



# Municipality of Anchorage

## Planning Department

### Long-Range Planning Division

#### Memorandum



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**Date:** March 21, 2024

**Subject:** PZC Case No. 2024-0006, Title 21 Text Amendment: H.O.M.E. Initiative Exhibit Documents Provided by the Assembly Sponsors

Attached are the Petitioner's (Assembly) exhibit documents and the slide show presented to the Planning and Zoning Commission (PZC) and staff at the work session and public hearing on Monday, March 18, 2024.

1. Memo dated 3/18/2024 from Assembly Vice Chair Zaletel and Assembly Members Brawley and Volland.
2. Attachment A: Sponsor Response to Planning Department Staff Report, PZC Case No. 2024-0006 (table format).
3. Slide Show of Presentation by the Sponsors.



# ASSEMBLY MEMBERS

## BRAWLEY, VOLLAND, & ZALETEL

**To:** Planning and Zoning Commission  
**From:** Assembly Vice Chair Zaletel, Assembly Members Brawley and Volland  
**Date:** March 18, 2024  
**Subject:** PZC Case No. 2024-0006, Title 21 Text Amendment: H.O.M.E. Initiative

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### Issues for Discussion

On March 8, 2024, the MOA Planning Department issued a Staff Report on PZC Case No. 2024-0006, concerning AO 2023-87(S) to implement Title 21 Text Amendments in an effort called, the "HOME Initiative." As sponsors of the ordinance, Assembly Vice Chair Zaletel and Assembly Members Brawley and Volland (the Sponsors) would like to thank the Planning Department for its thoughtful consideration of AO 2023-87(S), including their recommendations for improvements to the ordinance and potential next steps.

Presented to the Planning & Zoning Commission (PZC) as a draft, the Sponsors welcome feedback to improve AO 2023-87(S) as it develops into a final, implementable draft. Insights provided in the Staff Report will inform updates to future versions of the draft. In order to submit a complete record accounting for the evolution of the ordinance through the public process, this memo reviews the following assertions:

- 1. Apparent conflicts between AO 2023-87(S) and the Comprehensive Plan.**
- 2. The characterization of AO 2023-87(S) as an area wide rezone as opposed to a Title 21 Amendment.**
- 3. Follow-up questions to clarify specific assertions.**

#### **1. Apparent Conflict Between AO 2023-87(S) and the Comprehensive Plan.**

The Report asserts, quite definitively, that the "the public hearing draft ordinance conflicts with multiple elements and policies of the Comprehensive Plan (principally the Anchorage 2020—Anchorage Bowl Comprehensive Plan and the Anchorage 2040 Land Use Plan)."<sup>1</sup> This statement strikes the sponsors is somewhat misleading.

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<sup>1</sup> Staff Planning Report Memorandum from Planning Director, PZC Case No. 2024-0006, Pg. 22 (Mar. 18, 2024) [hereinafter, Report].



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As the Report itself notes, the Comprehensive Plan consists of over 50 constituent parts covering a broad range of topics.<sup>2</sup> The Report argues that AO 2023-87(S) is inconsistent with the Comprehensive Plan, including Anchorage 2020, Anchorage Bowl Comprehensive Plan and the 2040 Land Use Plan, as well as various unspecified neighborhood plans. However, the Sponsors note that many of the purported inconsistencies are not actual conflicts to be found in the text of the documents themselves. In point of fact, AO 2023-87(S) wholesale adopts much of the language of the 2040 Land Use Plan in order to achieve consistency with these documents. Although the Report repeatedly asserts that such simplicity was never intended by the 2040 Land Use Plan, the Sponsors fail to see how this fact, even if true, would render the proposed ordinance inconsistent with the Comprehensive Plan.

Notably, the code explicitly provides the Assembly authority over all of the various aspects of the Comprehensive Plan with which the proposed ordinance purportedly conflicts.<sup>3</sup> Further the Report refers, without citing to specific caselaw, to the Alaska Supreme Court requiring municipalities to “write comprehensive plans before enacting new zoning regulations”<sup>4</sup> and that it has “held that a comprehensive plan must be in place before new zoning regulations can be implemented.”<sup>5</sup> While the Sponsors do acknowledge that there is a certain body of caselaw wherein the Court has held that other municipalities are required to conform their zoning ordinances to their respective comprehensive plans,<sup>6</sup> we find these rulings not particularly helpful regarding AO 2023-87(S). The most “relevant” holdings would appear to not apply to the Municipality, as they are all premised on AS 29.40.030, a statute governing first- and second-class boroughs and not home rule municipalities such as Anchorage. This distinction is clearer by reading AS 29.35.180, which does not require home rule municipalities to follow AS 29.40.<sup>7</sup> The legal basis for the Anchorage Comprehensive Plan is derived not

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<sup>2</sup> AMC 21.01.080.

<sup>3</sup> See AMC 21.02.090A. codifying the Assembly’s decision making authority over Comprehensive Plan amendments under section 21.03.070, neighborhood or district plans under section 21.03.130, rezonings under 21.03.160, and Title 21 text amendments under section 21.03.210.

<sup>4</sup> Report supra note 1, at 23.

<sup>5</sup> *Id.*

<sup>6</sup> See *Lazy Mountain Land Club v. Matanuska-Susitna Borough Bd. of Adjustment & Appeals*, 904 P.2d 373, 377-79 (Alaska 1995); See also *Price v. Dahl*, 912 P.2d 541, 542-43 (Alaska 1996); See also *Griswold v. City of Homer*, 186 P.3d 558, 561 (Alaska 2008)

<sup>7</sup> AS 29.35.180 is located in Article 2, “Mandatory Areawide Powers,” of AS Chapter 29.35, which has two subsections almost identical in language: subsection (a) directs first and second class boroughs shall



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from State statute, but rather from the Section 12.01 of the Municipal Charter, which mandates that the Assembly "adopt and implement, and from time to time modify, a comprehensive plan". It was to that end that the Sponsors specifically requested in January 2024 that the Planning Department identify and propose necessary amendments to both the Comprehensive Plan and 2040 Land Use Plan, as well as further amendments to Title 21.<sup>8</sup>

Further, the Sponsors deliberately proposed a series delayed and staggered dates for the ordinance to go into effect to provide sufficient time for the Sponsors and the Planning Department to collaborate on drafting the necessary amendments to the Comprehensive Plan and Code to effect the policy changes set out by the ordinance. Moreover, the Sponsors are aware that zoning code changes need to be consistent with the Comprehensive Plan, and "the cart before the horse" process the Report describes is remedied by simply arranging effective date of AO 2023-87(S) to occur after Comprehensive Plan changes for consistency are adopted. The process is common and provided for by AMC 21.03.160C. and AMC 21.03.080C.3. and is a suitable solution rather than an obstacle to effectuating the Sponsors' goals.

The Anchorage Bowl Comprehensive Plan is more than 20 years old.<sup>9</sup> A subsequent Housing Market study commissioned by the Municipality in 2012 noted that "in the 10 years since that plan was adopted, the Municipality has yet to adopt policies to implement it."<sup>10</sup> The study further recommended that the Anchorage Land Use Plan Map be updated to "implement Anchorage 2020 and the Title 21 Rewrite."<sup>11</sup> The Title 21 Rewrite was adopted the following year and presumably, the 2040 Land Use Plan, introduced five years later, made these necessary updates.<sup>12</sup> Both the 2040 Land Use Plan and Title 21 have been amended since.

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provide for planning, platting, and land use regulation "in accordance with AS 29.40," subsection (b) requires the same of home rule boroughs but importantly does not refer to AS 29.40.

<sup>8</sup> See AO 2023-87(S), Sections 5 & 6

<sup>9</sup> Per AMC 21.03.070B. the Planning Director is to initiate a complete plan revision at "least once every 20 years, preferably following the decennial census." *Id.* Further "any decision-making body, may propose plan amendments at any time" lending further credence to the Sponsors' argument that nothing should inhibit the Assembly from requesting proposed amendments to the Comprehensive Plan in support of an ordinance.

<sup>10</sup> McDOWELL GROUP, ANCHORAGE HOUSING MARKET ANALYSIS, 37 (Mar. 2012).

<sup>11</sup> *Id.* at 50.

<sup>12</sup> See AO 2017-116.



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While the Sponsors fully acknowledge the inherent value of the Comprehensive Plan, they respectfully disagree with the assertion that the Assembly's ability to amend the Code is limited by an ever-slowly-evolving amalgamation of decades-old policy statements.<sup>13</sup> The Assembly's authority to amend the Code, as well as the Comprehensive Plan, are made plain by the text of the Charter, and that text contains no limitations as to when and how it chooses to do so. To assert otherwise would be to promote not only a distorted reading of the Charter and relevant caselaw but would infringe upon the authority of the legislative branch of the Municipal government. Fundamentally, the assertion implies the will of the Assembly is subordinate to the disparate interests of the various neighborhoods and municipal departments, which would obstruct legislative action and thereby defeat the entire purpose of the Comprehensive Plan.<sup>14</sup>

### **2. Characterization of AO 2023-87(S) as an Areawide Rezone.**

The Report asserts that AO 2023-87(S) should be considered a rezoning under AMC 21.03.160. While the Sponsors do concur that the passage of AO 2023-87(S) would likely require subsequent amendments to the official Zoning Map, this fact would not instantly transform the proposed ordinance into the rezoning action. Further, this point of contention strikes the Sponsors as essentially a distinction without difference: both the processes rezoning and amending Title 21 require public notice, Departmental review, public hearing before the Planning and Zoning commission, and ultimately Assembly action.<sup>15</sup> The Sponsors submit that they have substantially conformed to these procedural requirements and have done so in an effort to benefit not only from the experience and expertise of the Commission and the Department, but the insight of the public at large.

The Sponsors acknowledge two main differences in the procedures for a rezoning vis-a-vis a Title 21 text amendment. First, the approval criteria listed in Code for rezonings has 9 factors (AMC 21.03.160E.), and approval criteria for text amendments has 3 factors (AMC 21.03.210C.) The first two factors are identical in both processes. The Sponsors

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<sup>13</sup> See § 21:2. Power to amend, 6 McQuillin Mun. Corp. § 21:2 (3d ed.) "A municipal legislative body ordinarily cannot restrict the power of its successors to amend ordinances." *Id.*; See also 82 C.J.S. Statutes § 271 "The legislature cannot restrict or limit its right to exercise the power of legislation by prescribing modes of procedure for the amendment of statutes." *Id.*

<sup>14</sup> See AMC 21.01.080A.

<sup>15</sup> See AMC sections 21.03.160 and 21.03.210 respectively.



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have no objection to a staff analysis that applies all the other factors under both processes to AO 2023-87(S). Secondly, the notice requirements differ. A rezoning requires notice to be published, sent to community councils, written (mailed) notice to property owners of the affected site and of any land within 500 feet of the outer boundary of the land subject to “the application” or owners of the 50 parcels nearest, and notices posted on the property.<sup>16</sup> The Report provides a low estimate of \$65,000 for mailing notices plus additional for surrounding properties. A text amendment requires only that notice is published and sent to community councils.

The differences in approval criteria and notice requirements effectively distill the question of an area-wide rezone into a question of resources. They require either additional funding for the costs, time and resources of municipal staff, or both. Moreover, the legislative powers of the Assembly may be utilized to alter some of the existing code requirements in a fair and equitable manner provided the notice of affected persons in an areawide rezoning are accomplished, constructively if not directly. Constructive notice is already contemplated.

### 3. Follow-up questions to clarify specific assertions.

Finally, the Report poses policy recommendations which require additional information to be fully considered by the Sponsors:

#### *Large Lot Residential Dimensional Standards* (Page 3, Graph 4)

The report identifies that the practical need for lot size and setback standards as they relate to slope are not one-size-fits all, and the proposed Large Lot Residential (LLR) standards are more restrictive for some zones (R-5, R-6, and R-7) than existing regulations. **What is the formula or equation that determines minimum lot size and setback requirements to accommodate slope as they exist in current LLR zones?**

#### *Diagnosis of Housing Shortage Problem* (Page 16, Graph 3)

The report asserts that more analysis is needed to “properly diagnose” our housing shortage problem. Over the last 20 months, the Anchorage Assembly has convened community members and industry experts to understand the housing crisis, informed by a growing body of local housing research. Notably, this body of research includes publications by municipal enterprises: the [Housing Survey Report \(2018\)](#) produced by

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<sup>16</sup> AMC 21.03.020H. and Table 21.03-1. Interestingly, the Report omits mention of posting notices which will clearly involve additional significant expense.



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the Anchorage Economic Development Corporation (AEDC) and the [Incentives for Market-Rate Attainable Housing Development Report \(2023\)](#) produced by the Anchorage Community Development Authority (ACDA). **What additional analysis is needed to inform residential zoning reform?**

*Market Demand for Commercial Non-Residential Development* (Page 18, Graph 2)

The report raises that the draft substitute (S) version eliminates residential requirements for commercial developments in medium- and high-density residential zones. A comparison is drawn to the B-3 zone, where commercial development is not required to include residential units, and the report asserts that “B-3 zones have not produced much housing.” In the interest of understanding the dynamics of housing developments in residential and commercial zones, additional data is requested. **Of the housing developed since the 2017 Title 21 rewrite, what percentage of the housing has been developed in the B-3 zone?**

In closing, Attachment A details the sponsors’ responses to comments provided in the Staff Report by section.

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**Table 1: Responses to Analysis of Consistency with Rezoning Procedures (report page 11)**

Comment	Response
1. “Changes in zoning district boundaries or other matters portrayed on the Zoning Map can be made only through the rezoning procedure of AMC 21.03.160, Rezoning (Zoning Map Amendments).”	The HOME proposal does not propose expanding or contracting any residential zoning area boundaries.
2. “The Proposed Ordinance Requires a Rezoning. The actions proposed in A.O. 2023-87(S) qualify as a rezoning because they amend the boundaries of zoning districts and the zoning classifications of parcels of land throughout the Bowl.”	The HOME proposal does not expand or contract any residential zoning area boundaries.
3. “Outcome without a Rezoning: Versions of Title 21 and Deferred	The HOME proposal will update the AO to say “direct the planning director to update the zoning map as necessary”.

**Attachment A:** Sponsor Response to Staff Report, PZC Case No. 2024-0006, Title 21 Text Amendment: HOME Initiative

<p>Implementation. If the Municipality were to adopt the text amendments in A.O. 2023-087(S) without carrying out an accompanying zoning map amendment, then the two parts of the zoning ordinance—the text and the map—would no longer align.”</p>	
<p>4. “The adoption of A.O. 2023-087(S) without a rezoning could result in three (3) versions of Title 21—the “old” (pre-2013) Title 21 still applicable in the B-4, D-2, and several other zones; the “current” Title 21 that would be applicable to most residentially zoned properties in the Bowl; and the new “HOME Initiative” Title 21 applicable to non-residential zoning districts and any residentially zoned property that is rezoned to one of the new residential districts created by A.O. 2023-087(S).”</p>	<p>The existence of legacy zones from the code update 10 years ago seems like a capacity issue for the planning department. This is unfortunately out of the scope of this HOME project, but does appear to be an important issue that should be addressed by another project.</p>
<p>5. “Benefits and Costs of an Areawide Rezoning. An areawide rezoning is the most effective, timely way to implement the proposed zoning reform.”</p>	<p>It is not clear that this is an areawide rezoning. If such an effort was required, however, it could be contracted out to relieve the Planning Department of this burden.</p>

**Table 2: Responses to Approval Criteria Comments (report page 13)**

21.03.210 Title 21 Text Amendment Approval Criteria	Planning Department Comment	Response
<p>1. APPROVAL CRITERIA 1: The proposed amendment will promote the public health, safety, and general welfare;</p>	<ul style="list-style-type: none"> <li>• “The standard is partially met in the low-density urban residential zones.”</li> <li>• “The standard is not met in the multifamily zones or large-lot (Hillside) residential zones.”</li> </ul>	<p>The petitioner’s primary question for the Planning and Zoning Commission is: “Does simplifying Title 21 residential zones and allowing more flexibility in housing promote the public health, safety, and general welfare?”</p> <p>The “implied changes” are not finalized, and will continue to evolve with community feedback.</p> <p>The HOME proposal increases opportunities for housing while preserving all evidence-based regulations focused on life-safety and public health.</p> <p>Item # 7 of the MOA charter bill of rights enshrines: <i>“The right to opportunities in housing, public accommodations, employment, and education without regard to race, religion, sex, color, national origin, marital status, or physical disability; and the right to an equal rights commission at the municipal level in aid thereof.”</i></p> <p>The staff report states: “The Planning Department is supportive of the concept and general direction of more flexibility in the zoning regulations, reforming zoning to improve equity and housing opportunities, and allowing mixed-use where appropriate”</p>
<p>2. APPROVAL CRITERIA 2: The proposed</p>	<ul style="list-style-type: none"> <li>• “The Standard is Not Met.”</li> </ul>	<p>The HOME proposal meets all 3 approval standards. It is rooted fundamentally in the 2040 Land Use Plan as written and as</p>

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<p>amendment is consistent with the comprehensive plan and the stated purposes of this title.</p>		<p>directed by the Anchorage 2020 Comprehensive Plan (See Chapter 2, page 4 chart, for how the comprehensive plan relates to other plans. “[Plan] policy is implemented through land use regulations....”)</p>																																				
<p>3. APPROVAL CRITERIA 3: The proposed amendment is necessary or desirable because of changing conditions, new planning concepts, or other social or economic conditions.</p>	<ul style="list-style-type: none"> <li>• “The standard is partially met.”</li> </ul>	<p style="text-align: center;"><b>Projected Residential Land Sufficiency, Anchorage Bowl, 2010 to 2030</b></p> <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr style="background-color: #003366; color: white;"> <th style="text-align: center;">Structure Type</th> <th style="text-align: center;">Land Capacity</th> <th style="text-align: center;">Projected Housing Demand</th> <th style="text-align: center;">Sufficiency (capacity minus demand)</th> </tr> </thead> <tbody> <tr> <td>Large Lot Single Family</td> <td style="text-align: right;">2,030</td> <td style="text-align: right;">362</td> <td style="text-align: right;">1,668</td> </tr> <tr> <td>Single Family</td> <td style="text-align: right;">3,614</td> <td style="text-align: right;">6,003</td> <td style="text-align: right;">(2,389)</td> </tr> <tr> <td>Two Family / Duplex</td> <td style="text-align: right;">1,272</td> <td style="text-align: right;">3,455</td> <td style="text-align: right;">(2,183)</td> </tr> <tr> <td>Townhouse</td> <td style="text-align: right;">768</td> <td style="text-align: right;">1,455</td> <td style="text-align: right;">(687)</td> </tr> <tr> <td>Multifamily / Other</td> <td style="text-align: right;">3,315</td> <td style="text-align: right;">6,909</td> <td style="text-align: right;">(3,594)</td> </tr> <tr style="background-color: #e0f0ff;"> <td><b>Total</b></td> <td style="text-align: right;"><b>11,000</b></td> <td style="text-align: right;"><b>18,184</b></td> <td></td> </tr> <tr style="background-color: #e0f0ff;"> <td><b>Total "surplus units"</b></td> <td style="text-align: center;">--</td> <td style="text-align: center;">--</td> <td style="text-align: right;"><b>1,668</b></td> </tr> <tr style="background-color: #e0f0ff;"> <td><b>Total "deficit units"</b></td> <td style="text-align: center;">--</td> <td style="text-align: center;">--</td> <td style="text-align: right;"><b>(8,852)</b></td> </tr> </tbody> </table> <p>Source: ECONorthwest</p> <p>The HOME proposal is a direct policy response to increasing housing costs, regulatory complexity, and complaints by the public. HOME is anticipated to streamline the development process to reduce costs and in the long-run jump start new housing development. With the Planning Department’s own publication, a deficit of almost 9,000 housing units is expected in Anchorage by 2030. Anchorage will not meet that deficit when we are only permitting on average a little over 400 housing units per year since 2015 -the first full year the new Title 21 took effect.</p>	Structure Type	Land Capacity	Projected Housing Demand	Sufficiency (capacity minus demand)	Large Lot Single Family	2,030	362	1,668	Single Family	3,614	6,003	(2,389)	Two Family / Duplex	1,272	3,455	(2,183)	Townhouse	768	1,455	(687)	Multifamily / Other	3,315	6,909	(3,594)	<b>Total</b>	<b>11,000</b>	<b>18,184</b>		<b>Total "surplus units"</b>	--	--	<b>1,668</b>	<b>Total "deficit units"</b>	--	--	<b>(8,852)</b>
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**Table 3: Response to Comments on Special Limitations Zoning (report page 21)**

Comment	Response
<p>1. "Because SLs accompany some rezonings to ensure consistency with the Comprehensive Plan policies, the outcome of removing those would likely be contrary to the Comprehensive Plan."</p>	<p>Special limitations zoning are a complicated way of applying specific restrictions on a case-by-case basis, similar to spot zoning. The use of this tool may indicate either a poorly functioning zoning code or a poorly designated land use plan map.</p>

**Table 4: Responses to "Following is a more detailed assessment of conflicts with the Land Use Plan Map" (report page 26)**

Comment	Response
<p>1. "2040 LUP Land Use Designations Are Not Intended to become Zoning Districts."</p>	<p>The 2040 LUP provided a picture of what land use should look like in the future, and in doing that guides how different areas will grow over time. The underlying expectation <u>is</u> that all properties will eventually grow, and HOME facilitates that more directly.</p> <p>Increasing the allowable flexibility on property gives property owners more choices but does not force them to make any choices or changes.</p> <p>Plan policies are intended to direct land use code changes.</p>
<p>2. "Each of the Five Residential Land Use Designations Includes More than One Zoning District."</p>	<p>This item may be due to confusion about what zoning districts do or don't do: Increased numbers of zoning districts don't increase variety but rather restrict it, allowing more flexibility within zones is what provides a broader range of possibilities to meet local needs.</p> <p>If there is additional documentation that demonstrates that designations must have multiple zones, please provide.</p>
<p>3. "Neighborhood and District Plans Delineate Single-family Areas."</p>	<p>Title 21 says that the most currently adopted plan prevails in case of any discrepancy between plans. For most places in the Bowl, 2040 is the most current plan.</p>

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	<p>There are <u>no neighborhood plans</u> that have been adopted more recently than 2040 which designate single-family-only areas.</p> <p>Although the Large Lot Residential designation is described in 2040 as: "This designation provides for single-family residences on lots that are generally one acre or larger in rural and semi-rural environments" it also says: "<i>Accessory dwelling units and two-family structures may also occur on large lots</i>" which shows that there are no "single-family" areas in the 2040 (most current) plan.</p> <p>Discussions of "single family areas" that occur in plans adopted before the 2040 LUP was adopted are not necessarily germane to this process.</p>
<p>4. "The Comprehensive Plan Calls for R-3A/R-4A Residential Mixed-use Zones to be Separate from R-3/R-4 Multifamily Zones."</p>	<p>2040 called for distinct mixed-use zones, but planning department records and permit data reveal that R-3A and R-4A have not been successful at meeting the community's needs.</p>

**Table 5: Responses to "Following are conflicts with the policies of Anchorage 2020" Comments (report page 29):**

Comment	Response
<p>1. "Policy 5 Given the extent of this ordinance, it will automatically rezone every residential parcel within the Municipality without regard to the parcel's classification within applicable neighborhood or district plans, as well as disregard the appropriateness of that rezone in relation to its effect on adjoining parcels or location."</p>	<p>The HOME initiative is a reclassification of existing zones and does not change zoning boundaries. The Assembly has the authority to make such changes when community needs arise. The staff report also notes that some residential parcels (including legacy zones) are not covered under the proposal.</p> <p>As noted above, the designations of neighborhood or district plans adopted before the 2040 LUP was adopted do not supersede the 2040 LUP. Code section 21.01.090 states: "<i>Where comprehensive plan elements conflict, the most recently adopted shall govern</i>"</p>

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Comment	Response
	Please see other comments below regarding Anchorage 2020 and previously adopted district and neighborhood plans.
<p>2. "Policy 14 The district specific standards for the R-3A and R-4A are being eliminated as part of this ordinance. The concern is the elimination of requiring a percentage of the site to be developed with residential dwellings, prior to occupation of adjoining or attached commercial structures. Removing this requirement opens these districts to unrestricted commercial development which has the potential to degrade the residential land base and reduce Anchorage's housing capacity."</p>	<p>"Unrestricted Development" is not an accurate statement. These increased allowances for uses and dimensional standards still very directly restrict development.</p> <p>The inability to build new housing also negatively impacts Anchorage's ability to provide needed housing.</p> <p>Anchorage already has high vacancy in existing commercial developments.</p> <p>Our analysis indicates that nearly 400 housing units (over 20% of all housing units) have been built in B zones such as B-3, B-3SL, or B2B since 2017.</p>
<p>3. "Policy 41 This ordinance will remove several district-specific design standards which consider Anchorage's northern climate by regulating building bulk, height, and articulation. These design requirements are intended to reduce the impacts of shadowing and maintain a small-scale commercial aesthetic within residential neighborhoods."</p>	<p>The HOME proposal aims to preserve all those standards that protect life, safety and welfare.</p>
<p>4. "Policy 49 This ordinance will remove several district-specific design standards that are intended to influence site design in a manner that</p>	<p>The current Title 21 standards were intended to "influence" site design in certain ways, but it is not clear that they have been successful. Feedback from the development community, homeowners, and small developers suggest that many of these standards</p>

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Comment	Response
<p>reduces impacts to neighboring properties and retain the overall neighborhood form and function of the residential districts. Removing these requirements eliminates these protections.”</p>	<p>have in fact added substantial time and cost to projects without clear benefits. This is one the many reasons HOME was initiated as a grassroots effort.</p> <p>Removing some of these standards also addresses some of the problems that many older zoning codes have in relation to exclusionary zoning practices.</p> <p>HOME preserves the most important dimensional standards related to life, safety, and welfare.</p>
<p>5. “Policy 57 The district-specific standards for the R-3A and R-4A are being eliminated as part of this ordinance. Specifically, the concern is the elimination of requiring a percentage of the development to be residential dwellings, prior to occupation of adjoining or attached commercial structures. Removing this requirement opens these districts to unrestricted commercial development which has the potential to degrade the residential land base and reduce Anchorage’s housing capacity. This appears to run contrary to the intent and purpose of this ordinance which is to encourage the development of more housing.”</p>	<p>“Unrestricted” development is not an accurate description of the proposal, as uses and forms are still directly restricted. Please explain how commercial development has degraded the land base or taken away residential opportunities that would have otherwise been possible.</p> <p>Many cases of property owners seeking to rezone to commercial designations may have indicated the 2040 LUP did not accurately reflect community needs. This comment also does not address why B-3 has been such a popular zone for building housing.</p> <p>Our analysis indicates that nearly 400 housing units (over 20% of all housing units) have been built in B zones such as B-3, B-3SL, or B2B since 2017. Assessing data shows that Cook Inlet Housing Authority has built 50 units in B-2B, 60 units in B-3, and 66 units in B-3SL.</p>
<p>6. “Policy 72 This ordinance will eliminate the single-family district, which can be a useful land use tool to mitigate the risks to human life and</p>	<p>Accessory dwelling units have been allowed in all residential zones in Anchorage since 2018 (AO 2018-43(S)), effectively ending the concept of single-family zoning. There is no evidence that this policy change produced any observable negative impacts or otherwise affected character or safety.</p>

**Attachment A:** Sponsor Response to Staff Report, PZC Case No. 2024-0006, Title 21 Text Amendment: HOME Initiative

Comment	Response
<p>natural environment associated with residential developments within high-hazard areas such as those with steep slopes, significant seismic ground-failure hazard, flood hazard, and/or environmentally sensitive areas.”</p>	<p>Title 21 already has other more modern and more effective tools for mitigating environmental risks that do not hinge on a single use type, Life safety risks can be reduced or minimized through appropriate reviews and recommendations.</p> <p>Any development in seismic zones is overseen by Title 23, not Title 21. Any reference to the need to protect homes in Downtown was mitigated through the Downtown District Plan, which states, “Certain proposed uses, intensities, and building heights will build to AMC Title 23 Development Code requirements for seismic ground failure zones #4 and #5. Heights will vary by use, site, and methods of construction within the seismic zones.”</p>

**Table 6: Responses to “Following are conflicts with applicable policies of the 2040 LUP” Comments (report page 30):**

Comment	Response
<p>1. “LUP 1.1 Although the land use capacity calculations in 2040 preside over previously adopted neighborhood or district plans, this ordinance would automatically rezone parcels to each land use designation’s greatest intensity without consideration of a given parcel’s classification within the applicable neighborhood or district plan. This severs the ability and function of a neighborhood or district plan’s land</p>	<p>21.01.090 states: “Where comprehensive plan elements conflict, the most recently adopted shall govern.”</p> <p>Neighborhood or district plans older than the 2040 LUP should be updated to provide more current guidance. We are unaware of any land use plan adopted since the 2040 LUP that states single family homes should <u>only be built</u> in the respective planning area.</p> <p>It is our understanding that the Planning Department considered all existing plans when creating the 2040 LUP, and thus the 2040 LUP should reflect them. It would therefore seem HOME provides greater support for these areas, not impacts as Planning suggests.</p>

**Attachment A:** Sponsor Response to Staff Report, PZC Case No. 2024-0006, Title 21 Text Amendment: HOME Initiative

Comment	Response
<p>use recommendations to be factored into land use decisions.”</p>	<p>Even with the 2040 LUP governing policy, older policies from the Fairview Neighborhood Plan, UMED District Plan, East Anchorage District Plan, Mountain View Targeted Neighborhood Plan still support housing redevelopment and in some places denser housing.</p> <p>Some examples include: 1.) East Anchorage District Plan: STRATEGY 1.1 Maintain and strengthen existing neighborhoods by creating places where residents want to stay and new residents are attracted to live. Policy 1.1.15 Evaluate how to revise Title 21 to allow for up to 40 gross dwellings per unit area in R-3 districts in and around Town Centers. [Medium Priority; Planning Department].</p> <p>2.) Fairview Neighborhood Plan: 1.3 Foster high-intensity mixed-use development for Gambell/Ingra Corridor and North Fairview (4th to 8th, Ingra to Orca),. 1.6 Use accessory dwelling units (“mother in-law apartments”) to achieve increased density in Fairview while respecting its historic character and socioeconomic diversity. ADUs are encouraged in the single family and duplex areas throughout Fairview. If not allowed under existing zoning, they will be approved through the Overlay District process that encourages and facilitates ADUs with single family and duplex housing. 1.9 Increase home ownership and decrease transiency.</p> <p>3.) UMED District Plan: RESIDENTIAL AREA OVERVIEW Most of the UMED District residential neighborhoods were developed in the early 1970s with a mix of single family and multi-family development. A majority of the residential areas in the planning area are developed with stable residential neighborhoods, and no significant changes are anticipated in this Plan. However, there are some opportunities for new residential development on residential designated lands that are vacant, under- utilize or infill sites. Additional housing can also be realized through mixed use development in Commercial designated areas. Higher density residential development is encouraged at appropriate locations where there are sufficient roadways and other infrastructure, to support this level of development. Combined, these additional residential</p>

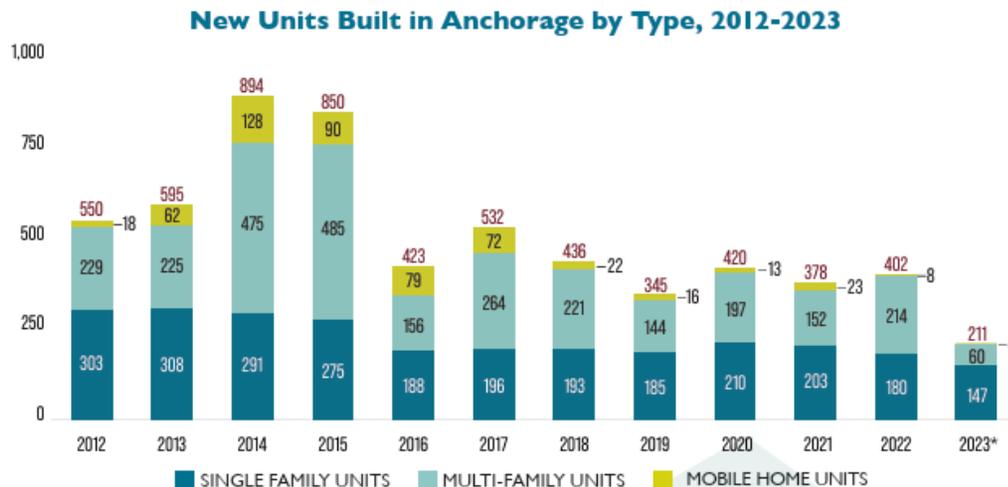
**Attachment A:** Sponsor Response to Staff Report, PZC Case No. 2024-0006, Title 21 Text Amendment: HOME Initiative

Comment	Response
	<p>developments will help meet some of the housing demand articulated in the 2012 Anchorage Housing Market Analysis. Further, the mixed-use case studies completed for the UMED District Plan found that higher density mixed-use projects are financially feasible and would encourage and provide a more walkable pedestrian-oriented District. This intent is implemented through concrete actions found in Quality of Life vision element of the UMED District Plan.</p> <p>4.) Mountain View Targeted Neighborhood Plan: 5.2. Build new high quality housing units that fit the neighborhood’s character and needs. 5.2.a. Attract the development of quality, mid-priced market rate housing units. 5.2.b. Maintain the availability of affordable housing for renters and homeowners.</p>
<p>2. “LUP 1.4 o Reasons are similar to those mentioned under LUP 1.1.”</p>	<p>See above.</p>
<p>3. “LUP 1.5 o This ordinance does not account for existing infrastructure and transportation system capacity or planned investments to determine areas for growth.”</p>	<p>HOME allows for flexibility according to the designations of the 2040 LUP. It trusts that the 2040 LUP designations considered infrastructure needs. PM&amp;E uses adopted plans to prioritize its annual capital improvement program. Should new substantial projects come from home, PM&amp;E will rise to the occasion to prioritize funding as needed. Managing roads and how roads shape demand for use is a Municipal responsibility.</p>
<p>4. “LUP 1.6 This ordinance does not guide growth in housing in a way that seeks to minimize risk to life safety and property in hazardous areas.”</p>	<p>HOME focuses most housing flexibility in key urban areas of the city. It moves towards better slope-based (evidence-based) standards for Hillside.</p>
<p>5. “LUP 1.8 The process to develop this ordinance has not engaged Anchorage residents and property owners in a predictable and transparent process to amend the Comprehensive Plan to support the</p>	<p>The project sponsors have conducted extensive public outreach over several months and continue to do so. All invitations to speak or discuss the topic have been welcomed. Additionally, all presentations are posted online for anyone to view at any time.</p>

**Attachment A:** Sponsor Response to Staff Report, PZC Case No. 2024-0006, Title 21 Text Amendment: HOME Initiative

Comment	Response
<p>proposed changes or engaged affected communities in an open forum when making land use decisions, such as important changes to land use regulations.”</p>	
<p>6. “LUP 2.1 This ordinance will rezone every residential parcel within the Municipality to the most intensive implementing zoning district under its corresponding land use designation within the 2040 Land Use Plan Map. This type of action does not provide the level of detail necessary to determine whether a given parcel can adequately absorb or accommodate this increased use intensity. Specific concerns would be increased demand on municipal services including utilities and transportation.”</p>	<p>HOME focuses most housing flexibility in key urban areas of the city. It moves towards better slope-based (evidence-based) standards for Hillside.</p> <p>Please substantiate the additional predictions about types of future demand with evidence. Municipal infrastructure investments and right-of-way management shape demand for use.</p> <p>This comment seems to infer that growth is bad and the Municipality is unable to absorb something that is good and wanted by our community.</p>
<p>7. “LUP 4.1 This ordinance is likely to lead to allowing the conversion of multifamily zoned lands and properties to non-residential uses. Multifamily zoning districts are often located where housing is needed most, near employment and services, but because of this proximity to employment centers and corridors comes under pressure for rezonings or conversions to expanding</p>	<p>Please substantiate this claim with evidence. The Urban Residential High designation only covers about 2% of lots in the Bowl and the Compact Mixed Residential Medium only covers about 13% of lots in the Bowl.</p> <p>Title 21 as written has also been identified as a major obstacle to getting housing built on existing residentially-designated land. This major obstacle is evidenced by the following table excerpted from the AEDC 2024 Economic Forecast. Between 2012-2015 many developers were still using old code.</p>

**Attachment A:** Sponsor Response to Staff Report, PZC Case No. 2024-0006, Title 21 Text Amendment: HOME Initiative

Comment	Response																																																																	
<p>commercial use. The ordinance does not support maintaining a stable, sufficient land base or housing stock to meet housing needs or preserve the integrity of residentially zoned areas from expanding commercial corridors or non-residential activities.”</p>	 <p style="text-align: center;"><b>New Units Built in Anchorage by Type, 2012-2023</b></p> <table border="1" style="margin-left: auto; margin-right: auto;"> <thead> <tr> <th>Year</th> <th>Single Family Units</th> <th>Multi-Family Units</th> <th>Mobile Home Units</th> <th>Total</th> </tr> </thead> <tbody> <tr><td>2012</td><td>303</td><td>229</td><td>18</td><td>550</td></tr> <tr><td>2013</td><td>308</td><td>225</td><td>62</td><td>595</td></tr> <tr><td>2014</td><td>291</td><td>475</td><td>128</td><td>894</td></tr> <tr><td>2015</td><td>275</td><td>485</td><td>90</td><td>850</td></tr> <tr><td>2016</td><td>188</td><td>156</td><td>79</td><td>423</td></tr> <tr><td>2017</td><td>196</td><td>264</td><td>72</td><td>532</td></tr> <tr><td>2018</td><td>193</td><td>221</td><td>22</td><td>436</td></tr> <tr><td>2019</td><td>185</td><td>144</td><td>16</td><td>345</td></tr> <tr><td>2020</td><td>210</td><td>197</td><td>13</td><td>420</td></tr> <tr><td>2021</td><td>203</td><td>152</td><td>23</td><td>378</td></tr> <tr><td>2022</td><td>180</td><td>214</td><td>8</td><td>402</td></tr> <tr><td>2023*</td><td>147</td><td>60</td><td>4</td><td>211</td></tr> </tbody> </table> <p style="text-align: center; font-size: small;">* 2023 units based on preliminary data through September 2023 and forecasted data through December.</p>	Year	Single Family Units	Multi-Family Units	Mobile Home Units	Total	2012	303	229	18	550	2013	308	225	62	595	2014	291	475	128	894	2015	275	485	90	850	2016	188	156	79	423	2017	196	264	72	532	2018	193	221	22	436	2019	185	144	16	345	2020	210	197	13	420	2021	203	152	23	378	2022	180	214	8	402	2023*	147	60	4	211
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<p>8. "LUP 4.4 Does not provide protections to minimize housing displacement or maintain affordability for residents in the multifamily zones."</p>	<p>HOME allows more housing flexibility across the Bowl and legalizes mobile homes that meet building/life safety code on individual lots. It also simplifies the procedure for new mobile home parks.</p> <p>These steps are much stronger and more proactive in improving opportunities for owners of mobile or manufactured homes than anything done by the Title 21 update in 2014.</p>																																																																	
<p>9. "LUP 5.1 Reasons are similar to those mentioned under LUP 2.1."</p>																																																																		
<p>10. "LUP 7.1 and 7.2 The 2040 LUP recommends infill housing be complementary to existing neighborhoods. This ordinance will remove the district-specific standards which include limitations on building</p>	<p>Housing is complementary with housing.</p> <p>Please substantiate the claim that allowing more housing may "increase the negative effects" on bordering districts.</p>																																																																	

**Attachment A:** Sponsor Response to Staff Report, PZC Case No. 2024-0006, Title 21 Text Amendment: HOME Initiative

Comment	Response
<p>bulk and form that assist in the development transition between districts of differing intensities. Removing these standards may increase the negative effects on properties that border a higher intensity district.”</p>	

**Table 7: Response to “Department Recommendations” Section (report page 33)**

Comment	Response
<p>1. “1. Follow the Comprehensive Plan Amendment Process.”</p>	<p>The HOME proposal is intended to improve Title 21 according to the existing 2040 Land Use Plan, as adopted. It should not need to change the 2040 LUP as it is implementing the 2040 LUP.</p>
<p>2. “1a: Amend the Comprehensive Plan, including the Anchorage 2040 Land Use Plan (2040 LUP) and the area-specific neighborhood and district plans, to change the land use designation of low-intensity detached (i.e., single family-only) areas from the area-specific plans’ land use plan maps”</p>	<p>This comment may have things backwards. The 2040 Land Use Plan is in most places the most current comprehensive plan guidance available. Code section 21.01.090 states: <i>“Where comprehensive plan elements conflict, the most recently adopted shall govern”</i></p> <p>We were not able to locate any more-current comprehensive plan elements that called for “single family only” zoning.</p>
<p>3. “1b: Amend the 2040 LUP, including Map 2-1: Anchorage 2040 Land Use Plan Map and the narrative descriptions of its Neighborhoods Land Use Designations, to update the land use plan as needed and simplify the lineup of residential land use designation categories, increase their flexibility to support different low-density urban</p>	<p>The HOME proposal is simply using the existing categories and has made proposed changes based on the existing narrative text. There is no need to re-do this process.</p>

**Attachment A:** Sponsor Response to Staff Report, PZC Case No. 2024-0006, Title 21 Text Amendment: HOME Initiative

<p>residential zones, and provide some kind of allowance for commercial mixed-use.”</p>	
<p>4. “1.c Amend the implementation Strategies and Actions of the 2040 LUP to update it to reflect Actions completed, retire Actions no longer needed, and to integrate the proposed zoning changes into the Strategies and Actions.”</p>	<p>The purpose of the HOME project is not to complete Planning Department housekeeping tasks, but rather implement 2040 as adopted.</p>
<p>5. “2.Follow the Rezoning Process. Accompany the revised public hearing draft Title 21 text amendment with a public hearing draft Zoning Map amendment (rezoning), following the procedure for a rezoning in AMC 21.03.160, Rezoning, to implement the zoning ordinance amendment.”</p>	<p>The HOME proposal is following the applicable text amendment change processes.</p>
<p>6. “3. Improve the Draft Zoning Ordinance Amendment. Revise the public hearing draft Title 21 text amendment and shape the accompanying Zoning Map Amendment using the following framework:”</p>	<p>The HOME sponsors have provided an updated and improved amendment, and will continue to improve it as we receive more feedback.</p>
<p>7. “3a: Focus the main scope of the amendments on increasing housing opportunities where there is urban public infrastructure and services.”</p>	<p>The 2040 LUP establishes areas where growth makes the most sense in terms of public infrastructure and services. The HOME proposal aligns regulations with the intent of these areas.</p>
<p>8. “3b. Maintain low density in hazardous, inaccessible, and critical environmental areas.”</p>	<p>The HOME proposal seeks to protect public health, safety, and welfare through evidence-based regulations based on elements like slope or coverage, rather than use-type.</p>
<p>9. “3c. Focus the scope of this public hearing draft text amendment on meeting housing needs in multifamily zones, rather than allowing unlimited commercial use.”</p>	<p>The 2040 LUP establishes areas where growth makes the most sense in terms of public infrastructure and services. The HOME proposal aligns regulations with the intent of these areas.</p> <p>As noted above, it is not an accurate statement to say HOME allows “unlimited commercial use”, as commercial uses are still very heavily restricted in mixed use zones.</p>

**Attachment A:** Sponsor Response to Staff Report, PZC Case No. 2024-0006, Title 21 Text Amendment: HOME Initiative

10. "3d. Address impacts of more intensive uses on surrounding properties and infrastructure."	Please provide quantifiable evidence of the impacts mentioned here.
11. "3e. Provide a more completed version of the public hearing draft amendment, including the intended changes to the allowed use tables, dimensional standards, and development and design standards."	The HOME sponsors will provide a more complete version of the ordinance.
12. "Other recommendations. Redirect resources and time saved from avoiding moving forward with mergers of Hillside zones and higher-density zones to carry out the following Actions that the 2040 LUP recommends for encouraging housing production:"	The HOME proposal has a clearly defined scope to update zoning categories in line with the 2040 land use plan map. While these are all needed reforms, it may be the purview of the Planning Department to begin work on completing these.



HOUSING OPPORTUNITIES IN THE  
MUNICIPALITY FOR EVERYONE

**Planning & Zoning Commission Presentation**

**Monday, March 18, 2024**

Assembly Sponsors:

Daniel Volland, Anna Brawley, and Meg Zaletel

# Welcome to our presentation!

Speakers: 3 Assembly sponsors of the HOME Initiative



Daniel Volland  
District 1 (North)



Anna Brawley  
District 3 (West)



Meg Zaletel  
District 4 (Midtown)



# What is the **HOME Initiative?**

## **Predictable Residential Development By-Right.**

AO 2023-87 proposes **streamlined residential zoning**, based on the **2040 Land Use Plan's** land use designations.

Changes to be implemented through zoning: Title 21 in Municipal Code (AMC 21)



# Outline of Our Presentation

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## 1. **Context**

Why focus on housing policy?

How are zoning changes a key part of our local solutions?

## 2. **Overview of the HOME Initiative**

The big picture policy, public engagement process by the sponsors, timeline so far, and what's next

## 3. **Getting into the details**

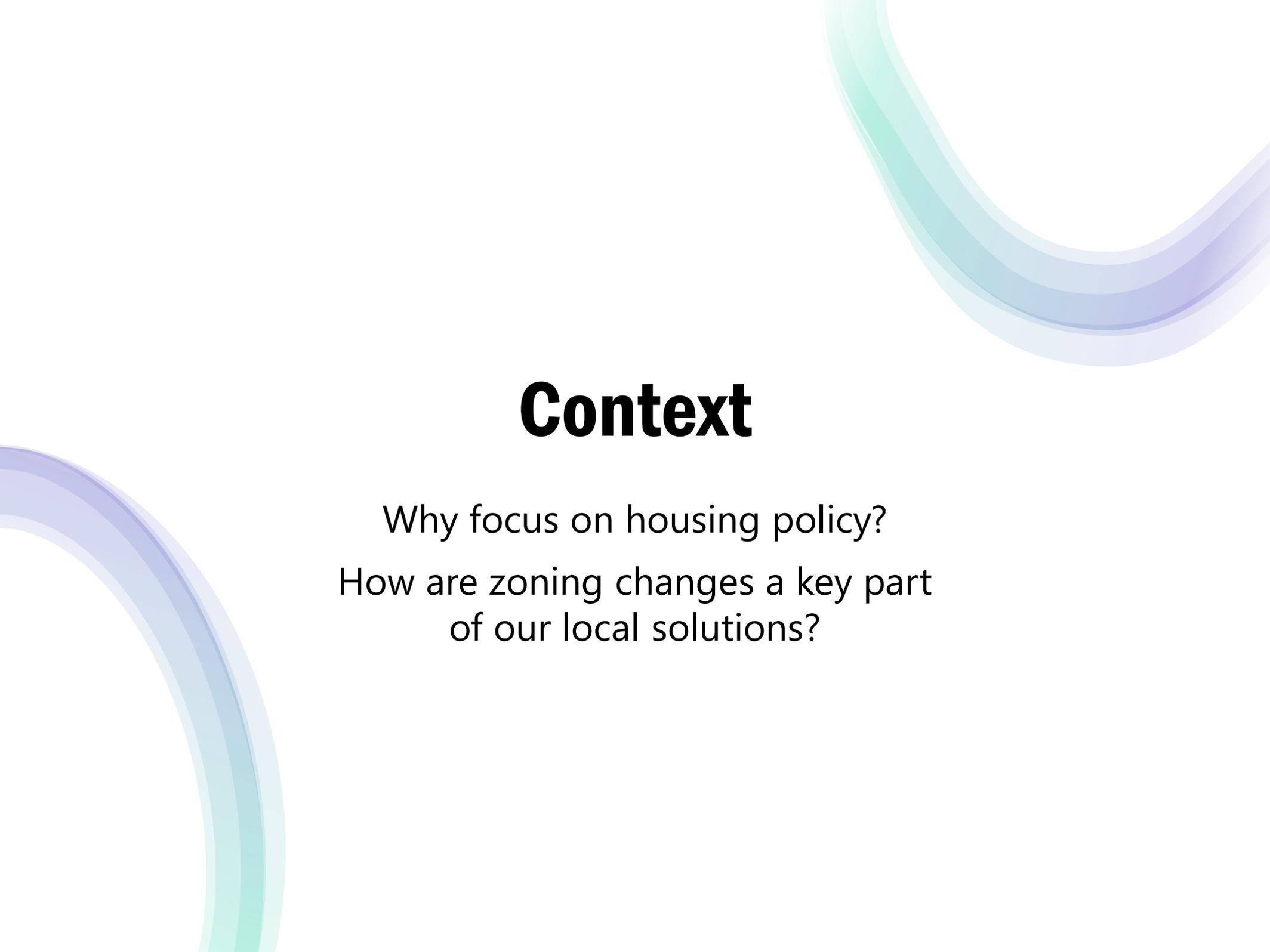
Draft package of zoning district, dimensional standards, and other Title 21 changes needed to carry out the intent of HOME

## 4. **Public process and engagement**

What happens next? How can you learn more, give feedback, and follow this ordinance?

## 5. **Questions and discussion**





# Context

Why focus on housing policy?

How are zoning changes a key part  
of our local solutions?

# Anchorage needs more housing.



ANCHORAGE ASSEMBLY

## HOUSING ACTION PLAN

### THE ASSEMBLY'S HOUSING VISION

The Municipality of Anchorage has affordable, abundant, and diverse housing opportunities, so everyone who wants to live here can find a home that fits their needs and preferences.

### We Want More Housing!

Cottage houses	Duplexes, 3- and 4-plexes	Supportive housing	Housing for seniors	Starter homes	Condominiums
Affordable rentals	Multi-generational housing	Walkable neighborhoods	Innovative design	New ownership models	Apartments

# Anchorage needs more housing.

## Defining Attainable Housing

Housing options that are affordable and accessible to middle-income individuals and families are referred to as "attainable housing." Unlike "affordable housing," which is targeted to low-income individuals and families, attainable housing is targeted towards households with incomes at or near the areawide median. Attainable housing is economically feasible for a middle-income population, bridging the gap between high-priced market-rate residences and government-subsidized housing.

We don't have enough condos, small-unit homes for sale (or the equivalent rental units). Many people don't have real options in our housing market.

### Average Housing Prices in 2022

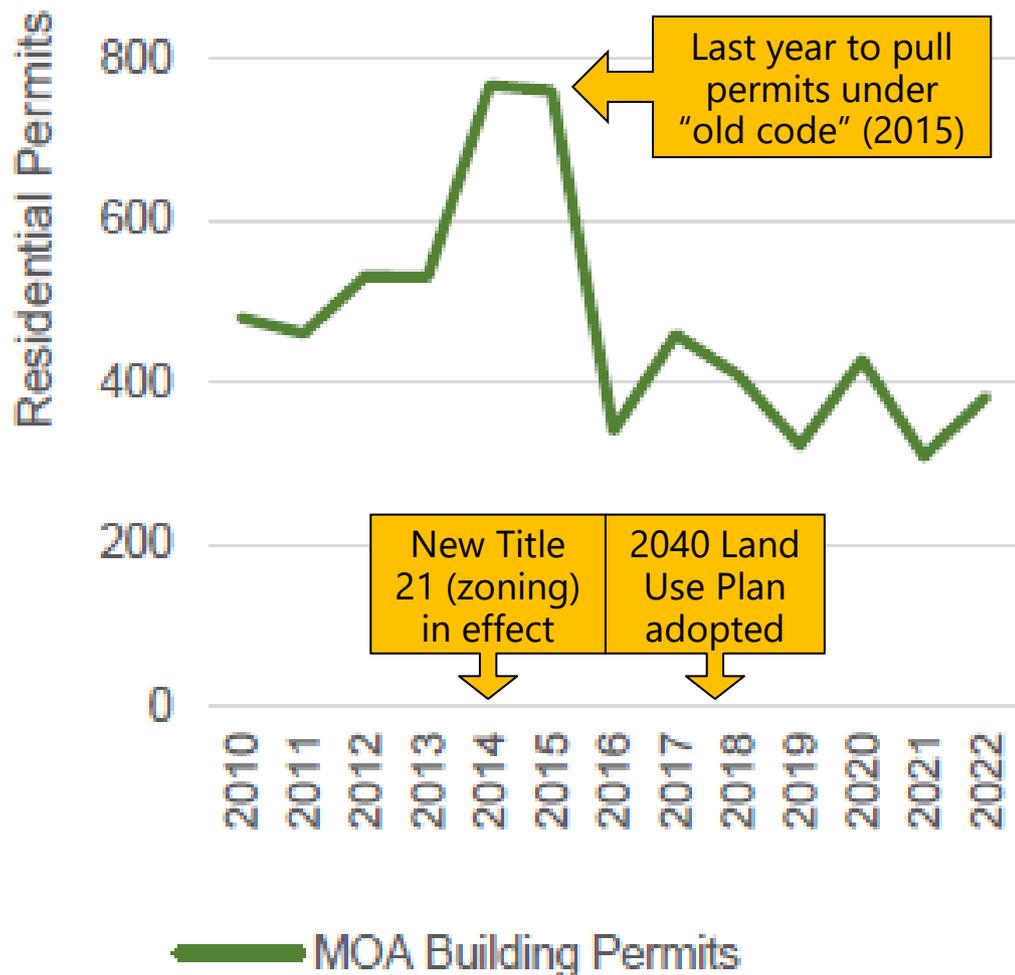
- \$456,000 to buy

### Attainable Housing in 2022

- \$264,800 (at 80% Areawide Median Income)
- \$331,000 (at 100% Areawide Median Income)
- \$397,200 (at 120% Areawide Median Income)

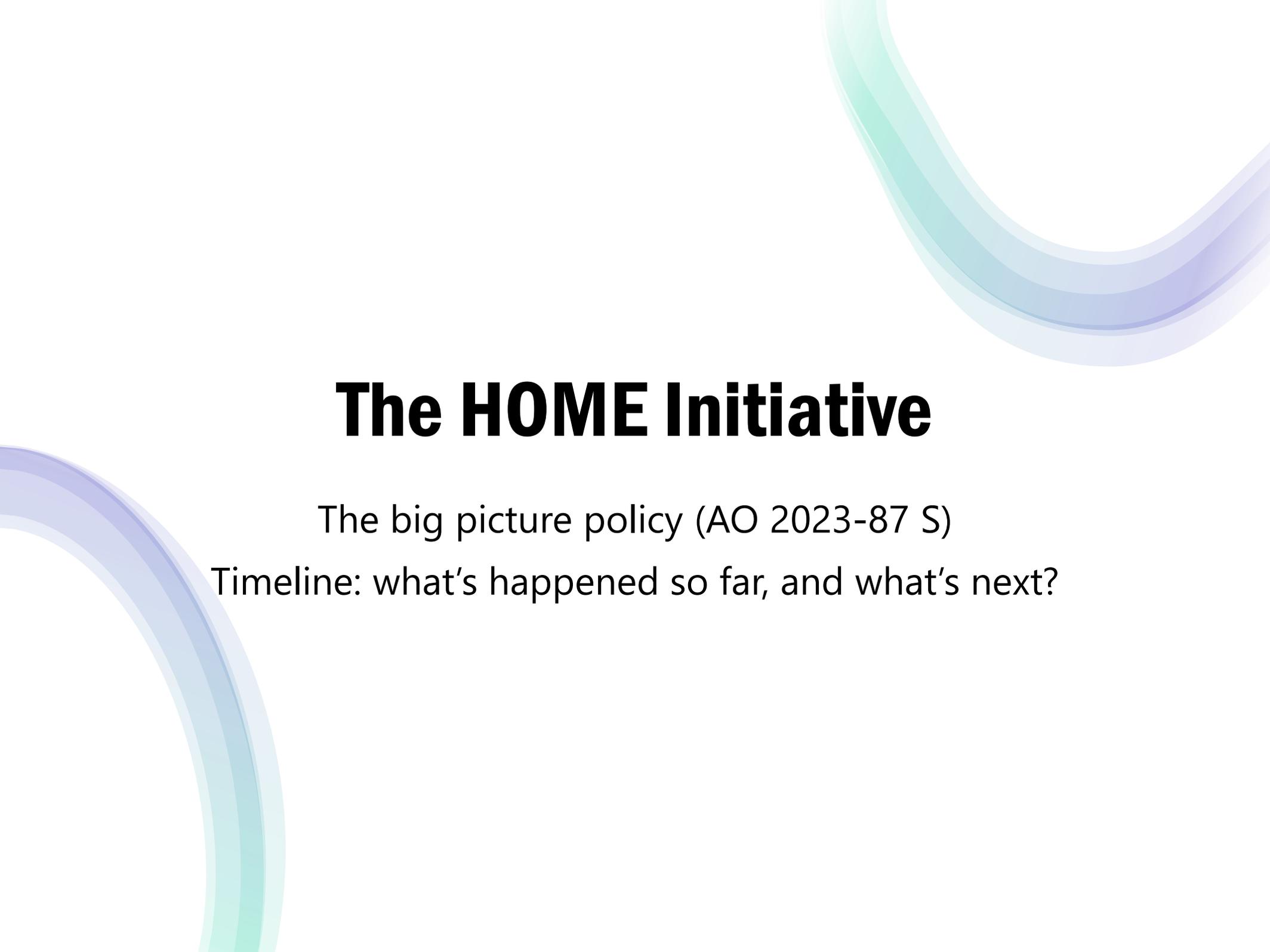


# Zoning changes are a key part of the solution for more housing.



- Anchorage’s rewrite of Title 21 was adopted in the early 2010s, and went into effect in 2014.
- People with development projects could opt to use “old code” until December 31, 2015 – most did.
- Title 21 has been amended several times, but serious problems remain.
- The *2040 Land Use Plan* (2017) includes policies for zoning changes to make housing production easier.
- The Assembly continues to work on several strategies to increase housing: multiple zoning changes are needed to make it easier to build.





# **The HOME Initiative**

The big picture policy (AO 2023-87 S)

Timeline: what's happened so far, and what's next?

# What is the **HOME Initiative?**

## **Predictable Residential Development By-Right.**

AO 2023-87 proposes **streamlined residential zoning**, based on the **2040 Land Use Plan's** land use designations.

Changes to be implemented through zoning: Title 21 in Municipal Code (AMC 21)



# Timeline for HOME AO 2023-87(S)

## AO 2023-87(S)

- Introduced **August 22, 2023**
- Streamlines residential zoning districts from 15 to 5
- Details for each zone to be drafted early 2024
- Referred to PZC\* in March, Assembly hearing June 11

**Public engagement**  
Press release, mailing list, letter to FCC & councils, letters to other groups.

**Community meetings, March - May**

## New ordinance version of HOME

- *Scheduled* for Assembly agenda **June 11, 2024**
- Will include updates from PZC recommendations & other changes

**We are here!**

## PZC Case # 2024-0006

- Packet has original ordinance (87 S) & draft with details for each new zoning district
- Work session and public hearing on **March 18, 2024**

Project team works with zoning consultant, prepares **draft ordinance**. Shared packet with Planning staff 1/15/24



\* PZC = Planning and Zoning Commission. (more info at end of webinar)

# HOME helps implement Anchorage's 2020 Comprehensive Plan.

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## **Preferred Scenario: 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.



## **Excerpted Goals**

### ***Land Use & Transportation***

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

**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.

### ***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.

# HOME helps implement Anchorage's 2040 Land Use Plan.

## Goal 1 Plan for Growth and Livability

Anchorage achieves residential and commercial growth, which improves community resiliency and citizens' quality of life as it supports their vision for the future expressed in the Comprehensive Plan.

**LUP 1.4.** Use the 2040 LUP and area-specific plans in conjunction with other elements of the *Comprehensive Plan* to determine appropriate zoning in the Bowl, and evaluate proposed changes to land use regulations. (Supersedes *Anchorage 2020: Policy 4*).

**LUP 4.2.** Allow and encourage innovative compact housing types and a variety of housing options that respond to changing preferences.

## Goal 2 Infill and Redevelopment

Infill and redevelopment meet the housing and employment needs of residents and businesses in Anchorage.

**LUP 1.8.** Engage Anchorage residents, businesses, and property owners in a predictable and transparent process leading to the adoption of plans that guide growth. Engage affected communities when making long-term land use decisions, with particular attention to communities that are historically underrepresented.

**LUP 4.3.** Promote balanced neighborhoods with diverse infill housing, and provide opportunities for development of affordable and accessible housing that avoids creating areas of concentrated low-income housing.

## Goal 4 Neighborhood Housing

Anchorage's neighborhoods provide a range of places to live, meeting the housing needs of residents at all income levels, household sizes, interests, ages, abilities, and races and ethnicities.

**LUP 2.3.** Remove barriers to desired infill development and incorporate flexibility in development requirements to promote adaptive reuse of older buildings and compact infill/redevelopment, including that which reflects traditional urban neighborhood design contexts.

**LUP 4.4.** Encourage property owners to preserve, rehabilitate, or redevelop properties in ways that minimize housing displacement and maintain affordability, health, and safety for residents.

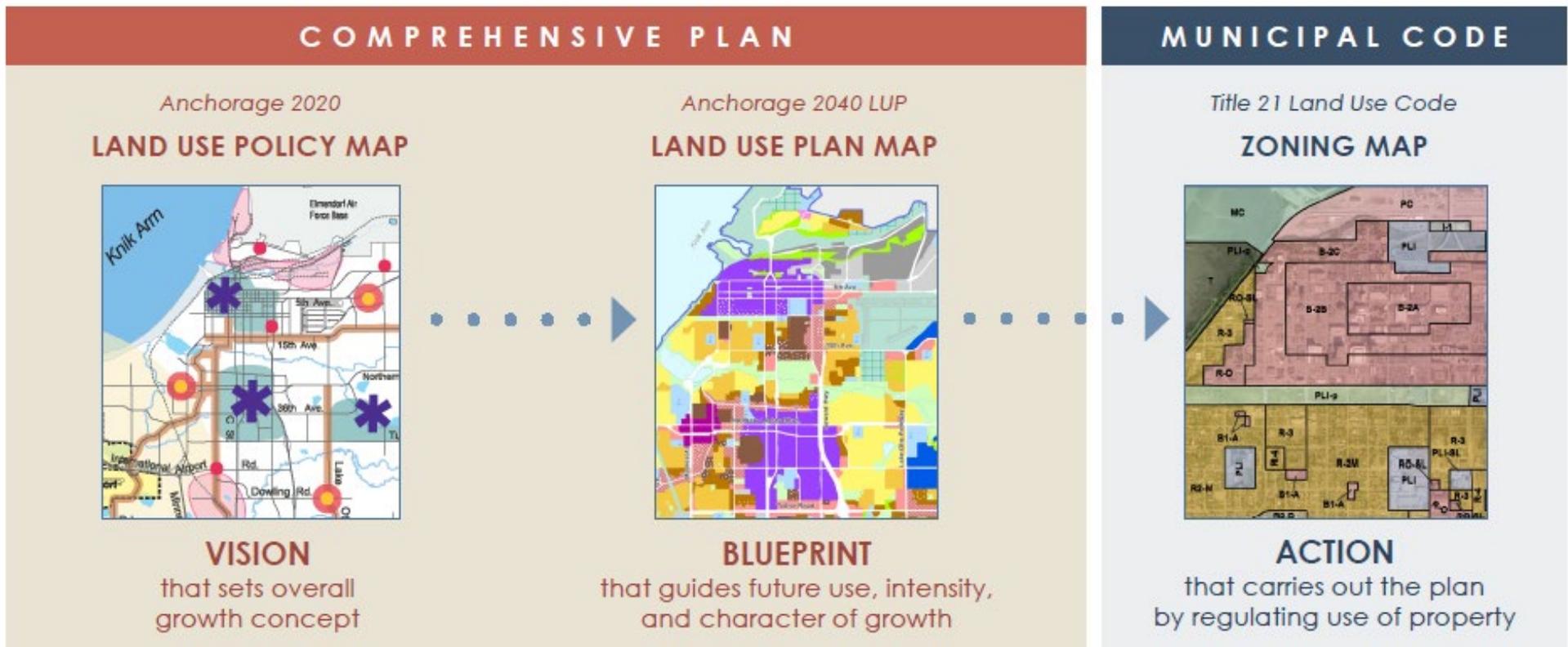
4-10

Amend Title 21 to reduce restrictions that currently deter construction of compact housing types; and expand provisions that allow for compact housing types, including small-lot housing, cottage houses with shared courtyards, townhouses, and small-scale garden apartments. Determine appropriate measures through a meaningful, collaborative public process and make subject to site development standards including standards for neighborhood compatibility.



# HOME helps implement Anchorage's 2040 Land Use Plan.

Figure 1-2. Vision, Plan, and Action



# HOME's Guiding Principles

**1**

**Uphold the 2040 Land Use Plan (LUP)** by consolidating district types consistent with LUP Land Use Designations.

**2**

Make the code **shorter, simpler,** and **focused on** the intent of the Comprehensive Plan & 2040 LUP.

**3**

Set baseline dimensions & policies of new zones using **less restrictive, more uniform** standards.

**4**

**Keep the good,** functional, low-cost parts of Title 21.

**5**

Adjust the code to be **more flexible** and **easier to update and administer.**



# How can HOME help Anchorage's housing shortage?

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1. Carries out intent of Comprehensive Plan & 2040 LUP:
  - *"Variety of housing types and densities in safe, attractive neighborhoods"*
  - *"Safe, pleasant, and distinctive neighborhoods responsive to the diverse needs of residents"*
2. Encourages "gentle density" in existing neighborhoods
3. Reduces physical restrictions on property development (more flexible dimensional standards)
4. Creates greatest opportunities for denser housing in our most dense existing zones (R3 & 3A, R4 & 4A)
5. Creates more opportunities for **by-right** housing development and reusing existing stock



# Anticipated Outcomes & Impacts

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1. **Zoning rules shape development** (new construction, rehab). Generally, property owners won't see immediate changes.
2. Smaller minimum lot sizes will allow **subdivision of parcels** (example: a 10,000 sf lot could become multiple new homes).
3. Allowing more housing types by-right, with less strict dimensional standards, will **reduce rezones and variances**.
4. More by-right development will also **reduce the time and cost associated with permitting** and entitlement approval.
5. Property owners in Planned Unit Developments (PUDs), subdivisions with HOAs, condos, etc. **remain governed by existing privately-enforced rules**, many of which restrict denser development.



# Some Key Questions & Issues Raised in Staff Report for Case 2024-0006

1. Consistency with the Comprehensive Plan and 2040 Land Use Plan
  - Memo provided in response to staff report details sponsors' assertion, this does meet the intent of the Comprehensive Plan and 2040 Land Use Plan (*see memo for details*).
  - Sponsors agree that there may be needed amendments to the plan(s).
  - Sponsors requested in January that staff identify needed plan amendments.
2. What to do with low-density housing areas
  - (page 15-16) Moving to STFR zones may not be sufficient to address housing needs.
  - Staff proposes new consideration: allow 3 and 4-plexes in all neighborhoods, including with low-density detached housing?
3. Addressing physical hazards (slope, soil, etc.)
  - Sponsors propose these standards be applied throughout the LLR zones, where applicable.
  - Areas of environmental hazard may not be suitable for any housing, regardless of type.
4. Allowing commercial uses without residential requirements now in R3A, R4A
  - Proposed ordinance language retains (and excludes) the current commercial use types.
  - "Vertical" mixed use (same structure) is often infeasible; current requirements are a hindrance.
4. "Compatibility" with existing neighborhood developments
  - Key question: How do we balance and consider everyone's property rights?
  - Separating physical/environmental, infrastructure, economic, and aesthetic impacts.

# Getting into the details

Overview of AO 2023-87(S)

Draft package of dimensional standards and other Title  
21 changes to carry out HOME's intent

# 2040 Land Use Plan Designations

Figure 3-2. 2040 LUP and Zoning District Cross-Reference

Types of Places	Land Use Designations	Potential Implementation Zoning Districts as Established in Section 2
Neighborhoods	Large-lot Residential	R-6, R-8, R-9, and R-10; R-7 where designated in HDP Map 2.1 Land Use Plan for 1-3 units per acre.
	Single-family and Two-family	R-1 and R-1A; R-2A and R-2D in attached and two-family areas.
	Compact Mixed Residential–Low	R-2M; R-2D in transition areas; New compact housing district between R-2D and R-2M.
	Compact Mixed Residential–Medium	R-3; R-2M in transition areas; New R-3A mixed-use variation of R-3 in “Residential Mixed-use Development” areas.
	Urban Residential–High	R-4; R-3 in transition areas; R-4A in “Residential Mixed-use Development” areas.
Centers	Small-scale commercial uses in the Neighborhood designations above	B-1A in existing locations or in new locations designated by a neighborhood or district plan; R-4 allows limited ground-floor commercial space within residential projects.
	Neighborhood Center	B-1A and B-1B; CCO overlay zone. Potential new form-based district or overlay zone in “Traditional Neighborhood Design” areas.
	Town Center	B-3 and B-1B; CCO overlay zone. New form-based overlay or district. R-3 and new R-3A (mixed-use variation of R-3) also possible for housing sites.
	Regional Commercial Center	B-3 District.
Corridors	Commercial Corridor	
	Main Street Corridor	
Open Spaces	Park or Natural Area	
	Other Open Space	

Types of Places	Land Use Designations
Neighborhoods	Large-lot Residential
	Single-family and Two-family
	Compact Mixed Residential–Low
	Compact Mixed Residential–Medium
	Urban Residential–High

und failure  
4A also

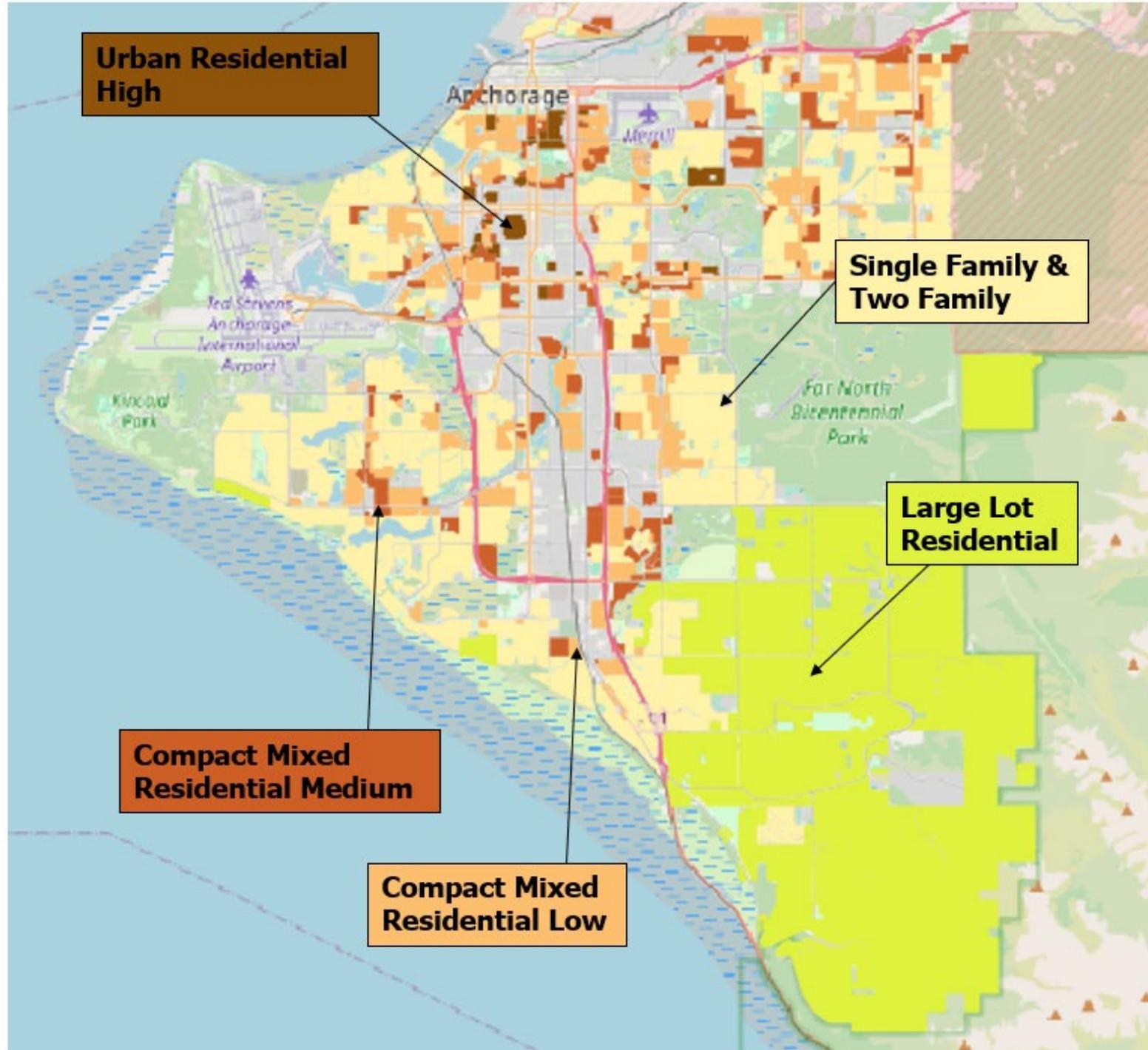
new  
use

# HOME uses the 5 Land Use Designations to simplify zoning

Land Use Designation (2040 LUP)	Current Residential Zones (Title 21)
1. <b>LLR</b> – Large Lot Residential	R-6, R-7, R-8, R-9, R-10
2. <b>STFR</b> – Single Family and Two-Family Residential	R-1, R-1A, R-2A, R-5 [and R-2D*]
3. <b>CMRL</b> – Compact Mixed Residential, Low	R-2D*, R-2M
4. <b>CMRM</b> – Compact Mixed Residential, Medium	R-3, R-3A
5. <b>URH</b> – Urban Residential, High	R-4, R-4A

\* R-2D appears in both land use designations. Sponsors discussing including in STFR, not CMRL

# Land Use Designations (2040 LUP)



# Zoning districts have many components.

---

## VARIABLE FRAMEWORK

Every lot is unique, but building on your property doesn't have to be complicated. Compatible uses can be buildable by-right with clear variables that lay a strong foundation for building in the residential zone.



# New Residential Zoning District – Single and Two Family Residential

---

## Single and Two Family Residential (STFR)

“Purpose: Intended primarily for residential development with up to eight (8) dwelling units per acre. These areas generally have well-developed infrastructure and municipal services.”

### Replaces:

- R-1 – Single Family Residential
- R-1A – Single Family Residential (Larger Lot)
- R-2A – Two-Family Residential (Larger Lot)
- R-5 – Low Density Residential
- **R-2D\* – Two-Family Residential**

### Anchorage 2040 Land Use Plan

LUP Designation: Single-family and Two-Family Neighborhoods



*\* R-2D appears in 2 land use designations. Sponsors discussing including in STFR, not CMRL*

# New Residential Zoning District – Compact Mixed Residential - Low

---

## Compact Mixed Residential-Low (CMRL)

“Purpose: Intended primarily for residential development of up to 24 dwelling units per acre. These areas generally have well developed infrastructure and municipal services.”

### Replaces:

- (R-2D, as written in January draft)
- R-2M – Mixed Residential District

### Anchorage 2040 Land Use Plan

LUP Designation: Compact Mixed Residential-Low



*\* R-2D appears in 2 land use designations. Sponsors discussing including in STFR, not CMRL*

# **New Residential Zoning District – Compact Mixed Residential - Med.**

---

## **Compact Mixed Residential-Medium (CMRM)**

“Purpose: Intended primarily for residential development with up to fifty (50) dwelling units per acre. These areas generally have well-developed infrastructure and municipal services.”

### *District Location Requirements:*

Areas designated as Compact Mixed Residential Medium in Land Use Plan Map, or corresponding designation in a neighborhood or district plan.”

### **Replaces:**

- R-3
- R-3A

### **Anchorage 2040 Land Use Plan**

LUP Designation: Compact Mixed Residential-Medium



# New Residential Zoning District – Urban Residential - High

---

## Urban Residential-High (URH)

“Purpose: Intended primarily for residential development of over 49 dwelling units per acre, with some limited non-residential uses for mixed use developments. These areas shall generally have well-developed infrastructure and municipal services.

### *District Location Requirements:*

Areas designated or allowing R-4 or R-4A in Land Use Plan Map, or corresponding designation in a neighborhood or district plan.”

### Replaces:

- R-4
- R-4A

### Anchorage 2040 Land Use Plan

LUP Designation: Urban Residential-High  
R-4, R-4A in Mixed-use areas



# New Residential Zoning District – Large Lot Residential

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## Large Lot Residential (LLR)

The LLR district is intended primarily for single- and two-family residential areas with gross densities of one housing unit or less per gross acre, and up to three dwelling units per acre in areas designated by approved district plans.

### Replaces:

- R-6– Low-Density Residential
- R-7 – Single-Family Residential (1/2 Acre)
- R-8 – Low-Density Residential (4 Acres)
- R-9 – Low-Density Residential (2 Acres)
- R-10 – Low-Density Residential, Alpine/Slope

### Anchorage 2040 Land Use Plan

LUP Designation: Large-lot Residential



# What happens with slope regulations?

## 5. Additional Slope Standards for lots in the LLR Large Lot Residential Zone

### a. Lot and Site Requirements

Except when development or subdivision is done through a special process or review, Table 21.04-3 applies in addition to the dimensional standards stated in table 21.06-1.

### b. Bedrock

When one-third or more of required soils borings reveal bedrock at a depth of less than 16 feet on the lot or tract, lot and site requirements shall be determined as if the average slope were in the next steeper percentage range shown on the table in this subsection. Any required soil boring that does not extend to a depth of at least 16 feet shall be deemed for the purposes of this subsection to have encountered bedrock.

**TABLE 21.07-X:  
LOT AND SITE REQUIREMENTS FOR R-10 DISTRICT**

<u>Average Slope of Lot (percent)</u>	<u>Minimum Lot Area (acres)</u>	<u>Minimum Lot Width (feet)</u>	<u>Maximum Lot Coverage of All Buildings (percent)</u>	<u>Coverage Impervious Surfaces (percent)</u>
<u>More than 30.00</u>	<u>7.50</u>	<u>300</u>	<u>3</u>	<u>8</u>
<u>25.01--30.00</u>	<u>5.00</u>	<u>300</u>	<u>5</u>	<u>10</u>
<u>20.01--25.00</u>	<u>2.50</u>	<u>180</u>	<u>8</u>	<u>14</u>
<u>20.00 or less</u>	<u>1</u>	<u>100</u>	<u>40</u>	<u>20</u>

Average slope is calculated by the following formula:

$$S = \frac{I * L * 0.0023}{A}$$

Where:

S = Average slope of lot or tract in percent

I = Contour interval (20 feet or less)

L = Sum of length of all contours on lot or tract in feet

A = Area of the lot or tract in acres

# What would 'detached Multifamily' look like?



Unit lot subdivision project at 11<sup>th</sup> Ave and Cordova St., built 2021

ADN article: <https://www.adn.com/alaska-news/anchorage/2021/04/04/new-cottages-near-downtown-anchorage-seen-as-one-possible-solution-to-citys-housing-shortage/>

# What about inclusion of manufactured & mobile homes?

---



**Mobile Home (could also be a manufactured home)**



**Recreational Vehicle**



**Tiny home (could also be a manufactured home)**

- HOME **would** allow mobile homes or manufactured homes that meet safety standards and have foundations to be placed on individual lots the same as other houses.
- HOME **would** allow mobile home parks to be located in more places, but would not change the standards requiring a minimum of 2 acres, internal streets, no access to outside streets, landscaping density restrictions, etc.
- HOME **would not** allow anyone to circumvent building codes, place unsafe structures on property, or use recreational vehicles as permanent housing. It would not allow someone to put a substandard structure that did not meet health/safety standards in your neighborhood.



# Which new Commercial Uses may be allowed in current R3 and R4 zones?

---

- Health Services (CMRM, UH)
- Veterinary Clinics (CMRM, UH)
- Pet Retail and Services (UH)
- Amusement Establishment (UH)
- Fitness/Recl Sports Center (CMRM, UH)
- Food & Beverage Kiosk (CMRM, UH)
- Restaurant (CMRM, UH)
- Bar (site plan review in UH)
- Financial Institution (CMRM, UH)
- Office (CMRM, UH)
- General Personal Services (CMRM, UH)
- Convenience Stores (CMRM, UH; no longer conditional in former R3)
- General Retail (CMRM, UH)
- Grocery Store (CMRM, UH – site plan in UH)
- Extended Stay lodgings (CMRM, UH)

# Which Commercial Uses would continue to be prohibited in residential zones?

---

- Major Entertainment Facilities
- Animal Boarding/Shelters
- Golf courses
- Movie Theaters
- Nightclubs
- Motorized Sports Facilities
- Shooting Ranges
- Furniture Stores
- Marijuana Facilities
- Industrial Uses
- Recreational/Vacation Camps
- Manufacturing
- Commercial Food Production
- Vehicle Storage
- Impound Facility
- Junkyard
- Landfill
- (more noted in use table)



# **Dimensional Standard Comparisons**

What proposed changes in HOME would apply for properties in each existing zone, and what would stay the same

# What happens in R-1?

---

## What Changes

- Allows duplexes
- Allows two principal structures *potential for "detached duplex" and cottage-style dwellings*
- Allows single family attached unit, with minimum lot size equivalent to single family detached
- Mobile/manufactured home permitted

## What Stays the Same

- Minimum lot size for single family detached (6000 sq ft)
- Minimum lot widths
  - Single family detached, 50 ft
  - Attached, 35 ft or 40 on corner
- Maximum height of structure
- Maximum lot coverage
- Front, side, rear setbacks
- Allows Accessory Dwelling Units (ADUs)

# What happens in R-1A?

---

## What Changes

- Allows duplexes
- Allows two principal structures  
*potential for "detached duplex" and cottage-style dwellings*
- Allows single family attached use, with minimum lot size equivalent to single family detached
- Minimum lot size reduced
  - Detached: 8,400 → 6,000 sq ft
  - Attached: 3,000 sq ft
- Minimum Width reduced
  - Detached: 70 → 50 ft
  - No change for attached
- Mobile/manufactured home permitted

## What Stays the Same

- Maximum height of structure
- Maximum lot coverage
- Front, side, rear setbacks
- Allows Accessory Dwelling Units (ADUs)

# What happens in R-2A?

---

## What Changes

- Allows two principal structures *potential for "detached duplex" and cottage-style dwellings*
- Allows single family attached use, with minimum lot size equivalent to single family detached
- Minimum lot size reduced
  - Detached: 7,200 → 6,000 sq ft
  - Duplex: 8,400 → 6,000 sq ft
  - Attached: 3,500 → 3,000 sq ft
- Minimum Width reduced
  - Detached: 60 → 50 ft
  - Duplex: 70 → 50 ft
  - No change for attached
- Mobile/manufactured home permitted

## What Stays the Same

- Allows duplex, single family attached
- Maximum height of structure (except, removes 2.5 story limit)
- Maximum lot coverage
- Front, side, rear setbacks
- Allows Accessory Dwelling Units (ADUs)

# What happens in R-5?

---

## What Changes

- Allows two principal structures *potential for "detached duplex" and cottage-style dwellings*
- Allows single family attached use, with minimum lot size equivalent to single family detached
- Maximum lot coverage (30% → 40%)
- Minimum lot size reduced
  - Detached: 7,000 → 6,000 sq ft
  - Duplex: 13,000 → 6,000 sq ft
- Minimum Width reduced
  - Duplex: 10 → 50 ft
  - Attached: 35 ft (40 on corner)

## What Stays the Same

- Maximum height of structure
- Front, side, rear setbacks
- Mobile/manufactured home permitted
- Allows Accessory Dwelling Units (ADUs)

# What happens in R-2D?

*(if grouped with STFR)*

---

## What Changes

- Allows two principal structures  
*potential for "detached duplex" and cottage-style dwellings*
- Minimum lot size reduced for attached: 3,500 → 3,000 sq ft
- Minimum Width reduced
  - Detached: 60 → 50 ft
  - Duplex: 70 → 50 ft
  - No change for attached
- Mobile/manufactured home permitted

## What Stays the Same

- Allows duplex, single family attached
- Minimum lot sizes for single family detached, duplex
- Minimum lot widths
- Maximum height of structure (except, removes 2.5 story limit)
- Maximum lot coverage
- Front, side, rear setbacks
- Allows Accessory Dwelling Units (ADUs)

# What happens in R-2D?

*(if grouped with CRML)*

---

## What Changes

- Allows housing with more than 2 units (3-plex, 4-plex, townhomes)
- Allows multiple principal structures *potential for cottage-style dwellings*
- Minimum lot size reduced for some:
  - Detached SF: 7,200 → 6,000 sq ft
  - Attached: 3,500 → 2,400 sq ft
  - Over 4 units: 6,000 + 1,500 per unit over 4
- Maximum lot coverage to 60%
- Minimum Width reduced
  - Attached: 35 (40 on corner) → 24 (30) ft
  - No change for single family detached
- Mobile/manufactured home permitted

## What Stays the Same

- Allows duplex, single family attached
- Minimum lot size for duplex
- Minimum lot widths for detached
- Maximum height of structure (except, removes 2.5 story limit)
- Maximum lot coverage (townhomes)
- Front, side, rear setbacks
- Allows Accessory Dwelling Units (ADUs)

# What happens in R-2M?

---

## What Changes

- Allows housing with more than 8 units, with increased dimensional standards for larger development
- Allows multiple principal structures *potential for cottage-style dwellings*
- Minimum lot size reduced for some:
  - Attached: 3,500 → 2,400 sq ft
  - Over 4 units: 6,000 + 1,500 per unit over 4
- Maximum lot coverage increased for most uses (40% → 60%)
- Mobile/manufactured home permitted

## What Stays the Same

- Allows duplex, single family attached
- Minimum lot size for most uses
- Minimum lot widths for most uses
- Maximum height of structure (except, removes 2.5 story limit)
- Front, rear setbacks, and side setbacks for buildings <5,000 sf and under 5 units
- Allows Accessory Dwelling Units (ADUs)

# What happens in R-3?

---

## What Changes

- Allows some commercial uses, and mixed-use development
- Allows multiple principal structures *potential for cottage-style dwellings*
- Minimum lot size reduced for attached: 3,000 → 2,000 sq ft
- Minimum lot width reduced: 20 ft or 30 on corners
- Maximum building height 35 → 40 ft
- Maximum lot coverage increased for most uses: 50% → 70%
- Front setback increased for 3+ units: 10 → 20 ft
- Side setback decreased for properties adjacent to lower density: 10 → 5 ft
- Mobile/manufactured home permitted

## What Stays the Same

- Allows duplex, single family attached, multi-family
- Minimum lot size for most uses
- Minimum lot widths for most uses
- Front, side, and rear setbacks for most uses
- Allows Accessory Dwelling Units (ADUs)

# What happens in R-3A?

---

## What Changes

- Allows some commercial uses alone
- Allows multiple principal structures  
*potential for cottage-style dwellings*
- Minimum lot size reduced for 4+ units: 6,000 sq ft total
- Maximum building height for townhomes: 35 → 40 ft
- Maximum lot coverage increased for most uses: 50% → 70%
- Front setback increased for mixed use: 10 → 20 ft; no maximum
- Side setback decreased for properties adjacent to lower density: 10 → 5 ft
- Mobile/manufactured home permitted

## What Stays the Same

- Allows duplex, single family attached, multi-family
- Allows mixed-use commercial
- Minimum lot size for smaller uses
- Minimum lot widths, except attached
- Maximum height for some uses (40 ft)
- Front, side, and rear setbacks for most uses
- Allows Accessory Dwelling Units (ADUs)

# What happens in R-4?

---

## What Changes

- Allows some commercial uses, and mixed-use development
- Allows multiple principal structures *potential for cottage-style dwellings*
- Minimum lot size reduced for most uses to 2,000 sq ft
- Maximum building height of most uses to 60 ft (90 ft w/ admin site plan)
- Minimum lot width unrestricted
- Maximum lot coverage unrestricted
- Front setback with maximum 20 ft
- Side setback not scaled with building height, decreases with firewall
- Mobile/manufactured home permitted

## What Stays the Same

- Allows duplex, single family attached, multi-family
- Rear setbacks for all uses
- Allows Accessory Dwelling Units (ADUs)

# What happens in R-4A?

---

## What Changes

- Allows some commercial uses alone
- Allows multiple principal structures  
*potential for cottage-style dwellings*
- Minimum lot size reduced for all uses to 2,000 sq ft
- Mobile/manufactured home permitted

## What Stays the Same

- Allows duplex, single family attached, multi-family
- Allows mixed-use commercial
- Minimum lot size unrestricted
- Minimum lot width unrestricted
- Maximum lot coverage unrestricted
- Maximum building height
- Front, side, and rear setbacks
- Allows Accessory Dwelling Units (ADUs)

# What happens in R-6?

---

## What Changes

- Decrease minimum lot size for duplex (2 acre → 1 acre)
- Increase minimum lot width to 120 ft
- Increase front setback 20 → 25 ft
- Increase side setback 5 → 10 ft
- Mobile/manufactured home permitted

## What Stays the Same

- Allows duplexes
- 1 principal structure
- Minimum lot size for single family detached (1 acre / 43,560 sq ft)
- Maximum height of structure
- Maximum lot coverage
- Rear setbacks
- Allows Accessory Dwelling Units (ADUs)

# What happens in R-7?

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## What Changes

- Increase minimum lot size
  - Single family: 20,000 → 43,560 sf
  - Duplex: 40,000 → 43,560 sf
- Increase minimum lot width to 120 ft
- Increase front setback 20 → 25 ft
- Increase side setback 5 → 10 ft
- Mobile/manufactured home permitted

## What Stays the Same

- Allows duplexes
- 1 principal structure
- Maximum height of structure
- Maximum lot coverage
- Rear setbacks
- Allows Accessory Dwelling Units (ADUs)

# What happens in R-8?

---

## What Changes

- Decrease minimum lot size
  - Single family: 4 acres → 1 acre
  - Duplex: 8 acres → 1 acre
- Decrease minimum lot width to 120 ft
- Increase maximum lot coverage
- Decrease side setback 15 → 10 ft
- Decrease rear setback 25 → 20 ft
- Mobile/manufactured home permitted

## What Stays the Same

- Allows duplexes
- 1 principal structure
- Maximum height of structure
- Front setback
- Allows Accessory Dwelling Units (ADUs)

# What happens in R-9?

---

## What Changes

- Decrease minimum lot size
  - Single family: 2 acres → 1 acre
  - Duplex: 4 acres → 1 acre
- Decrease minimum lot width to 120 ft
- Increase maximum lot coverage
- Decrease side setback 15 → 10 ft
- Decrease rear setback 25 → 20 ft
- Mobile/manufactured home permitted

## What Stays the Same

- Allows duplexes
- 1 principal structure
- Maximum height of structure
- Front setback
- Allows Accessory Dwelling Units (ADUs)

# What happens in R-10?

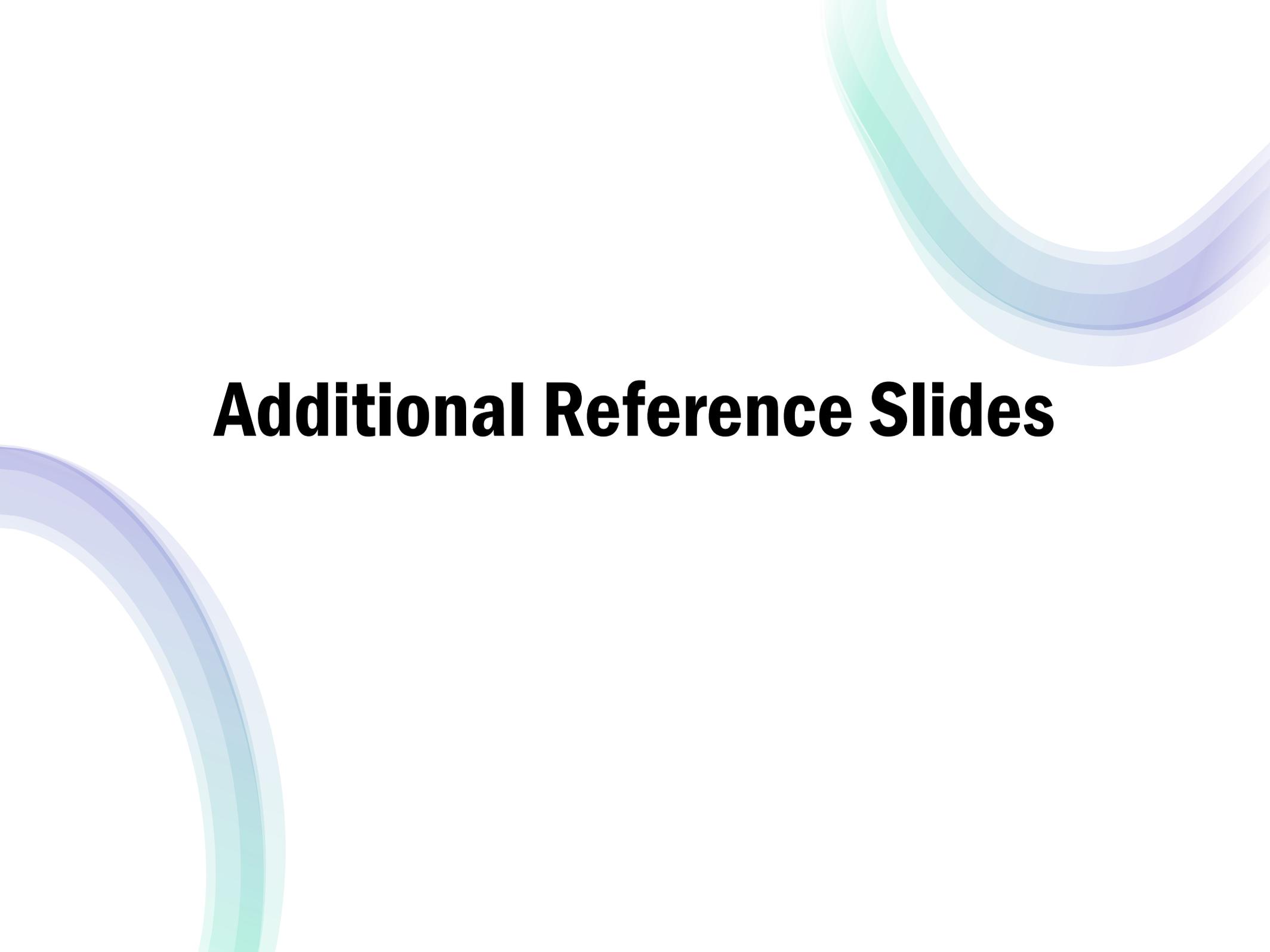
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## What Changes

- Allow duplexes
- Minimum lot size standardized to 1 acre
- Increase maximum lot coverage
- Decrease minimum lot width to 120 ft
- Increase front setback 10 → 25 ft
- Decrease side setback 15 → 10 ft
- Increase rear setback 10 → 20 ft
- Mobile/manufactured home permitted

## What Stays the Same

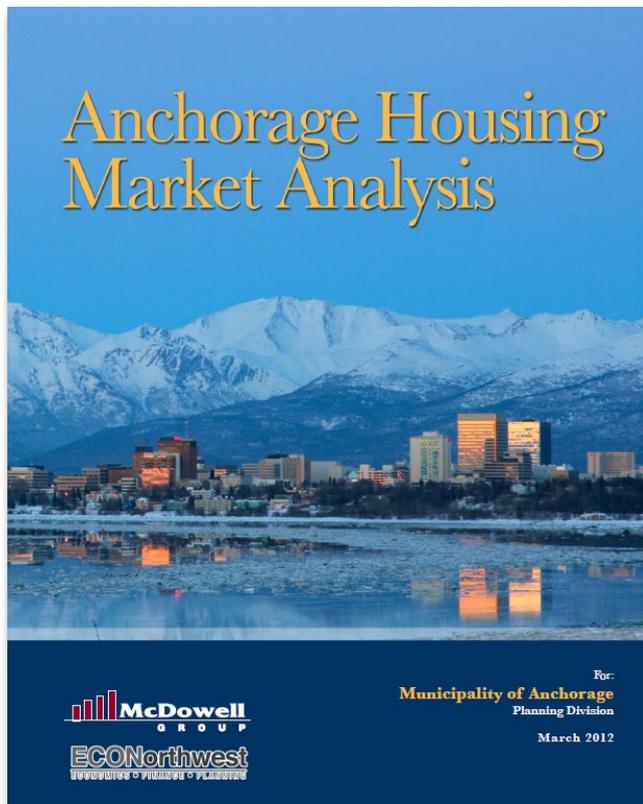
- 1 principal structure
- Maximum height of structure
- Rules for slope, equivalent language to AMC 21.04.020P2
- Allows Accessory Dwelling Units (ADUs)
- **Rules regarding slope and grade are relocated out of R-10 only, applies to all LLR-zoned properties on steep slopes**



# **Additional Reference Slides**

# Anchorage needs more housing.

Our housing shortage is not a new or sudden problem: it developed over time.



## Key conclusions:

1. Given the historic density of development and rate of redevelopment, the Anchorage Bowl does not have sufficient vacant buildable residential land to accommodate the demand for housing units forecasted over the next 20 years.
2. Building mid-rise residential and mid-rise mixed-use rental developments is not financially feasible in the current market.

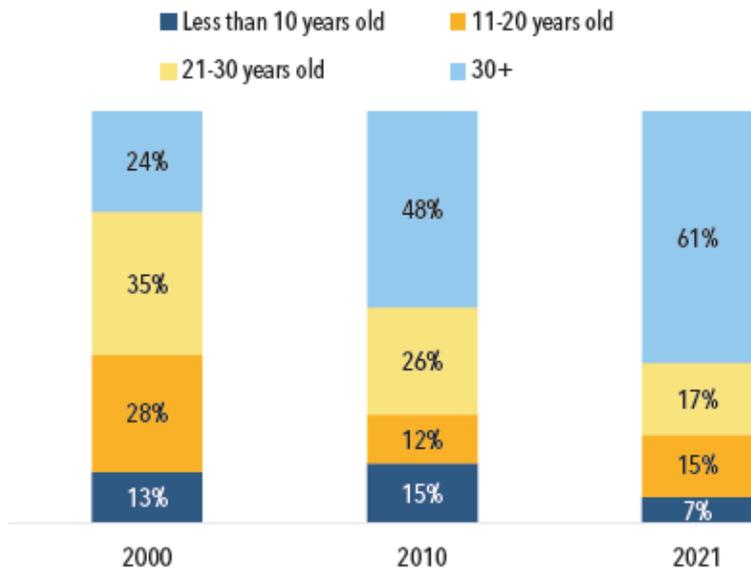
***What can the Muni do to accommodate expected future housing demand?***

Source: *Anchorage Housing Market Analysis* (2012), pg 4

# Anchorage needs more housing.

Our housing shortage is not a new or sudden problem: it developed over time.

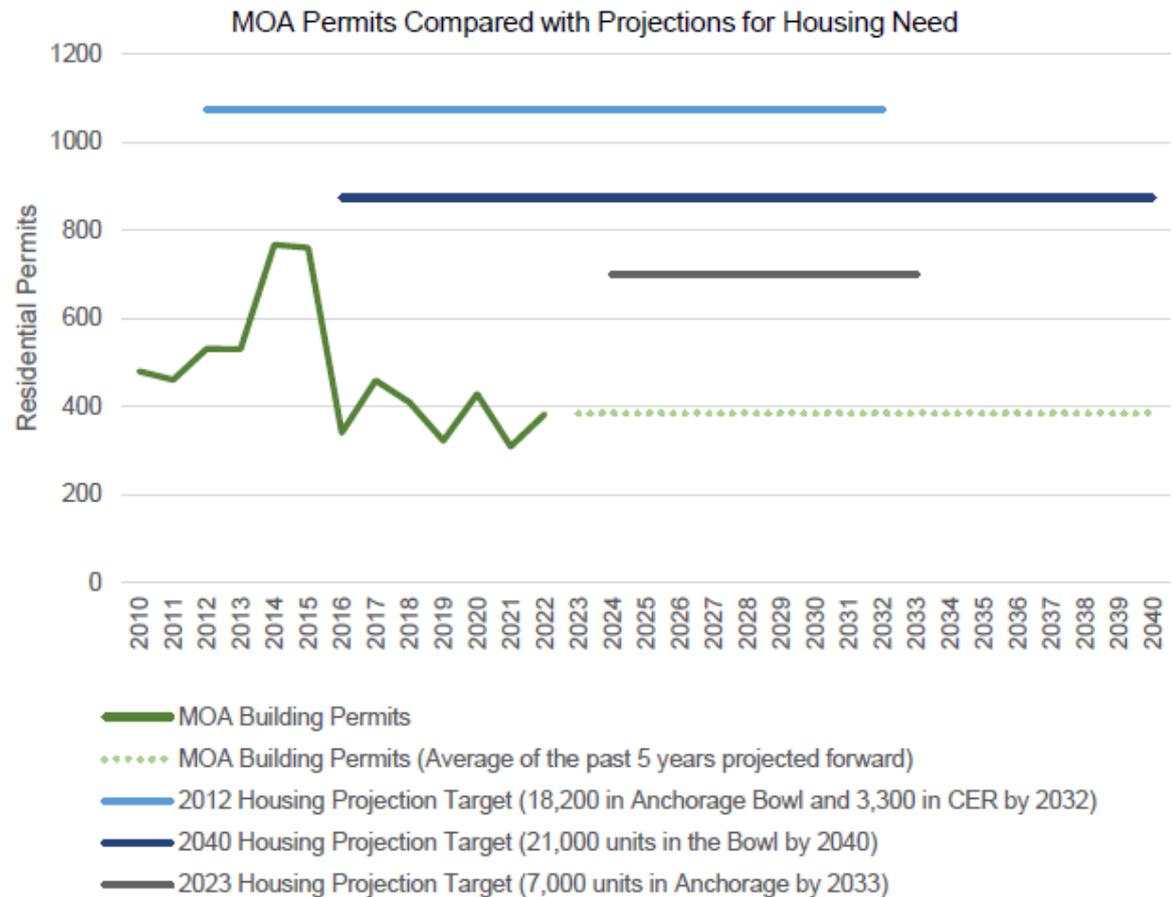
Figure 6. Age of Anchorage Housing Stock, 2000-2021



Source: U.S. Census Bureau

Source: ACDA, *Incentives for Market-Rate Attainable Development* (2023)

Anchorage Permits Compared with Past Projections



Source: Planning Department, *Housing White Paper* (May 2023)

# Zoning changes are a key part of the solution for more housing.

---

- Zoning is not the *only* factor that affects the feasibility of building or renovating housing...

**AND**

- It is a key part of our housing supply shortage, and in our local power to change:
  - Developers and planning professionals documented many issues with current Title 21: using real-life local projects, estimates found new code requirements added 10 to 20% to the cost.
  - Our current code has resulted in many projects that are impossible to build, economically infeasible, and leave properties unchanged.
  - Overly-complex code is difficult to understand, use for development projects, and administer by staff. This adds costs in design, permitting, and more burden on owners.





# Public Engagement So Far

## Actions to Date (as of 3/18)

- *Fall 2023:*  
*Work session 9/15, South Addition CC 9/28*
- *January 2024:*  
Initial meetings with Planning staff,  
prepare draft, public engagement plan
- *February:*
  - Press release for process, 2/12/24
  - Outreach to Federation of Community Councils and all councils, 2/20/24
- **Sponsors' Webinar, 3/4/24**
- Meetings & Events so far:
  - ACDA Board, 3/6/24
  - Anchorage Homebuilders (AHBA), 3/6/24
  - Anchorage Chamber of Commerce  
Make it Monday, 3/11/24
  - Anchorage Chamber YPG, 3/12/24
  - Anchorage Chamber MAC, 3/13/24
  - North Star CC, 3/13/24
  - South Addition CC, 3/14/24

## Scheduled Meetings (as of 3/18)

- Government Hill CC, 3/21/24
- ACDA (AERAC), 3/25/24
- Geotechnical Advisory Commission,  
3/26/24
- Rabbit Creek CC (committee), 3/26/24
- Alaska Native Sisterhood, ANS Camp  
87, 3/27/24
- *Pending scheduling:*
  - Federation of CCs
  - Turnagain CC
  - Several community groups
  - Other councils: asked for  
invites on future agendas



# Draft ordinance with details:

## Sectional summary (1 of 3)

1. Section 1, AMC 21.01.050: Conforming change (zoning district names)
2. Section 2, AMC 21.03.160: Conforming change (district names)
3. Section 3, AMC 21.04: Defines new residential zoning districts
  - 21.04.020 B: Defines new STFR district; repeals R-1, R-1A, R-2A, R-2D\*, R-5
  - 21.04.020 C: Defines new CMRL district; repeals R-2D\*, R-2M
  - 21.04.020 D: Defines new CMRM district; repeals R-3, R-3A (language relocated)
  - 21.04.020 E: Defines new URH district; repeals R-4, R-4A (language relocated)
  - 21.04.020 F: Defines new LLR district; repeals R-6, R-7, R-8, R-9, R-10 (language relocated)
  - 21.04.030 Commercial districts: Conforming change (district names)
4. Section 4, AMC 21.05: Updates use table with new districts, removes some standards for R-5 district, mobile homes, hotels, and hostels

*\* R-2D appears in both land use designations. Sponsors discussing including in STFR, not CMRL*

# Draft ordinance with details:

## Sectional summary (2 of 3)

5. Section 5, AMC 21.06: Updates dimensional standards table for each district (details in each table); conforming changes (district names)
6. Section 6, AMC 21.07: Relocates language from some sections into appropriate chapter, Design Standards
  - 21.07.020 C: Steep slope regulations, applied to any property with steep slopes and additional protections for LLR district (relocated from language defined in district R-10)
  - 21.07.030 B: Conforming change (district names)
  - 21.07.060 E: Conforming change (district names)
  - 21.07.070: Bonus provisions to increase housing density relocated from sections of R-3A and R-4A, and re-organized for clarity.
  - 21.07.080: Conforming change (district names)
  - 21.07.090: Conforming change (district names)
  - 21.07.110 F: Allows multiple structures (“detached duplex”) in all districts
  - 21.07.110 H: Conforming change (district names)

# Draft ordinance with details:

## Sectional summary (3 of 3)

- Section 7, AMC 21.08.030: Allows “detached duplex” in cluster housing
- Section 8, AMC 21.10 (+Section 11): Preserves existing zones in Girdwood, Chugiak-Eagle River
- Section 9, AMC 21.12.060: Conforming change (district names)
- Section 10, AMC 21.13.050: Addresses legal nonconformity of existing lots upon passage.
- Section X (draft): Effective date, immediate upon passage.

### ***A note about effective dates:***

As currently written, AO 2023-87(S) is “effective upon passage.” A previous version proposed Jan. 1, 2024 and Jan. 1, 2025 effective dates for different zones. This was removed in the S version in August 2023.

The sponsors are considering staggered effective dates, especially taking more time on implementation of LLR (Large Lot Residential).

# New Residential Zoning District – Single and Two Family Residential

Use(s)	Min. Lot Area	Min. Width	Max. Lot Cover	Setbacks <i>Front, Side, Rear</i>	# Main Bldgs	Max. Height of Structures
New Zoning District: STFR						
<b>1-family attached</b> <b>All other uses</b>	<b>3,000 sf</b> <b>6,000 sf</b>	<b>35' (40' on corner lot)</b> <b>50'</b>	<b>40%</b>	<b>20', N/A / 5', 10'</b> <b>20', 5', 10'</b>	<b>N/A</b> <b>2</b>	<b>30'</b>
Existing District: R-1						
Residential uses All other uses	6,000 sf	50'	40%	20', 5', 10'	1 N/A	Principal: 30' Other: 12-25'
Existing District: R-1A						
Residential uses All other uses	8,400 sf	70'	40%	20', 5', 10'	1 N/A	Principal: 30' Other: 12-25'
Existing District: R-2A						
1-family attached 1-family detached 2-family	3,500 sf 7,200 sf 8,400 sf	60' 35' (or 40') 60'	40%	20', 5', 10' Other uses: 5', 5', 10'	1 1 N/A	Principal: 30' up to 2.5 or 3 stories Other: 12-25'
Existing District: R-5						
1-family or mobile home 2-family	7,000 sf 13,000 sf	50' 100'	30%	20', 5', 10'	1	Principal: 30' Other: 12-25'

\* R-2D appears in 2 land use designations. Sponsors discussing including in STFR, not CMRL

# New Residential Zoning District – Compact Mixed Residential - Low

Use(s)	Min. Lot Area	Min. Width	Max. Lot Cover	Setbacks <i>Front, Side, Rear</i>	# Main Bldgs	Max. Height of Structures
<b>New Zoning District: CMRL</b>						
1-family attached Townhouse All other uses	2,400 sf 6,000 sf 6,000 + 1,500 per unit over 4	24' (30' on corner lot) 50'	60%	20', N/A / 5', 10' 20', 5', 10'	More than one allowed	30'
<b>Existing District: R-2D*</b> shown here as written in January draft; see note below						
1-family detached 1-family attached 2-family	7,200 sf 3,500 sf 8,400 sf	50' 35' (40' on corner lot) 50'	40%	20', N/A / 5', 10'	1 1 N/A	Principal: 30' up to 2.5 or 3 stories Other: 12-25'
<b>Existing District: R-2M</b>						
1-family detached 1-family attached 2-family Townhouse Multi-family up to 8 plex Multi-family, scattered	6,000 sf 3,000 sf 6,000 sf 2,400 sf 7,200 sf 8,400 sf	50' 50' 35' (40' corner) 24' (30' corner) 50'	40% 40% 40% 60% 40% 40%	20', 5', 10' 20', NA (common lot line) 5', 10' 20, 10' (except 5' where allowed), 10'	More than one allowed	Principal: 30' up to 2.5 or 3 stories Other: 12-25'

\* R-2D appears in 2 land use designations. Sponsors discussing including in STFR, not CMRL

# New Residential Zoning District – Compact Mixed Residential – Med.

Use(s)	Min. Lot Area	Min. Width	Max. Lot Cover	Setbacks <i>Front, Side, Rear</i>	# Main Bldgs	Max. Height of Structures
New Zoning District: CMRM						
<b>1-family attached</b>	<b>2,000 sf</b>	<b>20' (30' on corner lot)</b>	<b>70%</b>	<b>20', N/A / 5', 10'</b>	<b>More than one allowed</b>	<b>40'</b>
<b>Townhouse</b>	<b>2,000 sf</b>					
<b>All other uses</b>	<b>6,000</b>					
Existing District: R-3						
1-family detached	6,000 sf	50'	40%	20', 5', 10'	1	35'
1-family attached	3,000 sf					
Townhouse	2,400 sf					
2-family	6,000 sf					
3+ units	6,000 sf + 1,000 per unit over 4					
Existing District: R-3A						
Townhouse	2,000 sf	20' (30' on corner lot)	60%	20', NA (common lot line), 5', 10'	More than one allowed	35'
Multi-family Mixed-use	6,000 sf + 1,000 per unit over 4	50'	50%	10' max 40', 5'+ 2' per 5' over 35' 20' unless alley: 10'	More than one allowed	40', not to exceed 3 stories

# New Residential Zoning District – Urban Residential – High

Use(s)	Min. Lot Area	Min. Width	Max. Lot Cover	Setbacks <i>Front, Side, Rear</i>	# Main Bldgs	Max. Height of Structures
<b>New Zoning District: URH</b>						
<b>All uses</b>	<b>2,000 sf</b>	<b>No min.</b>	<b>No max.</b>	<b>0 or at least 5' max 20', 0 or at least 5', 10'</b>	<b>More than one allowed</b>	<b>60' Up to 90' if Admin Site Plan Review</b>
<b>Existing District: R-4</b>						
1-family detached	6,000 sf	50' 35' (40' on corner lot)	40%	20', 10', 5'	1	35'
1-family attached	3,000 sf		40%	10, N/A or 5', 10'		35'
Townhouse	2,000 sf	20' (30' on corner lot)	60%	10', 5' + 1' per 5' over 35'; 10'	More than one allowed	45'
3+ units	6,000 sf	50'	60%			45'
<b>Existing District: R-4A</b>						
All uses	2,000 sf	Required per 21.08.030	N/A	0 or at least 5' max 20', 0 or at least 5', 10'	More than one allowed	60' Up to 90' if Admin Site Plan Review

# New Residential Zoning District – Large Lot Residential

Use(s)	Min. Lot Area	Min. Width	Max. Lot Cover	Setbacks <i>Front, Side, Rear</i>	# Main Bldgs	Max. Height of Structures
New Zoning District: LLR						
<b>All uses</b>	<b>43,560 sf</b>	<b>120'</b>	<b>30'</b>	<b>25', 10', 20'</b>	<b>1</b>	<b>Principal: 35'</b> <b>Garage: 30'</b> <b>Other: 25'</b>
Existing Districts:						
<b>R-6</b> (1 acre) 1-family Duplex	43,560 sf 87,120 sf	100' 50'	30%	20', 5', 10'	1	Principal: 35' Garage: 30' Other: 25'
<b>R-7</b> (0.5 acre) 1-family Duplex	20,000 sf 40,000 sf	120'	30%	25', 10', 20'	1	Principal: 35' Garage: 30' Other: 25'
<b>R-8</b> (4 acre) 1-family Duplex	174,240 sf 261,360 sf	300'	5%	25', 15', 25'	1	Principal: 35' Garage: 30' Other: 25'
<b>R-9</b> (2 acre) 1-family Duplex	87,120 sf 130,680 sf	180'	10%	25', 15', 25'	1	Principal: 35' Garage: 30' Other: 25'
<b>R-10</b> (Alpine/slope) All uses	Defined in 21.04.020P2	(21.04.020P2)	10%	10', 25' or 50' if avg. slope exceeds 30%, 10'	1	Principal: 30' Garage: 25' Other: 18'

