown, and University-Medical areas have begun to develop with higher densities and have the potential to accommodate significant density increases. The University-Medical area, for example, is Anchorage's leading workplace for education (estimated 3,000 jobs), health care and social services (estimated 5,000 jobs), and miscellaneous support services (estimated 500 jobs). The 8,500 jobs account for about 7 percent of the total jobs in the Anchorage Bowl. Although other areas such as the Ted Stevens Anchorage International Airport and the Dimond Center area have high overall employment totals, a relatively low-density employment pattern has been established which would be difficult to change.

Mixing supportive retail uses, such as restaurants, branch banks, and shopping, with office developments is another important major employment center feature. Having a car available at midday is less important





Redevelopment of key business areas is happening in all areas of the city.



to workers in mixed commercial/office developments because those services are available within walking distance. Auto-oriented retail businesses should be discouraged in employment centers as they are generally low-density developments and not conducive to a good pedestrian environment. A current example includes Central Business District zoning, which prohibits auto-oriented retail uses.

Walking should be the mode of choice for short trips within major employment centers. To create a more walkable environment, priority should be given to the development of a pedestrian network. Pedestrian design guidelines incorporating landscaping, street furniture, limited protection from weather and street noise, and pedestrian-scale lighting should be adopted.

New building construction within the employment areas should be oriented to the street and parking lots located behind buildings where possible. Large setbacks associated with commercial and office buildings are major impediments to pedestrian activity.

To create the vitality that major employment centers need to be successful, public focal points such as plazas and parks should be enhanced or added. The Loussac Library and Midtown Park could serve as such a focal point for a portion of the Midtown Employment Center. The incorporation of public art within the centers would also enhance pedestrian interest.

#### **Implementation:**

*Implementation begins with Land Use Policy #23 (see Chapter 5). Additional direction and details will be provided in each area's district plan: the Central Business District Plan, the Midtown District Plan, and the University and Medical District Framework Master Plan. Additional tools will be new Title 21 land use ordinances, including revised B-2 and B-3 zoning district regulations.*

## **Redevelopment/Mixed-Use Areas**

### **Intent:**

*Redevelopment/mixed-use areas are distinct sections of the Bowl where redevelopment of underutilized parcels and infill development of vacant parcels will concentrate on pedestrian-oriented residential and mixed-use development that support and connect to major employment centers. These areas are intended to develop into "urban villages," to provide a balance between the housing supply and neighborhood amenities and the concentration of jobs in the nearby employment centers. Connectivity between redevelopment areas and employment centers will include pedestrian and transit links.*

Medium- to high-density residential mixed-use areas have been designated near the major employment centers. The intent is to create more opportunities for people to live close to work. This not only shortens commuting distances, but also leads to the creation of more lively employment centers.

In Anchorage, as in most American cities, there is presently an imbalance between the number of jobs in an area and the supply of housing available for workers filling those jobs. One of the areas of greatest disparity between jobs and housing is Midtown, where workers outnumber residents by a ratio of more than three to one.

Opportunities to address worker/resident imbalances through the development of new housing units on vacant lots are limited. In most cases, new housing in these areas will have to be built on under-utilized or redeveloped properties.

To create viable residential communities next to employment centers, additional retail and support services may be needed in these areas. Public improvements, such as neighborhood parks and pedestrian improvements, should also be considered as a means of

encouraging new housing development.

To minimize impacts on established neighborhoods and to support a well-planned and integrated development, consolidation of small lots prior to redevelopment will be encouraged.

#### **Implementation:**

Land Use Policies 10, 14, 17, and 20 provide the foundations for the redevelopment/mixed-use concept. Implementation includes development of district plans: Central Business District Plan, Midtown District Plan, and University and Medical District Framework Master Plan. Changes necessary to ensure that residential and pedestrian-oriented, mixed-use development are accomplished will be directed by new Title 21 ordinances, including:

1. zoning district revisions and design standards; and
2. economic incentives such as reinvestment incentives, transfer and purchase of development rights, and tax increment financing methods.



Evolving town center in the Huffman Business Park area

### **Town Centers**

#### **Intent:**

Town centers are designed to function as a focal point for community activities for seven discrete geographic sub-areas of the Bowl. They are intended to be located 2-4 miles apart, with each encompassing an area that services 30,000-40,000 people. Town centers are generally one-half to one mile in diameter. Their core is to be a mix of community-serving retail, public services, and public/civic facilities, including and/or surrounded by medium- to high-density residential development. Necessary to their design is an efficient pedestrian-access network connecting the core uses, residential neighborhoods, and transit facilities. Most town centers shown on the Land Use Policy Map already have various elements of this concept.

The town centers should be a focal point for the location of public facilities, such as post offices,

community recreational facilities, branch libraries, and schools. Most of the town centers identified in the Land Use Policy Map already have some of these facilities. For example, the Spenard Town Center, located near Minnesota Drive and Northern Lights Boulevard, has an indoor ice arena, a post office, and a school.

A wide range of retail shopping and services is important to the life of town centers. Most of the daily needs of residents should be obtainable from shops located in the town center core, with grocery stores probably being the most important. Day care centers are also important building blocks. The configuration of the shops in the core area should seek a balance between pedestrian and auto comfort, visibility, and accessibility. Anchor stores and smaller shops should reflect the character of the area and be located closer to the street-side property line with most of the parking in the rear.



Conceptual layout of a town center



Without medium- to high-density housing surrounding the retail and civic core, a town center would be just another shopping area. A mix of housing densities, ownership patterns, price, and building types is desirable. In most cases, the residential portion of a town center will provide a combination of duplexes, townhouses, and apartment buildings with overall density targets of 12 to 40 dwelling units per acre.

Unique public spaces should be created within each of these town centers to create a distinctive identity and sense of place. These can take various forms, such as linear parks centered along a creek or wetland, community parks, enhanced street environments, or unique architectural features.

The town centers identified in the Land Use Policy Map were selected because they already have many of the town center elements described above. Additional planning will be needed to implement the entire concept.

**Implementation:**

*Town centers are guided by Land Use Policy #24, and are typically linked by transit-supportive development corridors (Land Use Policy #34). Specific plans will delineate boundaries, suggest preferred land uses, and create design details for each town center. Changes necessary to enact these area-specific plans will be effectuated by Title 21 ordinance revisions.*

### Neighborhood Commercial Centers

**Intent:**

*This land use concept comprises neighborhood-level commercial/retail facilities that serve smaller clusters of residential neighborhoods than town centers.*

This designation allows neighborhood-oriented commercial uses in and adjacent to residential areas. It has been created in response to increased urbanization, the need to reduce the number and length of auto trips, and a desire to improve quality of life in all neighborhoods. These commercial areas are intended to provide small-scale, attractive, and convenient services for residential areas.

Neighborhood commercial centers might evolve from existing commercial developments or be introduced in a residential area. In either case, their scale and appearance should be compatible with adjacent residential development; and they should be highly responsive to the needs and character of nearby residential areas and traffic patterns. Some centers will be more auto-dependent due to the character of their location. The approved uses, site design, and building design should produce attractive, friendly, quiet, non-obtrusive, neighborhood-compatible developments. The actual locations of neighborhood commercial centers are to be determined through a neighborhood or district planning process. Site and architectural design, as well as operational aspects, will be critical to acceptance of these centers into existing residential areas.

**Implementation:**

*This smaller scale land use is introduced and guided by Commercial Land Use Policy #25 (see Chapter 5). Most of the main implementation measures will be generated and customized for each site within that area's neighborhood or district plan. Additional guidance will be developed in Title 21 ordinances, including overlay zone regulations and streetscape and design standards.*

### Transit-Supportive Development Corridors

**Intent:**

*These corridors represent optimal locations for more intensive commercial and residential land use patterns which will support and encourage higher levels of transit service. These corridors are not intended to represent a transit route map, but illustrate where new medium- to high-density housing development will occur.*

The Land Use Policy Map identifies four transit-supportive development corridors, which generally connect town centers with the three major employment centers. A typical transit-supportive development corridor includes the following:



The recently renovated People Mover stops provide well-lit, sheltered places for those utilizing the city's public transportation system.



- medium- to high-density housing (over 8 dwelling units per acre) within one-fourth mile of the major street at the center of the corridor;
- small-scale commercial sites oriented to the street;
- multi-modal facilities, emphasizing bus, pedestrian, and bicycle transportation; and,
- expanded sidewalks, crosswalks, street furniture, bus shelters, and landscape improvements.

Higher residential density is a key to increasing transit ridership along these corridors. Residential densities of at least 8 dwelling units per acre will support frequent, cost-effective transit service. Therefore, land use policies that establish higher residential densities within one-fourth mile of the major street at the center of the transit corridor are encouraged.

Strategically located neighborhood retail uses that are oriented to the street should also be encouraged along transit corridors. The ability to make an intermediate stop at a grocery store or other retail on the way home from work has been shown to improve transit usage.

Transit-supportive development corridors are intended to be multi-modal, with the primary emphasis on bus, pedestrian, and bicycle transportation. Bus routes serving transit corridors should achieve a 15-minute headway during peak hours and a 30-minute headway during non-peak periods. (This reflects nationally accepted standards.) A more pedestrian-friendly environment also needs to be created to encourage short walking trips to neighborhood destinations and provide good access to bus stops. Expanded sidewalks, crosswalks, street furniture, bus shelters, and landscape improvements should be programmed as a part of roadway improvements along these corridors. Spenard Road between International Airport Road and Minnesota Drive is probably the best example of the kind of pedestrian environment that

should be provided along transit-supportive development corridors.

Transit-supportive development corridors will still adequately accommodate auto traffic, and some roadway improvements may be needed to handle congested conditions. However, exceptionally wide and fast streets can inhibit transit usage by making it more difficult to cross the street to catch a bus. Intersections with dual left- and right-turn lanes can have a similar effect. As a result, major roadway improvements (for example, additional lanes) along transit corridors should be considered only as a last resort. Expansion of parallel routes should be first examined as a possible solution to congestion problems. If this is not possible, negative impacts on the pedestrian environment should be mitigated to the maximum extent feasible.

Although the Land Use Policy Map identifies transit-supportive development corridors, bus routes will not be limited to only these roads. For instance, it is expected that East 36th Avenue will continue to serve bus routes since it connects the Midtown and the University-Medical District major employment centers. East 36th Avenue is not designated a transit-supportive development corridor because of the limited opportunity to increase residential densities within one-quarter mile of the roadway.

#### **Implementation:**

*This land use concept is detailed in Transportation Policy #34, and supported by Residential Policy #9, and Transportation Policies #30 and #37. Boundaries for these corridors will be delineated in district plans. Key implementation measures include:*

1. *adoption of level of service standards for transit, guided by nationwide service standard norms;*

2. *amendments to the Long-Range Transportation Plan;*
3. *overlay zone regulations which may include: minimum residential densities, streetscape and design standards, allowances for mixed-use developments, setback restrictions, and other land use requirements;.*
4. *transit development plans; and,*
5. *transportation improvement programs.*

## **Industrial Reserves**

### **Intent:**

*This designation is intended to identify and preserve strategically located industrial areas for industrial use.*

Industrial reserves contain large vacant areas zoned for industrial use and are strategically located in relation to the port, railroad, and TSAIA. For example, as airport properties develop, industrial reserves may become increasingly important to TSAIA as new locations for siting non-runway dependent land uses, such as global logistics centers. Improved transportation links to those facilities will be needed. A significant portion of Anchorage's land base has been lost to non-industrial uses. Non-industrial uses will be limited to prevent land use conflicts and to preserve land for industry.

Other scattered industrial areas within the Bowl may be redeveloped to other uses over the next twenty years. Some industrial areas located within or adjacent to major employment centers, commercial centers, or neighborhood commercial centers will be encouraged to redevelop to commercial or residential uses in accordance with neighborhood or district plans for those areas.

**Implementation:**

Retention of these areas for future industrial uses will be accomplished by Land Use Policy #26 and proposed amendments to the I-1 and I-2 zoning district regulations. Additional site-specific strategies for some of these areas may be outlined in district plans.

**Urban/Rural Services Boundary****Intent:**

This plan recognizes the diversity of neighborhood character in the Bowl, including a rural environment in Southeast Anchorage. The intent of this concept is to formalize the location of the rural area based upon the density of development and the level of public facilities and services.

This concept matches municipal government and utility service levels with intensity of development. Upon establishing standards for public services, an urban/rural services boundary will formally designate areas to receive either urban or rural levels of service. Services to be evaluated, for example, include police, fire and emergency medical, water and sewer, storm drainage, parks, libraries, and road maintenance. The urban area will have higher density residential and commercial developments that require and support a wider range of services. The rural area will retain low residential densities with a more limited range of services. The urban/rural service boundary, coupled with adopted level of service standards for each government function, will permit the Mayor and the Assembly to more accurately allocate tax revenue to services and will enable citizens to measure municipal performance. A more precise location of the urban/rural services boundary will be determined upon completion of the Hillside District Plan.



Example of interface at the proposed Urban/Rural Service Boundary at mid-Hillside



The West Anchorage Planning Area encompasses areas where airport activities may impact neighborhoods.



**Implementation:**

*The urban/rural services boundary will be established in the Hillside District Plan, and implemented through some of the Public Facilities and Services Policies and adoption of level of service standards for both urban and rural areas.*

**West Anchorage Planning Area****Intent:**

*This plan recognizes a symbiotic relationship between the airport and surrounding community, and that activities from one can impact the other. The West Anchorage Planning Area formalizes a collaborative planning process to address issues of mutual concern.*

In response to airport growth, community growth surrounding the airport, recreational uses on the airport, and related airport impacts to the surrounding community, ANCHORAGE 2020 creates the West Anchorage Planning Area. Along with related strategies, this planning district serves as a mechanism to formally identify, address, and resolve land use conflicts within and near the airport. Policies and strategies proposed in Chapter 5 call for the inclusion of lands surrounding TSAIA into a planning area for a West Anchorage District Plan. This subarea plan will address, limit, and mitigate the impacts of airport developments on surrounding neighborhoods, public infrastructure, recreational sites, and the natural environment. Preparation of this plan will be coordinated by the Municipality and will include representatives from a neighborhood planning team, the broader community, and the airport. The outcome of the West Anchorage District Plan will include a formal interface and coordination with the TSAIA Master Plan.

The shaded region on the Land Use Policy Map shows those areas near TSAIA that are most affected by noise, traffic, and air quality impacts from airport land

uses. The boundary should be considered approximate and will be finalized in the district planning effort. The outer edge is intended to encompass those areas of the Bowl where TSAIA activities are known or anticipated to have potential or increasing conflicts with residential, transportation, and recreational land uses. It also includes sections of the Bowl where public infrastructure may be affected by expanded airport activities. The West Anchorage Planning Area also represents areas within an eight-minute travel time from the airport that could support airport-related activities, such as warehousing or global logistics centers. This travel time reference relates to national standards that global logistics and cargo companies use to link their land-based businesses with airport and other shipping needs.

**Implementation:**

*This concept will be implemented through the development of the West Anchorage District Plan as noted in Land Use Policy #28*

**Fiscal Impact Analysis of the Alternative Plan Scenarios**

Fiscal impact analysis is an economic tool that evaluates the public costs for services against revenues generated to support those services. This information, together with information about growth impacts on the quality of community life and the environment, is useful to assess planning alternatives.

As part of the process to evaluate the future growth scenarios, the Planning Department hired Tischler & Associates, Inc., a national firm that specializes in fiscal impact analyses. Tischler & Associates, Inc., evaluated the fiscal impacts of the four original scenarios, plus the preferred scenario on which the Land Use Concept Plan is based. The study covered the operating and capital costs of municipal general government services (cultural and recreational services, police and fire protection, health and human services, public transportation, public works) and the Anchorage School District.

Findings of the fiscal impact analysis indicate that the fiscal impacts of the different scenarios are essentially similar. This outcome is unusual. In most communities, fiscal impact analyses find significant variations in the impacts of alternative land use plans. This was not true for the Anchorage Bowl, perhaps because most new local development will involve infill or the development of areas already served with basic infrastructure.

The long-term fiscal outcome was broadly similar for all scenarios. The analysis did not provide a decisive reason to choose any one scenario on purely fiscal grounds. This provides the community latitude in adopting various aspects of land use alternatives for growth and development.



## Growth Allocation Map

The Growth Allocation Map is the second component of the ANCHORAGE 2020's Land Use Concept Plan. Population forecasts indicate a need to plan for 81,800 more residents and 31,600 more housing units in the Anchorage Bowl by 2020. The Growth Allocation Map (pages 59 & 60) and related charts show the scale of added population and housing for each area of town. The Growth Allocation Map will guide the preparation of land use and residential intensity maps to be developed as part of neighborhood and district plans.

Vacant land in the Anchorage Bowl can meet only part of the forecasted housing demand. The balance must be met by other planning strategies, such as:

- requiring a minimum density for housing units on parcels zoned and developed for multi-family housing;
- redeveloping dilapidated or obsolete housing;
- redeveloping obsolete or under-used commercial and industrial property for housing;
- building higher density housing within transit-supportive development corridors, major employment centers, redevelopment/mixed-use areas, and town centers;
- avoiding the loss of new housing capacity from rezoning of residential land for other uses;
- protecting the integrity and quality of housing in existing residential neighborhoods; and,
- encouraging mixed-use development to include residential units in commercial areas.

The population allocation by subarea is based on:

- planning choices and strategies supported by public review of the scenarios;
- the capacity of vacant residential land in each subarea to support new housing, based on current

- zoning and development patterns; and,
- the potential for redevelopment.

### The following ANCHORAGE 2020 planning strategies guide the growth allocation:

**Balanced Regional Growth.** Future municipal growth is balanced between the Anchorage Bowl and nearby communities in the Chugiak-Eagle River and Turnagain Arm areas. This balance is important to sustain the long-term economic vitality of the central city and to avoid shifting an unfair burden of growth to outlying areas. On this basis, the year 2020 target levels of 81,800 residents and 31,600 dwelling units were used for the Anchorage Bowl. Another 22,700 persons and 7,300 dwelling units were allocated to Chugiak-Eagle River, slightly fewer than projected in the 1993 *Chugiak-Eagle River Comprehensive Plan*.

**Infill and Redevelopment.** Infill (building on unused parcels in developed areas) and redevelopment (replacing or renovating obsolete buildings) are desirable to adapt to changing housing demands, to revitalize older neighborhoods, to better use existing public infrastructure, and to foster the development of transit corridors.

**Neighborhood Diversity.** The plan provides for a variety of residential neighborhoods. Diversity is achieved by promoting a wide choice of residential lifestyles that are generally consistent with the character of established neighborhoods—from higher density, mixed-use neighborhoods in more urbanized areas to predominantly single-family neighborhoods in more suburban and rural areas.

**Multi-Family Housing.** To meet future housing needs, about 70 percent of new housing units will be multi-family dwellings, compared to about half today. This is a major shift, but it fits with ongoing

population and economic trends. More households will consist of seniors, empty-nesters, and non-family members, who are more inclined to prefer multi-family housing. Fewer, more costly single-family lots and slower growth in household income will make multi-family housing the affordable choice of more home buyers. A significant concern in the development of multi-family dwellings as infill and redevelopment is the creation of housing forms that detract from the neighborhood character. Incentives should be provided for the combination of lots and replatting of lot lines to promulgate housing types with more positive relationships to the street and surrounding residential properties.

#### Environmentally Sensitive Development.

Areas where site conditions limit development potential are designated for low-intensity uses or for reservation as natural open space. Low-intensity uses or natural open space are also used to separate incompatible land uses, such as residential developments from industrial areas.

**Residential Land Conservation and Restoration.** As a rule, parcels zoned for residential development are reserved for housing. Undeveloped residential tracts with disturbed surfaces, such as the Sand Lake gravel pits, are restored to use. Similarly, undeveloped residential subdivisions impeded by adverse site conditions are resubdivided and developed, as appropriate. Finally, vacant or under-used industrial and commercial tracts may be redeveloped for residential use, but only where this type of development is compatible.

**Major Transportation.** Increased availability of transit and supportive land uses in major employment centers and at town centers is expected to reduce the growth of vehicle travel. Transportation studies,

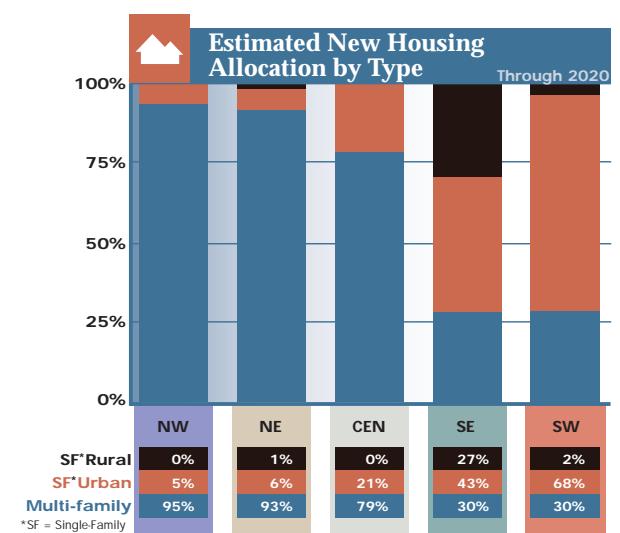
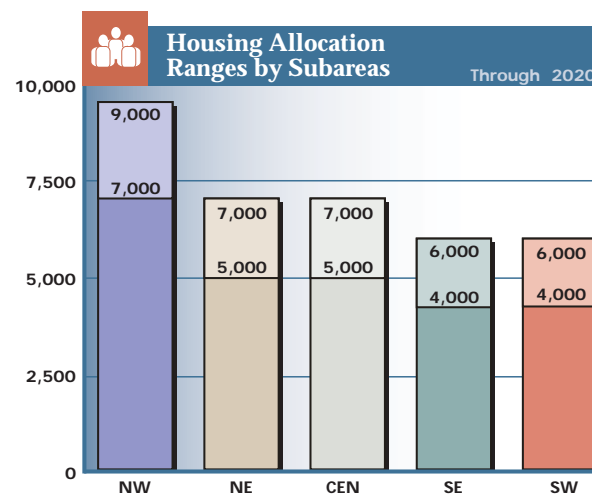
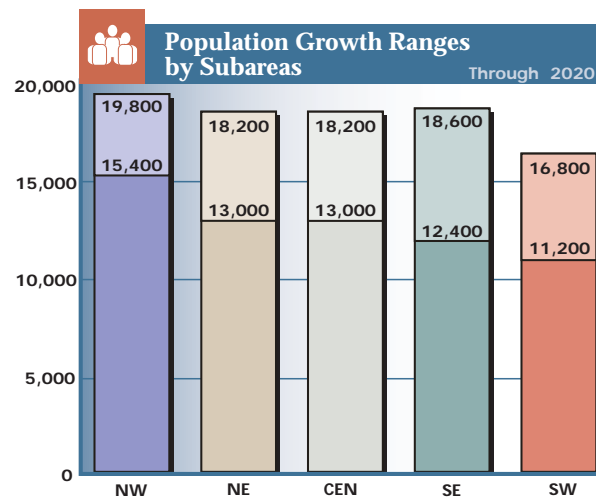
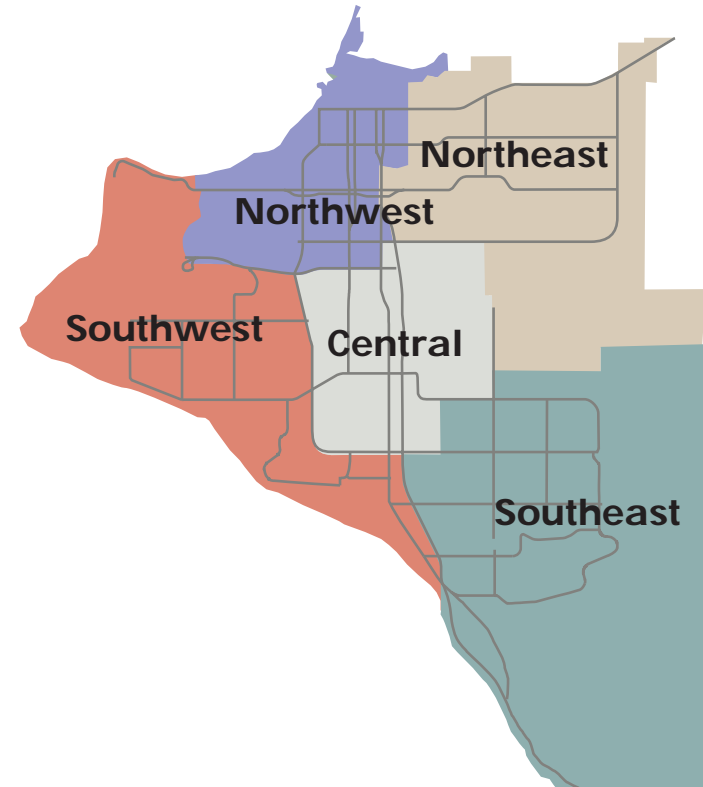
plans and programs will reflect the new emphasis on transit. Transportation improvements will be balanced among roads, transit, pedestrian, and bicycle facilities. (See Transportation Planning – Next Steps, page 64.)

**Natural Open Space.** Major greenbelt and trail corridors and natural open space are conserved and locally enhanced to maintain the livability of higher density neighborhoods.

**Growth Allocation by Subarea**

The growth allocation covers a 20-year period. Overall, growth is allocated relatively evenly among the five subareas. Zoning changes and increased housing density, especially in areas targeted for mixed-use redevelopment, are needed to meet future housing demands. But, at anticipated growth rates, the scale of residential land use change is relatively modest and changes will occur gradually.

**Northwest.** As the oldest settled part of Anchorage, this area has the greatest potential for renewal and redevelopment. In fact, local residential redevelopment has been ongoing for many years. This



## Mobile Home Parks

Several large mobile home parks were created between the mid-1960s and early 1980s in response to rapid population influxes associated with major economic activity. During that period, mobile homes were one of the only home ownership options for low-income residents. In 1975, mobile homes represented 14 percent of the total housing stock, but today account for only 6 percent. No new mobile home parks have been created in the Anchorage Bowl since 1982.

Thirty-four percent of mobile homes in these parks are more than 30 years old while another 47 percent are more than 20 years old. According to the *Housing & Community Development Consolidated Plan*, a mobile home typically has a 30- to 40-year useful life before it is seriously deteriorated, dilapidated, or even unsound as a residential unit. The water and wastewater infrastructure within many mobile home parks is also aging and in some cases does not meet current municipal or state standards.

For some residents, mobile home parks offer an affordable housing choice and a desired neighborhood lifestyle. However, as the land supply in the Anchorage Bowl diminishes and these parks continue to age, there has been a trend toward redevelopment of the parks into new housing developments or other uses. This trend is a concern to those who wish to live in a mobile home park and do not want to relocate or cannot afford to move. One important aspect of mobile home parks is that the residents do not own but lease the space where their mobile homes are located. Consequently, there is interest in exploring alternative home ownership concepts. Public comments received during the review of ANCHORAGE 2020 expressed a need to retain mobile home parks as a housing choice within the Bowl.

area has the most multi-family housing, with high occupancy rates by seniors, non-family households, and single people. There are also some thriving older single-family neighborhoods. The growth allocation assumes a residential revival in the Downtown and Midtown mixed-use redevelopment areas, with a variety of multi-family housing styles and ongoing renewal of older residential neighborhoods. In general, vacant and older or under-used residential and commercial properties are targeted for redevelopment. Due consideration should be paid to noise issues related to air traffic at Ted Stevens Anchorage International Airport and Elmendorf Air Force Base.

**Northeast.** Northeast Anchorage is the most populous subarea. The growth allocation assumes: development of remaining vacant parcels; promotion of higher density housing near designated town centers and along transit corridors; additional residential development in the vicinity of the University-Medical area; eventual redevelopment of some of the older mobile home parks, many of which are well located for new housing; and active conservation measures for older single-family residential neighborhoods. The Basher community is reserved for rural residential development. Due consideration should be paid to noise issues related to air traffic at Merrill Field and Elmendorf Air Force Base.

**Central.** This is an area of diverse land uses, with access to north-south transportation corridors. It has successful single- and multi-family subdivisions, plus examples of incompatible mixed uses and scattered small residential pockets. The growth allocation assumes: infill development of remaining residentially zoned parcels; extensive multi-family housing development along transit corridors; redevelopment of mobile home parks; and conversion of some under-used

industrial tracts along the Campbell Creek Greenbelt for residential use.

**Southwest.** The growth allocation by type of housing for this subarea is similar to current housing patterns, about 70 percent single-family and 30 percent multi-family, with multi-family housing located near designated town centers. The growth allocation assumes that remaining vacant residentially zoned parcels are developed for housing. This includes the Sand Lake gravel pits and other vacant residential tracts directly south of the airport. To avoid loss of future housing capacity, any expansion of airport-related activities into residentially zoned areas would require increases in residential capacity elsewhere in the Anchorage Bowl. Due consideration should be paid to noise issues related to air traffic at Ted Stevens Anchorage International Airport.

**Southeast.** The growth allocation generally continues the pattern of single-family subdivisions and low-density residential use that now dominate this subarea. Most residential development within the urban portion of the proposed Urban/Rural Service Area Boundary (see Land Use Policy Map) follows established settlement patterns. However, limited revi-

Well-designed multi-family housing in Northwest Anchorage





sions to existing zoning are allowed, where practicable and cost effective, to satisfy the demand for small-lot home sites. Some medium-density multi-family housing development is assumed to take place along the western portion of the lower Hillside. All residential development in the rural portion of the service area boundary is low density.

Specific changes in the location of the sewer service area boundary and allowances for higher residential densities will be established in the proposed Hillside District Plan. Subdivision ordinance revisions to reduce fire hazards, provide slope development guidelines, and retain natural vegetation are proposed to foster sustainable development.



An example of well-designed multi-family homes

## What Is Affordable Housing?

Affordable rental housing is housing that costs no more than 30 percent of a family's gross monthly income for rent and utilities. For home ownership, the combined mortgage, utilities, taxes, interest, and insurance costs should be no more than 38 percent of gross monthly income to be considered affordable. In a healthy, well-balanced community, the range of available housing should match what people in different income levels can afford to pay.

Generally, affordable housing programs target low- or very low-income individuals and families. The U.S. Department of Housing and Urban Development (HUD) defines low-income persons as those who earn less than 80 percent of an area's median income. Very low-income persons are those who earn 50 percent or less of an area's median income. HUD established the 1998 Area Median Income for Anchorage at \$59,200 for a family of four.

The Municipality's *Housing & Community Development Consolidated Plan* contains a detailed assessment of Anchorage's housing and community development needs and establishes general priorities for the use of federal resources to address those needs. The *Housing & Community Development Consolidated Plan* is reviewed annually to see if any significant changes need to be made and if such changes warrant amending the Plan's goals and priorities.

## Conceptual Natural Open Space Map

Strong public interest in the retention of Anchorage's natural setting and urban wildlife populations led the Municipality to address natural open space and wildlife habitat in a manner not covered in previous comprehensive plans. **ANCHORAGE 2020** proposes that new open space standards, management plans and methods, and priorities for open space protection be developed through continuing planning efforts, particularly by revision of the 1985 *Anchorage Park, Greenbelt and Recreation Facility Plan* and selective amendments to the Anchorage Municipal Code.

The Conceptual Natural Open Space Map shows an existing inventory of natural open spaces, regardless of ownership, that are important to the community for recreation, water quality, and for local wildlife populations. Due to the scale of the map, attention is focused on larger tracts of land. This map is included in **ANCHORAGE 2020** to initiate natural open space as a formal municipal designation for future park planning

actions. Past municipal plans have not consistently distinguished between open space areas, such as ball-fields and other active recreational amenities, and natural areas that are important in an undisturbed state.

Natural open space areas preserved through future planning actions will be important to the community for a combination of reasons. They will provide:

- open space connections between and within neighborhoods as community enhancements, wildlife and recreation corridors, and buffers between incompatible land uses;
- natural areas strategically located in parts of the Bowl that are deficient in such areas and/or where future infill and redevelopment actions may put a premium value on remaining parcels;
- sites that can retain and filter storm water, as needed to meet the terms of Anchorage's federal storm water permit, or are otherwise important to future watershed plans;



Anchorage has many beautiful natural open spaces within the Bowl.

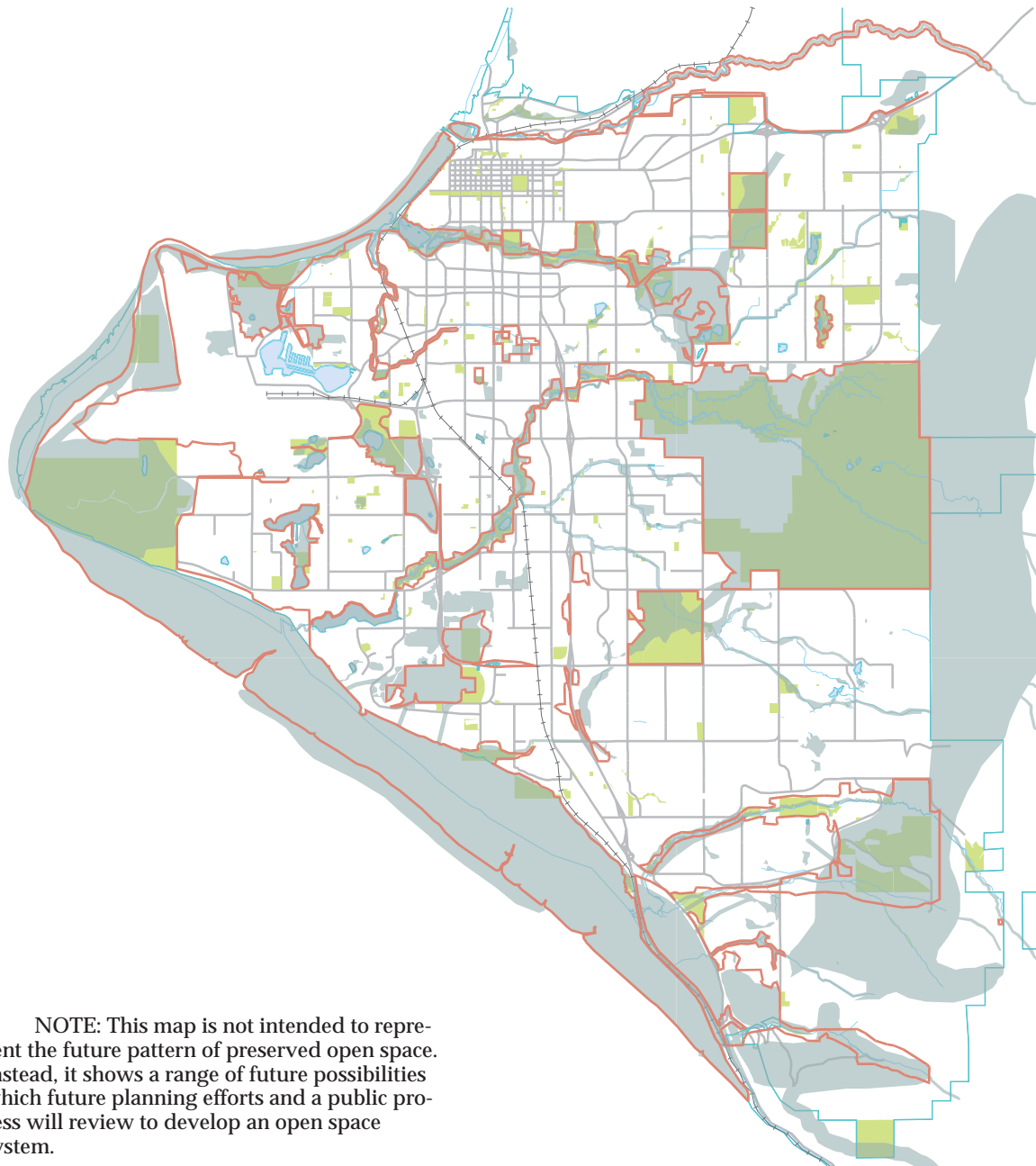
## Urban Wildlife

A unique feature of Anchorage is its flourishing populations of moose, bears, and other mammals usually associated with wilderness areas. Anchorage's natural setting and its connection to wildlife are highly valued by residents. As a result, both items are significant components of **ANCHORAGE 2020**.

As urban development increases, there is also an increase in human-wildlife conflicts. These clashes include damage to trees and gardens, traffic accidents and near accidents, and occasional life-threatening situations. Anchorage residents are concerned about these conflicts, but are adamant that wildlife should continue to be permitted to coexist in our urban environment. For the first time, Anchorage's Comprehensive Plan formally identifies the significance of urban wildlife and recommends implementation strategies to protect and enhance wildlife populations.

While **ANCHORAGE 2020** includes an urban wildlife component, wildlife management is the responsibility of the Alaska Department of Fish and Game. This distinction is recognized in **ANCHORAGE 2020** and the separation of management and habitat protection measures is clearly followed. Through a cooperative effort with other agencies, the State adopted an urban wildlife management plan, *Living with Wildlife*. The Municipality's efforts focus on habitat protection and design issues related to wildlife and the reduction of wildlife conflicts. The State addresses wildlife populations, their sustainability, and the minimization of conflicts. Both wildlife planning elements are linked and supplement each other.

## Conceptual Natural Open Space Map



NOTE: This map is not intended to represent the future pattern of preserved open space. Instead, it shows a range of future possibilities which future planning efforts and a public process will review to develop an open space system.

**The public, municipal staff, and The Great Land Trust's<sup>1</sup> Open Space and Wildlife Habitat Mapping Project** identified over 140 open space sites in the Bowl, including some small parcels that are not shown on the Open Space Map.

<sup>1</sup>The Great Land Trust is a non-profit, non-partisan community organization dedicated to conserving lands and waters essential to the quality of life and economic health of communities in Southcentral Alaska.

 **Community Preference for Natural Open Spaces**

Identified by the public as valuable to the community as a whole for a variety of uses. Compiled by The Great Land Trust and the municipal Planning Department from public workshops and nominations from community councils, business associations and community groups.

 **Important Wildlife Habitats**

Habitats necessary to support local populations of selected species. Also, habitats important to regionally rare or declining species, or for species especially sensitive to disturbance. Compiled by The Great Land Trust and the municipal Planning Department from interviews with local wildlife experts and from scientific reports.

 **Existing Municipal Parklands**

Lands dedicated or encumbered for use as parkland.



- additions to existing, incomplete, or newly established Anchorage Bowl greenbelts;
- areas important to the viability of local fish and wildlife populations;
- open spaces necessary to preserve or enhance Anchorage's unique natural setting;
- sites that give access to large units of open space, such as Chugach State Park and the Anchorage Coastal Wildlife Refuge; and,
- sites that provide buffers between incompatible land uses.

## Transportation Planning – Next Steps

### Land Use and Transportation Planning – What Next?

ANCHORAGE 2020 integrates transportation with land use planning. Beginning with the Chapter 3 goals and continuing with elements of Chapter 4, including the Land Use Concept Map and planning principles, to numerous policies and strategies in Chapter 5, transportation and land use concepts are interwoven. These concepts include:

- the importance and role of year-round pedestrian access;
- integrating neighborhoods and public facilities with trails;
- introducing transit-supportive development corridors and establishing a minimum level of transit service frequencies;
- enhancing freight mobility through improved transportation links to the industrial reserves; and,
- highlighting multi-modal and alternative modes of transport.

Specific solutions for new roads and upgrades will be resolved through the following transportation planning process.

The Traffic Department's Transportation Planning Division has a transportation planning model that integrates land use and long-range transportation planning. Integrated land use and transportation planning requires answers to four basic questions:

1. Where do people live? This defines the origin of a trip.
2. Where are people going? This defines the destination of a trip taken for purposes such as work, shopping, visiting, or recreation.
3. What transportation choices are available? This identifies the possible modes of transportation (roads, transit, trails, freight routes) between points of origin and destination.
4. What routes are available? This describes the transportation system or network of roads, transit, trails, and freight routes between points of origin and destination.

The transportation planning model uses the Current Trends scenario to predict future traffic growth in the Anchorage Bowl.

The Land Use Policy Map recommends locations for major employment centers, redevelopment/mixed-use areas, town centers, neighborhood commercial centers, transit-supportive development corridors and industrial reserves. The growth allocation provides additional land use guidance regarding where future residential growth will take place. ANCHORAGE 2020 will provide an adequate basis for the development of new land use assumptions to be used in the development of the *Long-Range Transportation Plan*.

As ANCHORAGE 2020 proceeds, the Planning Department and Traffic Department will develop the *Long-Range Transportation Plan* (LRTP). The LRTP process will include the following steps:

- developing a generalized land use plan and generalized residential intensity map derived from ANCHORAGE 2020 policies;
- using the land use database as an input into the Anchorage Transportation Model;
- developing alternative transportation scenarios to meet the projected future transportation demand;
- evaluating alternative transportation scenarios utilizing the Anchorage Transportation Model;
- selecting a preferred transportation alternative; and,
- drafting a *Long-Range Transportation Plan* that recommends the preferred transportation network of roads, transit, trails, and freight systems. The location, size and frequency of these routes will be determined by residential and employment compatibility, capital and operation costs, environmental and air quality concerns, public acceptability, and general consistency with the proposed land use plan revisions.

The generalized land use plan, generalized residential intensity map, and the *Long-Range Transportation Plan* will be revised as needed to maintain compatibility between land use and transportation plans.

## Anchorage 2020 Planning Principles

Throughout the public participation process, widespread community support was expressed for improving Anchorage's quality of life. Quality-of-life issues and a strong sense of identity are repeatedly reflected in the Design and Environment, and the Public Facilities and Services goals. Planning principles to implement these goals were distilled from the Draft Goals and Objectives and from public comment on the plan scenarios.

The Chapter 5 policies and strategies define how these principles will be implemented. (Most of these principles cannot be represented graphically and are therefore not shown on the maps in this chapter.) These principles are to be used as guidelines that direct future public and private development. They are to be used in conjunction with, and as supplements to, the Land Use Concept Plan.

Following is a summary of key principles related to the design of new development. These principles are the building blocks for the Land Use Concept Plan and the policies and strategies in Chapter 5. In most cases, they represent new land use directions and significant departures from historic trends.

### Planning Principles for Design and Environment

- Design versatile public spaces and facilities for maximum year-round use to serve a variety of activities.
- Improve the architectural quality of commercial development through design standards that make sites appear less industrial and more attractive and functional for the user.
- Encourage architectural design that is responsive to our northern climate and seasonal light conditions.
- Adopt design standards that are suited to a northern urban environment to help revitalize streetscapes.
- Adopt design standards that minimize negative impacts from adjacent incompatible land uses.
- Design and landscape roads to maintain and enhance the attractiveness of neighborhoods, open space, and commercial corridors and centers, and to reduce adverse impacts on neighborhoods.
- Design and maintain roads, bus stops, sidewalks, bike lanes, and trails for year-round use.

- Promote community connectivity with safe, convenient, year-round auto and non-auto travel routes within and between neighborhoods, and to neighborhood commercial centers and public facilities.
- Encourage an adequate supply of quality, affordable housing that meets the diverse needs of Anchorage residents and that integrates with other housing to balance neighborhoods.
- Establish flexible building and subdivision design standards that emphasize compatibility with Anchorage's natural setting.
- Link subdivision design with a sense of place to highlight connections to Anchorage's coastal setting, watersheds, mountains, wildlife, and subarctic forest and vegetation.
- Link neighborhoods, schools, natural areas, parks, and greenbelts with open spaces and greenways, wherever possible.
- Conserve Anchorage's heritage of historic buildings and sites.
- Promote retention of natural groundcover, or the inclusion of new cover, to reduce and filter surface runoff.
- Protect Anchorage's scenic views.
- Protect the urban forest and other native vegetation in stream corridors, parks, and greenways; and restore their natural condition, wherever possible.
- Expand community greenbelt links within areas where these are deficient.
- Initiate and coordinate planning for land and water resources at the watershed scale.
- Preserve important wetlands for their ecological, hydrological, habitat, aesthetic, and recreational values.

### Planning Principles for Public Facilities and Services

- Ensure that all neighborhoods are served by appropriate infrastructure, which may include utilities, sidewalks, roads, trails, bus stop shelters, and vehicle storage.
- Use public infrastructure to help revitalize or renew aging neighborhoods.
- Make efficient use of existing water, sewer, and electric power improvements.



Downtown Anchorage is a center of activity.

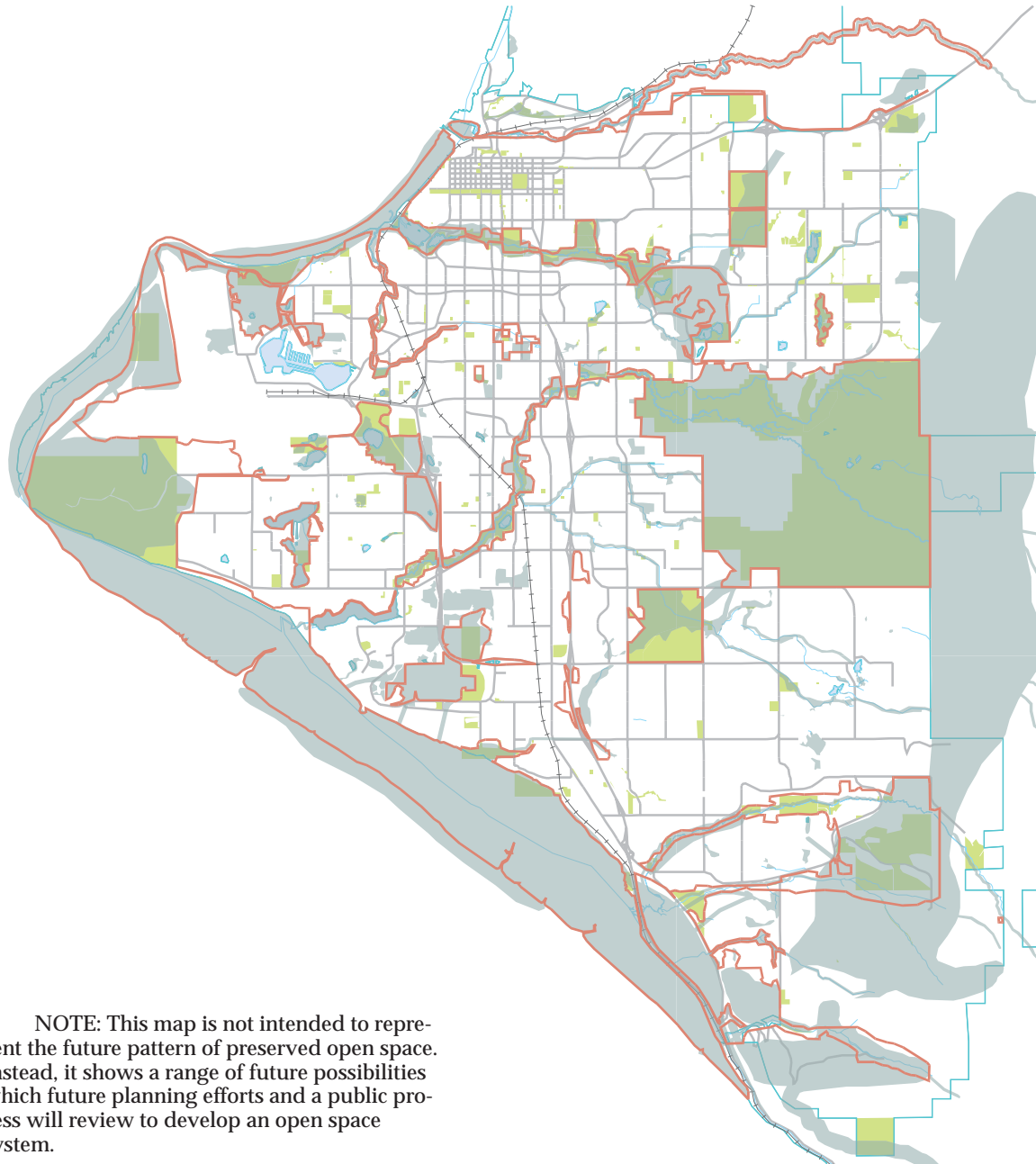
- Adopt level of service standards for the delivery of public services.
- Encourage equitable policies for financing public services and infrastructure.
- Explore new technologies for on-site water supply and wastewater disposal.
- Develop and implement a comprehensive solid waste management system that incorporates recycling and resource recovery, and conserves land.
- Provide good, safe, year-round pedestrian access to public facilities.
- Improve maintenance, landscaping and snow removal for streets, bus stops, sidewalks, bike lanes, trails, paved paths, and associated landscaping.
- Provide parks and sports facilities for a variety of recreational activities in locations that are convenient for users.
- Promote Downtown as the center for commerce, finance, government, arts, and culture.
- Develop high-quality, long-lived educational facilities.
- Locate and use public and institutional facilities to enhance community development and land use efficiency.
- Promote shared use of community resources, such as schools, recreational and cultural centers, libraries, parks, and churches.
- Encourage the following in the location and design of land use: reduce the future vehicle miles traveled per capita; provide better opportunities for multi-purpose trips; increase the accessibility, convenience and efficiency of transit; enhance bicycle and pedestrian movement; and, promote the development of an effective roadway network.
- Identify opportunities for shared infrastructure with military facilities for recycling and possible waste-product power generation.



A summer sunset from the Tony Knowles Coastal Trail



## Conceptual Natural Open Space Map



NOTE: This map is not intended to represent the future pattern of preserved open space. Instead, it shows a range of future possibilities which future planning efforts and a public process will review to develop an open space system.

**The public, municipal staff, and The Great Land Trust's<sup>1</sup>** Open Space and Wildlife Habitat Mapping Project identified over 140 open space sites in the Bowl, including some small parcels that are not shown on the Open Space Map.

<sup>1</sup>The Great Land Trust is a non-profit, non-partisan community organization dedicated to conserving lands and waters essential to the quality of life and economic health of communities in Southcentral Alaska.

 **Community Preference for Natural Open Spaces**

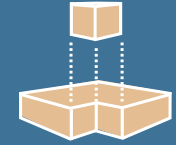
Identified by the public as valuable to the community as a whole for a variety of uses. Compiled by The Great Land Trust and the municipal Planning Department from public workshops and nominations from community councils, business associations and community groups.

 **Important Wildlife Habitats**

Habitats necessary to support local populations of selected species. Also, habitats important to regionally rare or declining species, or for species especially sensitive to disturbance. Compiled by The Great Land Trust and the municipal Planning Department from interviews with local wildlife experts and from scientific reports.

 **Existing Municipal Parklands**

Lands dedicated or encumbered for use as parkland.



# CHAPTER 5

## Plan Implementation

How Chapter 5 Is Organized

Balancing the Needs

Policies and Strategies:

- Land Use & Transportation

- Design & Environment


- Public Facilities & Services

- Implementation

Implementation Strategies



## Plan Implementation



Key elements of **ANCHORAGE 2020** are its goals, policies, and strategies. Goals are general achievements that the community desires to reach in the future. Policies are specific actions needed to help the Municipality attain its goals. Strategies are mechanisms selected to carry out the policies. The policies and strategies listed in this chapter will govern municipal actions and resource commitments needed to implement **ANCHORAGE 2020**.

### **Policies**

The policies are statements of intent that govern implementation of **ANCHORAGE 2020**. District plans, ordinances, and other strategies will provide details to meet the goals of **ANCHORAGE 2020**. In their absence, the policies are used in combination with the Land Use Policy Map (see Chapter 4) for decision-making by municipal staff, Planning and Zoning Commission,

Platting Board, Zoning Board of Examiners and Appeals, and Assembly.

Corresponding to the **ANCHORAGE 2020** goal categories outlined in Chapter 3, the Chapter 5 policies are organized under the titles: Land Use and Transportation, Design and Environment, Public Facilities and Services, and Implementation. Each policy section begins with a bulleted list of guiding planning principles that summarize the intent of that policy section.

### **Strategies**

Adjacent to each policy is a set of strategies that will help implement the corresponding policy. ✪ This symbol identifies the strategies which are most essential to the implementation of that policy. Although a strategy may be marked “essential” to one policy, it may be considered “secondary” to another policy and will not be marked. Several strategies may be needed



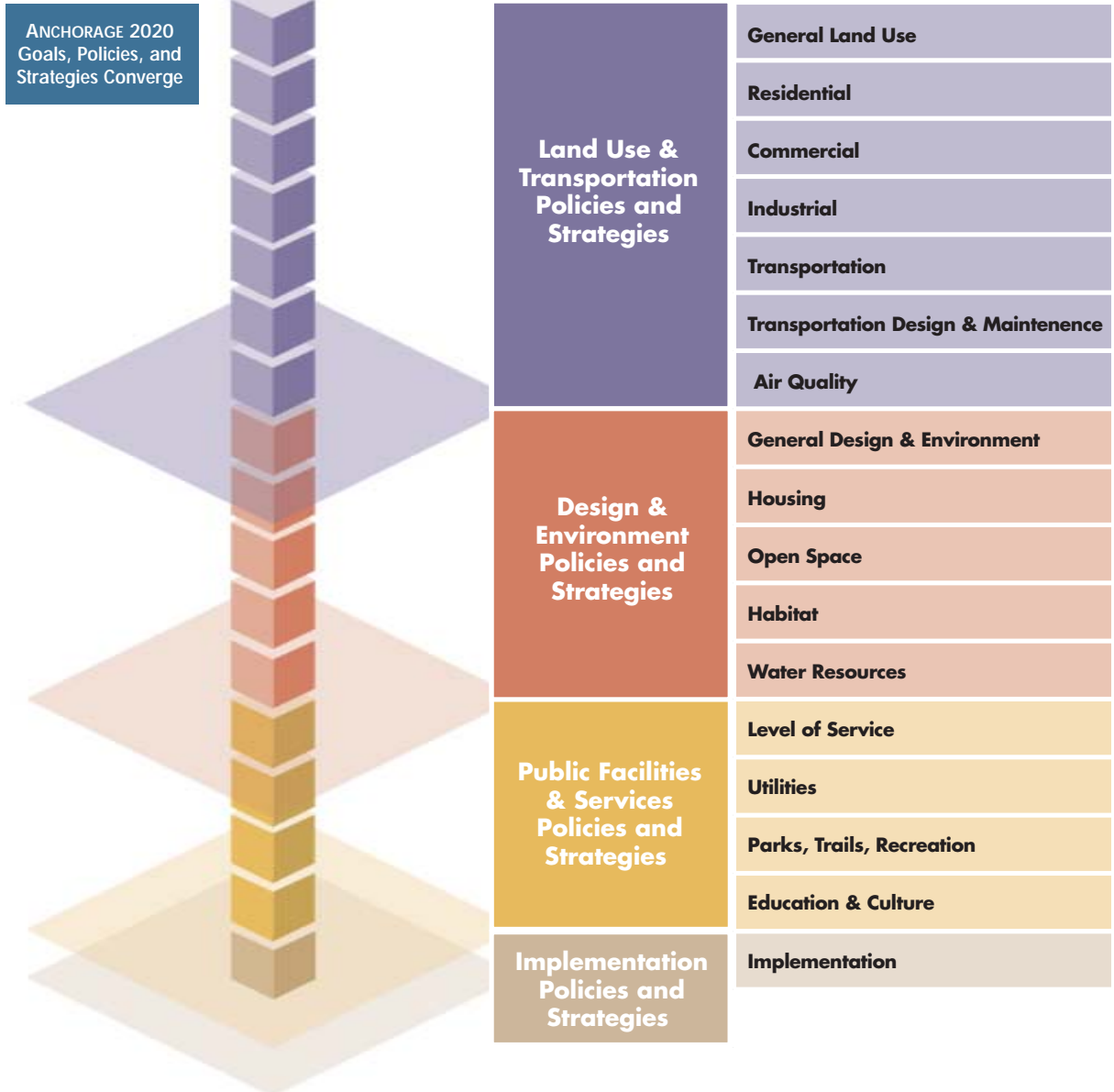
to fully implement each policy, and some strategies contribute to the implementation of many policies. The Work Program will determine which strategies are most essential for the implementation of ANCHORAGE 2020 as a whole, and prioritize the completion of those strategies accordingly.

Strategies include new or revised municipal ordinances, functional plans, neighborhood or district plans, the capital improvement program (CIP), and others. Until applicable strategies are implemented, the policies guide municipal decision-making.

**Maps**

The Land Use Policy Map is an interim guide for municipal decision-making until neighborhood or district plans and Title 21 changes are prepared and adopted. The Land Use Policy Map shows the approximate location of major employment centers, redevelopment/mixed-use areas, town centers, neighborhood commercial centers, industrial reserves, and transit-supportive development corridors. It also illustrates a planning district for neighborhoods adjacent to and influenced by the Ted Stevens Anchorage International Airport, and the concept of establishing urban and rural service districts.

**How Chapter 5 Is Organized**



### How Do You Know

How do you know if a new project meets community standards established in the ANCHORAGE 2020 plan? Measure the project against the goals. The policies help us to make that measurement. Through the implementation of strategies, policies become laws, plans and standards. They increase the precision and enforceability of the policies.

### Role of the Public

When a new project is presented for review, the public can use the Comprehensive Plan to see how well it measures up. Are the transportation and air quality issues addressed? Does it meet open space and water resource requirements? The public will be able to use this plan as their tool to maintain the integrity of their community when new schools, roads, neighborhoods or redevelopment is proposed.

## Definitions

### What is a goal?

A goal is our destination. The vision for where we want to go.

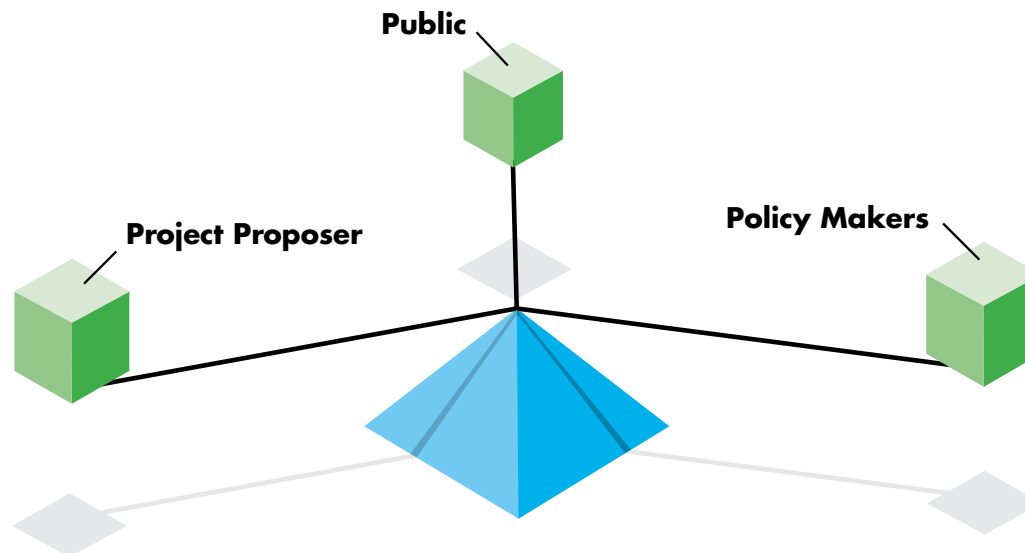
### What are the policies?

The policies are the road map. They help guide the boards and agencies in making their decisions.

### What are the strategies?

These are the nuts and bolts of getting the job done. The strategies become ordinances and changes to the municipal code that direct development of new projects.

## Balancing the Needs



## Land Use & Transportation Policies and Strategies



- Infill, redevelopment, and adaptive land reuse principles revitalize the community.
- Downtown is a vital commercial, office, residential, governmental, and cultural center.
- Commercial growth is efficiently concentrated in compact centers.
- Land uses are mixed where appropriate.
- Conservation of the existing housing stock, as well as development of new housing in appropriate locations and at appropriate densities, is promoted.
- Higher density residential development is promoted near and within transit-supportive development corridors, town centers, redevelopment/mixed-use areas, and major employment centers.
- Neighborhood vitality and quality of life are reinforced through density, street and trail layout, architectural design principles, and neighborhood or district plans.
- The transportation system, which includes all modes (vehicular circulation and parking, transit, and pedestrian/trail access), is linked to land use patterns and density.

Policy #	<b>Policy</b> These statements provide direction to public officials and the general public until Strategies are implemented.	<b>Strategies</b> ☛ Strategies that are "essential" to the implementation of the corresponding Policy. All others are "secondary" to its implementation.	
<b>General Land Use</b>	<b>1</b> The Land Use Policy Map shall guide land use decisions until such time as other strategies are adopted that provide more specific guidance.	- Neighborhood or District Plans - Functional Plans	
	<b>2</b> Land Use and Generalized Residential Intensity Maps shall be developed with each Neighborhood or District Plan incorporating elements of the Land Use Policy Map and shall guide land use decisions.	☛ Neighborhood or District Plans - Minimum Residential Density	- Urban/Rural Services
	<b>3</b> The Municipality shall employ development strategies for the Anchorage Bowl in order to accommodate approximately 31,600 additional dwelling units by the year 2020 with the allocation of the dwelling units by planning sector as follows: Central 5,000 – 7,000 Southeast 4,000 – 6,000 Northeast 5,000 – 7,000 Southwest 4,000 – 6,000 Northwest 7,000 – 9,000	☛ Neighborhood or District Plans ☛ Minimum Residential Density ☛ Overlay Zone ☛ Mixed Use ☛ Design Standards	- Annual Progress Report - Accessory Units - Infill, Redevelopment and Reinvestment Incentives



Policy #	<p style="text-align: center;"><b>Policy</b></p> <p style="text-align: center;">These statements provide direction to public officials and the general public until Strategies are implemented.</p>	<p style="text-align: center;"><b>Strategies</b></p> <p style="text-align: center;">☛ Strategies that are “essential” to the implementation of the corresponding Policy. All others are “secondary” to its implementation.</p>	
<b>General Land Use</b>	<p><b>4</b> The Zoning Map shall ultimately be amended to be consistent with the adopted Neighborhood or District Plan Maps.</p>	<ul style="list-style-type: none"> <li>☛ Neighborhood or District Plans</li> <li>☛ Synchronize Zoning with Land Use Maps</li> </ul>	
	<p><b>5</b> Rezones and variances shall be compatible in scale with adjacent uses and consistent with the goals and policies of ANCHORAGE 2020.</p>	<ul style="list-style-type: none"> <li>☛ Zoning and Platting Review Process</li> <li>☛ Neighborhood or District Plans</li> </ul>	<ul style="list-style-type: none"> <li>- Synchronize Zoning with Land Use Maps</li> <li>- Development Rights–Purchase</li> <li>- Development Rights–Transfer</li> </ul>
	<p><b>6</b> Areas designated for specific uses on the Zoning Map shall be protected from encroachment by incompatible land uses.</p>	<ul style="list-style-type: none"> <li>☛ Neighborhood or District Plans</li> <li>☛ Neighborhood Park/Open Space Priority System</li> </ul>	
<b>Residential</b>	<p><b>7</b> Avoid incompatible uses adjoining one another.</p>	<ul style="list-style-type: none"> <li>☛ Design Standards</li> <li>☛ Neighborhood or District Plans</li> </ul>	<ul style="list-style-type: none"> <li>- Landscape Ordinance</li> <li>- Overlay Zone</li> </ul>
	<p><b>8</b> Urban residential density, defined as greater than 1 dwelling unit per acre, is the optimum standard in the urban services area; and rural density residential, defined as equal to or less than 1 primary dwelling unit per acre, is the optimum standard in the rural services area.</p>	<ul style="list-style-type: none"> <li>☛ Hillside District Plan</li> <li>- Urban/Rural Services</li> </ul>	<ul style="list-style-type: none"> <li>- Development Rights–Purchase</li> <li>- Development Rights–Transfer</li> </ul>
	<p><b>9</b> New residential development located within 1/4 mile of the major street at the center of a Transit-Supportive Development Corridor shall achieve an overall average of equal to or greater than 8 dwelling units per acre. Individual lot densities shall be further defined through development of implementation strategies.</p>	<ul style="list-style-type: none"> <li>☛ Overlay Zone</li> <li>☛ Minimum Residential Density</li> <li>☛ Neighborhood or District Plans</li> <li>☛ Design Standards</li> </ul>	<ul style="list-style-type: none"> <li>☛ Infill, Redevelopment and Reinvestment Incentives</li> <li>☛ Neighborhood Park/Open Space Priority System</li> <li>- Housing &amp; Community Development Consolidated Plan</li> </ul>
<p><b>10</b> Mixed-use development is encouraged within Major Employment Centers, Mixed-Use Redevelopment Areas, Town Centers, and Neighborhood Centers. Strategies for mixed-use development include housing needs, compatible non-residential uses, public and open spaces, and multi-modal access.</p>	<ul style="list-style-type: none"> <li>☛ <u>Neighborhood or District Plans</u> <ol style="list-style-type: none"> <li>1. Central Business District Plan</li> <li>2. University &amp; Medical District Framework Master Plan</li> <li>3. Midtown District Plan</li> <li>4. East Anchorage District Plan</li> <li>5. Town Center Plans</li> </ol> </li> </ul>	<ul style="list-style-type: none"> <li>☛ Design Standards</li> <li>☛ Infill, Redevelopment and Reinvestment Incentives</li> <li>☛ Overlay Zone</li> <li>☛ Mixed Use</li> <li>☛ Housing &amp; Community Development Consolidated Plan</li> </ul>	

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<b>Residential</b>	<p><b>11</b> Mixed-density residential development shall be permitted in identified zoning districts provided the development maintains or improves the functional and aesthetic characteristics of the surrounding development and maintains or improves adjacent transportation access and traffic flow.</p>	<ul style="list-style-type: none"> <li>☛ Design Standards</li> <li>☛ Inclusionary Zoning</li> <li>☛ Street Connectivity Standards</li> </ul>	<ul style="list-style-type: none"> <li>- Accessory Units</li> <li>- Small-Lot Housing</li> </ul>
	<p><b>12</b> New higher density residential development, including that within Transit-Supportive Development Corridors, shall be accompanied by the following:</p> <ul style="list-style-type: none"> <li>a) Building and site design standards;</li> <li>b) Access to multi-modal transportation, to include transit, and safe pedestrian facilities; and,</li> <li>c) Adequate public or private open space, parks or other public recreational facilities located on site or in close proximity to the residential developments.</li> </ul>	<ul style="list-style-type: none"> <li>☛ Design Standards</li> <li>☛ Overlay Zone</li> <li>☛ Neighborhood Park/Open Space Priority System</li> <li>☛ Small-Lot Housing</li> <li>☛ Level of Service Standards</li> <li>☛ Neighborhood or District Plans</li> <li>☛ Underground Utilities</li> </ul>	<ul style="list-style-type: none"> <li>- Landscape Ordinance</li> <li>- Public Focus Centers</li> <li>- Natural Open Space Acquisition</li> <li>- Park, Greenbelt and Recreation Facility Plan</li> <li>- Long-Range Transportation Plan</li> <li>- Streetscape Standards and Guidelines</li> <li>- Public Facilities Land Acquisition Program</li> </ul>
	<p><b>13</b> New rural residential subdivisions shall be designed to:</p> <ul style="list-style-type: none"> <li>a) Maintain the rural character of the area;</li> <li>b) Link to existing adjacent road and trail systems;</li> <li>c) Protect, maintain, or avoid sensitive environmental areas (wetlands, steep slopes, drainageways, unsuitable soils, geohazard areas); and,</li> <li>d) Incorporate wildland fire safety design standards.</li> </ul>	<ul style="list-style-type: none"> <li>☛ Land Clearing Standards</li> <li>☛ Hillside District Plan</li> <li>☛ Slope Development Guidelines</li> <li>☛ Street Connectivity Standards</li> <li>☛ Fire Safety Design Standards</li> </ul>	<ul style="list-style-type: none"> <li>- Development Rights-Transfer</li> <li>- Development Rights-Purchase</li> <li>- Impact Fees</li> <li>- Urban / Rural Services</li> </ul>
	<p><b>14</b> Conservation of residential lands for housing is a high community priority. New residential development at densities less than identified in the Neighborhood or District Plans is discouraged. No regulatory action under Title 21 shall result in a conversion of dwelling units or residentially zoned property into commercial or industrial uses unless consistent with an adopted plan.</p>	<ul style="list-style-type: none"> <li>☛ Minimum Residential Density</li> <li>☛ Neighborhood or District Plans</li> <li>- Small-Lot Housing</li> <li>- Development Rights-Transfer</li> </ul>	
	<p><b>15</b> Accessory housing units shall be allowed in certain residential zones.</p>	<ul style="list-style-type: none"> <li>☛ Accessory Units</li> <li>☛ Design Standards</li> </ul>	<ul style="list-style-type: none"> <li>- Affordable Housing</li> </ul>

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<b>Residential</b>	<p>16 Adopt standards to ensure that new residential development provides for a variety of lot sizes and housing types for a range of households and age groups.</p>	<ul style="list-style-type: none"> <li>☛ Inclusionary Zoning</li> <li>☛ Housing &amp; Community Development Consolidated Plan</li> <li>☛ Design Standards</li> <li>☛ Accessory Units</li> </ul>	<ul style="list-style-type: none"> <li>- Affordable Housing</li> <li>- Small-Lot Housing</li> <li>- Neighborhood or District Plans</li> </ul>
	<p>17 Provide incentives for lot consolidation in infill/redevelopment areas in order to improve the design and compatibility of multi-family housing.</p>	<ul style="list-style-type: none"> <li>☛ Design Standards</li> <li>☛ Infill, Redevelopment and Reinvestment Incentives</li> <li>- Redevelopment Authority</li> </ul>	<ul style="list-style-type: none"> <li>- Development Rights – Purchase</li> <li>- Development Rights – Transfer</li> <li>- Tax Increment Financing</li> </ul>
<b>Commercial</b>	<p>18 Strengthen the Central Business District’s role as the regional center for commerce, services, finance, arts and culture, government offices, and medium- to high-density residential development.</p>	<ul style="list-style-type: none"> <li>☛ Central Business District Plan</li> <li>☛ Overlay Zone</li> <li>☛ Mixed Use</li> <li>☛ Design Standards</li> <li>☛ Land Use Regulation Amendment (CBD Zones)</li> </ul>	<ul style="list-style-type: none"> <li>☛ Infill, Redevelopment and Reinvestment Incentives</li> <li>- Parking Standards</li> <li>- Sign Ordinance</li> <li>- Redevelopment Plan</li> <li>- Tax Increment Financing</li> </ul>
	<p>19 Locate municipal, state, and federal administrative offices in the Central Business District.</p>	<ul style="list-style-type: none"> <li>☛ Central Business District Plan</li> <li>☛ Land Use Regulation Amendment</li> </ul>	
<b>Commercial</b>	<p>20 Medium- and high-density residential development, as well as commercial mixed use, is encouraged in aging and underutilized areas within and adjacent to Major Employment Centers as shown on the Land Use Policy Map.</p>	<ul style="list-style-type: none"> <li>☛ Overlay Zone</li> <li>☛ Parking Standards</li> <li>☛ Design Standards</li> <li>☛ Land Use Regulation Amendment</li> <li>☛ Mixed Use</li> <li>☛ Infill, Redevelopment and Reinvestment Incentives</li> </ul>	<ul style="list-style-type: none"> <li>☛ Redevelopment Authority</li> <li>- Redevelopment Plan</li> <li>- Tax Increment Financing</li> <li>- Development Rights – Purchase</li> <li>- Development Impact Assessment</li> </ul>



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<b>Commercial</b>	<p><b>21</b> All new commercial development shall be located and designed to contribute to improving Anchorage’s overall land use efficiency and compatibility, traffic flow, transit use, pedestrian access, and appearance. To eliminate the problems associated with strip commercial development, new commercial development shall adhere to the following principles:</p> <p>a) New commercial development shall occur primarily within Major Employment Centers, Redevelopment/Mixed-Use Areas, Town Centers, and Neighborhood Commercial Centers.</p> <p>b) In order to use existing commercial land more efficiently, redevelopment, conversion, and reuse of underused commercial areas shall be encouraged.</p> <p>c) Rezoning of property to commercial use is only permitted when designated in an adopted plan.</p> <p>d) Architectural and site design standards shall improve the function, appearance, and land use efficiency of new commercial developments.</p> <p>e) New strip commercial development is strongly discouraged.</p>	<ul style="list-style-type: none"> <li>☛ Design Standards</li> <li>☛ Overlay Zone</li> <li>☛ Neighborhood or District Plans</li> <li>☛ Land Use Regulation Amendment (Commercial and Industrial Zones)</li> <li>☛ Sign Ordinance</li> <li>☛ Parking Standards</li> <li>☛ Major Project Site Plan Review</li> </ul>	<ul style="list-style-type: none"> <li>- Infill, Redevelopment and Reinvestment Incentives</li> <li>- Market Impact Assessment</li> <li>- Redevelopment Plan</li> <li>- Redevelopment Authority</li> <li>- Tax Increment Financing</li> <li>- Development Rights–Purchase</li> <li>- Development Rights–Transfer</li> </ul>
	<p><b>22</b> Provide locational standards and criteria for retail sales/service of alcoholic beverages.</p>	<ul style="list-style-type: none"> <li>☛ Land Use Regulation Amendment (Conditional Uses)</li> </ul>	
	<p><b>23</b> Major Employment Centers, shown on the Land Use Policy Map, exist at the Downtown, Midtown, and University/Medical areas. Characteristics of these centers are as follows:</p> <p>a) Concentrations of medium- to high-density office development with employment densities of more than 50 employees per acre;</p> <p>b) Promotion of compact, mixed commercial/office development where businesses are close enough to walk between;</p> <p>c) New buildings oriented to the street with parking located in parking structures or to the side or behind the buildings;</p> <p>d) Creation or enhancement of public focal points such as plazas or parks, including public art;</p> <p>e) Residential development as an ancillary use; and,</p> <p>f) A pedestrian-oriented environment including expanded sidewalks, crosswalks, street furniture, bus shelters, and landscaping.</p>	<ul style="list-style-type: none"> <li>☛ <u>Neighborhood or District Plans</u> <ol style="list-style-type: none"> <li>1. Central Business District Plan</li> <li>2. Midtown District Plan</li> <li>3. University &amp; Medical District Framework Master Plan</li> </ol> </li> <li>☛ Mixed Use</li> <li>☛ Design Standards</li> <li>☛ Overlay Zone</li> <li>☛ Land Use Regulation Amendment (B-3 and CBD Zones)</li> <li>☛ Parking Standards</li> <li>☛ Streetscape Standards and Guidelines</li> <li>☛ Large Retail Establishment Ordinance</li> </ul>	<ul style="list-style-type: none"> <li>- Redevelopment Plans</li> <li>- Percent for Art</li> <li>- Public Focus Centers</li> <li>- Minimum Commercial Intensity</li> </ul>

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Commercial	<p>24 Town Centers are designated on the Land Use Policy Map in seven areas of the Bowl. Other areas may become Town Centers. Development of Town Center strategies shall provide direction for the design and construction of public improvements and to provide guidance and incentives for private investment. Existing and new centers shall be characterized by the following:</p> <ol style="list-style-type: none"> <li>a) Generally 1/2 to 1 mile in diameter;</li> <li>b) A commercial core consisting of a range of commercial retail/services and public facilities that serve the surrounding neighborhoods. The configuration of shops in the core area is oriented to the street with parking behind the buildings when possible;</li> <li>c) Public facilities including but not limited to: indoor recreational facilities, parks, branch libraries, ice skating arenas, schools, post office, and transit facilities;</li> <li>d) Medium- to high-density residential development in and surrounding the core, consisting of a combination of duplexes, townhouses, and apartment buildings with overall density targets of 12-40 dwelling units per acre;</li> <li>e) An enhanced pedestrian environment with good connections within and between the core and surrounding residential development; and,</li> <li>f) Distinctive public spaces and public art that create a sense of place.</li> </ol>	<ul style="list-style-type: none"> <li>☛ Overlay Zone</li> <li>☛ Town Center Plans</li> <li>☛ Sign Ordinance</li> <li>☛ Design Standards</li> <li>☛ Parking Standards</li> <li>☛ Infill, Redevelopment and Reinvestment Incentives</li> <li>☛ Neighborhood Project Teams</li> <li>☛ Minimum Residential Density</li> <li>☛ Mixed Use</li> <li>- Redevelopment Plans</li> <li>- Landscape Ordinance</li> <li>- Percent for Art</li> <li>- Traffic Impact Assessment</li> </ul>	

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<b>Commercial</b>	<p><b>25</b> Neighborhood Commercial Centers are shown on the Land Use Policy Map. Actual locations of Neighborhood Commercial Centers are to be determined through neighborhood or district planning processes. Neighborhood Commercial Centers are intended to allow neighborhood-oriented commercial uses in and adjacent to residential areas. Characteristics of these centers include:</p> <ol style="list-style-type: none"> <li>a) Small-scale, attractive, non-obtrusive and convenient shopping and services for residential areas.</li> <li>b) Whether evolving from existing commercial development or introduced to new areas, their scale and appearance should be compatible with adjacent residential development, and highly responsive to and integrated with nearby residential areas and traffic patterns.</li> <li>c) Site and architectural design of these centers, as well as operational aspects, should be compatible with surrounding neighborhoods and designed with a goal of reducing vehicle trips and distance for neighborhood residents and to minimize traffic impacts on nearby residential areas.</li> </ol>	<ul style="list-style-type: none"> <li>☛ Neighborhood or District Plans</li> <li>☛ Design Standards</li> <li>☛ Neighborhood Project Team</li> <li>☛ Land Use Regulation Amendment               <ul style="list-style-type: none"> <li>- Parking Standards</li> <li>- Traffic Impact Assessment</li> </ul> </li> </ul>	
	<p><b>26</b> Key industrial lands, such as the Industrial Reserves designated on the Land Use Policy Map, shall be preserved for industrial purposes.</p>	<ul style="list-style-type: none"> <li>☛ West Anchorage District Plan</li> <li>☛ Land Use Regulation Amendment (Industrial Zones)</li> <li>☛ Neighborhood or District Plans</li> </ul>	
<b>Industrial</b>	<p><b>27</b> Commercial/light industrial parks:</p> <ol style="list-style-type: none"> <li>a) Shall integrate safe and efficient customer and freight access to and from the industrial site;</li> <li>b) May include complementary uses that are compatible with surrounding uses and areas; and,</li> <li>c) Shall include design features such as pedestrian facilities, landscaping, and compatible signage.</li> </ol>	<ul style="list-style-type: none"> <li>☛ Overlay Zone</li> <li>☛ Design Standards</li> <li>☛ Land Use Regulation Amendment (I-1 Zone)               <ul style="list-style-type: none"> <li>- Land Use Regulation Amendment (Mixed-Use Definitions)</li> <li>- Mixed Use</li> <li>- Ship Creek/Waterfront District Plan</li> </ul> </li> </ul>	



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<b>Industrial</b>	<p><b>28</b> The area surrounding Ted Stevens Anchorage International Airport, as shown on the Land Use Policy Map, shall be designated as the West Anchorage Planning Area.</p> <p>a) A West Anchorage District Plan shall be developed for the West Anchorage Planning Area. This plan is intended to identify, address, and resolve impacts to neighborhoods, public infrastructure, and the environment from Ted Stevens Anchorage International Airport activities.</p> <p>b) Future airport-related industrial uses should be located to provide efficient transportation links to and from the Airport with minimal impacts to residential neighborhoods.</p>	<ul style="list-style-type: none"> <li>✦ West Anchorage District Plan</li> <li>✦ Neighborhood Project Team                             <ul style="list-style-type: none"> <li>- Overlay Zone</li> <li>- Development Impact Assessment</li> <li>- Regional Planning</li> </ul> </li> </ul>	
	<p><b>29</b> ANCHORAGE 2020 goals, policies, strategies, and maps shall guide development of the <i>Long-Range Transportation Plan</i> (LRTP) for the location of road improvements and new alignments.</p>	<ul style="list-style-type: none"> <li>✦ Functional Plans (Long-Range Transportation Plan)</li> </ul>	
<b>Transportation</b>	<p><b>30</b> Transportation and land use policies and programs shall include:</p> <p>a) Multi-modal and intermodal access, including commuter rail and transit service;</p> <p>b) Pedestrian-to-transit linkages;</p> <p>c) Efficient and safe freight movement;</p> <p>d) Congestion management and roadway improvements;</p> <p>e) Optimal use of parking;</p> <p>f) Minimization of individual and cumulative air quality impacts;</p> <p>g) Minimizing impacts on neighborhoods; and,</p> <p>h) Adequate snow storage.</p>	<ul style="list-style-type: none"> <li>✦ Air Quality Impact Update</li> <li>✦ Parking Standards</li> <li>✦ Alternative Commuter Transportation</li> <li>✦ Streetscape Standards and Guidelines</li> <li>✦ <u>Functional Plans including:</u> <ol style="list-style-type: none"> <li>1. Long-Range Transportation Plan</li> <li>2. Transit Development Plan</li> <li>3. Congestion Management Plan</li> <li>4. Pedestrian Access Plan</li> </ol> </li> </ul>	<ul style="list-style-type: none"> <li>✦ Level of Service Standards</li> <li>✦ Neighborhood or District Plans</li> <li>✦ Traffic Impact Assessment                             <ul style="list-style-type: none"> <li>- Capital Improvement Program Process</li> <li>- Street Connectivity Standards</li> <li>- Air Quality Education</li> <li>- Design Standards</li> <li>- Functional Plans (Areawide Trails Plan)</li> </ul> </li> </ul>
	<p><b>31</b> Provide safe and efficient freight routes that minimize impacts on neighborhoods.</p>	<ul style="list-style-type: none"> <li>✦ Functional Plans (Freight Mobility)</li> </ul>	
	<p><b>32</b> Congestion management techniques shall be applied to maximize efficient use of the existing road system.</p>	<ul style="list-style-type: none"> <li>✦ Level of Service Standards</li> <li>✦ Congestion Management Plan</li> <li>✦ Alternative Commuter Transportation</li> <li>✦ Street Connectivity Standards</li> <li>✦ Mixed Use</li> <li>✦ Neighborhood or District Plans</li> </ul>	<ul style="list-style-type: none"> <li>- Regional Planning Area</li> <li>- Minimum Residential Density</li> <li>- Overlay Zone</li> <li>- Parking Standards</li> <li>- Traffic Impact Assessment</li> <li>- Infill, Redevelopment and Reinvestment Incentives</li> </ul>

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Transportation	<p><b>33</b> The Municipality shall improve public transportation service between residential areas and employment, medical, educational, and recreational centers.</p>	<ul style="list-style-type: none"> <li>✪ Functional Plans (Transit Development Plan)</li> <li>✪ Level of Service Standards</li> </ul>	<ul style="list-style-type: none"> <li>- Streetscape Standards and Guidelines</li> </ul>
	<p><b>34</b> Transit-Supportive Development Corridors, as identified on the Land Use Policy Map, shall be characterized as follows:</p> <ol style="list-style-type: none"> <li>a) Average residential densities equal to or greater than 8 du/acre occur within up to 1/4-mile of the major street at the center of the corridor.</li> <li>b) New commercial development within these corridors is oriented to the street with parking on the side or rear of the building when possible.</li> <li>c) A goal for bus service within these corridors is 15-minute headways during peak hours and 30-minute headways during non-peak periods.</li> <li>d) A pedestrian-oriented environment is created, including: expanded sidewalks, crosswalks, street furniture, bus shelters and landscaping.</li> <li>e) Additional traffic lanes are not considered along these corridors unless there is no feasible alternative to solve a significant congestion problem.</li> </ol>	<ul style="list-style-type: none"> <li>✪ Level of Service Standards</li> <li>✪ Neighborhood or District Plans</li> <li>✪ Minimum Residential Density</li> <li>✪ Overlay Zone</li> <li>✪ Streetscape Standards and Guidelines</li> <li>✪ Design Standards</li> <li>✪ <u>Functional Plans including:</u> <ol style="list-style-type: none"> <li>1. Long-Range Transportation Plan</li> <li>2. Transit Development Plan</li> </ol> </li> <li>✪ Neighborhood Park/Open Space Priority System</li> </ul>	<ul style="list-style-type: none"> <li>- Alternative Commuter Transportation</li> <li>- Infill, Redevelopment and Reinvestment Incentives</li> <li>- Public Facilities Land Acquisition Program</li> </ul>
Transportation Design & Maintenance	<p><b>35</b> Major new residential, commercial, industrial, and institutional developments shall be assessed for traffic impacts such as congestion and air pollution.</p>	<ul style="list-style-type: none"> <li>✪ Level of Service Standards</li> <li>✪ Traffic Impact Assessment</li> </ul>	
	<p><b>36</b> New transportation projects and significant project upgrades shall accommodate new trail sections and easements identified in the <i>Areawide Trails Plan</i>.</p>	<ul style="list-style-type: none"> <li>✪ Capital Improvement Program Process</li> <li>✪ <u>Functional Plans including:</u> <ol style="list-style-type: none"> <li>1. Long-Range Transportation Plan</li> <li>2. Areawide Trails Plan</li> <li>3. Park, Greenbelt and Recreation Facility Plan</li> </ol> </li> <li>✪ Streetscape Standards and Guidelines</li> </ul>	<ul style="list-style-type: none"> <li>- Coastal Access</li> <li>- Open Space Public Access Guide</li> <li>- Residential Street Standards</li> <li>- Pedestrian Access Plan</li> <li>- Coordination with Alaska DOT/PF</li> </ul>
	<p><b>37</b> Design, construct, and maintain roadways or rights-of-way to accommodate pedestrians, bicyclists, transit users, the disabled, automobiles, and trucks where appropriate.</p>	<ul style="list-style-type: none"> <li>✪ Residential Street Standards</li> <li>✪ Snow Removal</li> <li>✪ Level of Service Standards</li> <li>✪ Streetscape Standards and Guidelines</li> <li>✪ Functional Plan (Comprehensive Snow Management Plan)</li> </ul>	<ul style="list-style-type: none"> <li>- Pedestrian Access Plan</li> <li>- Coordination with Alaska DOT/PF</li> </ul>

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<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Transportation Design &amp; Maintenance</p>	<p><b>38</b> Design, construct, and maintain roadways or rights-of-way to promote and enhance physical connectivity within and between neighborhoods.</p>	<ul style="list-style-type: none"> <li>✦ Residential Street Standards</li> <li>✦ Streetscape Standards and Guidelines</li> <li>✦ Street Connectivity Standards</li> <li>- Functional Plans (Long-Range Transportation Plan)</li> </ul>	<ul style="list-style-type: none"> <li>- Neighborhood or District Plans</li> <li>- Snow Removal</li> <li>- Capital Improvement Program Process</li> <li>- Coordination with Alaska DOT/PF</li> </ul>
	<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Air Quality</p>	<p><b>39</b> Monitor air quality to ensure compliance with federal standards and establish incentives to improve air quality.</p>	<ul style="list-style-type: none"> <li>✦ Air Emissions</li> <li>✦ Point Source Management</li> </ul>
<p><b>40</b> Assess and mitigate adverse air quality impacts of major public land use and transportation decisions.</p>		<ul style="list-style-type: none"> <li>✦ Air Quality Impact Update</li> </ul>	<ul style="list-style-type: none"> <li>- Alternative Commuter Transportation</li> <li>- Point Source Management</li> </ul>



## Design & Environment Policies and Strategies



- Improved building/parking location, orientation, streetscape and form are important in order to achieve efficient and attractive development.
- The visual image and identity of the city are strengthened and promoted.
- City codes include new tools that will produce more desired forms of development.
- The scale and appearance of higher density commercial and residential development is compatible with adjacent areas.
- The natural environment is embodied in project design.
- Impacts to environmentally fragile areas are minimized.
- Streets move people and goods efficiently and safely, and support healthy commerce.
- Neighborhoods are connected by the road and trail system and open spaces.
- Transit-oriented development and design elements are promoted.

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General Design & Environment	<p><b>41</b> Land use regulations shall include new design requirements that are responsive to Anchorage's climate and natural setting.</p>	<ul style="list-style-type: none"> <li>☛ Design Standards</li> <li>☛ Land Clearing Standards</li> <li>☛ Land Use Regulation Amendment (Central Business District zones)</li> <li>☛ Landscape Ordinance</li> </ul>	<ul style="list-style-type: none"> <li>- Landscape Design Criteria Manual</li> <li>- Development Rights-Purchase</li> <li>- Development Rights-Transfer</li> <li>- Central Business District Plan</li> </ul>
	<p><b>42</b> Northern city design concepts shall guide the design of all public facility projects, including parks and roads.</p>	<ul style="list-style-type: none"> <li>☛ Public Facilities Design Standards</li> <li>☛ Design Standards</li> <li>☛ Streetscape Standards and Guidelines</li> <li>- Public Facilities Site Selection Criteria</li> </ul>	<ul style="list-style-type: none"> <li>- Public Focus Centers</li> <li>- Residential Street Standards</li> <li>- Percent for Art</li> </ul>
	<p><b>43</b> Plans for major commercial, institutional, and industrial developments, including large retail establishments, are subject to site plan review.</p>	<ul style="list-style-type: none"> <li>☛ Major Project Site Plan Review</li> <li>☛ Design Standards</li> <li>☛ Sign Ordinance</li> </ul>	<ul style="list-style-type: none"> <li>- Overlay Zone</li> <li>- Development Impact Assessment</li> <li>- Minimum Commercial Intensity</li> </ul>

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44	Design and build public improvements for long-term use.	<ul style="list-style-type: none"> <li>☛ Design Standards</li> <li>☛ Public Facilities Design Standards</li> </ul>	<ul style="list-style-type: none"> <li>- Residential Street Standards</li> <li>- Streetscape Standards and Guidelines</li> </ul>
45	Connect local activity centers, such as neighborhood schools and community centers with parks, sports fields, greenbelts, and trails, where feasible.	<ul style="list-style-type: none"> <li>☛ <u>Functional Plans including:</u> <ol style="list-style-type: none"> <li>1. Pedestrian Access Plan</li> <li>2. Park, Greenbelt and Recreation Facility Plan</li> </ol> </li> <li>- Open Space Public Access Guide</li> </ul>	<ul style="list-style-type: none"> <li>- Natural Open Space Standards</li> <li>- Small-Lot Housing</li> <li>- Public Facilities Design Standards</li> <li>- Public Facilities Land Acquisition Program</li> </ul>
46	The unique appeal of individual residential neighborhoods shall be protected and enhanced in accordance with applicable goals, policies, and strategies.	<ul style="list-style-type: none"> <li>☛ Neighborhood or District Plans</li> <li>☛ Design Standards</li> <li>- Streetscape Standards and Guidelines</li> </ul>	<ul style="list-style-type: none"> <li>- Percent for Art</li> <li>- Underground Utilities</li> <li>- Overlay Zone</li> </ul>
47	Provide distinctive public landmarks and other public places in neighborhoods.	<ul style="list-style-type: none"> <li>☛ Neighborhood or District Plans</li> <li>☛ Public Focus Centers</li> </ul>	<ul style="list-style-type: none"> <li>- Percent for Art</li> </ul>
48	Subdivision plats and site development plans shall be designed to enhance or preserve scenic views and other significant natural features in accordance with applicable goals, policies, and strategies.	<ul style="list-style-type: none"> <li>☛ Small-Lot Housing</li> <li>☛ Design Standards</li> <li>☛ Sign Ordinance</li> <li>☛ Land Clearing Standards</li> <li>☛ Underground Utilities</li> </ul>	<ul style="list-style-type: none"> <li>☛ Streetscape Standards and Guidelines</li> <li>☛ Land Use Regulation Amendment (Subdivision Regulations)</li> <li>- Natural Open Space Standards</li> <li>- Landscape Ordinance</li> </ul>
49	Site plan layout and building design for new development shall consider the character of adjacent development. The Municipality may require layouts and designs to incorporate the functional and aesthetic character of adjacent development.	<ul style="list-style-type: none"> <li>☛ Landscape Ordinance</li> <li>☛ Design Standards</li> <li>☛ Major Project Site Plan Review</li> </ul>	<ul style="list-style-type: none"> <li>☛ Land Use Regulation Amendment</li> <li>- Development Impact Assessment</li> <li>- Landscape Design Criteria Manual</li> </ul>
50	Healthy, mature trees and forested areas shall be retained as much as possible.	<ul style="list-style-type: none"> <li>☛ Land Clearing Standards</li> <li>- Design Standards</li> <li>- Landscape Ordinance</li> </ul>	<ul style="list-style-type: none"> <li>- Streetscape Standards and Guidelines</li> <li>- Natural Open Space Standards</li> </ul>

General Design & Environment

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General Design & Environment	51 The Municipality shall define Anchorage’s historic buildings and sites and develop a conservation strategy.	<ul style="list-style-type: none"> <li>☛ Functional Plan (Historic Preservation Plan)</li> <li>- Neighborhood or District Plans</li> </ul>	<ul style="list-style-type: none"> <li>- Conservation Easements</li> <li>- Development Rights–Purchase</li> <li>- Development Rights–Transfer</li> </ul>
	52 Site and design residential development to enhance the residential streetscape and diminish the prominence of garages and paved parking areas.	<ul style="list-style-type: none"> <li>☛ Design Standards</li> <li>☛ Small-Lot Housing</li> </ul>	<ul style="list-style-type: none"> <li>☛ Land Use Regulation Amendment (Subdivision Regulations)</li> </ul>
	53 Design, construct, and maintain roads to retain or enhance scenic views and improve the general appearance of the road corridor.	<ul style="list-style-type: none"> <li>☛ Underground Utilities</li> <li>☛ Streetscape Standards and Guidelines</li> </ul>	<ul style="list-style-type: none"> <li>- Land Clearing Standards</li> <li>- Residential Street Standards</li> <li>- Design for Wildlife</li> </ul>
	54 Design and construct neighborhood roads and walkways to ensure safe pedestrian movement and neighborhood connectivity, and to discourage high-speed, cut-through traffic.	<ul style="list-style-type: none"> <li>☛ Streetscape Standards and Guidelines</li> <li>☛ Street Connectivity Standards</li> <li>☛ Residential Street Standards</li> </ul>	<ul style="list-style-type: none"> <li>☛ Snow Removal</li> <li>- Neighborhood or District Plans</li> </ul>
	55 Provide pedestrian and trail connections within and between residential subdivisions in new plats, including replats.	<ul style="list-style-type: none"> <li>☛ Functional Plans (Pedestrian Access Plan)</li> <li>- Land Use Regulation Amendment (Subdivision Regulations)</li> <li>- Neighborhood or District Plans</li> </ul>	<ul style="list-style-type: none"> <li>- <u>Functional Plans, including:</u> <ol style="list-style-type: none"> <li>1. Long-Range Transportation Plan</li> <li>2. Areawide Trails Plan</li> </ol> </li> </ul>
Housing	56 ANCHORAGE 2020 goals, policies, and strategies shall guide development of the <i>Housing &amp; Community Development Consolidated Plan</i> in terms of the location and density of housing development.	<ul style="list-style-type: none"> <li>☛ Housing &amp; Community Development Consolidated Plan</li> <li>☛ Neighborhood Revitalization</li> </ul>	<ul style="list-style-type: none"> <li>- Housing Policy Update</li> </ul>
	57 Encourage the maintenance and upkeep of existing housing in order to extend its useful life and neighborhood stability.	<ul style="list-style-type: none"> <li>☛ Housing &amp; Community Development Consolidated Plan</li> <li>- Small-Lot Housing</li> </ul>	<ul style="list-style-type: none"> <li>- Affordable Housing</li> <li>- Housing Policy Update</li> <li>- Accessory Units</li> </ul>



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<b>Housing</b>	<p><b>58</b> Encourage more affordable housing, including home ownership opportunities for low-income residents.</p>	<ul style="list-style-type: none"> <li>☛ Housing &amp; Community Development Consolidated Plan</li> <li>☛ Accessory Units</li> <li>☛ Affordable Housing</li> <li>☛ Inclusionary Zoning</li> </ul>	<ul style="list-style-type: none"> <li>☛ Mobile Home Parks                             <ul style="list-style-type: none"> <li>- Tax Increment Financing</li> <li>- Housing Policy Update</li> <li>- Small-Lot Housing</li> </ul> </li> </ul>
	<p><b>59</b> Recognize mobile home parks, co-ops, and common ownership interests as viable, affordable housing choices and neighborhood lifestyle options.</p>	<ul style="list-style-type: none"> <li>☛ Mobile Home Parks</li> <li>☛ Housing &amp; Community Development Consolidated Plan</li> </ul>	<ul style="list-style-type: none"> <li>- Housing Policy Update</li> <li>- Design Standards</li> <li>- Affordable Housing</li> </ul>
	<p><b>60</b> Design attractive affordable housing that is suited to its environs.</p>	<ul style="list-style-type: none"> <li>☛ Housing &amp; Community Development Consolidated Plan</li> <li>☛ Small-Lot Housing</li> <li>☛ Design Standards</li> </ul>	<ul style="list-style-type: none"> <li>- Affordable Housing</li> <li>- Housing Policy Update</li> </ul>
	<p><b>61</b> Promote the availability of supportive housing opportunities for the homeless and for persons with special needs.</p>	<ul style="list-style-type: none"> <li>☛ Housing &amp; Community Development Consolidated Plan</li> </ul>	
	<p><b>62</b> Distribute throughout the Municipality residential facilities that are supported by government agencies and operated for health, social services, or correctional purposes.</p>	<ul style="list-style-type: none"> <li>- Housing &amp; Community Development Consolidated Plan</li> <li>- Housing Policy Update</li> </ul>	
	<b>Open Space</b>	<p><b>63</b> Amend land use regulations and relevant plans to incorporate policies and procedures, management plans, and standards for natural open space. Encourage public/private collaboration methods for natural open space protection.</p>	<ul style="list-style-type: none"> <li>☛ Park, Greenbelt and Recreation Facility Plan</li> <li>☛ Neighborhood Park/Open Space Priority System</li> <li>☛ Public/Private Partnership</li> <li>☛ Natural Open Space Standards</li> <li>☛ Land Use Regulation Amendment (Subdivision Regulations)</li> </ul>
<p><b>64</b> The Municipality shall provide orderly development within Anchorage’s coastal zone, protect and enhance its unique natural features and resources, and sustain and enhance coastal access.</p>		<ul style="list-style-type: none"> <li>☛ Anchorage Coastal Management Plan</li> <li>☛ Coastal Access</li> <li>- Neighborhood or District Plans</li> </ul>	<ul style="list-style-type: none"> <li>- Neighborhood Park/Open Space Priority System</li> <li>- Open Space Public Access Guide</li> </ul>

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Open Space	<p><b>65</b> Promote and encourage the identification and conservation of open spaces, including access to greenbelts, Chugach State Park, Anchorage Coastal Wildlife Refuge, and Far North Bicentennial Park.</p>	<ul style="list-style-type: none"> <li>⊛ Park, Greenbelt and Recreation Facility Plan</li> <li>⊛ Neighborhood Park/Open Space Priority System</li> <li>⊛ Greenbelt Acquisition Program</li> <li>⊛ Natural Open Space Acquisition</li> </ul>	<ul style="list-style-type: none"> <li>⊛ Natural Open Space Standards               <ul style="list-style-type: none"> <li>- Anchorage Coastal Wildlife Refuge Extension</li> <li>- Coastal Access</li> <li>- Open Space Public Access Guide</li> </ul> </li> </ul>
	<p><b>66</b> Fish, wildlife, and habitat protection methods shall be addressed in land use planning, design, and development processes.</p>	<ul style="list-style-type: none"> <li>⊛ Wildlife Habitat Preservation and Coordination</li> <li>⊛ Land Clearing Standards</li> <li>⊛ Design for Wildlife</li> </ul>	<ul style="list-style-type: none"> <li>⊛ Natural Open Space Standards</li> <li>⊛ Wildlife Habitat Standards               <ul style="list-style-type: none"> <li>- Anchorage Coastal Management Plan</li> </ul> </li> </ul>
Habitat	<p><b>67</b> Critical fish and wildlife habitats, high-value wetlands, and riparian corridors shall be protected as natural open spaces, wherever possible.</p>	<ul style="list-style-type: none"> <li>⊛ Park, Greenbelt and Recreation Facility Plan</li> <li>⊛ Greenbelt Acquisition Program</li> <li>⊛ Anchorage Coastal Management Plan</li> <li>⊛ Wildlife Habitat Preservation and Coordination</li> </ul>	<ul style="list-style-type: none"> <li>⊛ Design for Wildlife               <ul style="list-style-type: none"> <li>- Conservation Easements</li> <li>- Natural Open Space Acquisition</li> <li>- Natural Open Space Standards</li> <li>- Watershed Planning</li> </ul> </li> </ul>
	<p><b>68</b> Water resources and land use planning shall be integrated through the development of watershed plans for Anchorage streams.</p>	<ul style="list-style-type: none"> <li>⊛ Watershed Planning               <ul style="list-style-type: none"> <li>- Impervious Surface Mapping</li> <li>- Storm Water Treatment</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>- Stream Restoration Projects</li> <li>- Surface Drainage Management Plan</li> </ul>
Water Resources	<p><b>69</b> The Municipality shall preserve the functions and values of important wetlands, and manage the proper use of low-value wetlands with General Permits, as delineated in the <i>Anchorage Wetlands Management Plan</i>.</p>	<ul style="list-style-type: none"> <li>⊛ Anchorage Wetlands Management Plan</li> <li>⊛ Wetland Acquisition Priority List</li> <li>⊛ Zoning and Platting Review Process</li> </ul>	<ul style="list-style-type: none"> <li>- Watershed Planning</li> <li>- Anchorage Coastal Management Plan</li> </ul>

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Water Resources	70 The ecological and drainage functions of Anchorage's aquatic resources shall be protected and, where appropriate, restored.	<ul style="list-style-type: none"> <li>- Anchorage Coastal Management Plan</li> <li>- Greenbelt Acquisition Program</li> <li>- Street Maintenance Methods</li> </ul>	<ul style="list-style-type: none"> <li>- Stream Restoration Projects</li> <li>- Waterbody Setbacks</li> <li>- Watershed Planning</li> </ul>
	71 Utilize wetlands to manage drainage and improve water quality, where appropriate.	<ul style="list-style-type: none"> <li>⊕ Land Use Regulation Amendment (Subdivision Design)</li> <li>⊕ Surface Drainage Management Plan</li> </ul>	<ul style="list-style-type: none"> <li>- Storm Water Treatment</li> <li>- Wetland Retention Incentives</li> </ul>
	72 The Municipality shall minimize the incidence of new developments for human occupancy in high natural hazard areas.	<ul style="list-style-type: none"> <li>⊕ Geohazards Management</li> </ul>	



## Public Facilities & Services Policies and Strategies



- Adequate infrastructure serves existing and projected needs.
- Level of service standards are developed and implemented.

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Level of Service	73 Public facilities and services shall meet adopted level of service standards.	☒ Level of Service Standards - Adequate Public Facilities Ordinance	- Capital Improvement Program Process - Impact Fees
	74 Level of service standards for transportation and snow removal along roads and sidewalks within designated Transit-Supportive Development Corridors shall be given high priority.	☒ Level of Service Standards	
	75 The first priority for uncommitted municipal lands shall be to serve documented or projected needs for municipal facilities, including schools, parks, sports fields, and open space.	☒ Heritage Land Bank ☒ Level of Service Standards - Public Facilities Site Selection Criteria - Functional Plans	- Neighborhood Parks/Open Space Priority System - Park, Greenbelt and Recreation Facility Plan - Public Facilities Land Acquisition Program

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Level of Service	<p>76 Optimize existing transportation and utility infrastructure before extending these facilities to undeveloped areas.</p>	<ul style="list-style-type: none"> <li>✦ Level of Service Standards</li> </ul>	<ul style="list-style-type: none"> <li>- Adequate Public Facilities Ordinance</li> </ul>
	<p>77 Fiscal Policy – The Municipality shall develop and implement equitable funding mechanisms for providing appropriate levels of public services and facilities.</p> <p>a) Adopt level of service standards for use as the basis for infrastructure priorities and funding.</p> <p>b) Once level of service standards are adopted, new development should be required to pay for a portion of its own infrastructure and for impacts on other public infrastructure elements.</p>	<ul style="list-style-type: none"> <li>✦ Level of Service Standards</li> <li>✦ Urban/Rural Services</li> <li>✦ Fiscal Impact Analysis</li> </ul>	<ul style="list-style-type: none"> <li>- Adequate Public Facilities Ordinance</li> <li>- Development Impact Assessment</li> <li>- Capital Improvement Program Process</li> <li>- Traffic Impact Assessment</li> <li>- Impact Fees</li> <li>- Market Impact Assessment</li> </ul>
	<p>78 Design municipal facilities frequented by the public, particularly schools, to accommodate year-round multi-purpose activities.</p>	<ul style="list-style-type: none"> <li>✦ Public Facilities Design Standards</li> <li>- Park, Greenbelt and Recreation Facility Plan</li> </ul>	<ul style="list-style-type: none"> <li>- Public Focus Centers</li> <li>- Neighborhood or District Plans</li> </ul>
	<p>79 Site selection criteria for government facilities frequented by the public shall consider:</p> <p>a) Compatibility with nearby uses;</p> <p>b) Pedestrian and transit accessibility;</p> <p>c) Suitability to environmental conditions;</p> <p>d) Availability of utility infrastructure;</p> <p>e) Ability to enhance neighborhoods;</p> <p>f) Financial feasibility; and,</p> <p>g) Continual operations and maintenance impacts.</p>	<ul style="list-style-type: none"> <li>✦ Public Facilities Site Selection Criteria</li> <li>- Public Facilities Design Standards</li> </ul>	
Utilities	<p>80 Utilities shall be located and designed with balanced regard for the environment, energy conservation, reliability, visual impacts, natural hazard survivability, and cost.</p>	<ul style="list-style-type: none"> <li>✦ Functional Plans (Utility Corridor Plan)</li> <li>✦ Underground Utilities</li> </ul>	<ul style="list-style-type: none"> <li>- Public Facilities Design Standards</li> <li>- Streetscape Standards and Guidelines</li> <li>- Storm Water Treatment</li> </ul>

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Utilities	81 Prioritize snow removal to maximize pedestrian movement and safety.	<ul style="list-style-type: none"> <li>☛ Snow Removal</li> <li>☛ Pedestrian Access Plan</li> </ul>	<ul style="list-style-type: none"> <li>- Street Maintenance Methods</li> </ul>
	82 Identify cost-effective and land-conserving methods for snow removal, storage, and disposal.	<ul style="list-style-type: none"> <li>☛ Functional Plan (Comprehensive Snow Management Plan)</li> <li>- Streetscape Standards and Guidelines</li> <li>- Street Maintenance Methods</li> </ul>	<ul style="list-style-type: none"> <li>- Land Use Regulation Amendment (Snow Disposal Site Standards)</li> <li>- Public Facilities Design Standards</li> <li>- Public Facilities Site Selection Criteria</li> </ul>
	83 The Municipality shall support and encourage recycling and resource recovery.	<ul style="list-style-type: none"> <li>☛ Functional Plan (Anchorage Waste Reduction and Recycling Plan)</li> </ul>	
Parks, Trails, Recreation	84 Develop an acquisition strategy to secure sufficient and suitable public lands for parks, sports fields, greenbelts, open space, trails, and other public facilities based upon applicable level of service standards.	<ul style="list-style-type: none"> <li>☛ Level of Service Standards</li> <li>☛ Park, Greenbelt and Recreation Facility Plan</li> <li>☛ Capital Improvement Program Process</li> <li>- Neighborhood Park/Open Space Priority System</li> </ul>	<ul style="list-style-type: none"> <li>- Greenbelt Acquisition Program</li> <li>- Natural Open Space Acquisition</li> <li>- Impact Fees</li> <li>- Heritage Land Bank</li> <li>- Public Facilities Land Acquisition Program</li> </ul>
	85 Municipal land acquired for or converted to long-term or permanent park or recreational uses shall be officially dedicated as parkland.	<ul style="list-style-type: none"> <li>- Park, Greenbelt and Recreation Facility Plan</li> </ul>	
	86 Encourage public/private collaboration for acquisition, development, and maintenance of recreational spaces, parks, sports fields, public use facilities, and trails.	<ul style="list-style-type: none"> <li>☛ Public/Private Partnerships</li> <li>- Public Facilities Site Selection Criteria</li> </ul>	<ul style="list-style-type: none"> <li>- Capital Improvement Program Process</li> <li>- Park, Greenbelt, and Recreation Facility Plan</li> </ul>
Education & Culture	87 Support the life-long learning needs of community residents through a variety of formal and informal educational opportunities.	<ul style="list-style-type: none"> <li>☛ <u>Functional Plans including:</u></li> <li>1. Long-Range School Facilities Plan</li> <li>2. Areawide Library Plan</li> </ul>	<ul style="list-style-type: none"> <li>☛ Level of Service Standards</li> <li>- Open Space Public Access Guide</li> <li>- Neighborhood or District Plans</li> </ul>

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Education & Culture	<p><b>88</b> Provide opportunities for integrating arts and culture in developments throughout the community.</p>	<ul style="list-style-type: none"> <li>⊕ Percent for Art</li> <li>⊕ Public Focus Centers</li> </ul>	<ul style="list-style-type: none"> <li>- Central Business District Plan</li> <li>- Design Standards</li> </ul>
	<p><b>89</b> Encourage the year-round use of public schools as neighborhood and community centers.</p>	<ul style="list-style-type: none"> <li>- Neighborhood or District Plans</li> <li>- Public/Private Partnerships</li> </ul>	<ul style="list-style-type: none"> <li>- Public Focus Centers</li> </ul>



## Implementation Policies and Strategies

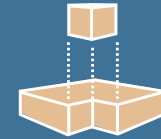


- Plan implementation progress is monitored for effectiveness and relevancy as the land use, transportation, and environmental issues affecting the future of Anchorage become increasingly regional rather than local in scope.
- Adjustments to organizational roles, department functions, and governing plans are made as necessary.

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Implementation	<p><b>90</b> The ANCHORAGE 2020–ANCHORAGE BOWL COMPREHENSIVE PLAN and adopted level of service standards shall be used to guide municipal capital improvements programming.</p>	<ul style="list-style-type: none"> <li>☛ Level of Service Standards</li> <li>☛ Capital Improvement Program Process</li> </ul>	<ul style="list-style-type: none"> <li>- Annual Progress Report</li> </ul>
	<p><b>91</b> Monitor progress toward ANCHORAGE 2020 implementation and adjust priorities as warranted.</p>	<ul style="list-style-type: none"> <li>☛ Annual Progress Report</li> </ul>	<ul style="list-style-type: none"> <li>- Capital Improvement Program Process</li> </ul>
	<p><b>92</b> Synchronize long-range municipal land use plans, transportation plans, and land management plans of local, state, and federal agencies with ANCHORAGE 2020.</p>	<ul style="list-style-type: none"> <li>☛ Functional Plans</li> <li>☛ Neighborhood or District Plans</li> </ul>	
	<p><b>93</b> The Planning Department shall construct and carry out a work program that will systematically address implementation of ANCHORAGE 2020. The work plan will include a schedule and milestones.</p>	<ul style="list-style-type: none"> <li>☛ Work Program</li> <li>- Annual Progress Report</li> </ul>	

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Implementation	94 Conduct a comprehensive revision of Title 21, Land Use Regulations.	✦ Land Use Regulation Repeal and Re-enactment	
	95 Title 21, Land Use Regulations shall be enforced to the greatest extent possible based in conjunction with policies stated in ANCHORAGE 2020.	✦ Land Use Enforcement Fees	
	96 Review and evaluate municipal department organizational roles and functions as they relate to implementation of ANCHORAGE 2020 policies and strategies.	✦ Annual Progress Report	
	97 Every three years from plan adoption, an independent Citizens' Committee appointed by the Mayor and confirmed by the Assembly shall report to the community on the progress toward implementation of Plan goals and objectives.		

## Implementation Strategies



## Implementation Strategies

**Accessory Units** – With this strategy the Land Use Code is revised to allow accessory dwelling units (sometimes referred to as in-law apartments) as an alternative affordable housing type with single-family homes in selected zoning districts. Design standards for accessory units will be developed before such units are allowed.

**Adequate Public Facilities Ordinance** – Develop an Adequate Public Facilities Ordinance as a tool to manage the timing of land acquisition and development as a means of promoting orderly growth. It is used in conjunction with Level of Service (LOS) and the Urban/Rural Services Boundary. The approval of development is tied to or conditioned on the availability and adequacy of public facilities. The goal is to encourage efficient development, thereby reducing costs to the public for infrastructure improvements. A map of existing and planned infrastructure will be required.

**Affordable Housing** – The objective of this strategy is to remove regulatory impediments that increase housing costs without a clear and convincing public benefit. However, it is not designed to result in the addition of structures that are insensitive to community design expectations or are of reduced quality and shorter building life. Implementation will include

changes in zoning and subdivision regulations, and perhaps local amendments to building codes. Design standards for affordable housing will be developed before additional units are encouraged.

**Air Emissions** – In an effort to address safety and health hazards of toxic air emissions, this strategy directs the identification and measurement of indoor and outdoor sources of toxic air emissions. It also calls for the development of methods to reduce exposures and emission levels. This strategy will be implemented through Department of Health and Human Services programs.

**Air Quality Education** – This strategy is an educational program administered by the Department of Health and Human Services and designed to improve community awareness about the impacts of individual actions on air quality. For example, a program could result in promotion of the use of engine block heaters to reduce “cold starts.” Implementation will mean development of an education program.

**Air Quality Impact Update** – Municipal staff will evaluate anticipated air quality impacts as part of the *Long-Range Transportation Plan*. Adjustments to air quality standards, regulations, and implementation measures will follow.





### Alternative Commuter Transportation –

Although convenient, the use of single-occupant vehicles is the least efficient means of commuter transportation. Through the *Long-Range Transportation Plan*, the Municipality will encourage the development of alternative forms of reasonably convenient and affordable commuter transportation to reduce community dependence on automobiles during “rush hours.”

**Anchorage Coastal Management Plan –** As a tool to managing wetlands and coastal resources, the *Anchorage Coastal Management Plan* needs to be revised to include new management and protection systems as identified in the policies in **ANCHORAGE 2020**. Implementation of this strategy will be accomplished with assistance from the Alaska Coastal Management Program.

### Anchorage Coastal Wildlife Refuge

**Extension –** To further protect important wildlife habitat and public access to Anchorage’s intertidal zone, the concept of expanding the State Coastal Refuge Boundary from Point Woronzof to Ship Creek needs to be evaluated and balanced against other community needs. Implementation will require action by the State Legislature to extend the boundary and memoranda of understanding and management agreements among affected state agencies and the Municipality.

### Anchorage Wetlands Management Plan –

The *Anchorage Wetlands Management Plan* is the main municipal tool that directs the management, development, and protection of Anchorage’s wetlands. The Municipality shall continue to administer the General Permits for projects in “C” wetlands, and Table 2 Management Strategies will guide projects in all wetland areas.

**Annual Progress Report –** The objective of this strategy is to provide a method to assess the Plan’s effectiveness. Municipal staff and relevant board

and commission members will collectively develop a system of quantifiable indicators to measure and guide the progress made toward implementation and achievement of Comprehensive Plan Goals. The annual capital improvement program process will be adapted to incorporate items in response to the results of each year’s set of indicators.

### Capital Improvement Program Process –

This strategy calls for revision of the municipal capital improvement program to:

- Improve coordination among capital improvement programs of the Municipality, Anchorage School District, Anchorage Metropolitan Area Transportation Study, and Anchorage Water and Wastewater Utility, and possible extension of the time horizon from six to ten years; and,
- Assign higher priorities to projects that 1) are necessary to bring an area up to an adopted municipal level of service standard; 2) are timed to support the provision of another public facility project; and 3) meet policies of and/or occur in priority areas identified in **ANCHORAGE 2020**.

Implementation of this strategy may involve amendments to existing procedures and possible memoranda of agreement among the participating entities.

**Central Business District Plan –** In order to promote the Central Business District (CBD) as Anchorage’s center of business, government, and culture, and as a Major Employment Center, this strategy calls for the development of a new CBD Plan. The Plan is intended to shape the space-use composition and economic vitality of the downtown area by including the following:

- Promote diversity of use;
- Emphasize compactness;
- Foster intensity;

- Provide for a range of modes of accessibility to, from, and within the CBD;
- Create functional linkages between developments; and
- Build a positive identity.

**Coastal Access –** To improve access to the coastal areas in the Bowl, both the North and South Extensions of the Coastal Trail need to be finalized. Both extensions will provide direct coastal access. Additional public access points to Anchorage’s coastal areas should be provided wherever practicable. Implementation will require community input and funding prioritization for acquisition, design, and construction.

**Conservation Easements –** One method to encourage preservation of open space is for a property owner to sell property rights to a third-party conservator rather than a government agency. The objective is to allow the property owner to donate or receive some compensation for the property without the property being lost to private ownership. Implementation of this strategy will require the solicitation of local or national organizations that routinely acquire these types of property rights. This strategy may require municipal agency coordination between such organizations and potential sellers of property rights.



### Coordination with the Alaska Department of Transportation and Public Facilities

**(DOT/PF)** – The purpose of this strategy is to improve the coordination process and procedures for road planning, maintenance, and design between the Municipality of Anchorage and the State of Alaska Department of Transportation and Public Facilities.

**Design for Wildlife** – This strategy responds to the reality that continued development in the Bowl will increasingly impact wildlife and the community must prepare for conflicts. This strategy guides municipal staff to evaluate and, where feasible, modify road, trail, and other facility design standards to incorporate ways of reducing wildlife conflicts. Title 21 could also be modified, such as including a requirement for bear-deterrent trash receptacles on the Hillside.

**Design Standards** – This strategy responds to the need to be more efficient with land use, the impor-



Effective Northern Design Technique:  
Terraced Buildings - Wind deflects away from pedestrian areas  
- Sun shines on north side pedestrian area



Ineffective Northern Design Technique:  
Vertical Buildings - Wind drafts effect pedestrian areas  
- Winter sun doesn't reach the street level

tance of design in the economic success of urban areas, as well as the community's desire to be more attractive, comfortable year-round, and reflective of our natural setting. It seeks to improve the appearance and function of developments, including their ability to respond to the specific northern city conditions of Anchorage, such as sun angles, length of days, wind, cold, snow, and rain. This strategy calls for the creation of site and building design guidelines and standards. The design standards and guidelines would consider such things as building scale and massing, roof lines, windows, entries, pedestrian access, parking lot design, storm water run-off, building placement and orientation, natural light, wind, landscaping, indoor and outdoor lighting, public spaces, and outdoor furniture. Once developed, some design standards or guidelines may apply to all developments, some may relate to specific overlay districts or planning areas, some may apply to certain types of developments, and others could be part of development incentive strategies. Implementation will require consensus on the standards and where they should apply. Review procedures would be developed to ensure that proposed designs comply with the standards.

**Development Impact Assessment** – This strategy defines a fair and equitable system to pay for public infrastructure costs and to mitigate potential environmental impacts of the new development. Proposed projects are evaluated for the demand they create on public facilities and services, as well as the impact they may have on the natural environment and adjacent land uses. Mitigating measures may include development impact fees or conditions of approval. Standards for conducting these assessments will be developed. Such assessments may encompass other strategies, such as Traffic Impact Assessments.



**Development Rights-Purchase** – One way to promote preservation of open space or other important assets is for a property owner to sell development rights to a government agency. The objective is to allow the property owner to retain the benefit of private ownership without the benefits of developing it, or the burden of a high tax valuation. The community gains benefits from retaining the asset without the cost of purchasing the property outright. The property would retain a reduced property tax value, but would be left on the tax rolls. Implementation of this strategy will require the establishment of a funding source, or land bank, and procedures.

**Development Rights-Transfer** – One way to promote the preservation of open space or other important assets is for a property owner to buy or sell development rights to or from another property owner. The concept of Transfer of Development Rights is that certain development permissions have economic value to someone other than just the property owner. These permissions, or rights, are salable commodities to others for use on their property. Typical rights would be building height, gross leaseable area, parking requirements, or number of dwelling units. Implementation of this strategy will require the cre-



ation of a system where property owners may sell their development rights to another property owner to use. A development right sold removes that right from the selling property and grants the receiving property the development right. The system will require sophisticated record keeping.

**East Anchorage District Plan** – Like other areas of Anchorage, East Anchorage will benefit from a district planning effort. A tailored plan that looks at the area’s unique residential/commercial mix and transportation issues will be developed, together with implementation strategies that suit the area’s character.

**Fire Safety Design Standards** – Wildland fire hazards on our hillsides have been raised as both a community safety issue and a land use planning issue. Defensible space standards or perimeter and internal fire breaks, as they relate to subdivision design, zoning, and building placement on lots, should be required of all new development. The Anchorage Fire Department is in the process of developing fire standards that could be incorporated into planning standards. A wildland-urban interface zone where improvements intermix with wildland fuels may be appropriate as an overlay zone to address defensible space concerns. New development in the zone would be designed to allow defensible space around structures and otherwise mitigate potential hazards to life and property.

**Fiscal Impact Analysis** – This strategy is a quantitative comparison of the projected long-term public capital improvement, maintenance, and operational costs for a proposed development with the corresponding revenue the development will generate. This strategy would be used to establish criteria for applying mitigation tools.

**Functional Plans** – These are plans that study and recommend future needs for specific public facilities and services.

Functional plans include the following examples:

- Areawide Trails Plan
- Long-Range Transportation Plan
- Transit Development Plan
- Utility Corridor Plan
- Anchorage Park, Greenbelt and Recreation Facility Plan
- Underground Utilities Implementation Plan
- Areawide Library Plan

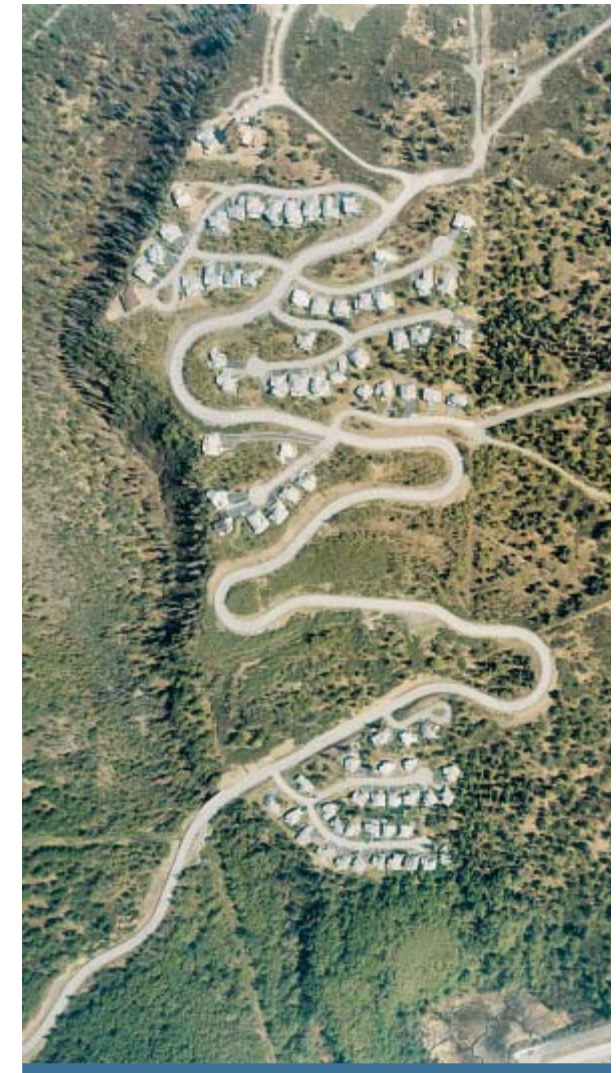
**Geohazards Management** – With Anchorage’s diminishing land supply, development over the life of this plan will emphasize redevelopment and place increasing pressure on remaining vacant lands. Some of the residual parcels and redevelopment target areas lie within identified geohazard zones. The Municipality and the development community should address these geohazards in order to minimize risk and damage potentials. Data and mapping updates are fundamental to addressing geohazards, especially seismic hazard zones and avalanche areas. The need for new and/or revised policies for regulatory development guidelines in Anchorage’s geohazard areas should also be evaluated.

**Greenbelt Acquisition Program** – Through the capital improvements program and other funding mechanisms, the Municipality will initiate a greenbelt acquisition program for all major stream corridors in the Bowl.

**Groundwater Monitoring** – The On-Site Water & Wastewater Program in the Development Services Department will continue to monitor groundwater conditions for areas of the Bowl with septic systems and wells, and identify problem areas and implementation measures to address contamination areas and sources.

**Heritage Land Bank** – Through adoption of ANCHORAGE 2020 and key implementation measures, such as adopted level of service standards and district plans, the Heritage Land Bank will have specific guidance for making land management decisions.

**Hillside District Plan** – The Hillside area (to be defined and mapped) must be analyzed on a district planning level to address unique environmental fea-



tures that will be considered. A district plan will be developed, together with implementation strategies, which suits the character of the area. The district plan will cover a wide range of issues including:

- Levels of service for public facilities and services;
- Delineation of an Urban/Rural Boundary;
- Management of wastewater disposal and water supply;
- Areawide drainage;
- Transportation;
- Land Use (residential density and distribution, commercial, public facilities, and open space);
- Wildfire hazard mitigation; and
- Public safety access.

#### **Housing & Community Development**

**Consolidated Plan** – The U.S. Department of Housing and Urban Development (HUD) requires a *Housing & Community Development Consolidated Plan* for the Municipality to receive funds under three major HUD programs. The Plan contains a detailed assessment of Anchorage’s affordable housing and community development needs and establishes general priorities for the use of federal resources to address those needs. It is reviewed annually to determine if any significant changes need to be made, and if such changes warrant amending the Plan’s goals and priorities. The Municipality undergoes a public planning process at least every five years to create a new *Housing & Community Development Consolidated Plan*.

**Housing Policy Update** – In order to provide a more comprehensive framework of long-range housing policies for the Municipality, an update of Comprehensive Plan Housing Policies and Strategies will coincide with the periodic updates of the *Housing & Community Development Consolidated Plan*.

**Impact Fees** – The concept behind this strategy is that new development will pay its own way with

Impact Fees. New development contributes to a more equitable funding of associated capital costs of shared public facilities such as schools and parks, which reduces the burden on other residents for such improvements. This strategy is used in many local governments in the Lower 48. Implementation of this strategy will require amending subdivision regulations and the creation of impact fee collection procedures. Impact fees may be assigned to building construction or with subdivision approval, or both. This strategy requires Level of Service Standards to be adopted.

**Impervious Surface Mapping** – As part of the data input for developing watershed plans, this strategy directs the Office of Planning, Development, and Public Works to produce maps of impervious surfaces for each watershed. This new land use layer will be used in interpreting and modeling watershed hydrology and water resources management.

**Inclusionary Zoning** – The intent of this strategy is to create regulations that increase housing choice (both rental and owner-occupied) by providing incentives to construct more diverse and economical housing to meet the needs of low- and moderate-income families. It may require a minimum percentage of housing for low- and moderate-income homes in new housing developments and in conversions of apartments to condominiums.

**Infill, Redevelopment, and Reinvestment Incentives** – The intent of this strategy is to create economic incentives for development in areas where land values are high and public services are installed or available, but where existing structures are beyond their economic life or the property is vacant. Incentives could include tax increment financing, development rights – transfer, reduced development fees, reduced parking requirements, and allowing mixed-use and mixed-density development. Implementation may

result in the creation of a Development Authority or Redevelopment Agency.

**Land Clearing Standards** – Natural vegetation is highly valued by the community, but is usually removed by development. By instituting a land-clearing ordinance, it will be possible to provide incentives for retaining existing vegetation, preventing its unnecessary removal. New developments would require a land-clearing permit prior to removal of any vegetation on a site.

**Land Use Enforcement Fees** – This strategy transfers the cost of enforcement of active zoning variances, special limitations, conditional use permits, non-conforming rights, and certain plat restrictions to the property owners. The property owners would pay a fee for an annual inspection to verify continued compliance. The annual fee would also have the bonus of reminding property owners of the special rules regarding their property. Implementation will require amendments to the zoning ordinance and adoption of an annual fee schedule by the Assembly.

**Land Use Regulation Amendment** – The objective of this strategy is to undertake specific revisions of chapters, sections, subsections, or paragraphs of Title 21, the land use regulations, as needed to resolve regulatory objectives or deficiencies. Implementation of this strategy will require initiation of amendments through the code amendment process, with proper public notice.

**Land Use Regulation Repeal and Re-enactment** – The objective of this strategy is to undertake a complete and comprehensive revision of all chapters of Title 21. The result of such a revision would be an up-to-date land use regulation that would include the best land use management techniques from around the United States. Implementation of this strategy will require substantial funding for planning and



legal consultant contracts over several years.

**Landscape Design Criteria Manual** – This strategy is designed to improve the quality and longevity of landscape installations and maintenance practices. By improving and expanding the landscape section of the *Design Criteria Manual* to include all types of development, appropriate installation and maintenance will improve throughout Anchorage. The landscaping standards will reference these criteria.

**Landscape Ordinance** – Existing landscaping standards have created some unattractive and ineffective landscapes throughout Anchorage. Trees and shrubs are often short-lived, easily damaged, unattractive, and difficult to maintain. Very little existing veg-

etation is retained, and developers often have problems with the inflexibility of the ordinance. This strategy provides for revisions to the landscape requirements in the land use regulations. Revisions will include a clear definition of landscape requirements, maintenance requirements, incentives for retaining existing vegetation, wider planting beds, incentives for using native species, tips for avoiding wildlife conflicts, and flexible requirements.

**Large Retail Establishment Ordinance** – This strategy involves the preparation of an ordinance which would require proposed large retail establishments, to be defined in the ordinance, to undergo design and site plan review prior to development.



### Typical Development Using Current (1990s) Standards for Parking and Landscaping



Narrow planting beds result in poor quality landscaping with low aesthetic impact.

Landscape maintenance and snow removal is more difficult and costly.

Excessive, little-used pavement.

### Development with New Parking /Landscape Standards



Natural vegetation, retained in lieu of landscaping, is less expensive to maintain.

Less pavement overall.

Larger landscape beds have more visual impact and are more efficient for maintenance and snow removal.

**Level of Service Standards** – Without agreed-upon performance measures, the community has no way of knowing if the services and facilities provided by the Municipality are insufficient, adequate, or excessive. The concept behind this strategy is to establish minimum standards for various public services and facilities including, for example, the amount of neighborhood or community park acreage by population, or library books per resident. With such standards in place, municipal resources would be more fairly allocated to meet identified shortfalls. Implementation of this strategy will require the development of service standards and its adoption by the Assembly. Many such levels of service are based on national standards.

**Major Project Site Plan Review** – Title 21 will be revised to require public hearing site plan review, including exterior building design, approval for major commercial, institutional, and industrial developments, as those terms will be defined in the ordinance revision.

**Market Impact Assessment** – Market impact assessments help public decision-makers to realistically assess long-term risk (costs) to the community resulting from a particular project. An assessment typically examines whether there is sufficient long-term demand for the proposed project, how much of the existing market demand is the project likely to capture and for how long, what are the major sources of market risk and how can such risks be reduced. Targeted uses for such market impact assessments would be large-scale commercial, residential, and industrial developments. Implementation of this strategy will require development of standards and threshold requirements for when a market impact assessment might be required.

**Midtown District Plan** – A Midtown District Plan is recommended as a tool for addressing the unique combination of commercial and residential land

uses evolving in the Midtown area. Revisions to land use and design standards will be necessary to promote the Midtown area as a major employment center surrounded by an area of potential redevelopment/mixed use, as depicted on the Land Use Policy Map. Specific needs, such as pedestrian access, reduced surface parking, transit facilities, traffic patterns, landscaping, architectural design, signage, open space, public spaces, and public art, should all be addressed in this Plan.

**Minimum Commercial Intensity** – Minimum commercial intensity standards create more intense commercial land use. The standards do this by limiting the floor area of a development. Limiting floor area can result in the exclusion of certain retail formats, such as large retail establishments, from particular commercial zones. Minimum commercial intensity standards can also be used to encourage office uses that are typically more intense land uses than retail uses.

**Minimum Residential Density** – The objective of this strategy is to prevent the loss of increasingly scarce residential land to lower density uses (or too few dwelling units per acre). The strategy would require multi-family properties to develop at a specified minimum number of housing units per acre to make efficient use of existing public services and facilities. Implementation will require amendment of multi-family zoning district regulations to eliminate low-density housing. Design standards for minimum residential density development will be developed before this strategy takes effect.

**Mixed Use** – Zoning district regulations will be changed to allow for and encourage mixed-use development to include residential, commercial office, and/or retail uses within the same structure or on the same parcel. Mixed use is a development concept that can include the development of a tract of land, building(s), or structure(s) with a variety of different,



New/Downtown/Midtown  
Mixed-Use Development



complementary and integrated uses in a compact urban form. Such areas are designed with a pedestrian focus. They are intended to reduce dependency on the automobile and to create a sense of place.

**Mobile Home Parks** – Mobile home park design and development standards will be upgraded and amended, as needed, for those mobile home parks that are properly located and viable for continued use. Alternative forms of ownership and mobile home park management are potential options.

**Natural Open Space Acquisition** – Once the Municipality has mapped important natural open spaces in the Bowl and adopted new level of service

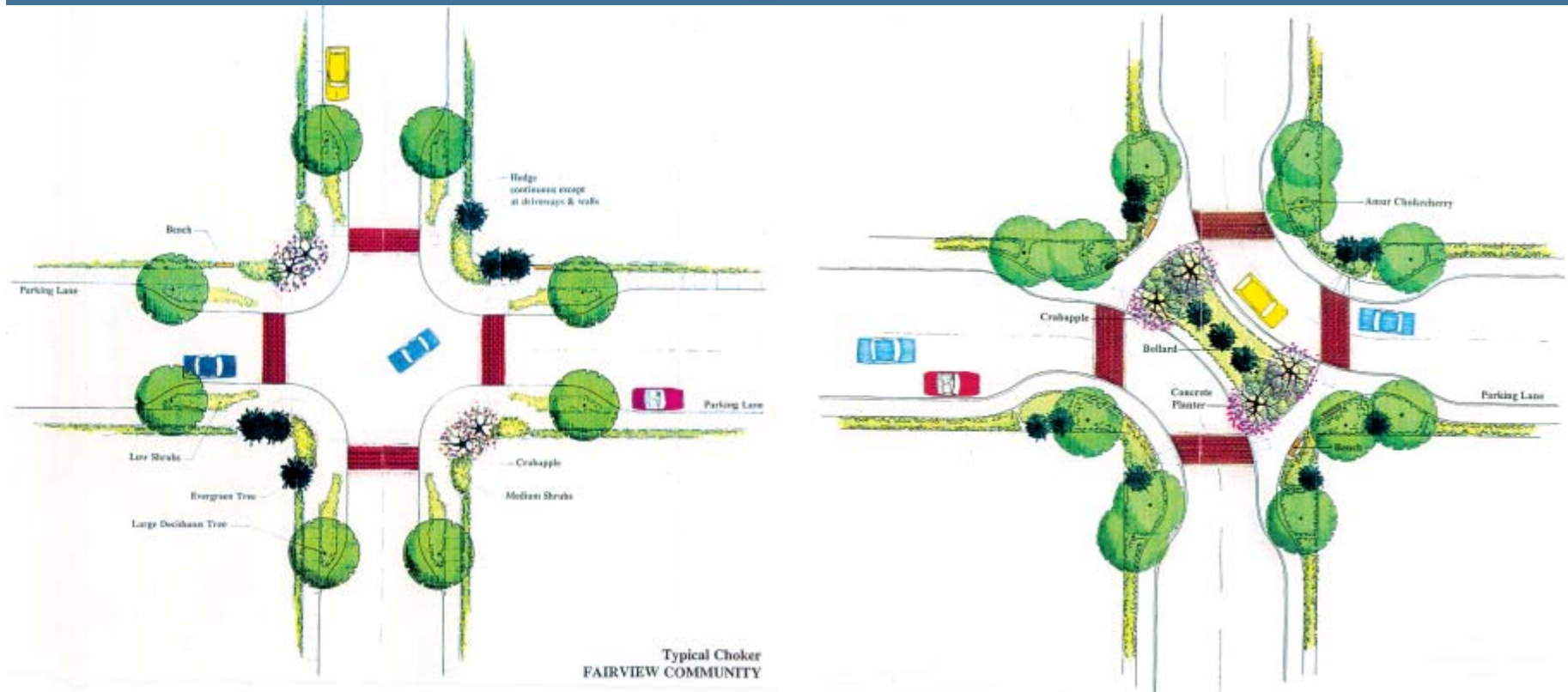
standards, a new set of policies and procedures for natural open space acquisition will need to be created. Important components of this acquisition program will include a prioritization and tracking process, internal department policies and procedures, funding sources, and fair and predictable compensation. Park bond packages, the annual capital improvement program process, and new federal programs are likely funding methods.

**Natural Open Space Standards** – Natural open space standards will be developed and presented in the revised *Park, Greenbelt and Recreation Facility Plan*. This strategy also calls for revisions and additions to

the Land Use Regulations (Title 21) that include new standards for natural open space management. Code changes would focus on natural open space retention methods and standards in the subdivision and platting sections.

**Neighborhood or District Plans** – This strategy calls for the preparation of more detailed studies or plans for defined neighborhoods or districts. It is the next level of comprehensive planning. Implementation of the strategy will require a long-term effort in local area planning with appropriate resources, such as a planner, to aid the neighborhood. It will also require neighborhood commitment to the effort. Each plan will

#### Traffic Calming





include land use and residential intensity maps, which will guide subsequent action on rezonings, plats, and capital improvement programming and design.

**Neighborhood Park/Open Space Priority System** – This strategy will develop guidelines for formal identification of local park and open space priorities by neighborhoods. With such guidelines, a neighborhood can evaluate and rank its park and open space needs. It should be used in tandem with level of service standards and the capital improvement pro-

**Neighborhood Revitalization** – A Neighborhood Revitalization Strategy emphasizes measurable, comprehensive economic revitalization of a neighborhood resulting in: a measurable increase in employment opportunities for low- to moderate-income residents and a measurable overall neighborhood revitalization. Refer to the *Housing & Community Development Consolidated Plan*.

**Open Space Public Access Guide** – In conjunction with the rewrite of the *Anchorage Park,*

Overlay zones may be used to promote a design theme for an area, to provide incentives to promote a wanted type of development or redevelopment, or to add restrictions to prevent development that is not wanted in the location. An overlay zone may be permanent or temporary, depending on the specific zone objective. An example would be an overlay zone applied to a transit route that allows increases in residential density and reductions in parking requirements, based on

Northern City Design



gram. Implementation will require formal adoption of guidelines and procedures by the Planning and Zoning Commission or the Assembly.

**Neighborhood Project Team** – Neighborhood project teams (NPT) comprised of neighborhood residents will be formed, as needed, to review residential, commercial, industrial, institutional, and transportation projects in individual neighborhoods. The boundaries for “neighborhoods” and the NPTs will be defined in cooperation with input from the Federation of Community Councils.

*Greenbelt and Recreation Facility Plan*, an inventory of all municipal parks and open space locations shall be developed. The compendium will include descriptions of each site and clear directions to all public access points. This document would identify necessary new access locations.

**Overlay Zone** – Under this strategy, new land use regulations would be enacted to create unique zoning districts for specific land use regulatory incentives or restrictions. These overlay regulations apply in addition to underlying zoning district regulations.



the assumption that easy access to bus service will reduce the need for families to use as many cars. Implementation will mean amendments to the zoning ordinance and application of overlay zones on the zoning maps. The overlay zones will be identified in subsequent district or neighborhood plans.

**Park Improvement District Process** – This strategy will lead to revision of the process that allows neighborhoods or subareas to acquire private property for neighborhood or community parks. These revisions will simplify the process and make it easier for



property owners to purchase open space for public use. Use of the PID can accelerate the purchase of properties identified in the capital improvement program or park plans. Implementation will mean revision to the relevant policies, procedures, and assessment rules.

**Park, Greenbelt and Recreation Facility Plan** – The 1985 Parks Plan needs to be revised to establish standards, management methods, and acquisition priorities and methods for all new park and open space areas. New recreation facility needs will be addressed in the plan along with siting and acquisition strategies. In addition, this plan will formalize policies and standards for natural open space areas. This will also lead to the revision of Cultural and Recreational Services’ policies and procedures.

**Parking Standards** – The objective of this strategy is to proceed with a comprehensive examination of existing land use regulations dealing with parking ratios, placement of parking on the site, and other

related parking design issues. Amendments would be designed to improve land use efficiency and appearance. Implementation will require evaluation of the parking standards and amendments to the land use regulations. When people refer to “ugly sprawl,” much of the problem is surface parking. In an effort to become more efficient in the use of land, more favorable to pedestrians and transit, and more attractive overall, this strategy seeks to encourage alternatives to surface parking such as parking garages. Implementation may involve shared parking agreements, maximum parking provisions, additional design requirements, tax breaks, and other incentives for reducing surface parking.

**Pedestrian Access Plan** – This is a functional plan that ensures pedestrian investments are consistent with other functional plans such as the *Long-Range Transportation Plan*. The Pedestrian Access Plan will evaluate pedestrian access, assess capital and main-

tenance needs, and develop priorities for capital and operating investments.

**Percent for Art** – The 1% for Art Program is part of the Anchorage Municipal Code. It requires public facility projects to budget at least 1% for public art. Since the community places value on public art, the intent of this strategy is to protect and maintain the public art program.

**Point Source Management** – This concept focuses on point sources of air quality emissions that may not be currently identified or regulated. The strategy would direct staff to monitor, delineate, and develop management guidelines and techniques for unique point sources of pollutants in the Bowl. (An example would be areas where distinct topography or proximity to known sources cause high emission concentrations.) Evaluation of the feasibility of new standards or management techniques for commercial and industrial sites would also be included.



**Public Facilities Design Standards** – Public facilities speak to the pride and standards of a community. Designs for public facilities currently undergo review by two commissions, but there are no special standards outlined or defined for these developments. As a result, commission reviews can be unpredictable or inconsistent. This strategy offers a tool for commissions to review all public facilities fairly and consistently, and provides guidance for the design of public facilities. It will require that public facilities set exemplary design standards. These standards would address design issues such as building scale and design, site design, landscaping, pedestrian amenities, public art, parking facilities, and site circulation.

**Public Facilities Land Acquisition Program** – Once the Municipality has assessed the long-term need for public facilities of all types, the policies and procedures for public facilities land acquisition will need to be updated. Park bond packages and the annual capital improvement program process are likely funding methods.

**Public Facilities Site Selection Criteria** – This strategy involves the revision of site selection criteria for public facilities to assign extra points for sites that:

- Are large enough so they can be made compatible with surrounding current and projected land uses;
- Are large enough to accommodate future additions or another planned public facility;
- Are located near a transit route, where applicable;
- Have existing or planned walkways connecting the facility to transit stops and surrounding residential areas, where applicable;
- Are in compliance with environmental features; and,
- Can achieve cost savings through co-location of the public facility with a private facility and/or other co-management agreements.

**Public Focus Centers** – As a means of enhancing a neighborhood’s unique identity and cohesion, the Municipality would work with neighborhoods or other geographic subareas to identify public focus centers. Activities, public or neighborhood functions, and/or public amenities could define such centers. Examples from other cities include neighborhood parks, squares, recreation centers, clock towers, or festivals. This strategy requires assistance to be provided by municipal staff.

**Public-Private Partnerships** – The objective of this strategy is to encourage the public and private sectors to work together to provide cost-effective services and facilities for use by the general public. Possible partnerships include the co-location of public and private facilities within one building; or the use of non-profit organizations to help construct and/or monitor activities at certain facilities, such as sports fields.

**Redevelopment Authority** – The objective of this strategy is to explore establishment of a Redevelopment Authority. Such an agency would be a partner with community organizations, agencies, and the Municipality of Anchorage to generate, stimulate, and manage growth, and fight urban blight. It could have the legal authority, ongoing funding, and mission to rebuild neighborhoods, business areas and to consolidate ownership and re-platting of paper plats into lot layouts for subdivision or reuse.

**Redevelopment Plan** – A redevelopment plan is a tool that can be used as an overlay zone, or used separately as a district plan for small areas. Specific infill sites where growth should occur are identified so that a small builder can easily find available sites. Districts where infill is appropriate should be targeted. Precise plans for these areas with specific infill stan-

dards would be prepared by either the public and/or private sector.

**Regional Planning** – Mechanisms for regional cooperation and planning to address important land use, commerce, transportation, and environmental issues should be explored. A formal organizational framework for regional cooperation with the Municipality, the Kenai-Peninsula and Matanuska-Susitna Boroughs, and the State of Alaska should be established. Regional planning area boundaries, organizational roles, and responsibilities will need to be assigned for such a concept to work effectively. This regional focus is particularly relevant to future expansions of the Ted Stevens Anchorage International Airport, the Port of Anchorage, and the Alaska Railroad, and to increased rail transit, cargo transport land uses, and highways.

**Regulatory Rezones** – The concept of this strategy is to change the rezoning process from a legislative one involving the Assembly and the Planning and Zoning Commission to a regulatory process with the Planning and Zoning Commission as the final authority for some types of rezones, similar to the present conditional use permit process. This is a trend in the Lower 48 for small area rezonings. Implementation of this strategy will require amendment to the rezoning process in the zoning ordinance.

**Residential Street Standards** – The objective of this strategy is to update residential street design minimums and maximums, use traffic-calming devices, review pavement width, and include pedestrian systems in the normal streetscape. Implementation of this strategy will require amendment of the subdivision regulations, the Public Works *Design Criteria Manual*, snow removal procedures, and may require acquisition of appropriately sized fire and snow removal equipment.

**Ship Creek/Waterfront District Plan** – Ship Creek has long been a focal point for planning, including the recent *Ship Creek Master Plan* and the *Port of Anchorage Master Plan*. Linkage of these two planning efforts and existing and planned commercial, industrial, and transportation-related land uses in the area is vital.

**Sign Ordinance** – In order to reduce sign clutter and prevent signs from dominating the appearance of the community, this strategy provides for new sign regulations in the land use code (Title 21). The regulations will address sign type, placement, size, quantity, enforcement, overlay districts, and other aspects of sign

standards and regulations. Through the use of overlay zones for signage regulations, individual districts or neighborhoods have the ability to develop their own unique appearance and identity.

**Slope Development Guidelines** – The objective of this strategy is to create enforceable design guidelines for development on slopes. The guidelines would provide instructions on how to adapt structure and lot design for sloped environments. Implementation will require amendment of the subdivision regulations, zoning ordinance, and production of a slope design manual.

**Slope Development Guidelines**

Hillside Development – **Not Appropriate**



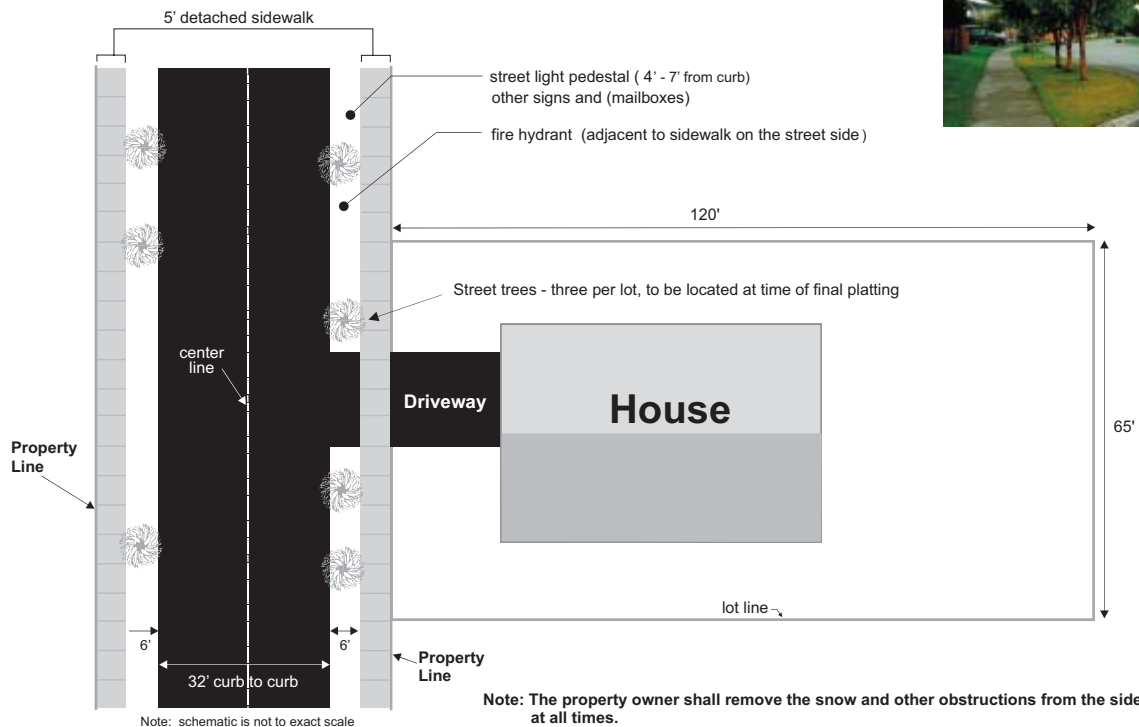
Excessive clearing and grading along with overly conspicuous architecture cause erosion and icing problems, and impact the appearance and character of the Hillside District.

Hillside Development – **Appropriate**



Topographically sensitive architecture and minimum grading allow Hillside developments to blend in with the natural landscape and cause very little erosion.

**Residential Streetscape**



Note: schematic is not to exact scale



**Small-Lot Housing** – The objective of this strategy is to substantially modify the cluster housing or townhouse standards to promote efficient use of residential land that conserves sensitive environmental areas and protects or enhances neighborhood quality. The revisions would include minimum site design standards, revised open space definitions and minimum requirements, and building site placement standards. Implementation of this strategy will require amendment of the subdivision regulations, and zoning ordinance.

**Snow Removal** – The objective of this strategy is to return to property owners the responsi-

bility for clearing public pedestrian walkways, trails and sidewalks that border on an owner's property. Implementation of this strategy will require amending the snow removal laws to expand requirement and enforcement beyond the Central Business District into all areas of the Municipality. The strategy could require citizens to assist in snow removal. The alternative is to increase funding for snow removal by either increased taxes for the service or redirecting funding from lower priority services to snow removal.

**Storm Water Treatment** – This strategy calls for the development of a program that evaluates and balances the cost and practicality of using wetlands

or other areas as storm water treatment sites versus traditional piped methods. This evaluation and site identification could be undertaken as part of watershed planning efforts.

**Stream Restoration Projects** – The purpose of this strategy is to promote stream channel and floodplain restoration projects throughout the Bowl. Projects should be done in conjunction with watershed plans.

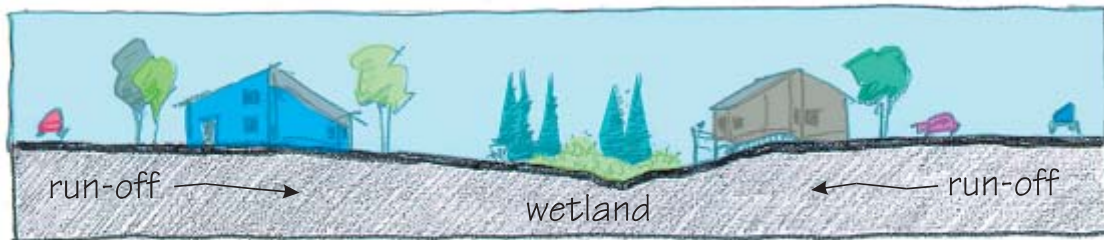
**Street Connectivity Standards** – The objective of this strategy is to amend the municipal subdivision regulations to ensure a continuous network of streets and pathways. The use of cul-de-sacs, dead-end streets, and gated communities generally increase distances that automobiles, pedestrians, and bicyclists must travel to reach their destinations. An adequate number of access points from the subdivision to adjacent higher order streets (arterials, collectors, subcollectors) should also be required to increase the efficiency of the roadway system.

**Street Maintenance Methods** – This strategy addresses implementation of both Air Quality and Water Resources Goals and focuses on street maintenance specific to snow removal and de-icing. The intent is for the Municipality to identify and evaluate alternative de-icing methods and to apply them wherever feasible. Additional items in this strategy include an aggressive approach to roadway surfacing, street sweeping at breakup, and other maintenance methods that address the reduction of non-point sources of water and air pollution associated with roads.

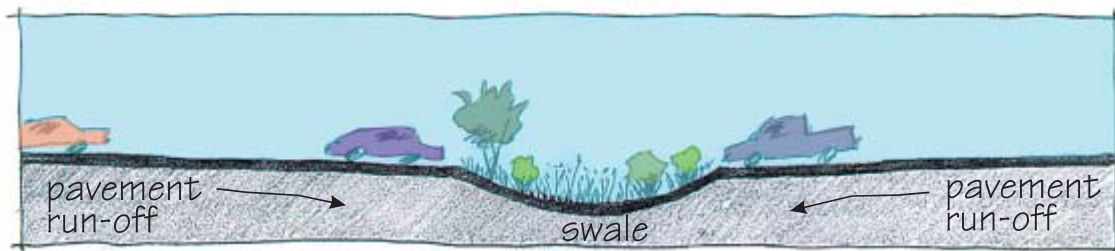
**Streetscape Standards and Guidelines** – This strategy calls for completing the Areawide Streetscape Design Guidelines & Standards document, which will include standards or guidelines for viewshed maintenance, pedestrian and bicycle amenities, and vegetation. The *Design*

#### New Storm Water Treatment Methods

Natural wetland used for runoff .....



Constructed biofiltration swale used for runoff .....







Intersection with standard Cholor

MOUNTAIN VIEW COMMUNITY

### Streetscape Standards and Guidelines

*Criteria Manual* should be revised and expanded to address impervious surfaces, roadway design, and drainage to better address run-off quality and quantity.

**Surface Drainage Management Plan** – This strategy is an implementation action in direct compliance with the Municipality’s federal National Pollution Discharge Elimination System (NPDES) permit. Once impervious surfaces have been delineated and mapped for each of the Bowl’s watersheds, staff will coordinate development of an impervious Surface Drainage Management Plan. This plan will serve as an umbrella mechanism which allows staff to evaluate alternative land development scenarios and to construct site-specific (i.e., case-by-case) and watershed-wide policies for storm water and water quality management. Particular attention should be given to monitoring pesticide, parking lot, and roadway runoff.

**Synchronize Zoning with Land Use Maps** – The objective of this strategy is to have area-wide rezoning, initiated by the Planning and Zoning Commission, in order to realign the zoning map

with the adopted Generalized Land Use Map and Generalized Residential Intensity Map. Areas that are not zoned in compliance with the Plan’s land use or residential intensity maps will be identified and rezoning will be proposed. When the Plan and the zoning map are in sync, a level playing field for all land use decisions is created. Implementation of this strategy will require a significant community effort in developing and implementing areawide rezoning.

**Tax Increment Financing** – Tax Increment Financing (TIF) is a tool the Municipality can use to stimulate the development of property that may not otherwise be developed, such as blighted areas. Part of the new tax revenue generated by development in a specific area is used to pay off bonds to finance site improvements, infrastructure, and other project costs. TIF usually applies only to the property tax. (This may require changes in state and local law.)

**Town Center Plans** – This strategy involves the development of plans for each of the seven town centers identified on the Land Use Policy Map. At a

minimum, each plan should include:

- Recommendations for the enhancement of the pedestrian circulation system;
- Identification of public improvement opportunities such as parks, creek enhancements, and streetscape improvements;
- Recommendations regarding location, orientation, and type of commercial and residential development; and,
- Recommendations regarding public facility locations such as recreation centers, libraries, post offices, bus stops, etc.

Participants in the town center plans would include, but not be limited to, the Municipality, town center landowners, and local residents. After municipal adoption of each plan, the plan would direct implementation measures, which may include overlay zoning, ordinances, design guidelines, or public projects identified in the municipal capital improvement program.

**Traffic Impact Assessment** – The intent of this strategy is to revise the existing process for conducting traffic impact analysis (TIA) to achieve a more equitable process of paying for traffic improvements. Currently, the purpose of conducting a TIA is to identify and address the traffic impacts of large development projects, and assign design solutions as mitigation. They are only required for projects that are undergoing either a zoning or a platting action. Changes to the process would include the introduction of an impact fee (assessment) and requirements for TIAs to be conducted on most developments.

**Underground Utilities** – Overhead utility wires and posts impact the quality of viewsheds and prevent the healthy growth of street trees. This strategy calls for a funding program and implementation criterion to underground overhead utilities. Undergrounding of areas should be prioritized based on safety, cost feasibility, and viewshed quality.

**University & Medical District Framework Master Plan** – The *University & Medical District Framework Master Plan* is recommended as a tool for addressing the future development of a major employment center, as depicted on the Land Use Policy Map, and surrounding area. This plan will replace the 1983 *Goose Lake Plan*.

**Urban/Rural Services** – This concept distinguishes urban and rural service areas in the Anchorage Bowl, and the difference between the levels of service provided to those areas. Such public facilities and services may include schools, fire protection, police protection, public water and sewer services, storm drainage, parks, and roads. The intent of this strategy is to formalize the different service areas in the Bowl and to match appropriate levels of service with intensity of land use.

**Waterbody Setbacks** – In order to better manage non-point source water pollution, efforts are needed to enhance non-disturbance setbacks of all waterbodies. Revision of the Land Use Regulations (Title 21) and the creation of incentives for landowners are the most likely sources for expanding the setback program. Currently, there are no official lake setbacks, and most creeks carry a 25-foot non-disturbance zone. (Nationwide standards generally cite 100 feet as a minimum distance for effective water quality maintenance.)

**Watershed Planning** – As an implementation action for this plan and the Municipality's federal National Pollution Discharge Elimination System (NPDES) permit, this strategy directs the production of watershed plans for all Anchorage streams. The intent is to link land use decisions with the management of water quantity and quality. Included in these plans will be impervious surface management, floodplain restoration and management, and other watershed-specific management elements.

**West Anchorage District Plan** – This strategy calls for the preparation of a detailed land use plan for the subarea defined on the Land Use Policy Map as the West Anchorage Planning Area. Development of a land use plan will be coordinated by the Municipality and will include involvement by a neighborhood project team and the Airport. Along with a specific framework for making land use recommendations and decisions within this planning subarea, this document will include mechanisms and recommendations for resolving airport impacts to the surrounding community and on transportation activities.

**Wetland Acquisition Priority List** – The Planning Department will coordinate a citywide process to identify, prioritize, and update a list of wetland sites that need formal protection through fee-simple

acquisition or other means. To the extent practicable, these priorities should be addressed through capital improvement program planning and other acquisition methods.

**Wetland Retention Incentives** – As an alternative means of protecting wetland functions, other programs will also be evaluated to facilitate wetland retention, especially in new developments. Such methods could include an incentive program for private landowners, revised subdivision guidelines, and/or revision of relevant sections of the *Design Criteria Manual*.

**Wildlife Habitat Preservation and Coordination** – In order to coordinate wildlife management and protection goals, the Municipality will perform a formal public review of the *Living With Wildlife Plan*, and based on the results of this review may enter into a Memorandum of Agreement with the Alaska Department of Fish and Game. Establishment of a critical wildlife habitat priority list and protection strategies for these areas would then be pursued.

**Wildlife Habitat Standards** – This strategy encourages the establishment and retention of wildlife corridors between remaining large forest tracts, the Chugach Mountains, the coastal zone, and along drainages. To implement the strategy, Title 21 should be modified, where appropriate, to include incentives and guidelines for fish and wildlife habitat conservation. In addition, site selection and site plan review techniques and guidelines to cover wildlife issues in public projects should be revised.

**Work Program** – This strategy directs the municipal Planning Department to systematically address ANCHORAGE 2020 policies and strategies in its annual work program. A key part of the work program will be development of a schedule and milestones.

**Zoning and Platting Review Process** – The concept of this strategy is to modify the regulatory review process for subdivisions, rezonings, conditional uses, and site plans so that community councils and neighborhoods see the proposed zoning and subdivision projects in a more final form. The process would empower planning staff to determine whether or not an application is ready for public hearing, to require that updated packets be routed to reviewing parties, and to delay public hearings as necessary to provide adequate review time. Ideally, with changes in this process, those applications deemed ready would be released for public review and the application would not be altered until after the public hearing.

In addition, procedures for processing new plats with wetlands need to be revised. For significant wetland sites with complex platting and permit issues, landowners should be required to begin coordination with the U.S. Army Corps of Engineers prior to, or concurrent with, preliminary plat submissions. Implementation will require amendment of both the zoning ordinance and subdivision regulations.





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## APPENDIX

[Four Possible Growth Scenarios](#)

[Glossary of Terms](#)

[Acknowledgments](#)

[Credits](#)

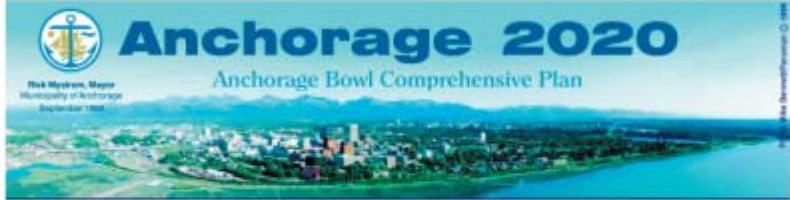
[APA Public Education Award](#)

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# Four Possible Growth Scenarios

## Possible Choices for Anchorage's Future.

The following four possible scenarios for Anchorage's future growth and development were published in a newspaper insert September 1999. The scenarios described in Chapter 4 show how different choices about key planning issues shape future land use, housing, transportation, and open space. Each scenario is depicted by a map inset of projected population growth and a generalized land use density map. The "preferred scenario," which is the basis of the recommendations in ANCHORAGE 2020, is a blend of aspects from the Urban Transition and Neighborhoods scenarios.




## Anchorage 2020

### Anchorage Bowl Comprehensive Plan

### What Will Anchorage Look Like in 20 Years?

Where will new residents settle over the next 20 years? Where will people work, shop, and play? Will there be room to grow? The municipal Community Planning Department is updating the long-range plan that will be our community's answer to these questions. The foundation will be a sound land use plan that considers all aspects of development: social and economic, transportation, environmental, and fiscal. The Community Planning Department prepared this insert to encourage residents to talk about Anchorage's choices for growth and development. Come join us at one of the Open Houses this fall. Help make Anchorage a great place to call home.

### Anchorage Today - Taking Stock



**ANCHORAGE TODAY**

In 1982, when the last Comprehensive Plan was adopted, Anchorage was in the midst of an economic boom. Some forecasts estimated Anchorage would have 500,000 people by now. Today, the outlook is very different.

**JOBS.** In the last decade Anchorage's economy prospered. Employment rose every year. Unemployment is at an all-time low. The long-term forecast is for continued modest growth in jobs and personal income.

**POPULATION.** The decade, Anchorage gained more residents than any decade after 1950. Since 1990, Anchorage's growth rate has averaged 1.7 percent yearly. Immigration has slowed. Today about 258,000 people live in the Municipality of Anchorage.

Anchorage's total population is forecast to reach 360,700 by 2020, an increase of 107,000 persons. About 70 percent of this population increase is projected to live in the Anchorage Bowl, the rest in Chugiak-Eagle River, on the military bases, and along Turnagain Arm. About 30,000 additional housing units will be needed in the Anchorage Bowl.

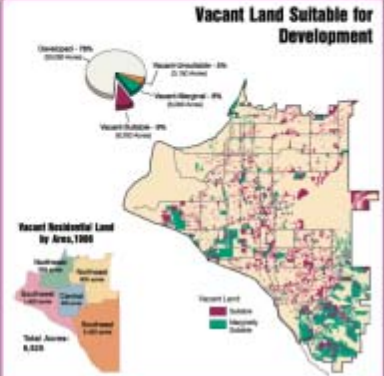
**Room to Grow.** The most important land planning issue for the Anchorage Bowl is room to grow—especially room for homes, but also for business, industry, and public uses. Almost 80 percent of the Bowl's 614,000 acres is already developed or dedicated to specific uses. About 8,200 acres—less than one-tenth of the Anchorage Bowl—is vacant and suitable for development. Another 5,000 acres are marginal for development, and 3,750 acres are unsuitable due to steep slopes, soils, wetlands, or natural hazards.

Of this vacant land, 6,525 acres are either suitable or marginal for development and zoned for residential use. About two-thirds of this acreage is on the Hillside, and over half is zoned for single-family homes on 1-acre lots.

If all the vacant residential land in the Anchorage Bowl is developed as it is now zoned, we will be able to add about 17,000 more residents and 21,000 more homes. That is much less than the population growth (90,000 people) and housing demand (100,000 homes) forecast for 2020.

Development in the Anchorage Bowl is already adjusting to the anticipated shortage of vacant land in three ways:

1. **Build out on vacant land.** We are rapidly developing the Anchorage Bowl's remaining vacant land. About three-quarters of new single-family home construction is in South Anchorage.
2. **Build up on higher densities.** We are building more multi-family housing. Last year, 38 percent of new housing units in the Anchorage Bowl was multi-family.
3. **Build elsewhere.** Every year since 1994, more single-family homes have been built in the Mat-Su Borough than in the Anchorage Bowl. The pace of single-family construction is also picking up in Chugiak-Eagle River.



### Vacant Land Suitable for Development

### Anchorage 2020 - Goals and Choices

**GOALS**

**What Are Our Goals?**

In January 1999, the Planning and Zoning Commission approved Draft Goals and Objectives for Anchorage 2020. Many of the goals address land use issues:

1. Create a neighborhood hierarchy and a variety of affordable, quality housing.
2. Enhancement of residential neighborhoods.
3. A balanced equity of uses for commerce, industry, recreation, and transportation facilities at compatible locations.
4. Appropriate use and transportation planning.
5. Conservation of open space, greenbelts, wetlands, and natural areas.
6. Well-served, well-served public facilities and services.


Next, the Anchorage community must make the policy choices that turn these broad goals into specific plan recommendations.

**CHOICES**

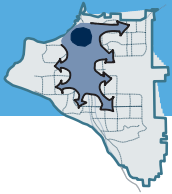
**How Can We Get There?**

The Community Planning Department has prepared four land use alternatives as a starting point for public discussion about planning choices. These alternatives, called plan scenarios, show how different choices about seven key planning issues (see inside and back pages) can shape future land use, housing, transportation, and open space. These four scenarios are only a starting point for public discussion. Other choices and scenarios are possible.

The next step is public discussion about the issues, choices and scenarios. Based on the discussion, the Community Planning Department will develop a "Themed Scenario" which will blend some ideas from several of the scenarios. The "Themed Scenario" will become the framework for detailed recommendations on land use, transportation, and other issues for the Comprehensive Plan.



### Possible Choices for Future Anchorage



## Current Trends

### Existing Development Trends Continue

The Current Trends scenario continues existing land use policies and development trends. For the near future, there is no major revision of the 1982 Comprehensive Plan and current zoning map. Private land owners and developers will largely continue to determine the location, type, and pace of development.

### How will Anchorage change?

**Population and Economy.** The Current Trends scenario assumes moderate economic and population growth. Air cargo and tourism support new jobs in retail trade, services, and transportation at the airport, in the Downtown/Ship Creek area and in Midtown. Some retail and service jobs follow commuters to their home communities in Chugiak-Eagle River and the Mat-Su Borough.

**Land Use.** Ship Creek redevelopment, a healthy Downtown, and a major southward expansion of the airport are priorities. Strip commercial construction continues along major arterials, particularly in South Anchorage. Residential subdivision development on the Hillside causes ongoing controversy about extension of water and sewer services and increases in housing density. As new development absorbs the vacant land supply, activity shifts from South Anchorage to redevelopment opportunities in North Anchorage. The zoning map becomes more out of step with the needs of growth. Requests for zoning revisions for higher residential densities and changes in land use become more common and are resolved on a case-by-case basis.

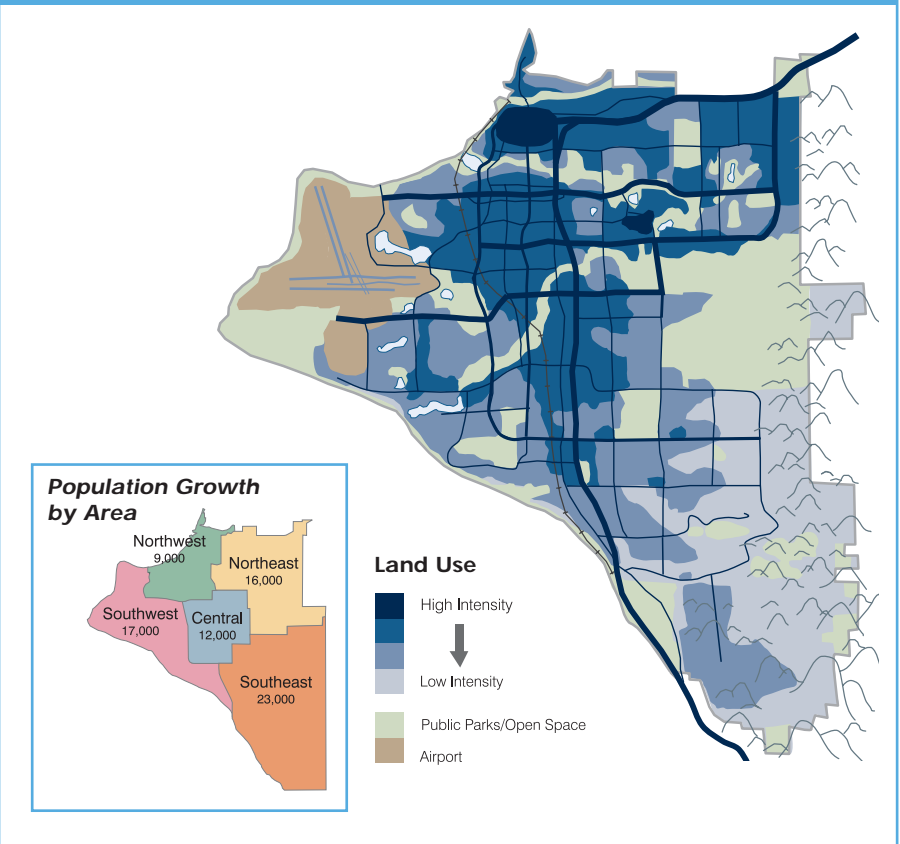
**Housing.** As the supply of single-family lots shrinks, rising land prices favor small-lot subdivisions, development of marginal tracts, and a delayed shift toward multi-family housing development. Housing prices rise; affordable housing is scarce. Altogether, two-

thirds of new homes are multi-family. Most new single-family homes are in South Anchorage. Multi-family development occurs where opportunity allows. Older mobile parks and run-down housing are replaced with higher density dwellings.

**Transportation.** Land use patterns require extensive additions and upgrades to the road system. Residential growth and southward expansion of the airport require new road links (Bragaw/Dowling/Raspberry) and an upgrade of major arterials (Seward Highway, east-west arterials, Glenn Highway). Residential growth on the Hillside requires extensive local road improvements. Even with major road construction, congestion may worsen. Transit service stays the same or is reduced.

**Open Space.** Relatively low residential densities and loss of residential land to airport expansion and other non-residential uses heighten pressure to use undeveloped land. This limits opportunities for creation of new parks. Some public natural areas are developed for active recreation such as sports fields.

## What Will the Changes Look Like?

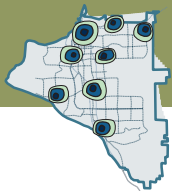


### What do we have to do?

This scenario follows the existing Comprehensive Plan and zoning map. Changes are made on a case-by-case basis at the request of developers and public officials.

### What are the risks?

Land use decisions are based on short-term market conditions, without regard for the long-term growth needs and goals of the community. Development may make inefficient use of land and require additional public facilities and road improvements.



## Neighborhoods

Neighborhoods Are Most Important

The Neighborhoods scenario regards neighborhoods as the most important aspect of community life. Schools, community centers, local parks, and neighborhood shopping districts become centers for educational, recreational, and social activities and local business. Each neighborhood has a mix of housing types.

### How will Anchorage change?

**Population and Economy.** The overall population and economy in this scenario are similar to the Current Trends scenario, but workplaces are more decentralized. Each neighborhood shopping district supports its share of local businesses and employment.

**Land Use.** Neighborhood business districts support more commercial land uses. Downtown/Midtown/Diamond regional centers support less. The airport stays inside its present boundaries and operations are managed to lessen noise, traffic, and other impacts on nearby neighborhoods. This saves more land for residential and other uses.

**Housing.** New residential growth is spread almost evenly between North and South Anchorage. Overall, the mix of new housing types (one-third single-family, two-thirds multi-family) is similar to the Current Trends scenario but the geographic distribution is different. Each neighborhood offers a choice of housing types and densities, including some affordable housing. Higher density multi-family housing is clustered around numerous commercial sub-centers rather than located in one central area.

**Transportation.** Neighborhoods become more self-sufficient and more pedestrian-friendly. This reduces overall traffic. Continued residential growth in South Anchorage requires new road links (Bragaw Extension), upgrade of other major north-south arterials

(New Seward, Old Seward), and extensive local road improvements. Less growth in North Anchorage than under the Current Trends and Urban Transition scenarios eases traffic congestion on east-west arterials.

**Open Space.** New local parks, greenbelts, local trails, recreational facilities and similar neighborhood amenities take priority over new regional parks and large recreational facilities.

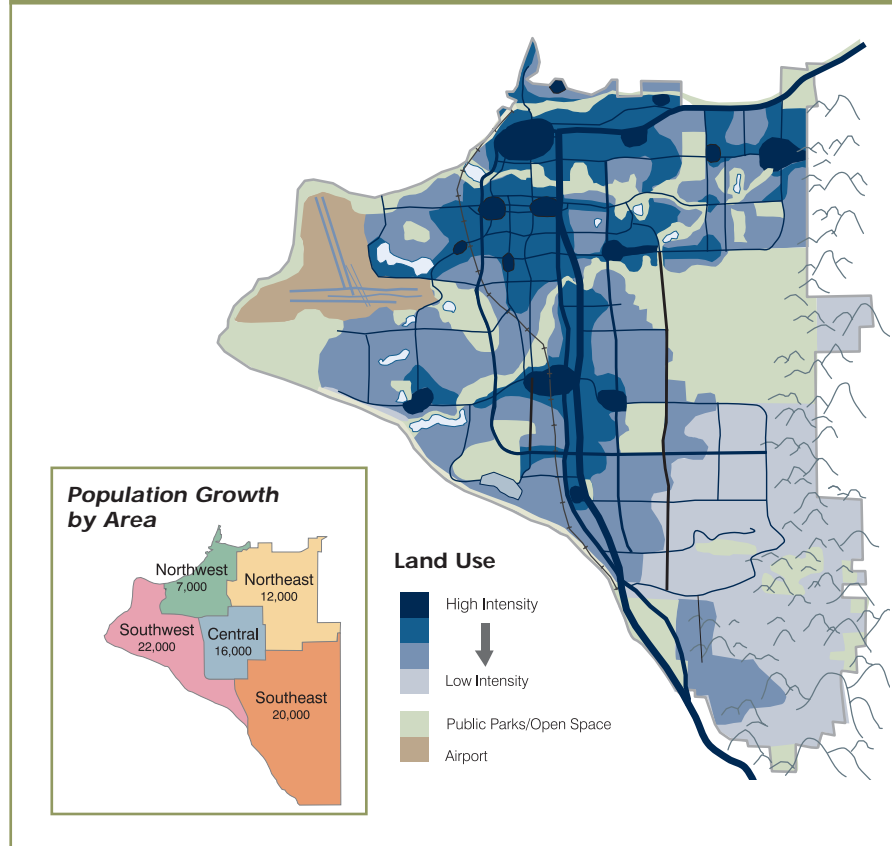
### What do we have to do?

The Comprehensive Plan sets thresholds for growth and establishes broad land use policies for each neighborhood, and they have a stronger role in local decisions. Each neighborhood prepares its own detailed plan. Major revisions are required to the existing land use plan and zoning maps. Public priorities stress improvements to quality of neighborhood life and promote private reinvestment in aging residential and commercial properties.

### What are the risks?

Not all neighborhoods will be receptive to this approach, particularly those which currently have little commercial development. The emphasis on neighbor-

### What Will the Changes Look Like?



hoods may undermine broad community goals. Some neighborhoods may object to multi-family and low- or moderate-income housing in their area. Neighborhood commercial districts may not prove competitive with regional centers.





## Urban Transition

Traditional Urban Center / Mixed-Use Development

The Urban Transition scenario envisions a more traditional urban character in Downtown, Midtown, and nearby neighborhoods, balanced by a more suburban/rural neighborhood character for South Anchorage.

### How will Anchorage change?

**Population and Economy.** This scenario assumes slightly higher population and job growth than the Current Trends scenario. Quality of life is valued as a means to attract high-skill, high-wage industries. Support for education is stressed. This scenario would capitalize on Anchorage's role as a world and statewide center for trade, transportation, communications, air cargo, high-value services, health care, finance, education, and management.

**Land Use.** This scenario promotes more compact development, higher residential densities, and compatible mixed uses. Residential land south of the airport is rezoned to allow for airport expansion. This loss of residential land is offset by restoration of poorly located, underused industrial and commercial tracts elsewhere for residential use. The Hillside is developed with select revisions to current land use and water/sewer plans.

**Housing.** About three-fourths of new homes are multi-family, partly in response to Anchorage's changing population—more seniors, “empty nesters,” and young adults, but relatively fewer family households. Conservation and redevelopment of the aging housing stock in older neighborhoods is a priority. More multi-family housing is built in North Anchorage where appropriate infrastructure exists. This relieves some development pressure on parts of the Hillside where environmental site conditions and limited public services constrain growth.

**Transportation.** More compact, mixed uses in North Anchorage make it pedestrian-and transit-

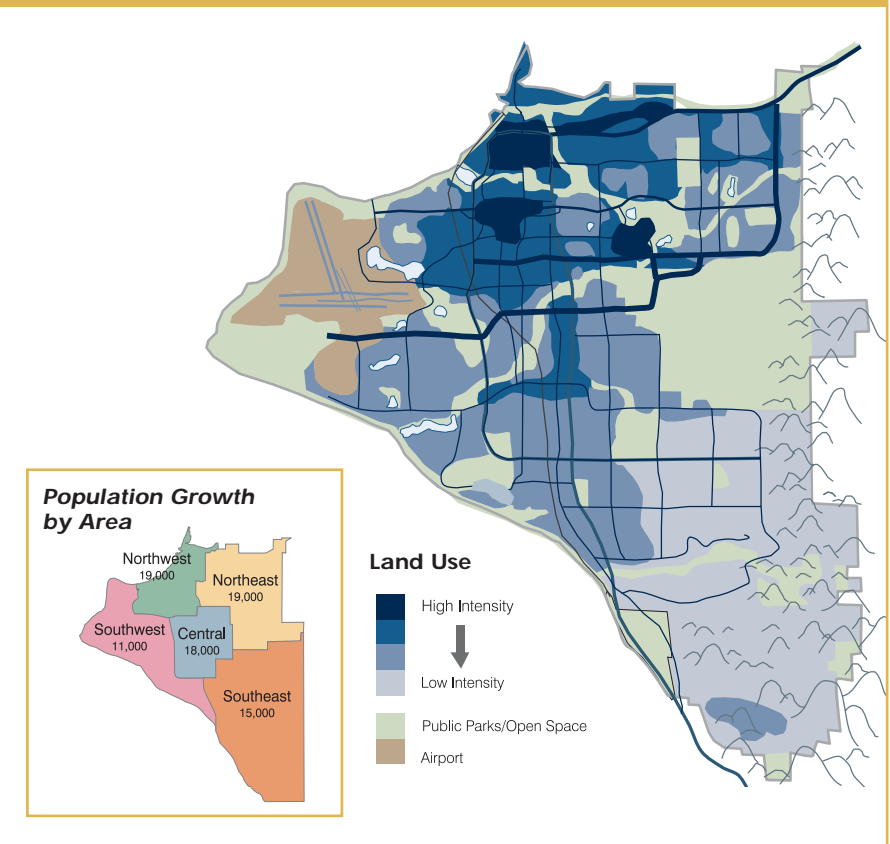
friendly. This decreases vehicle use for daily trips, decreases need for parking, and increases transit use. South airport expansion increases the need for improved access via the Bragaw/Dowling/Raspberry corridor. Population and job growth in North Anchorage requires major improvements to heavily traveled east-west streets such as Northern Lights and Tudor Road. Landscaped, multi-use trails link major activity centers.

**Open Space.** Greenbelts and trails enhance higher density residential areas. More open space is conserved and regional trail extensions are developed.

### What do we have to do?

The Urban Transition scenario requires extensive revision of the current land use plan and zoning maps. Public incentives and a public redevelopment agency are needed to leverage private investment to meet public goals. Public amenities, open space, and northern design enhance the appeal of urban living in North Anchorage. Public-private partnerships help provide attractive multi-family housing choices at various price levels.

### What Will the Changes Look Like?



### What are the risks?

Property owners and neighborhoods may object strongly to zoning changes. If future residents prefer a low-density, auto-oriented lifestyle, the transition zone will not attract development and this scenario will not succeed. In that case, public investment to encourage a more urban type of development will not achieve its goals.



## Slow Growth/Satellites

Anchorage Becomes A Workplace For The Region

The Slow Growth/Satellites scenario pursues slower population growth in the Anchorage Bowl to conserve open space and maintain Anchorage's established residential character and "traditional" lifestyle. Anchorage continues to grow as a regional workplace and marketplace for satellite residential communities in Chugiak-Eagle River and the Mat-Su Borough. Public initiatives aim to enhance Downtown/Midtown as an attractive, convenient place to work and shop.

### How will Anchorage change?

**Population and Economy.** Population growth is slower than current projections for the Anchorage Bowl, but higher for Chugiak-Eagle River and the Mat-Su Borough. Downtown Anchorage is the center for regional employment, finance, trade, services, transportation, and public administration for Southcentral Alaska and the State. Some retail trade and service businesses gravitate to Chugiak-Eagle River and the Mat-Su Borough. Commuters make up a growing share of Anchorage's workforce.

**Land Use.** More population growth north of Anchorage, plus Glenn Highway improvements and new commuter rail service, reposition Downtown as the workplace and marketplace for the region. Midtown and the university area also grow as employment centers. The airport continues to develop, but within its current boundaries. Future residential growth is consistent with current zoning and subdivision regulations. New retail development shifts to North and Northeast Anchorage and to suburban areas outside the Bowl. Retail growth in South Anchorage slows.

**Housing.** Fewer new housing units are built: about 45 percent are single-family homes and 55 percent are multi-family. Homebuilders target upscale markets. Local housing prices rise. Most moderate-priced single-

family homes are built in Chugiak-Eagle River and the Mat-Su Borough.

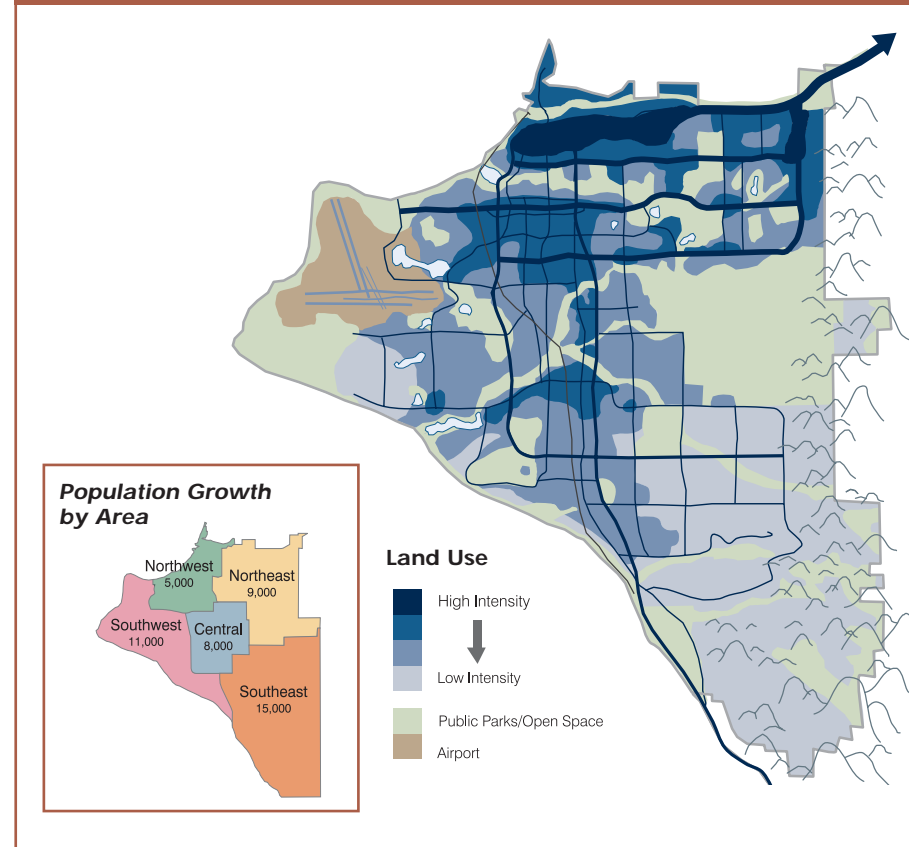
**Transportation.** Glenn Highway traffic levels climb as more people commute to work from Eagle River and the Mat-Su Borough. Traffic increases on major east-west roads in North Anchorage. Improvements are needed at the Glenn/Seward interchange. The feasibility for commuter rail service from the Mat-Su Borough to Downtown is improved, especially if supported by transit service to major work centers in the Bowl. Lower local growth also slows traffic growth and limits congestion in South Anchorage.

**Open Space.** Major additions are made to natural open space, greenbelts, local parks, and wildlife habitat. More private open space is retained to conserve the natural landscape.

### What do we have to do?

This scenario requires public officials and citizens to accept restrictive zoning and platting regulations that limit the location and density of new residential development. Public investments in roads, parking, park acquisition, transit, and amenities enhance Downtown.

### What Will the Changes Look Like?



Stronger growth management measures may be needed for Chugiak-Eagle River.

### What are the risks?

This scenario diminishes the long-term capacity of the Anchorage Bowl to absorb future growth. Slower growth may discourage private investment. Anchorage's economy may falter if its share of regional business stagnates. Development impacts are shifted to areas that may be less well prepared for rapid growth.

# Glossary of Terms

**Accessory Dwelling Unit** – A small additional living unit, including separate kitchen, sleeping, and bathroom facilities, attached or detached from the primary residential unit.

**Development** – Any change to improved or unimproved real estate including all structures and other modifications of the natural landscape above and below ground or water, on a particular site.

**Floor Area Ratio (FAR)** – The gross floor area of all buildings or structures on a lot divided by the total lot area. (FAR = total building floor area divided by total lot area).

**Impact Fees** – A fee imposed on a development to help finance the cost of public improvements or services. Such fees may apply to any form of development: commercial, industrial or residential.

**Infill** – New development on unused parcels located within already developed areas.

**Infrastructure** – The facilities and services needed to sustain given types, levels, and patterns of land development. Infrastructure typically includes streets, utilities, drainage systems, schools, parks, and police and fire stations.

**Minimum Residential Density** – It is the least number of residential dwelling units per acre that is allowed within a residential use district. It is a regulatory tool for assuring that urban land and urban services are adequately used.

**Mixed Use** – The development of a tract of land, buildings(s), or structure(s) with a variety of complementary and integrated uses such as, but not limited to, residential, office, retail, public or entertainment, in a compact urban form.

**Multi-Family Dwelling Unit** – A residential building designed for or occupied by three or more families, with the number of families in residence not exceeding the number of dwelling units provided.

**Multi-modal** – Includes different modes of transportation such as walking, transit, carpooling, bicycling, and single-occupancy automobiles.

**Natural Open Space** – Refers to natural areas within the urban environment that provide fish, wildlife and plant habitats in close proximity to neighborhoods.

**Neighborhood** – Geographic areas unified by shared characteristics, functional connections and spatial perceptions.

**Northern City Design** – Refers to architectural and design elements that specifically address and/or enhance living in our unique northern climate with its distinct geography, extreme light angles, length of days, cold temperatures, wind, snow and ice.

**Overlay Zone or District** – A zoning district that may include or encompass one or more underlying zones and that imposes additional land use or design requirements above that required by the underlying zone. Overlay zones often follow certain roadways (e.g., Spennard Road Overlay) or portions of downtown (e.g., Central Business District Overlay).

**Pedestrian** – An individual who travels on foot, bicycle, skis, or other non-motorized form of transport.

**Percent for Art** – A local, state or federal program whereby a certain percent of a project's total cost is required to fund a work of art for specific installation in the new structure. Typically, percent for art projects are decided through juried competition or from solicited commissions.

**Public Facilities** – Government-owned or -leased buildings, equipment, or land provided for a particular public purpose. Examples of public facilities are schools, fire stations, government offices, parks, recreation facilities, sports fields, open space, and infrastructure.

**Residential Density** – The number of residential dwelling units permitted per acre of land.

**Rural** – Land development and uses which are characterized as predominantly low-density residential, less than one dwelling unit per acre. These areas typically receive limited public services.

**Single-Family Dwelling Unit** – A building constructed on a single lot with a permanent foundation, designed

for long-term human habitation exclusively for one family, having complete living facilities and constituting one dwelling unit.

**Strip Commercial Development** – Commercial development characterized by its location and/or design. It includes commercial development that has expanded in a linear manner along a street away from commercial nodes. Strip commercial also refers to individual developments with certain architectural and site design styles. These are typically single-story malls or individual buildings with parking and access configurations convenient to automobiles. Strip commercial design elements commonly include highly visible signage, minimal architectural detailing, parking areas located between the street and the stores, and limited pedestrian facilities.

**Two-Family Dwelling Unit** – A building on a single lot designed for or occupied exclusively by two families and constituting two dwelling units, e.g., a duplex housing unit.

**Under-Developed Area** – Developed parcels with a large portion of the area in non-building uses such as surface parking or a storage yard, a high percentage of the structure(s) vacant, a low floor area ratio (FAR), or buildings which are abandoned, dilapidated, or otherwise seriously limited by physical deficiencies.

**Urban** – Land development of a higher density and intensity which is characteristically provided with services of an urban nature (i.e., central water and sewer, fire hydrants, paved roads often with curb and gutter, and an extensive road network).

**Useable Open Space** – Areas with suitable dimensions to be functional for and devoted exclusively to active or passive recreational uses for residents of individual subdivisions or neighborhoods. Useable open space may include parkland, play fields, walkways, or natural areas, and may be communal, private or combinations thereof.

## Acknowledgments

I want to personally thank all the organizations and individuals who have contributed their time and effort toward the adoption of **ANCHORAGE 2020 – ANCHORAGE BOWL COMPREHENSIVE PLAN**. I would also like to thank the following past Directors of the Planning Department who played a major role in carrying out the many tasks necessary to transform a community vision into the Comprehensive Plan: Mike Meehan, Sheila Selkregg, Caren Mathis, and Don Alspach. Much work remains to be done to carry out the Plan and I hope as many citizens as possible will become involved in contributing ideas and helping shape the future of Anchorage.



Susan R. Fison, Director

**Planning Department**

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Anchorage Economic Development Corporation  
Anchorage Home Builders Association  
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## APA Public Education Award

### Anchorage Receives National Award



The citizen involvement process that led to adoption of the **ANCHORAGE 2020 - ANCHORAGE BOWL COMPREHENSIVE PLAN** received the 2001 Public Education Award from the American Planning Association.

The Comprehensive Plan process spanned more than three years. In order to involve the community, the Municipality used virtually all media avenues available for public outreach in an effort to educate the citizenry about planning issues and future growth choices for Anchorage.

This education program facilitated community awareness of planning principles and the role of planning in achieving Anchorage's vision for the next twenty years. The education component of the Comprehensive Plan was vital to framing Anchorage's future and to finalizing the community's preferred land use growth scenario.



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CLERK'S OFFICE  
**AMENDED AND APPROVED**  
Date: 9-10-02

Submitted by: Chair of the Assembly at the  
Request of the Mayor  
Prepared by: Planning Department  
For Reading: August 6, 2002

Anchorage, Alaska  
AO No. 2002-119

1 AN ORDINANCE OF THE MUNICIPALITY OF ANCHORAGE AMENDING THE  
2 ANCHORAGE 2020 / ANCHORAGE BOWL COMPREHENSIVE PLAN TO  
3 INCORPORATE A SECTION OF PUBLIC SAFETY POLICIES AND STRATEGIES.

4  
5 THE ANCHORAGE MUNICIPAL ASSEMBLY ORDAINS:

6  
7 **Section 1.** The *Anchorage 2020 / Anchorage Bowl Comprehensive Plan* is hereby amended  
8 to incorporate a new section of Chapter 5 entitled, "Public Safety Policies and Strategies",  
9 containing three new policies and three new strategies, per attached Exhibit A, in order to  
10 direct and guide decisions concerning public safety and emergency management.

11  
12 **Section 2.** This ordinance shall become effective immediately upon passage and approval.

13  
14 PASSED AND APPROVED by the Anchorage Assembly this 10th day of  
15 September 2002.

16  
17  
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20   
21  
22  
23  
24  
25  
26  
27  
28  
Chair

ATTEST:

  
Municipal Clerk



# MUNICIPALITY OF ANCHORAGE

## ASSEMBLY MEMORANDUM

No. AM 719-2002

Meeting Date: August 6, 2002

**From:** Mayor

**Subject:** AO 2002-119 Public Safety Amendments to the *Anchorage 2020 / Anchorage Bowl Comprehensive Plan*

1 After the events of the past year, the municipal Administration recognized, even more than before,  
2 that domestic security and emergency response are critical needs to be addressed at the community  
3 level. These needs should be incorporated within the comprehensive plan as part of the long-term  
4 policies addressing the health, safety and welfare of the community.

5  
6 Although several goal statements in *Anchorage 2020 – Anchorage Bowl Comprehensive Plan* address  
7 public safety, natural hazards and emergency response, the *Plan* does not link these goals to specific  
8 policies and strategies as is done for other goal categories within the *Plan*. Further, the *Plan* does not  
9 emphasize public safety or emergency response to the extent it possibly should given the potential  
10 magnitude of natural or man-made disasters that could impact the community. In its current form, the  
11 *Anchorage 2020* document appears to address public safety in an incomplete and indirect way,  
12 without providing a specific section of policies and strategies that establish the Municipality's  
13 approach to public safety.

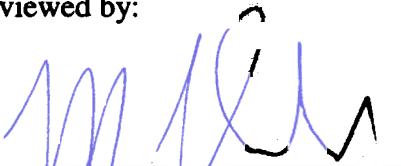
14  
15 In November 2001, representatives from the Office of Planning, Development & Public Works and  
16 other concerned municipal agencies undertook a diagnostic of how *Anchorage 2020* addresses public  
17 safety, and of possible amendments to strengthen its approach to public safety. Based on inter-  
18 agency participation and comment, Planning Department staff drafted three new policies and three  
19 new strategies to create a link to, and support for, the two existing public safety goal statements in the  
20 *Plan*. The text of these policies and strategies was routed to agencies and community councils for  
21 review. Based on comments received, planning staff further refined the draft policies for review by  
22 the Planning and Zoning Commission.

23  
24 While *Anchorage 2020 – Anchorage Bowl Comprehensive Plan* provides a framework that supports  
25 additional functional plans and standards for public services, the three new policies and strategies of  
26 the proposed addendum are intended to further strengthen the *Plan*. The policies link to and support  
27 existing goal statements for public safety, providing more specific and comprehensive guidance for  
28 decisions affecting public safety and emergency response. The amendments highlight and organize  
29 the Municipality's approach to public safety: emergency management planning (policy #98), public  
30 safety and crime prevention in development design (policy #99), and levels of service for public  
31 safety delivery systems and operations (policy #100).

2 The Planning and Zoning Commission has approved the proposed amendments, with the addition that  
3 an existing *Anchorage 2020* strategy, "Neighborhood or District Plans" be designated as "essential"  
4 to the implementation of proposed public safety policy #98. The Commission's recommended  
5 revision is incorporated into the attached *Anchorage 2020 – Anchorage Bowl Comprehensive Plan*  
6 amendments (Exhibit A) and highlighted with an underline / grey background, for Assembly review.


7 The Administration concurs with the findings and action of the Planning and Zoning Commission on  
8 the subject *Anchorage 2020* public safety amendments.

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11 Reviewed by:

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16 Harry J. Kieling, Jr.  
17 Municipal Manager

Reviewed by:

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Craig E. Campbell, Executive Director  
Office of Planning, Development, and  
Public Works

Respectfully submitted,

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25 George P. Wuerch  
26 Mayor

Prepared by:

  
Susan R. Fison, Director  
Planning Department

**Public Safety Policies and Strategies:**

<b>Policy #</b>	<b>Policy</b> These statements provide direction to public officials and the general public until Strategies are implemented	<b>Strategies</b> ★ Strategies that are “essential” to the implementation of the corresponding Policy. All others are “secondary” to its implementation.
98	<p>Develop a comprehensive process to address natural and man-made emergencies and disasters to which Anchorage may be vulnerable. Results of this process should include:</p> <p>a) a system of coordination between agencies and a partnership of public and private sectors to ensure an efficient, community-wide response;</p> <p>b) emergency operations plans; and,</p> <p>c) long-term disaster mitigation efforts through land use, transportation, and public facilities planning.</p>	<ul style="list-style-type: none"> <li>★ Functional Plan (Emergency Management Plan)</li> <li>★ Public Facilities Site Selection Criteria</li> <li>★ Geohazards Management</li> <li>★ Neighborhood or District Plans <ul style="list-style-type: none"> <li>- Street Connectivity Standards</li> <li>✱ Hillside District Plan</li> </ul> </li> </ul>
99	<p>Incorporate crime prevention and other public safety needs into the design of residential and commercial areas, individual buildings, and public facilities. Use design standards to improve natural surveillance, residents’ sense of ownership and control of the neighborhood, and overall public safety through appropriate environmental design.</p>	<ul style="list-style-type: none"> <li>★ Design for Public Safety</li> <li>★ Design Standards</li> <li>★ Fire Safety Design Standards</li> <li>★ Residential Street Standards</li> <li>★ Public Facilities Design Standards</li> <li>★ Streetscape Standards</li> <li>- Mixed Use</li> </ul>
100	<p>Adopt level of service standards for crime prevention, emergency services, and other public safety delivery systems, in order to achieve community goals for a safe living and working environment.</p>	<ul style="list-style-type: none"> <li>★ Functional Plan (Public Safety Plan)</li> <li>★ Level of Service Standards</li> <li>★ Urban/Rural Services</li> <li>★ Neighborhood or District Plans</li> <li>✱ Hillside District Plan</li> </ul>

**EXHIBIT A**



2 *(The Strategies that follow are proposed in order to implement the new Policies.*

3 **Emergency Management Plan** - This strategy will establish a comprehensive process of response  
4 to natural and man-made emergencies and disasters to which Anchorage may be vulnerable. The  
5 emergency management plan will specify the purpose, organization, responsibilities, and facilities  
6 of agencies, organizations, and the private sector in the mitigation of, preparation for, response to,  
7 and recovery from disasters. As a result, Anchorage will have a plan and an organization necessary  
8 to perform the critical tasks to respond to a variety of situations. This should include a system of  
9 coordination between agencies at the local and regional level, and a partnership of public and  
10 private sectors, to ensure an efficient, community-wide response to potential emergencies.

11 **Public Safety Plan** –This strategy involves the development of a long-range functional plan for  
12 achieving public safety goals for crime prevention, fire protection, emergency medical services, and  
13 other public safety services. It will result in a coordinated and integrated delivery system to provide  
14 the community with a safe living and working environment. The plan will include information and  
15 analysis that provides a basis for recommended long-term level of service standards for police  
16 protection, fire and emergency medical services, and other public safety delivery systems.  
17 Depending on community needs and priorities, this strategy could establish a comprehensive set of  
18 community goals, partnerships, and performance measures that systematically address a wide range  
19 of public safety issues such as crime prevention, criminal justice systems, public health systems,  
20 animal control, and traffic safety. The plan will also provide, based on current and projected  
21 population growth, an analysis of potential locations for future public safety facilities including fire  
22 stations, police stations, and other related facilities.

23 **Design for Public Safety** – This strategy responds to the need to incorporate crime prevention,  
24 natural hazard mitigation, and other public safety needs into the design of residential and  
25 commercial areas, individual developments and buildings, and public facilities. It seeks to increase  
26 public safety by preventing crime and mitigating potential hazards through appropriate physical  
27 design of neighborhoods, commercial districts, and other areas. For instance, evidence and  
28 experience nationwide shows that the application of certain techniques in urban design can  
29 discourage crime in an area by providing a physical setting that increases natural surveillance and a  
30 sense of territorial ownership by neighborhood residents. This strategy is compatible (and mutually  
31 reinforcing) with “Design & Environment” policies for attractive residential neighborhoods, mixed-  
32 use areas, and town centers. The “Design for Public Safety” strategy is to be implemented as an  
33 integral component of the broader “Design Standards” strategy.

## EXHIBIT A

**MUNICIPALITY OF ANCHORAGE**  
**PLANNING AND ZONING COMMISSION RESOLUTION NO. 2002-042**

A RESOLUTION RECOMMENDING TO THE MUNICIPAL ASSEMBLY APPROVAL OF PUBLIC SAFETY AMENDMENTS TO THE *ANCHORAGE 2020 / ANCHORAGE BOWL COMPREHENSIVE PLAN*.

Case 2002-101

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WHEREAS, the *Anchorage 2020 / Anchorage Bowl Comprehensive Plan* was adopted in February 2001 with goals, policies, and strategies to guide community development; and,

WHEREAS, the Municipality has since that time become increasingly aware of the importance of emergency preparedness and public safety issues, and that such needs should be adequately incorporated within the *Anchorage 2020 / Anchorage Bowl Comprehensive Plan* as part of long-term policies addressing the health, safety, and welfare of the community; and,

WHEREAS, the municipal Administration initiated the process to review the *Anchorage 2020* approach to public safety issues, and, if necessary, to introduce limited amendments to the Plan related to public safety and emergency preparedness; and,

WHEREAS, the Planning Department, with participation of concerned municipal agencies, undertook a diagnostic in November 2001 of how *Anchorage 2020* addresses public safety, and of possible amendments to strengthen its approach to public safety; and,

WHEREAS, although several goal statements in *Anchorage 2020* address natural hazards and public safety, the Plan does not link these goals to a specific, organized set of policies and strategies, as is done for other goal categories within the Plan; and,

WHEREAS, in its current form, the *Anchorage 2020* document addresses public safety in an incomplete and indirect way, without providing a specific section of policies and strategies to establish the Municipality's approach to public safety or to emphasize its importance; and

WHEREAS, elements of emergency management planning, design measures for safety in new development, and service levels for public safety delivery systems are contained in the Plan, but not to the degree of consideration that these issues merit; and,

WHEREAS, based on inter-agency comment, the Planning Department in January 2002 drafted three new policies and three new strategies to create a link to, and support for, the two existing public safety and natural hazard goal statements in the Plan; and,

WHEREAS, based on further review and public comment, the Planning Department produced a public review draft of Public Safety Amendments to *Anchorage 2020*; and,

WHEREAS, the Planning & Zoning Commission held an advertised public hearing on the draft Public Safety Amendments to the *Anchorage 2020 / Anchorage Bowl Comprehensive Plan* on June 3, 2002.

NOW, THEREFORE, BE IT RESOLVED by the Anchorage Planning and Zoning Commission that:

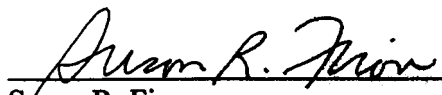
A. The Commission makes the following findings of fact:

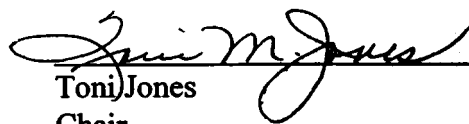
The Public Safety Amendments to *Anchorage 2020* contain three new policies and three new strategies that are intended to highlight the Municipality's approach to public safety, and to direct and guide decisions concerning public safety and emergency preparedness.

2. The Public Safety Amendments to *Anchorage 2020* fit into the existing structure of the Plan by establishing policies that link to and support two existing goal statements for public safety and natural hazards.
3. The Public Safety Amendments to *Anchorage 2020* organize and incorporate existing strategies in the Plan that relate to public safety.
4. The Public Safety Amendments to *Anchorage 2020* appropriately address the issues of emergency management, crime prevention, and public safety systems with the increased degree of consideration that they merit.
5. The Public Safety Amendments to *Anchorage 2020* appropriately reflect, in three policies, a process of planning, design, and operations strategies.
6. The Public Safety Amendments to *Anchorage 2020* are limited in scope to policies and strategies specifically addressing the issue of public safety.
7. The Public Safety Amendments to *Anchorage 2020* appropriately link to existing strategies in the Plan, such as "Neighborhood or District Plans," that relate to public safety and the mitigation of natural hazards.

B. The Commission recommends to the Municipal Assembly approval of the Public Safety Amendments to the *Anchorage 2020 / Anchorage Bowl Comprehensive Plan*, as recommended by Planning Department staff, with the addition that "Neighborhood or District Plans" be designated as a strategy that is "essential" to the implementation of public safety policy #98.

PASSED AND APPROVED by the Anchorage Planning and Zoning Commission this 3<sup>rd</sup> day of June 2002.

  
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Susan R. Fison  
Secretary

  
\_\_\_\_\_  
Toni Jones  
Chair