

Anchorage 2040 Land Use Plan

A Supplement to Anchorage 2020 - Anchorage Bowl Comprehensive Plan



Public Hearing Draft

September 2016

Anchorage 2040 Land Use Plan
Public Hearing Draft

Municipality of Anchorage
Planning Department

September 2016



Municipality of Anchorage – Planning Department

September 19, 2016

Dear Citizens of Anchorage:

We are pleased to present the *Anchorage 2040 Land Use Plan (2040 LUP)*, developed on a foundation of inclusiveness and commitment to improving our community as the best place in America to *Live, Work, and Play*.

Our community has grown and evolved since adopting *Anchorage 2020: Anchorage Bowl Comprehensive Plan* in 2001. New challenges demand that our community become more resilient and better prepared for mid-21st century realities, including lower oil production and state spending, as well as fostering new opportunities for economic development and sustainability locally.

The *2040 LUP* recognizes these community-wide changes and sets the stage for future growth and development. Additionally, many of the neighborhoods within Anchorage have adopted plans or are working on plans. This includes East and West Anchorage, Government Hill, Fairview, Hillside, the UMED District, Mountain View, South Addition, and Spenard.

The *2040 LUP* incorporates analysis of Anchorage demographics and projected growth, current and future economic changes, current land uses, and future land capacity. This information informs the policies and strategies contained within the plan.

To ensure efficient and equitable growth within our limited geographic area, Anchorage will need to maximize land use efficiencies while protecting and enhancing our valued neighborhood characteristics and natural resources. The *2040 LUP* recommends strategies for compatible infill and redevelopment, housing and neighborhoods, commercial centers and corridors, anchor institutions, open space and greenbelts, transportation, and coordinated and focused public investments. New policies provide structure for targeted areas of economic development and revitalization.

This is a community-based plan that has engaged many partners throughout its development. Thank you to those who gave time and great thought to make this *2040 LUP* what it is. Our team was gratified at the level of interest and feedback during the 90-day comment period for the community discussion draft and have spent the summer analyzing and incorporating that information to improve the public hearing draft plan. We look forward to hearing from everyone on the public hearing draft. We want to demonstrate to you that Anchorage is open for investment and new ideas!

Sincerely,

Hal H. Hart, AICP
Planning Director

Acknowledgements

Thank you to all the individuals and organizations who have participated in creating the *Anchorage 2040 Land Use Plan*, by attending a meeting, providing a written letter, responding to a questionnaire, spreading the word, or in any other way working on this plan to help make Anchorage’s future brighter. Additional thanks to the boards and commissions, focus groups, community and business organizations, and agency and utility representatives who have provided input and shared their expertise along the way.

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Anchorage 2040 Land Use Plan Map

Supporting Information

Land Use Plan Web Page: *Web Search with "Anchorage Land Use Plan"*

- Appendix A. Map Folio
- Appendix B. Future Growth Report
- Appendix C. Anchorage Traded Sectors Analysis
- Appendix D. Public Comments Compilation
- Appendix E. Comment Issue-Response
- Appendix F. Public Involvement Process
- Appendix G. Research Documentation

Interactive Map Gallery: *Web Search with "Anchorage Land Use Plan" and click on Map Gallery*

- Anchorage 2040 Land Use Plan Map
- Area-Specific Plans Map
- Growth and Change Map
- Actions Map
- Supporting Information Maps (Appendix A Map Folio contains full set of maps, not all are interactive)
 - Existing Housing Stock Inventory
 - Existing Residential Density, in Dwellings per Acre
 - Existing Land Use Inventory, by Economic Sector
 - Parks and Open Space
 - Community Natural Assets

OVERVIEW

What is this document?

The *Anchorage 2040 Land Use Plan (2040 LUP)* supplements the Municipality's *Comprehensive Plan* for the Anchorage Bowl. *Anchorage 2020—Anchorage Bowl Comprehensive Plan* serves as the framework for the *2040 LUP*. Building on this framework, the *2040 LUP* also incorporates the adopted neighborhood and district plans, public facility plans, and recent analyses regarding population, housing, commercial, and industrial needs over the next 25 years. The *2040 LUP* features a land use plan map, which shows where future land uses may occur within the Anchorage Bowl to accommodate anticipated growth. It also includes recommended strategies to carry out the plan and manage growth. Upon adoption by the Assembly, the *Anchorage 2040 Land Use Plan* will become a part of the Municipality's *Comprehensive Plan*.

How is this document organized?

Section 1 - Vision provides an account of what was considered in developing this plan. This includes: (1) relevant policies from *Anchorage 2020: Anchorage Bowl Comprehensive Plan*; (2) introduction of new goals and policies to address emerging land use issues; (3) adopted neighborhood and area-specific plans; (4) changing demographics, population, employment forecasts, and their needs; and (5) many comments and issues heard from the public and agency stakeholders during the public outreach process conducted for the *2040 LUP*. Also included is the “Areas of Growth and Change by 2040 Map,” which illustrates areas where: little growth is expected; moderate growth may occur; and significant growth will likely occur due to available vacant or redevelopable lands, existing or planned infrastructure improvements and services, and other factors.

Section 2 - Plan describes the Land Use Plan Map (LUPM) and defines the different land use categories on it. The LUPM will serve as a reference to the public, investors, developers, and public officials in making decisions regarding future land use and infrastructure. This section also introduces four “Growth-supporting Features”: (1) Transit-supportive Development, (2) Greenway-supported Development, (3) Residential Mixed-use Development, and (4) Traditional Neighborhood Design. These four features are intended to provide an area-specific focus and intent and are gaining private and public support because of their potential ability to increase long-term property values.

Section 3 - Action identifies strategies, actions, and decisions that will be needed if Anchorage is to grow and foster the housing, employment, and recreation and open space needed to meet the forecasted population and employment growth demands over the next 25 years. Given the reality of diminishing state operating and capital funding and the importance of maintaining existing infrastructure investments, a key cornerstone to implementing the *2040 LUP* is the coordination and focusing of public funding on new infrastructure improvements and services to those areas best able to accept new growth. The *2040 LUP* Actions Checklist, Table 5, identifies time frames of **Now**, **1-3 years**, **4-6 years**, **7-10 years**, and **Ongoing** for the actions that guide future municipal work programs and capital improvement projects, allocation of funding and resources, and the identification of core responsible agencies and potential new partnerships.

Where can additional information related to the 2040 LUP be found?

The *2040 LUP* project web site contains a host of information and links to the following information:

- Land Use Plan Map: various sizes available for printing and interactive viewing
- Map Folio: additional mapped information prepared to inform the *2040 LUP*
- Adopted neighborhood and district plans, functional plans, area-specific studies, and updated housing, commercial, and industrial land studies
- Public Involvement Plan and public process documentation for the project
- Public and Agency Stakeholder comments on the February 26, 2016 *Anchorage Bowl Land Use Plan Map Community Discussion Draft*
- Appendices

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Section 1 Vision Goals, Trends, and Policies for Growth



1.1. Guiding Anchorage's Growth

Where will new residents settle over the next two decades? Where will people work, shop, and play? Will there be enough room to grow?

How will Anchorage look? Will growth support strong neighborhoods, preserve natural assets? Will Anchorage be an attractive place to live?

Section 1 of this plan outlines the land use framework for answering these questions.

The *Anchorage 2040 Land Use Plan (2040 LUP)* is a visual guide for growth and development in the Anchorage Bowl over the next 25 years and is aligned with the vision and goals of the *Anchorage 2020—Anchorage Bowl Comprehensive Plan (Anchorage 2020)*.

Anchorage 2020, adopted in 2001, set a new direction for growth and development. Its policies anticipated the evolution of Anchorage toward reinvesting in existing business districts and neighborhoods with new patterns of infill and redevelopment. *Anchorage 2020* envisioned a more compact and efficient land use pattern in and around mixed-use centers, while preserving lower-intensity uses elsewhere, such as established neighborhoods and natural open spaces.

The *2040 LUP* is a targeted amendment to the land use element of *Anchorage 2020*. It updates the forecasts for growth and land needs through the year 2040 and provides a map with more specific guidance for future uses throughout the Bowl. Accompanying the map are policy choices and strategies to achieve that growth in response to today's challenges. The

2040 LUP is a part of the *Comprehensive Plan* and carries the same legal authority.

Economic Challenges

With one-third of Alaska's population and nearly half of its jobs in a 100-square-mile area, the Anchorage Bowl is the urban center of an emerging metropolitan region. At its heart, Anchorage hosts many of the region's cultural attractions, businesses, and services and is the hub for air, road, marine, and rail transportation, which help drive the local and statewide economy.

Despite the current economic downturn, Anchorage's longer-term vital signs remain positive. This plan prepares for a brighter future, economic success, and the forecast growth through 2040. Although Anchorage can do little to affect the price of oil, there is a lot it can do with its land use policies.

For example, land use strategies are needed that can help reduce the cost of housing and alleviate the workforce housing deficit. Strategies are also needed to ensure there will be a predictable land supply for key industries and other economic anchors.

In the new economy, attracting and retaining a talented workforce is essential. This Plan recognizes that talent is mobile and seeks a high-quality place and lifestyle. Anchorage's natural assets are attractive, but creating and improving the types of places where people will want to live, work, and play is also important.

Plan Objectives

The *Anchorage 2040 Land Use Plan* illustrates future development patterns and distribution of land uses across the Anchorage Bowl, which can help Anchorage meet growth projections. It shows where different kinds of land uses, intensities of use, and urban form characteristics are planned to occur by 2040, such that Anchorage can accommodate economic growth and the employment and housing needs of future residents.

However, its land use categories are more than just a strategy for absorbing growth. They represent the kinds of *places* that will define Anchorage as a great city in which to live: its neighborhoods, commercial centers, industrial employment areas, institutional campuses, public facilities, roads, and parks and natural open spaces. The core purpose of the *2040 LUP* is to manage land uses to improve the quality of life for all residents during times of change.

This Land Use Plan is the first step toward an update of *Anchorage 2020*. It supplements *Anchorage 2020* and provides a baseline from which land use decisions can proceed by:

- Providing greater land use predictability and clearer policy direction.
- Coordinating recommended land uses from adopted area-specific plans.
- Clarifying the framework for making future zoning and development decisions.
- Aligning land use regulations and public investments in transportation, utilities, and other infrastructure.

Anchorage 2020—Anchorage Bowl Comprehensive Plan Guidance

To develop *Anchorage 2020*, the Municipality involved a broad cross section of stakeholders. While some of the particulars have changed and new challenges have arisen, the core goals and principles that emerged from those meetings are as relevant today as when first incorporated into the Plan. Subsequent area-specific and other plans have reconfirmed and elaborated on these goals. The *2040 LUP* applies the following goals of *Anchorage 2020* and other adopted elements of the *Comprehensive Plan*.

Future Growth. Take a forward-looking approach to community growth and redevelopment, embodied in the *Anchorage 2020 Land Use Concept Plan*, which seeks innovative ways to accommodate and encourage growth in population, housing, and employment.

Building Community. Build on existing commercial districts and neighborhood strengths through reinvestment.

Diverse, Healthy Economy. Capitalize on Anchorage's unique strengths and its regional, statewide, and global position, as well as its key economic sectors and well-paying jobs.

Economic Viability with Placemaking. Strive to create a built environment comprising great places, streets, and spaces that together generate a positive city image, support long-term economic viability, attract new residents

and workforce talent, and promote affordable development.

Compact Development. Use infill and redevelopment with a more compact land use pattern, which supports efficient use of land, lowers the cost of public services and utilities, improves performance of transportation networks, and preserves open space.

Natural Open Spaces and Wildlife.

Preserve and enhance the network of natural open spaces that provide Anchorage's scenery, ecological functions, such as water drainage and re-charge, diversity of fish and wildlife habitats, and recreational opportunities.

Strong, Resilient Community. Manage future growth and development to minimize exposure to life safety, property, and economic risks from natural hazards and disasters.

Balance of Commercial and Industrial Land.

Preserve a balanced supply of commercial and industrial land that is compatible with surrounding uses and has access to transportation networks.

Housing. Provide a diverse supply of quality housing that meets the needs and preferences of city residents, for all income levels, in safe and livable neighborhoods.

Neighborhood Identity and Vitality.

Encourage distinctive neighborhoods that are responsive to the diverse needs of residents in urban, suburban, and rural settings, with

amenities and infrastructure to absorb future growth, such as good access to schools, recreation, natural areas, and services.

Compatible Development. Promote development that respects the scale and character of existing neighborhoods, contributes to neighborhoods of lasting value and vitality, and is supported by investment in local amenities and services.

Harmony with Natural Setting. Develop in harmony with the natural setting and capitalize on retaining Anchorage's advantage as an attractive place to live and work, which is mindful of critical environmental lands, its northern climate, and natural hazards.

Community Facilities. Provide a well-planned mix of public, utility, and institutional facilities that coordinate with private-sector development to meet the health, educational, civic, cultural, recreational, utility, governmental, and public safety needs of all citizens, businesses, and neighborhoods.

Mobility and Access. Develop a transportation system that aligns with land use and moves people and goods safely with low impact on surrounding uses and the environment, and that maximizes choices and alternative travel modes like walking, bicycling, or public transit.

Walkable Community. Develop a community that allows for living, working, shopping, and recreation within convenient travel distances, in a pedestrian-oriented development pattern that supports healthy, active lifestyles.

Relationship to Other Plans

Since the *Anchorage 2040 Land Use Plan* guides the ways in which land is to be used throughout the Anchorage Bowl, it has an important relationship to policies contained in the other elements of the *Comprehensive Plan*, including functional plans and area-specific plans. The goals and policies of these plans have also shaped the *2040 LUP*. The diagram at right illustrates the relationship between the *2040 LUP* and other elements of *Anchorage 2020*.

Functional Plans

Functional plans lay policy guidelines for transportation and infrastructure. Examples of functional plan include:

- Metropolitan Transportation Plan
- Anchorage Bike and Pedestrian Plans
- Anchorage Bowl Park, Natural Resource, and Recreation Facility Plan
- Utility Corridor Plan
- Anchorage Wetlands Management Plan

Goals and objectives of these plans are developed in compliance with the overall *Comprehensive Plan*, but they "stand-alone" in their own right.

The *2040 LUP* also plays a key role in coordination between other facility and operational plans. This includes water and wastewater facilities, public transit, and municipal and state roadway improvements.

Neighborhood and District Plans

Anchorage 2020 called for neighborhood and district plans to accomplish *Comprehensive Plan* policies, and respond to area-specific issues. More than 12 neighborhood, district, and other area-specific plans have been adopted in the Anchorage Bowl. The *Area-specific Plans Map* on the next page depicts the current adopted plans.

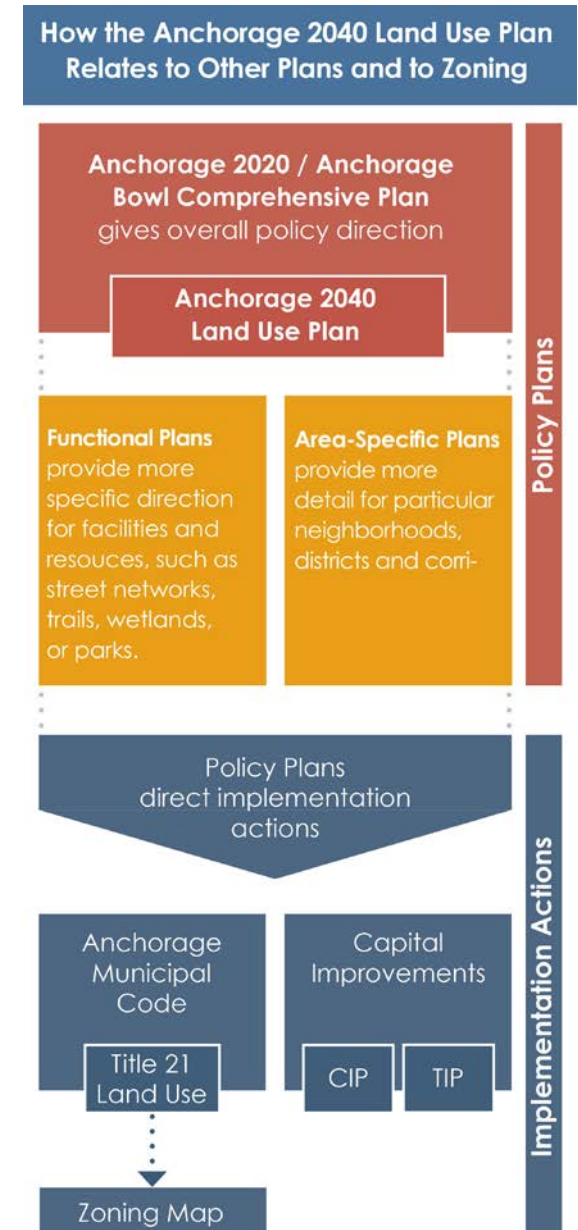
These plans provide tailored land use designations and development guidance that is too detailed for planning at the citywide scale. Potential investors, new development projects, and public investments within these areas should refer to these area-specific plans for more in-depth policy direction and area-specific development guidelines.

The *2040 LUP* provides a citywide land use policy framework and layout plan that incorporates the land use designations provided by each of the area-specific plans.

2040 Plan Recommendations Different from Adopted Plans

In a few locations, the *2040 LUP* recommends different uses or intensities of use from those which were adopted in area-specific plans. These areas are shown with a heavy green outline on the *Areas of Growth and Change Map* at the end of Section 1.

These changes are recommended from the following analyses and public outreach process for the *2040 LUP*:



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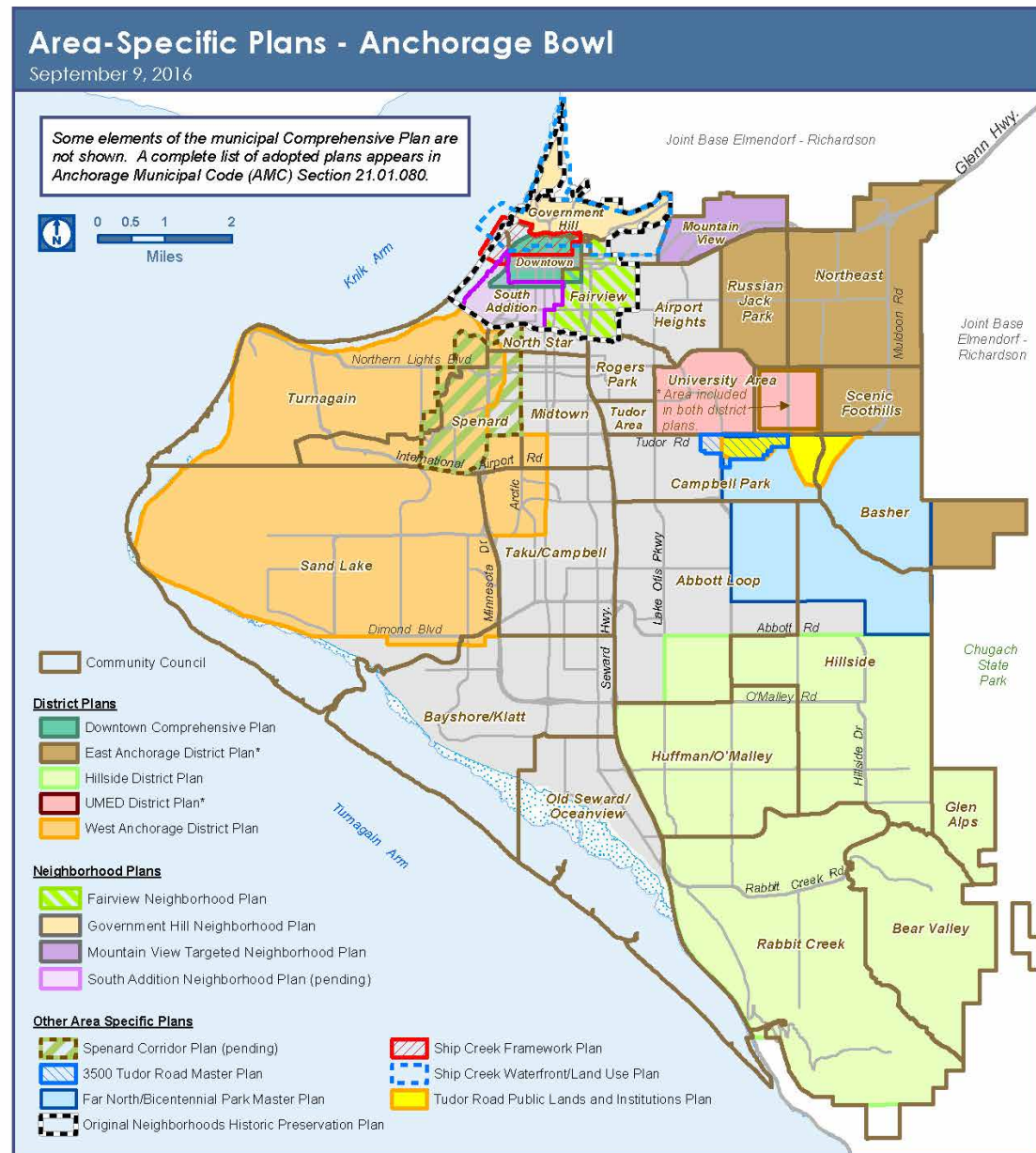
- Studies linking Anchorage’s land supply and its housing capacity.
- Updated forecasts for population growth and housing and employment needs.
- Updated or improved information about existing and anticipated uses.
- Emerging issues and public input during the LUP public involvement process.
- Citywide land use issues that became evident but have not been addressed by individual area-specific plans.

Area-specific Plan Updates

It is anticipated that some area-specific plans will be updated and new plans adopted in the future. When adopted, these plans will amend the *Comprehensive Plan* and refine the *Anchorage 2040 Land Use Map*.

However, new and updated plans are expected to maintain or increase housing and employment capacity and help achieve the citywide goals, policies, and growth strategies. Departures from the 2040 LUP should be evaluated using the guidance of *Comprehensive Plan* goals and policies for land use, transportation, infrastructure, allocation of future growth, and impacts to other parts of the community. Additional information regarding *Comprehensive Plan* updates and amendments is provided in Section 3.

To that end, the *Area-specific Plans Map* at right should be updated as new plans are approved.



Relationship to Zoning and Other Implementation Actions

The *Anchorage 2040 Land Use Plan*, along with other elements of the *Comprehensive Plan*, provides policy direction for future land use decisions, such as rezonings, changes to development regulations, public facility site selections, and infrastructure investments. Future actions like these will implement the *Comprehensive Plan*.

The *2040 LUP* by itself does not alter existing zoning or change the land use regulations that apply to a parcel of land. The rights of property owners to use land as zoned at the time of this Plan's adoption remain unaffected. Many recommendations of the *2040 LUP* will take years or decades to implement.

While the *2040 LUP* recommends future land uses and a range of potential intensities of use, it is zoning that sets the rules for the use of property, lot size, setbacks, building heights, and other site attributes. These land use regulations (Title 21 of the Anchorage Municipal Code) apply as *zoning districts* delineated on the municipal Zoning Map. Changes to the Zoning Map or Title 21 land use regulations are public processes that include community input.

Amendments to Title 21, the Zoning Map, and other discretionary municipal actions will be consistent with the *2040 LUP* and other *Comprehensive Plan* policies. Section 3 provides more detail regarding the strategies and actions to carry out the *2040 LUP*.

1.2 Forecasting Growth

A land use plan and forecasting effort cannot precisely predict the future 25 years from now, nor can it influence macro-economic factors, such as the price of oil or its production volumes. However, it can determine intentions of Anchorage to provide space for and guide development toward scenarios in which the Municipality attracts talent, investment, and economic growth as the continued commercial and industry hub for all of Alaska.

Moving forward, the *Anchorage 2040 Land Use Plan* assumes a healthy while moderate forecast average annual population growth rate of at least 0.8 percent between 2015-2040—leaving room for the residential, commercial, and industrial land markets and also for the foundation for orderly, predictable, equitable, and sustained growth beyond 2040.

Section 1.2 summarizes the forecast for population, households, and employment growth in the Anchorage Bowl in context of surrounding communities; compares the resulting future demand for housing and employment sites with present land supply; and explains how the *2040 LUP* performs to reconcile gaps in the land market between demand and supply.

Anchorage 2040 Growth Forecast

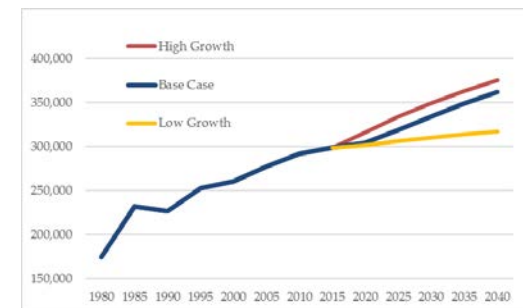
Over the next 25 years, the Anchorage Bowl is expected to add as many as 45,000 people, 21,000 households, and 44,000 jobs. This

represents the Anchorage Bowl's share of the region's projected growth through the year 2040.

This expected growth represents an average annual population growth rate of 0.8%, and would yield a total population of 362,070 by 2040, the vast majority of which would reside in the Anchorage Bowl.

The continued role of Anchorage as Alaska's commercial and industry hub, even into the uncertain future, is expected to drive an average, annual employment growth rate of 0.9%, yielding total employment of 220,280 by 2040, again the vast majority of which would be based in the Anchorage Bowl.

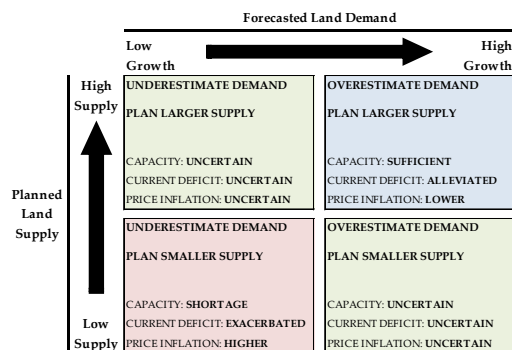
The *Anchorage 2040 Land Use Plan* considers these likely growth scenarios for land needs planning, as well as several other potential scenarios for growth given future economic uncertainty. In other words, it provides capacity to perform well under any of the most likely growth scenarios.



When considering future land need in Anchorage, particularly in the middle of economic uncertainty, the Municipality can either plan for lower expectations of growth

that it may be dealt, or it can plan for higher volume and types of growth it sees as preferable or optimal.

The primary risk faced by Anchorage as it plans for growth is to expect little, plan for less, but then realize higher growth unexpectedly. This scenario only makes current land capacity shortage and housing prices worse. Alternatively, planning for desired growth and ensuring adequate land capacity for it does not exacerbate current shortage and cost problems. If growth falls short of projections, higher planned capacity may likely cost availability problems as the following policy choice diagram illustrates.



Accordingly, the *Anchorage 2040 Land Use Plan* considers a primary Base Case growth scenario for land needs planning that is modest compared to historical growth, and yet anticipates a return to normal growth patterns after very real, short-term economic uncertainty subsides.

And yet, challenges remain—some of which municipal land use policy can measurably address and improve:

- Housing choice availability at different affordability levels and types.
- Diversification of the Anchorage economy with emphasis on sustainable, family-wage jobs.
- Greater availability and diversity of commercial goods and services.

The *2040 LUP* seeks to improve capacity and types of housing to alleviate costs, as well as balance the need to retain and even add industrial business land and site availability—with its high value business investment and higher-wage jobs—with needed commercial goods and services offerings in the Anchorage Bowl.

Growing within the Regional Context

The *2040 LUP* accommodates the Anchorage Bowl's share of growth forecast for the metropolitan region. It coordinates with the anticipated share of future population and jobs to go to other parts of the region, which includes Chugiak-Eagle River, Joint Base Elmendorf -Richardson (JBER), and Turnagain Arm and Girdwood within the Municipality, and the Matanuska-Susitna Borough (MSB). (See regional map inset on page 9).

Chugiak-Eagle River is the Municipality's second largest settlement, and includes most of the remaining vacant land reserves in the Municipality. The *Chugiak-Eagle River*

Comprehensive Plan accommodates additional future population, residences, and businesses, while preserving open space and neighborhood character. It envisions new neighborhood areas developing in a phased sequence, bringing streets and water and wastewater services to development areas of the Powder Reserve and then other land reserves further north.

The *2040 LUP* reflects Chugiak-Eagle River Plan's anticipated growth at a somewhat higher rate than the rest of the Municipality, such that Chugiak-Eagle River will accommodate 15 percent of the Municipality's population by 2040.

The *2040 LUP* growth forecast accounts for a Knik Arm Crossing (KAC) to the MSB that is still forecasted to potentially become operational within the latter part of the 2040 time horizon, and accounts for growth and movement of some housing and jobs into MSB as a result of a KAC. If a KAC were not available by 2040, then a somewhat higher demand for land than provided in the base case might be expected. Either way, because the KAC comes later in the 2040 plan horizon and other factors, the KAC is expected to have only a moderate effect on overall jobs and housing demand.

Who Are We Planning For?

The *2040 LUP* is intended to provide for the people who live and work in Anchorage today, and for those who will make up Anchorage in 2040. This includes the children and the

newcomers who will arrive for education, family, job and quality of life opportunities.

While it is difficult to predict the specific community composition in age, incomes, household, and structures, recent trends provide a general picture about the future population:

- Accelerated growth in aging households and smaller households with fewer children.
- Continued evolution into one of the most racially and ethnically diverse communities in the U.S.
- Diverse households and income levels that need more affordable housing options and more transportation choices.
- Talented professionals from all fields who are attracted to Anchorage’s unique setting.
- A growing number of multigenerational families and less transient population.

Capacity for Growth in Anchorage’s Land Use System

While Anchorage’s population is diverse, it is a "community of place," where all people and activities share the same specific land space bounded by the Cook Inlet, Chugach Range, and military base lands. Land with residences on it—either a big apartment building or a small house—is called residential. Land used for activities like offices, shops, restaurants, warehouses, or factories is called non-residential. Land that is awaiting development

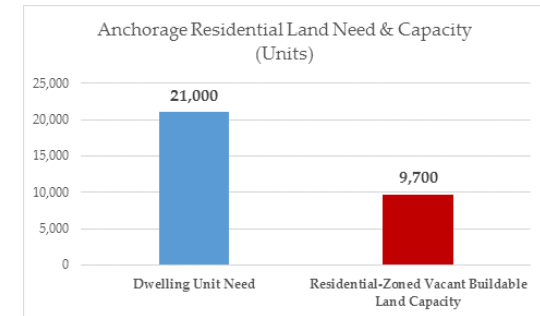
may be called vacant, particularly if it has been untouched by development. Land that has previously been developed, but could see new uses of greater intensity including greater height, are called redevelopable. And land that is preserved or serves as outdoor recreation is called open space. How land uses relate to one another is often a source of considerable conflict, particularly as those uses change over time and the supply of vacant land becomes more constrained.

Development capacity is an estimate of the amount of new residential or non-residential development (homes, apartments, stores, factories, etc.) that could occur in this space under current zoning and market trends. It can be compared to how much demand for development is likely from the population and employment growth forecasts. This provides a basis for evaluating changes in land use.

Housing Space Needs

Overall, Anchorage has an identified need for 21,000 new residential units to meet the needs of population growth through 2040. The 21,000 new households translates into a need for a net gain of 840 housing units per year in the Anchorage Bowl.

Residentially zoned vacant buildable land capacity for additional housing is estimated at approximately 9,700 housing units, based on historical achieved housing densities in the Bowl. This would indicate a total capacity shortfall of 11,300 housing units.



Commercially zoned lands provide some additional capacity but do not close the deficit. Based on historical yields per acre, Anchorage’s non-residential vacant lands would provide capacity for an additional 700 housing units, bringing the total vacant land capacity estimate to 10,400 additional units.

Redevelopable lands also provide housing potential. Recent historical redevelopment rates and the characteristics of lots which redeveloped during 2000-2015 indicate a redevelopment capacity of 2,500 dwellings, based on current zoning.

Information regarding housing capacity and needs by housing type is provided in Appendix B.

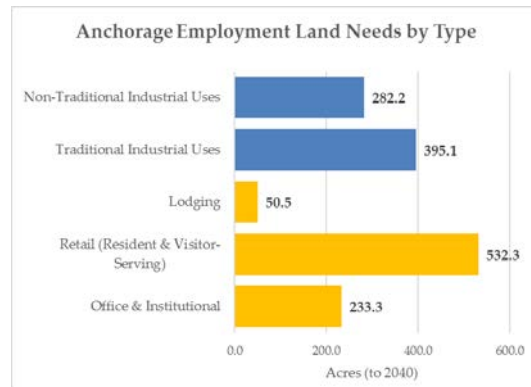
Space for Employment

The 2040 LUP also has the challenge of addressing the need to provide both adequate industrial land and commercial land for future employment and business growth in Anchorage.

Through 2040, Anchorage is estimated to need to accommodate 677 acres of industrial land development—395 acres of which will be due

to traditional industrial firms, such as manufacturers and transportation firms.

At the same time, Anchorage is estimated to also need 816 acres to accommodate commercial development, 532 acres of which are expected to be retail goods and services.



If Anchorage continues to grow according to long-traditional patterns—including lower-intensity uses and commercial encroachment upon industrial lands—a shortage of both commercial and industrial land and sites for future business expansion will be assured.

The *2040 LUP*, however, provides for policies and strategies that will serve to retain and protect industrial family-wage jobs, while also facilitating greater intensity of commercial uses that, unlike industrial factories and facilities, cannot build and operate in multistory structures as can office and commercial uses.

Space for Industrial Traded Sectors

In seeking future balance between commercial and industrial uses, the Municipality of Anchorage identified its essential, core

industrial sectors that serve as the foundation of much other industry and employment in the local economy.

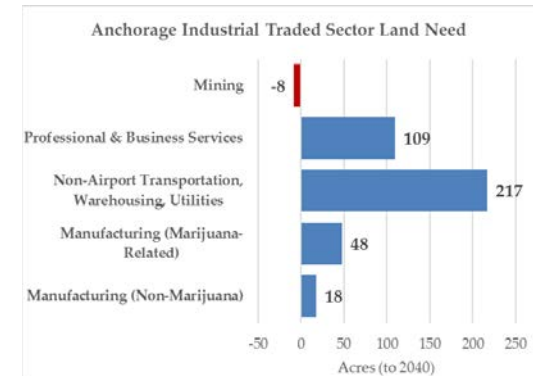
These industrial "Traded Sectors" utilize industrial land and pay significantly higher wages than other sectors because they disproportionate export goods and services both domestically and internationally. They also purchase significant volume of goods and services from other local businesses in Anchorage, driving much other local commerce and employment.

These sectors were identified as:

- Various Manufacturing Businesses
- Power Generation
- Non-Metal Mineral Mining
- Air & Water Transportation
- Professional & Technical (Business) Services

The *2040 LUP* prioritizes these sectors and their business site and land needs to preserve and grow fundamental industries in the local economy. An estimated 384 acres of industrial land will be required by these types of businesses by 2040, representing 57% of all industrial land demand in Anchorage.

Strategies are established in the *2040 LUP* to ensure adequate land capacity for these essential businesses to grow in the necessary locations, particularly in the Anchorage Bowl, and with the necessary infrastructure and utilities that they specifically require.



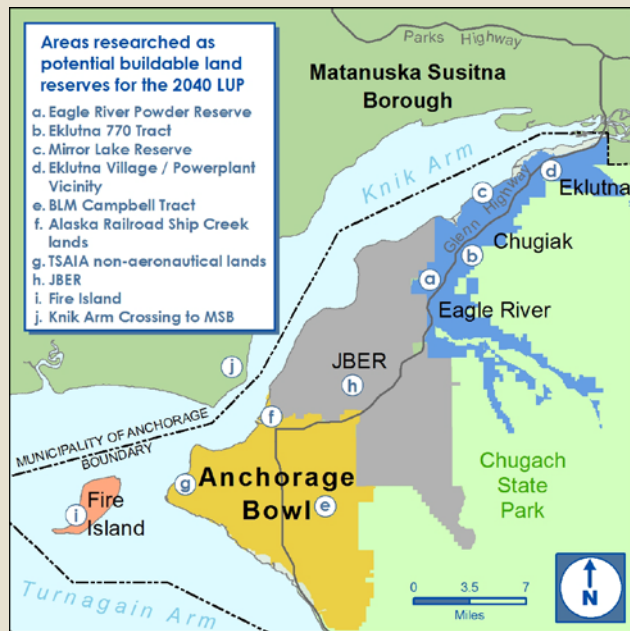
More information regarding growth forecasts and land capacity is provided in Appendix B.

Data Contributing to This Plan

In order to understand current and future land needs in Anchorage, the LUP has considered recent studies of residential, commercial, and industrial land demand and supply, and has incorporated updated population and employment forecasts. These include:

- Anchorage Housing Market Analysis (2012)
- Anchorage Commercial Land Assessment (2012)
- Anchorage Industrial Lands Assessment Update, Vols. I and II (2015)
- Anchorage Traded Sectors Analysis (2016)
- AMATS 2015-2040 Population Housing and Employment Forecast (2016)
- Anchorage Employment and Non-Residential Land Needs Forecasts (2016)
- 2015-2016 Anchorage Land Use Inventory and Housing and Land Capacity Update

Community Expansion - Other Options



The amount of land available for residential, commercial, and industrial development in the Bowl is finite. Land exchanges or surplusing of military land, construction of a causeway to Fire Island, development in Chugiak-Eagle River, or a Knik Arm Crossing to Point MacKenzie in the Mat-Su Borough could increase the supply of land. However, all of these options remain highly speculative, expensive, and largely external to local municipal control.

Each option was considered based on an extensive number of consultations with stakeholders, and review of studies and reports. Military land at Joint Base Elmendorf-Richardson, Fire Island, the Chugiak-Eagle River area, and Point MacKenzie were investigated and analyzed to determine whether these and options could become available by 2040.

JBER actively uses most of its lands for operations

and training and is not expected to change in the foreseeable future. Construction of a causeway to Fire Island is unlikely because of a host of factors. Chugiak-Eagle River reserve lands of Eklutna, Inc., could potentially be developed during the plan horizon but each reserve area requires significant expansion of urban road networks and utility infrastructure. The Chugiak-Eagle River Comprehensive Plan and the Anchorage 2040 LUP reflect the likely timing of development in that only Powder Reserve and at most Eklutna 770 Tract will be developed at urban residential densities by 2040.

The LUP assumes that the Knik Arm Crossing to Point MacKenzie will potentially be constructed during the latter half of the planning time horizon. However, land analyses indicate that it would yield only a modest reduction in land demand in the Anchorage Bowl, while leaving greater effects on Chugiak-Eagle River and eastern MSB including Wasilla and Palmer areas.

1.3 Anchorage's Growth Strategy

The Goals of this section supplement and build on the goals of *Anchorage 2020* with updated land-use-specific guidance for future growth.

Goals set broad direction for the 2040 *Land Use Plan*, consistent with the community vision. They identify a desired future condition that the Plan attempts to achieve over time. The discussion of each Goal is followed by a list of *Policies* that provide more detail and guidance for decision makers.

Policies are statements of principle or guidelines that direct decisions and actions toward achieving the Goals, without specifying which tools to use (a job for Strategies and Actions). Policies are generally open ended as to time frame: they provide ongoing guidance.

In this section, related *Anchorage 2020* (Chapter 5) policies are listed first, and then new 2040 *LUP* policies are provided that fill gaps and update the municipal land use policy guidance through the year 2040. These work in conjunction with *Anchorage 2020* policies and carry the same authority.

The Policies direct the **Strategies** and **Actions** that appear in Section 3. **Strategies** are mechanisms to implement the Policies and often operate over a long term, as a means for accomplishing stated goals. They provide details for ways to achieve the Goals of the Plan. **Actions** are specific measures to carry out the Policies and Strategies to achieve the Goals. Section 3 further defines Strategies and Actions.

Goal 1: Anchorage achieves residential and commercial growth, which improves community resiliency and citizens' quality of life by supporting their vision for the future.

The *Anchorage 2040 Land Use Plan* reflects Anchorage's vision to meet the challenges and opportunities for growth. It provides a blueprint and strategy for how Anchorage should grow in the future to the benefit of all.

This Plan focuses on where and how development should occur to accommodate Anchorage's share of growth forecast for the region and meet its current and future housing and employment needs. Mixed-use, walkable centers will absorb much future growth, while infill development is encouraged along multi-modal corridors.

The 2040 *LUP* also extends the city's network of parks, open spaces, and greenways that provide access to nature and preserve natural resources. It identifies and supports the valued characteristics of the Bowl's rural, suburban, and urban neighborhoods. Great neighborhoods and shared spaces in areas of growth will provide the features and infrastructure to retain and attract people, talent, and reinvestment for Anchorage.

The 2040 *LUP* coordinates changes in land use, transportation, and other infrastructure to improve the quality of life for all residents. It also prioritizes areas for industrial "traded sectors" like manufacturing and "anchor institutions," such as the universities.

The Goals 2-11 elaborate on these aspects. This Plan acknowledges and encompasses conflicts between uses. The 2040 *LUP* alone may not resolve all competing concerns, such as those around the international airport. However, it suggests a framework for making decisions to meet the objectives on page 1 of this section.

During the public process for the 2040 *LUP*, new issues and concerns emerged apart from those reflected in *Anchorage 2020*. These included community resiliency to natural hazards and other disasters, energy efficiency, economic uncertainties, changes in the climate, and other shocks and stresses.

This Plan acknowledges these concerns. Community resiliency is infused throughout the Goals, Policies, Strategies, and Actions of this Plan. This includes reducing exposure of its citizens to risks from natural or man-made hazards. It also supports recent municipal energy efficiency, public safety, and economic development initiatives, pending a future revision to the *Comprehensive Plan*.

Related Anchorage 2020 Policies: 1, 2, 90, 91, 92, 93, 96, 97, and 98.

2040 LUP Policies:

LUP 1.1. Use the *Anchorage 2040 Land Use Plan* in concert with area-specific plans as a framework to guide decisions on future development patterns, land uses, and allocation of growth.

LUP 1.2. Employ land use and development strategies for the Anchorage Bowl to accommodate the forecast number of

additional residents, households, and jobs through 2040. (Supersedes *Anchorage 2020*: Policy 3)

LUP 1.3. Coordinate area-specific plans and updates so that collectively these maintain or improve Anchorage’s capacity to accommodate housing, employment needs, and achieve its goals for growth.

LUP 1.4. Use the 2040 LUP in conjunction with area-specific plans and 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 1.5. Align Anchorage’s land use, transportation and infrastructure planning, design guidelines, and investments. Account for existing infrastructure capacity and future facility investments when determining where to grow. Link capital improvement priorities with the elements of the *Comprehensive Plan*, including the 2040 LUP and area-specific plans.

LUP 1.6. Ensure that municipal incentives, investments, and other land use decisions guide growth in housing, employment, and other uses to minimize life safety and economic risk in hazardous areas.

Goal 2. Infill and redevelopment meets the housing and employment needs of residents and businesses in Anchorage.

The 2040 LUP fosters better use of existing lands and already in-place infrastructure as the primary way to meet projected population and employment growth demands. This is

facilitated by a city infill and redevelopment strategy that encourages reinvesting in existing business districts and neighborhoods that can support compact urban living with a high quality of life.

Infill and redevelopment can include compact housing, adaptive reuse of older structures, new commercial or residential buildings on former vacant or underused lots, or complete redevelopment of properties. It seeks a compatible mix of uses on the same site or between properties that can use the same parking facilities at different times of day.

Infill development and redevelopment allow more residents to live closer to employment and in-town amenities. It reduces the traffic congestion impacts of growth, and reinvests in local businesses and commercial districts.

Achieving compact infill and redevelopment requires that the Municipality:

1. Identify the most appropriate areas that can absorb more intensive use and compact housing;
2. Ensure that infrastructure can serve identified sites and public amenities are available nearby; and
3. Support redevelopment and infill projects that catalyze other developments.

In communities where infill development strategies have been successful, coordinated public-sector investments in infrastructure and public-private partnerships on catalyst

sites provided critical support to the market for more compact forms of development.

Successful communities also leverage walkable urban-development patterns (e.g., a street-block grid, sidewalks, or alleys), remove barriers to compact development compatible with such areas, and incorporate flexibility in development requirements.

Related Anchorage 2020 Policies: 17.

2040 LUP Policies:

LUP 2.1. Identify and invest in areas best positioned to absorb growth essential to meeting housing and employment needs.

LUP 2.2. Coordinate redevelopment incentives and public infrastructure investments with development entitlements to enhance walkability and quality of life, and encourage the market to add new residences, shops, and workplaces.

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

LUP Policies 1.5, 3.1, 4.2, 5.1, 5.2, 7.1, 7.2, and 9.3 are also integral to this goal.

Goal 3: Mixed-use, walkable commercial centers and corridors thrive within their neighborhood context, offer housing affordable to a range of incomes, and enable business growth.

The *2040 LUP* strives for a majority of new jobs and housing to locate in specific areas that are best able to absorb and capitalize on that growth, especially in and around existing commercial centers. Centers anchor the city's infill and redevelopment strategy for future growth.

These are the commercial districts that have been serving neighborhoods and districts for decades—from neighborhood-scale centers to city centers like Downtown.

Most business districts historically developed at low densities, with large surface parking lots. Filling in these areas more intensely will make the most efficient use of Anchorage's commercial lands and public infrastructure.

- By encouraging business and housing growth in urban centers, this Plan makes it possible for more people to live near or more easily access job opportunities, social activities, and services for everyday needs. Focusing on centers:
- Accommodates forecast growth in a strategic and predictable way;
- Strengthens existing businesses and business districts;
- Promotes greater return on existing and new public infrastructure investments;

- Provides walking, biking, and transit access to jobs, services, and activities; and
- Preserves open space, industrial use areas, and quieter neighborhoods elsewhere.

Centers vary in size, location, mix of uses, scale, urban form, and intensity. Each center's uses and scale should fit the surrounding neighborhoods it serves. Centers have close ties to their surrounding neighborhoods. They serve as places where the community comes together for basic needs, shopping, work, or events. They also help to connect different neighborhoods together.

This Municipality will work with residents, businesses, agencies, and institutions to assist each of its commercial centers to evolve and thrive, but will focus in the nearer term on centers where the most expansion is expected.

Corridors are the connectors between and within Centers, employment hubs, and Neighborhoods. Corridors should contain a mix of uses. Many of Anchorage's existing corridors are auto-dependent; however, this strategy will encourage the evolution into mixed use, pedestrian-oriented and transit-friendly environments.

Related Anchorage 2020 Policies: 18, 19, 20, 21, 23, 24, and 25.

2040 LUP Policies:

LUP 3.1. Target and coordinate investment in the built environment and green infrastructure, in and around centers and corridors that are most able to absorb housing and employment growth.

LUP 3.2. Commercial, main street, and transit corridors will accept and support density with access to multiple modes of travel. This includes convenient and safe pedestrian and transit access. Corridor development should include incentives and regulatory changes to incentivize market rate and affordable housing.

LUP Policies **2.1, 2.2, 2.3, 5.1, 5.3, 6.1, 6.2** are also integral to this Goal.

Goal 4: 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.

Anchorage residents need affordable places to live. Housing of all types is essential to provide a range of housing opportunities. But this has become harder to find, even as housing preferences are changing with the population.

Over the last 100 years, Anchorage has met a variety of challenges to become a city with great neighborhoods and modern residential construction practices that have provided a high quality of life to residents—overcoming a sub-arctic climate with poor soils, remote location, constrained land and labor markets,

high construction costs, conflicting or unclear regulations, and boom/bust economic cycles.

However, many of these challenges have intensified as trends point to growing demand for new choices of housing types. Millennials, downsizing seniors, and a more diverse population desire smaller homes and other forms of compact housing, especially located in walkable neighborhoods near services, jobs, entertainment, parks and trails, and with less driving and yard maintenance.

Anchorage has relatively few walkable neighborhoods that meet this growing need. Because demand overwhelms supply, only a small number of people who would like to live in these kinds of places can afford to. With the cost of housing rising in general, and more people are finding it hard to afford a house on a standard-sized lot. These challenges affect quality of life for residents and the ability of businesses to attract and retain qualified workers.

In response, this Plan advances a number of approaches. Housing is included as a key land use in the Policies and Strategies to achieve the infill/redevelopment and growth in mixed-use centers (Goals 2 and 3).

The Plan also identifies where and how existing residential neighborhoods can absorb housing. In areas of anticipated growth, it uses the infill and redevelopment strategies to coordinate infrastructure investments.

It recommends allowing and encouraging more "compact" types of housing choices, including small-lot "cottage" homes, accessory

dwelling units (ADUs), attached dwellings (duplex/ triplex/townhomes), small multifamily buildings, forms of co-housing or shared courtyard homes, and mixed-use housing as part of commercial developments.

Vacant lots or other spaces for infill vary in size. Large mixed-use and multifamily developments will be important; however, most buildable sites are small. Small infill residential projects are a big part of the housing strategy. Smaller-scale housing can be designed and situated to fit into existing neighborhood character. Smaller or compact housing can contribute to property values and generate income. Neighborhoods are enriched with a greater variety of housing opportunities for all generations and are more in line with the capabilities of builders and property owners.

Related Anchorage 2020 Policies: 8, 9, 10, 11, 14, 15, 16, 17, 56, 57, 58, 59, and 61.

2040 LUP Policies:

LUP 4.1. Provide sufficient areas to meet the diverse housing needs of Anchorage's citizens, where the residential neighborhood integrity is protected from encroaching activities.

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

LUP 4.3. Promote balanced neighborhoods with diverse infill housing, and avoid

creating areas of concentrated low-income housing.

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.

LUP Policies **1.5, 2.1, 2.3, 5.2, 6.2, 7.1** are also included in this goal.

Goal 5. Coordinated and targeted infrastructure investments catalyze new growth, provide an acceptable return on investment, and equitably improve safety and quality of life.

Infrastructure is the part of the built and natural environment that conveys a public service and undergirds daily life. Infrastructure in the built environment includes public buildings, streets, sidewalks, parking, water and sewer pipes, schools, public art, public spaces, and communication networks. Infrastructure is expensive to construct, maintain, and replace.

Parks and the natural environment serve as "green infrastructure" by absorbing storm water; maintaining water and air quality; and managing flooding, wildlife habitat, and access to recreation and nature.

Availability of infrastructure, such as water and sewer, sidewalks, schools and parks, roads, public transit, and other services, influences whether growth occurs.

The 2040 LUP recognizes that alignment of future land use and infrastructure capacity and

investment is integral to achieving the envisioned growth. Anchorage must identify and resolve existing and projected infrastructure deficiencies.

The Municipality must also balance priorities to phase infrastructure investments. Phasing allows for flexibility in where and when public service upgrades will occur. If the city grows more slowly than expected, phasing allows the city to spur substantial progress in at least some mixed-use centers and public transit corridors. The number of areas seeing improvement will be in synch with the location and rate of economic and population growth.

This plan focuses the resources for expanded infrastructure on projects and areas that will return the greatest public benefit—such as new housing, businesses, and neighborhood revitalization—for the cost of providing the services. Some public investments, such as alley paving, are an opportunity to positively impact neighborhood livability and leverage private investment in housing at a relatively low cost. Others may target key centers or designated mixed-use "main street" corridors. Prioritizing and coordinating these improvements allows equitable decision making.

Coordination of infrastructure projects allows the Municipality to set in motion "placemaking" as an economic strategy. Designing and creating appealing public space catalyze infill and redevelopment. High-quality urban spaces in the city's centers and mixed-use "main street" corridors make the type of city that millennials, downsizing seniors, and future generations will want to

inhabit through changing economic cycles, creating a more resilient city.

This plan acknowledges that additional funding sources, strategies, and mechanisms will be necessary to accomplish many of the infrastructure needs of its infill growth strategy. However, compact growth patterns are far less expensive to serve and enable growth than conventional suburban development patterns.

Related Anchorage 2020 Policies: 73, 75, 76, 77, 79, 80, and 90.

2040 LUP Policies:

LUP 5.1. Fund and develop a return on investment (ROI) model to determine municipal prioritization and participation in public- and private-development projects.

LUP 5.2. Accompany infill development with "placemaking" investments in infrastructure, such as walkable streets, enhanced streetscapes, parks and public spaces, and other services that improve the quality of life in areas of targeted growth. Coordinate and prioritize capital improvements to upgrade neighborhoods that have capacity to accommodate infill housing near services, centers, public transit, with a walkable street grid and sidewalks.

LUP 5.3. Incentivize developments to incorporate "low-impact development" techniques, such as reuse or filtration and use of on-site storm water and wastewater, energy efficiency and renewable energy, and parking and congestion management strategies.

LUP 5.4. Pursue alternative strategies and funding mechanisms to support investment in infrastructure, including street networks, public transit, pedestrian facilities, trail connections, parks, greenways, and maintenance and operations.

LUP Policies **1.5, 2.1, 2.2, 3.1, 4.2, 6.1, 6.2, 8.1, 9.3** are also integral to this Goal.

Goal 6. Anchorage coordinates transportation and land use to provide safe, efficient, and affordable travel choices.

No other form of infrastructure is as closely linked with land use patterns as the way people move around the city. As parts of the Bowl evolve to a more urban form and function, this Plan aligns changes in land use with improvements in the transportation network. Coordinating land use and transportation actions is especially important in places where a majority of new housing and employment will go.

This Plan advances the concept of *accessibility* to capture the relationship between land use and transportation. *Accessibility* considers how easy it is for people to get to the destinations. It is a broader goal than mobility, which is the ability to move people and goods through the city quickly. Accessibility considers the total distance that must be traveled and the number of destinations within a certain distance.

For example, filling a commercial center with more housing and jobs can be a benefit to accessibility even as it causes congestion, if it provides more destinations within a short distance. Accessibility also includes other

ways of getting around, such as walking, riding public transit, and bicycling.

Maximizing all modes of travel, including street, sidewalk, transit, and trail connections, is critical to supporting successful growth. More frequent, predictable public transit service and extensions of the trails system should coincide with mixed-use centers targeted for growth. Transit and trails are critical to growth, while improving quality of life and managing road congestion.

The 2040 LUP recognizes that additional street connections tie directly to the ability to grow in at least some of the commercial centers and corridors. New local and collector street connections and pathways between businesses and adjacent neighborhoods will allow the street network to safely support mixed-use densities.

Anchorage will also need to use its existing rights-of-way more efficiently, by adapting streets to give people more travel choices. Integral to this effort is the development and implementation of a "Complete Streets" (see Section 2.1 for illustrated description) policy and land-use-based street typologies that will guide streetscape design.

Complete Streets are essential in traditional urban walkable neighborhood contexts, and in parts of Anchorage looking to attract private-sector reinvestment with innovative infill, redevelopment, and mixed uses.

For *Complete Streets* to function, maintenance and operations must be taken into

consideration in the planning, funding, and maintenance stages.

Streets constructed for all transportation modes depend on higher levels of year-round street maintenance, and clearing snow and debris to support accessibility for walking, bicycling, and riding transit.

Street improvements will be phased and coordinated with other investments in areas designated by this Plan to absorb housing and commercial growth. Focused investments in and around designated centers will be balanced with needed maintenance and upgrades to transportation facilities in all parts of town.

Making Anchorage more accessible also depends on land use patterns and forms of development that support transportation choices. Building and site design will contribute to the walkable *Complete Streets* environment. However, some *Complete Street* projects will be stand-alone road improvement projects.

Related Anchorage 2020 Policies: 12, 29, 30, 31, 33, 34, 38, 45, 54, 55, 76, 81, and 92.

2040 LUP Policies:

LUP 6.1. Provide new or upgraded pedestrian and local/collector street connections in centers and commercial corridors to improve access to and from surrounding neighborhoods.

LUP 6.2. Adopt and execute a *Complete Streets* policy to design streets to serve all users, including pedestrians, transit riders, and

bicyclists, and align the design and scale of streets to be compatible with compact, accessible, and walkable land use patterns.

LUP Policies 1.5, 5.1, 5.4 are also integral to this Goal.

Goal 7. Infill development is compatible with the valued characteristics of surrounding properties and neighborhoods.

Anchorage's neighborhoods and districts have distinct and valued characteristics—e.g., how buildings relate to one another and the street, how tall they are, the noise and traffic levels, or the presence of greenery (*Neighborhood Contexts Map*, Appendix A).

Anchorage residents cherish their neighborhoods and wish to see what they love about them preserved. However, infill development and redevelopment within already built-up areas has become a greater share of total development activity. There are concerns about neighborhood character being harmed through the construction of different or larger-scale projects.

While many people welcome more diverse housing options, current residents of the neighborhood often see new or different housing as being incompatible with the neighborhood's scale, character, and livability. The form and scale that new developments take—more than its density—is increasingly a primary concern.

This Plan recognizes that compatible design is a key part of growing successfully through infill and redevelopment. The scale or physical

appearance of buildings, noise, glare, shadowing effects of taller buildings, parking, and other characteristics can impact neighboring properties.

Tools like neighborhood plans and improved development codes can guide new development in ways that help it keep in character and scale with existing homes. Improving tools that allow neighborhoods to accept new types of housing opportunities without losing their essential character can reduce conflicts between neighbors and developers.

The *2040 LUP* also addresses separations, transitions, and buffering between land uses of differing intensity or incompatible characteristics, such as between heavy industrial or airport facilities and homes.

In addition to regulations, "placemaking" upgrades—well-designed and maintained streets, sidewalks, parks, and open spaces—improve cohesion between uses, mitigate the effects of higher densities, and contribute to neighborhood value. Public investments should accompany significant growth to improve: pedestrian connections to nearby shops and employment, opportunities for neighbors to meet and socialize, and development of healthy, safe environments.

Related Anchorage 2020 Policies: 5, 11, 12, 13, 21, 28, 35, 41, 43, 44, 45, 46, 47, 48, 49, 51, 52, 66, and 79.

2040 LUP Policies:

LUP 7.1. Preserve, accommodate, and contribute to the character, scale, and identity

of established neighborhoods as new infill housing and mixed-use development occurs. Protect and restore the natural environment as development occurs in these neighborhoods.

LUP 7.2. Ease the transitions between more intensive uses and adjacent lower-density neighborhoods—in terms of the built scale, height, level of activity, and character.

LUP Policies **1.6, 2.3, 4.3, 5.2, 6.2** are also integral to this Goal.

Goal 8. Anchorage maintains, improves, and strategically expands parks, greenbelts, and trail corridors to enhance land values, public access, neighborhoods, and mixed-use centers.

Anchorage offers the kinds of places that are gone from most other major cities. Open spaces, greenbelts, and trail corridors are valued assets of this community. Anchorage recognizes that natural areas are vital infrastructure that sustains neighborhoods and centers experiencing infill and redevelopment.

One of Anchorage's many competitive advantages for attracting talent and investment in the global economy is its extensive network of greenbelts, trail corridors, and natural open space. These amenities support growth and livability of neighborhoods and centers.

The *Anchorage 2020 Conceptual Natural Open Space Map*, updated as the *Community Natural Assets Map* in Appendix A, informs strategic decisions about preservation priorities and new additions to this green infrastructure.

This Plan recommends adding parks and greenbelt connections to offset neighborhood deficiencies, and to support higher density development. These new open space features can also function as buffers between incompatible developments.

Critical fish and wildlife habitats and natural areas important to water quality, public access and recreation are retained. Restored greenways and creek corridors support higher density and redevelopment with open space amenities.

Connecting these assets to neighborhoods and employment centers by extending greenbelt trails and other pedestrian connections is also a high community priority.

Anchorage will seek to work with partners to identify new acquisition alternatives and improved funding mechanisms for creating and maintaining open space and recreational areas.

Related Anchorage 2020 Policies: 50, 65, 66, 67, 68, 69, 70, 71, 72, 84, 85, and 86.

2040 LUP Policies:

LUP 8.1. Provide new and improved trails, greenbelts, and other pedestrian facilities as alternative travel ways by connecting open spaces, neighborhoods, and urban centers.

LUP Policies **1.5, 5.2, 5.4, 10.1, 11.2** are also integral to this Goal.

Goal 9: A sufficient, predictable, and strategically located land supply allows Anchorage’s industrial employment sectors to thrive, protected from non-industrial uses that might displace them.

From its origins near Ship Creek to the development of its airports, Anchorage has grown because of its function as a maritime, air, and land freight distribution center of vital importance to the Alaskan economy. Its industrial sectors, strategically clustered on lands with access to the airport, railroad, and port facilities, drive the Anchorage economy and support other economic sectors. Industrial businesses, therefore, tend to make a disproportionately important contribution to local employment and economic opportunity, paying higher wages and supporting the State’s key industries and population centers.

However, Anchorage does not have sufficient industrial-zoned land to accommodate the forecast economic growth, even considering the Chugiak-Eagle River land supply. Moreover, industrial lands in the Bowl face well-documented economic pressures to convert to other uses. This is due in part to land scarcity among commercial and residential land uses. Industrial uses are less able to adjust by using land more efficiently, such as multi-story development.

This Plan retains a sustainable supply of industrial land in strategic areas and recommends limiting incompatible uses to avoid conflicts with industrial activities.

The Plan encourages a share of Anchorage’s forecast employment growth to occur in these lands. It prioritizes industrial functions, such as manufacturing, production, and distribution enterprises, over low-employment uses like outdoor storage. In particular, it recognizes Traded Sectors, the key industrial land-utilizing industry sectors that export locally sourced goods and services to markets outside of Anchorage and, thus, tend to pay higher wages.

Related Anchorage 2020 Policies: 26.

2040 LUP Policies:

LUP 9.1. Identify and preserve a suitable, predictable supply of industrial land in areas most appropriate for existing and future high-priority industrial uses.

LUP 9.2. Limit non-industrial uses that could displace or conflict with existing or potential industrial functions in industrially designated areas, in order to preserve these areas for primarily industrial development and ensure compatibility of adjacent uses and traffic.

LUP 9.3. Encourage the retention and intensification of industrial uses on existing sites via reuse and redevelopment through public programs that address brownfields, infrastructure, and utilities.

LUP 9.4. Recognize Traded Industrial Sectors as high priority for economic development and industrial land availability, preservation, and infrastructure investment actions.

LUP Policies **1.5, 5.1, 10.1** are also included in this Goal.

Goal 10. The community supports its anchor institutions and facilities and recognizes the important local and statewide benefits they provide, while mitigating adverse impacts associated with development and locational expansion.

Anchor institutions are large organizations that have an established presence by their sheer size, permanence, and stabilizing social ties and services to the surrounding community. They diversify the city’s economy by employing large workforces, purchasing goods and services, generating research and technology, and attracting significant investment. They serve the needs of the city’s residents and all Alaska.

Anchor institutions include: University of Alaska Anchorage, Alaska Pacific University, Providence Alaska Medical Center, and Alaska Native Medical Center in the UMED District; Alaska Regional Hospital; Ted Stevens Anchorage International Airport; Port of Anchorage; Alaska Railroad; and Merrill Field.

Also, Joint Base Elmendorf-Richardson (JBER), while located outside the Anchorage Bowl planning area, is a key contributor to the economic, social, and physical fabric of the city. Anchorage seeks to grow and evolve in ways compatible with JBER’s performance of its national security mission.

The universities and medical institutions play important roles delivering vital health and educational services to the residents of

Anchorage and Alaska. All these anchor institutions have large campus settings and facilities. Their operations, growth, and expansion can impact surrounding neighborhoods and areas.

This Plan and other elements of the Comprehensive Plan, including the *UMED District Plan*, seek to encourage coordinated institutional growth that creates integrated, connected campuses that respect the livability of surrounding residential neighborhoods and natural resources. Conversely, the institutions benefit from strong neighborhoods with workforce housing and a great living environment around them.

The airport, railroad, and port facilities are managed primarily within present facility property boundaries. However, there is a need to prioritize water, sewer, and roadway and runway investments in order for these areas to modernize and grow. Also, transitions and buffers between major facilities and residential neighborhoods are essential. In some cases, the public has enjoyed the use of portions of these institution lands in areas that are development reserves for future growth.

Related Anchorage 2020 Policies: 26 and 28.

2040 LUP Policies:

LUP 10.1. Expand and encourage partnerships with Anchorage's anchor institutions and facilities to promote and coordinate growth and development compatible with surrounding neighborhoods.

LUP Policies **4.1, 7.2, 8.1** are also integral to this Goal.

Areas of Growth and Change

The *Areas of Growth and Change Map* highlights the relative degree of changes guided by the *2040 LUP*. In most locations, the changes on this map reflect existing zoning, development trends, and adopted plans. It depicts the growth that is anticipated to occur through 2040, as follows:

Areas of Significant Growth are expected to experience new development on vacant parcels, or redevelopment of underused parcels, that transforms the character or activity level of the area. These areas have the most potential to absorb growth. Public infrastructure, such as parks and streets, will be improved to enhance quality of life for residents, employees, and/or visitors.

Areas of Moderate Growth are expected to experience development and evolve in a manner that enhances their form and character. These areas have moderate potential for absorbing growth over time. Some infill and redevelopment is likely to occur, mostly on individual lots or in clusters, and fit with the existing and planned street patterns, setbacks, and building form and scale. Incremental improvement to local infrastructure and street/walkway connectivity may occur.

Areas of Little Growth are expected to experience only minor change and retain their existing use and character. These areas have limited potential for absorbing growth.

Infill, reuse, and development will occur on a small number of scattered sites. Maintenance of existing infrastructure or incremental upgrades of street, trail, or other infrastructure should occur.

This map also shows where the *2040 LUP* recommends changes from adopted district or neighborhood plans, or changes in land use or intensity of use from that provided by existing zoning.

How Were Areas of Change Identified?

Below are the factors that emerged from analyses, public comments, and workshops during the development of the *Land Use Plan Map*. These factors influence which areas are most likely to change or absorb growth:

1. In or near major commercial or employment centers, including Downtown, Midtown, and UMED.
2. Accessible to public transit, pedestrian, and bicycle routes.
3. Undergoing change, where development and investment is anticipated to continue.
4. Where existing zoning allows for greater intensity of development than occurs today.
5. With buildable land or redevelopment opportunities.
6. Near or accessible to stores, jobs, restaurants, and other services, amenities, and attractions.

7. With existing infrastructure (e.g., streets, parks, water, sewer, sidewalks) or where cost/feasibility of upgrading capacity is there to support additional growth.
8. Where reinvestment in infrastructure is already planned or anticipated, which will support additional growth.
9. With fewer development constraints, natural hazards, or sensitive natural features.
10. With potential benefits or burdens for lower-income and vulnerable populations.
11. Prioritized in adopted neighborhood or district plans.

The amount of change reflected on this map is based on recent growth forecasts, housing needs, and recommendations of this Plan and other elements of the *Comprehensive Plan*, such as adopted neighborhood and district plans and public facility plans.

Principles for infill design and compatibility in areas of growth are provided in Section 2.



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Section 2 Plan The Land Use Plan Map



2.1. Creating Great Places

To achieve Anchorage’s growth strategy, the *Anchorage 2040 Land Use Plan Map* identifies 18 color-coded *Land Use Designations* that direct the use, intensity, and form of development across the Anchorage Bowl. These designations support an overall "structure" of six types of places that define Anchorage’s built and natural environment. Table 1 overviews the types of places and their Land Use Designations.

This Section presents the *Land Use Plan Map* and defines the Land Use Designations and other features on the Map. Other features on the map, including Growth Supporting Features, are explained in Section 2.3.

Land Use Designations

Each Land Use Designation begins with an

overview of its role and function. It then identifies a range of appropriate land uses and intensities of use in the area, and a description of the area’s recommended physical character. It concludes with location criteria proscribing where the Land Use Designation is best suited. Taken together, these aspects shape and define the urban form and growth that will take place over the next 25 years.

Density Ranges

The *2040 Land Use Plan* guides the distribution of future population, housing, and employment across the Bowl by including a measurement of intended development density in most Land Use Designations. The measurement is expressed as a range of potential densities of dwellings (per acre) or building floor area. This helps the two meet forecast

population, housing, and commercial and industrial land needs. The sidebar on the next page explains how this Plan measures density.

Character

Any given density can result in places having very different characteristics, such as building heights and street layouts ranging from urban to suburban. Therefore, the description of each Designation includes a description of key physical characteristics that define it as a place.

Character of place is integral to land use, the way people experience a place, and how that place functions. Urban design is a central to planning because it supports successfully accommodating additional housing and businesses in already built neighborhoods, districts, and mixed-use centers. In addition to their individual described physical characteristics, many Land Use Designations refer to the shared infill design principles provided at the end of Section 2.1.

Zoning Districts

Most every Land Use Designation has a corresponding set of zoning districts which implement it. This allows for a range of possible zoning densities to reflect local conditions and characteristics of the site and surrounding area. The area’s Land Use Designation does not imply that the most intense corresponding zoning district is recommended nor is the most appropriate.

Table 1. Types of Places

Types of Places	Land Use Designations
Neighborhoods	Large Lot; Single Family and Two Family; Compact Mixed Residential - Low; Compact Mixed Residential - Medium; Urban Residential - Hi
Centers	Neighborhood; Town; Regional Commercial; and City Centers
Corridors	Commercial Corridor; Main Street Corridor
Open Spaces	Park or Natural Area; Other Open Spaces; Public Facility / Natural Area
Facilities and Institutions	Community Facility or Institution; University or Medical Center; Airport, Railroad, or Port
Industrial Areas	Industrial; Light Industrial / Commercial

Proposed rezones should be consistent with Title 21 and *Comprehensive Plan* policies.

The zoning districts listed in Section 2 (e.g., R-1, B-3, etc.) are described in Appendix A, with Map PP-1. Some implementation zones listed under the Land Use Designations do not yet exist in code, or may need to be amended to fully implement this Plan. These are noted as action items in Section 3.

In addition to the zoning districts listed, the Parks and Recreation (PR), Public Lands and Institutions (PLI), and Planned Community Development (PCD) districts are compatible with most every Land Use Designation.

Location

Most Land Use Designations have a set of location criteria that are derived from the Goals and Strategies in Section 1. These provide the rationale for recommending the locations and intensity of uses. The location criteria for each designation apply in combination rather than individually. However, it is not necessary that all criteria be met in every location.

Relationship to Land Use Designations in Area-specific Plans

As of 2016, the 14 neighborhood, district, and other plans adopted for the Bowl collectively used 70 different Land Use Designations to represent future intensity and distribution of land uses. Many of these designations share similar names and

definitions. The Land Use Plan Map retains the diversity of each plan's land uses.

The *2040 Land Use Plan Map* illustrates a more general picture of future land use for the Bowl by distilling all 70 land use designations into 18. This provides a citywide land use policy structure which supports and coordinates the various plans with a common terminology.

Table 2, cross-references the Land Use Plan Map designations with the corresponding designations applied in the area-specific plans. This system retains the land use designation categories in the neighborhood and district plans', which refine the citywide land use categories in order to address area-specific needs.

Future area-specific plans may assign narrower categories as long as they align within the Land Use Plan Map designations.

Users of the *Anchorage 2040 Land Use Plan* should refer to the **Area-specific Plans Map** (see page 3)to determine which, or if, a neighborhood, district, or other area plan applies in the area of interest. Users should refer to the applicable area-specific plan for greater details regarding planned land uses and development.

In a few locations, the Land Use Plan Map shows Land Use Designations that differ from those in the area-specific plans, as

discussed in Section 1.1. These areas are shown on the *Areas of Growth and Change Map* at the end of Section 1. For these areas, the *2040 LUP* applies.

Measurement of Density

Each Land Use Designation (except the Open Space and Facilities and Institutions Designations) includes a measurement of development density, either in dwellings per acre or floor-to-area ratio (FAR).

For most residential neighborhood Land Use Designations, density is expressed as the number of housing units per gross acre of land in the Designation. "Gross" acreage includes the streets, open spaces, non-residential uses such as churches, and unusable lands. This means it is the intensity over the entire Designation area, not individual parcels.

Commercial and high density housing Land Use Designations include a measure of building density expressed as Floor-Area Ratio (FAR). FAR is the building's floor area divided by the lot's land area. For example, a parcel with a 10,000 square foot building and 20,000 square feet of land area has a FAR of 0.5.

The density ranges in this plan do not apply as the measure of how much housing or building floor space is allowed on an individual site. Title 21 regulations provide direction for allowable density. Location, topography, site development standards, and other factors also influence the buildable density on a lot.

Table 2. Crosswalk between Bowl-wide and Area-specific Land Use

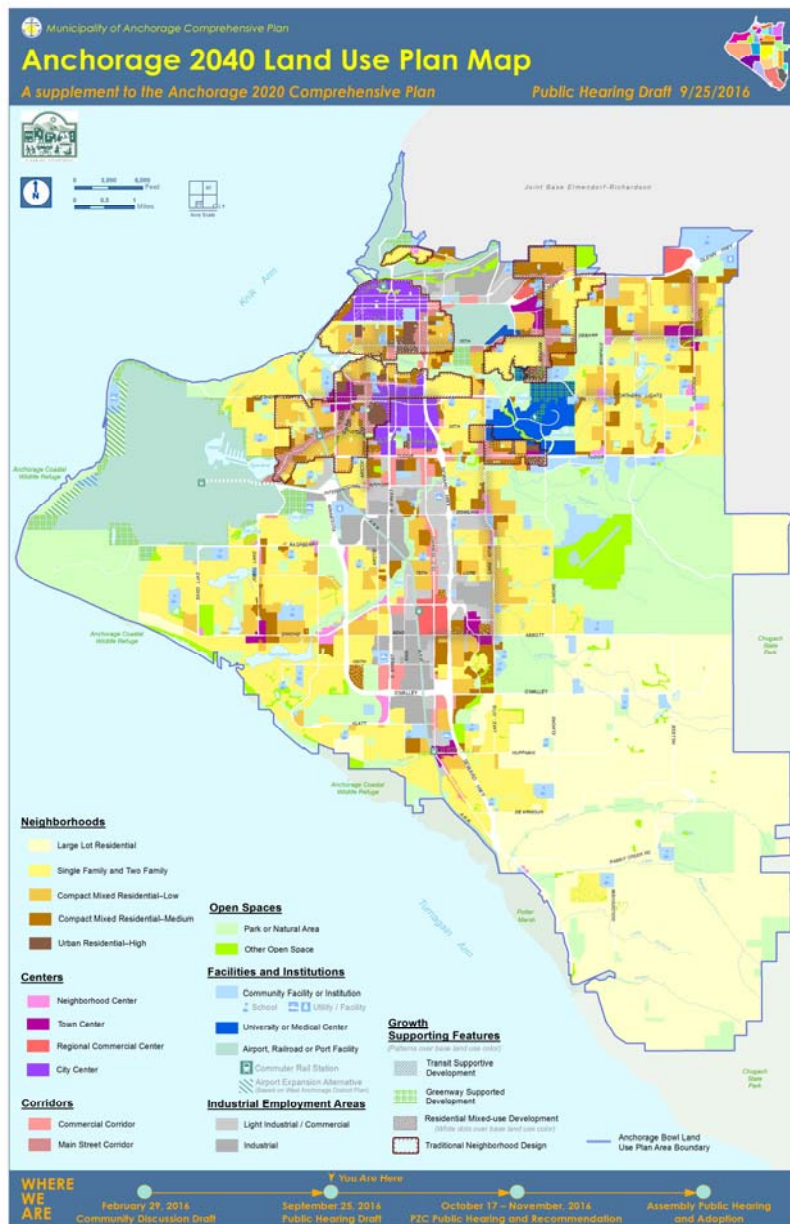
Anchorage Bowl Land Use Plan Designation	Area-Specific Plan Designation	Area-Specific Plan	Anchorage Bowl Land Use Plan Designation	Area-Specific Plan Designation	Area-Specific Plan
Large Lot Neighborhood	Limited Intensity Residential, 0-1 dua Low Intensity Residential, 1-3 dua Residential / Access Reserve	E, H, W H H	Park or Natural Area	Park or Natural Areas Park(s) and Natural Resource(s) Park Existing Recreation; Open Space, Wetlands, and Recreation Recreation and Recreation-Related Public Purposes Watershed; Greenbelt; Active Recreation Open Space or Park/Open Space	F E, GH, H, W MV, U Tu35 Tu35 FNB D, TuPLI
Single Family and Two Family Neighborhood	Low Intensity Detached, >1-5 dua Low Intensity Detached, up to 4 dua Low Intensity Detached, >3-5 dua Low Intensity Attached and Detached, 5-8 dua	E, U, W F H E, GH, U, W	Other Open Space	Other Areas that Function as Park and Natural Resource Other Park or natural area Greenbelt Natural Area Recreation and Recreation-Related Public Purposes Public and Institutional Lands; Active Recreation	E, GH, H, W F FNB, SC U Tu35 FNB
Compact Mixed Residential - Low	Low/Medium Intensity Residential, >8-15 dua Low/Medium Intensity, >8-15 dua	E, GH, MV F, U, W	Community Facility or Institution	School(s) and/or Community Institution(s) Suitable for Redevelopment or Development Existing Development Development Area; Reserve Public Utility/Facility Existing Development	E, F, GH, H, MV, U, W Tu35 TuPLI E, GH, H, MV, U, W Tu35
Compact Mixed Residential - Medium	Medium Intensity Residential, >15-35 dua Medium Intensity, >15-35 dua Medium Intensity, >15-40 dua	H, GH, MV E, U F, W	University or Medical Center	Major Institutional	U
Urban Residential - High	City Center Intensity, >35 dua Residential (City Center High Intensity), 40+ dua Suitable for Redevelopment (Redevelopment) High Intensity Residential/Mixed Use, 40+ dua	F W Tu U	Airport, Railroad, or Port Facility	Major Transportation Facility Marine Industrial	F, GH, W SC
Neighborhood Center	Neighborhood Center Neighborhood Commercial Center Limited Commercial	E, GH, W U H	Light Industrial/Commercial	Light Industrial / Commercial Industrial / Commercial Industrial / Commercial (Limited) Industrial / Commercial Reserve	MV E, D, GH F W
Town Center	Town Center	E, W	Industrial	Industrial Industrial / Industrial Reserve General Industrial	F, MV GH, W SC
Regional Commercial Center	Regional Commercial Center	E, MV			
City Center	Major City Center Downtown Core; Downtown Mixed-Use Downtown Residential Mixed Use Ship Creek Redevelopment Area	F D D SC			
Commercial Corridor	Commercial Corridor Office - Low Intensity	F, H, U, W E, F, U, W			
Main Street Corridor	Spenard Commercial Center Fairview Mixed Use Corridor Muldoon Corridor District Mountain View Mixed-use Corridor UMED Community Commercial Center	W F E MV U			

D - Anchorage Downtown Comprehensive Plan
E - East Anchorage District Plan
F - Fairview Neighborhood Plan

FNB - Far North Bicentennial Park Master Plan
GH - Government Hill Neighborhood Plan
H - Hillside District Plan

MV - Mountain View Targeted Neighborhood Plan
SC - Ship Creek/Waterfront Land Use Plan
Tu35 - 3500 Tudor Road Master Plan

TuPLI - Tudor Road Public Lands and Inst. Plan
U - UMED District Plan
W - West Anchorage District Plan



The Land Use Plan Map can be viewed on the web. Search “Anchorage Land Use Plan”. A larger 11” x 17” size is available separately.

Shared Design Principles

As Anchorage evolves, thoughtful urban design can help both conserve and enhance the characteristics of its neighborhoods and districts that make it appealing to residents, workers, and visitors alike. In a flourishing city, design can help seamlessly integrate the new with the old.

Tools like neighborhood plans, zoning, and incentives are increasingly used to protect, enhance, or reflect the character of established places, especially residential neighborhoods. Ensuring that new homes and transitional areas are in character with existing homes can help to accommodate new housing types and reduce conflict between neighbors and developers. These tools also guide both new development on infill lots and redevelopment to support walkability and “Complete Streets”.

Physical character is integral to the 2040 LUP Land Use Designations. The following infill design principles are concerned with the broad choices Anchorage makes about where and how to grow. They describe some of the intended physical characteristics common to some of the Land Use Designations and Growth Supporting Features in Section 2. Where these design principles are applicable, the Land Use Designation or Growth Supporting Feature will refer to them.

Continued Next Page...

Shared Design Principles Continued

...Continued from Previous Page

As growth and change occurs, it is the intent of this Plan that these Land Use Designations and Growth Supporting Features are guided by tools that focus on creating compatible and efficient development.

The design principles are intended to build on the preferences expressed during the 2040 LUP planning process and in adopted area-specific and functional plans.

They are not intended to be used for reviewing individual projects. Rather, they are intended to serve as guidance for targeted amendments to development regulations, inform incentives programs, and discretionary land use decisions such as rezonings or public facility site plan reviews. Through zoning regulations and specific development review processes, Anchorage helps shape the appearance of individual infill projects.

Placeholder for Complete Streets
Definition and Photo(s).

Infill Design Principles for mixed-use centers and corridors:

- A mix of uses sharing the same public streets, sidewalks, and pedestrian spaces.
- Active uses such as retail shops and restaurants at the ground level to provide pedestrian interest, especially at key intersections and street segments.
- Parking located beside or behind buildings in urban settings.
- Shared parking solutions among neighboring uses; and surface parking layout plans that address the possibility of transitioning to a higher intensity use.

Infill Design Principles to enhance connections and pedestrian access:

- A connected grid of streets and pathways.
- “Complete Streets” that accommodate bicycles and pedestrians.
- Sidewalks and trails that are safe, comfortable, and attractive in all seasons.
- Building orientation and scale that frames a welcoming walking environment; Windows and entrances of active uses such as stores, offices, or living spaces address the street and public realm.
- Parking located behind building frontages, with fewer driveway curb cuts.

Design principles for relationship to surrounding neighborhoods:

- Gradual decreases in building height, mass, and scale so that new structures provide a transition to smaller scale, lower density neighborhoods.
- Incorporation of lower-intensity housing types or buildings along a shared street frontage.
- Infill and redevelopment that is compatible with height, scale, and massing of adjacent homes and the overall character of the street frontage.
- Protecting front, side, and rear yard setbacks to provide open space, play space, landscaping, and sunlight access.

2.2 Land Use Designations

Neighborhoods

The five Neighborhood Land Use Designations reflect the diversity of housing and neighborhood characteristics found in the Bowl. These include Large Lot, Single-family and Two-family, Compact Mixed Residential - Low, Compact Mixed Residential - Medium, and Urban Residential – High designations. Neighborhoods range from very low intensity in semi-rural areas to suburban patterns, to traditional urban grid street pattern, and high intensity urban neighborhoods.

Compatible institutional uses such as places of worship, parks, and child care facilities are allowed in Neighborhoods. Neighborhood-designated areas can include small-scale commercial services located in existing neighborhood business zoning districts or in new locations designated by a neighborhood or district plan. The B-1A district is the implementing district.

Large Lot Residential

This designation provides for single-family residences on lots that are generally one acre or larger, in rural and semi-rural environments. Most areas are served by private wells and septic systems.

Uses:

- Single-family detached homes.
- Accessory dwelling units and two-family structures may also occur on large lots.

Character:

- Low building coverage on large lots, with broad setbacks and a variety of custom home designs.
- Natural vegetation, hillside topography, environmental constraints, and adjacent natural open spaces that contribute to the overall rural character.
- Rural street standards.
- *Also encouraged:*
 - “Conservation subdivisions” that cluster homes to preserve natural features and shared open spaces.

Density:

- One housing unit or less per gross acre.
- Where delineated in the Hillside District Plan, this designation also includes subdivisions with half-acre or larger sized lots with flexibility for slightly smaller size lot, at densities up to three units per gross acre.

Zoning:

- R-6, R-8, R-9 and R-10 districts.
- Where designated in the Hillside District Plan for one to three units per gross acre: R-1A, R-6, R-7, and R-3 SL districts.

Location:

- Areas with established large-lot rural development pattern;

- Areas outside of water / wastewater service boundaries;
- Areas furthest away from jobs and urban services;
- Areas with limited road access; and
- Areas with topography and other natural constraints to more intensive use.



Photo 1: Large-lot Residential

Single-Family and Two-Family

This designation provides for a variety of low-density urban/suburban residential neighborhoods. Most areas have well-developed infrastructure, public water and sewer, and municipal services.

Uses:

- Single-family subdivisions with homes on lots 6,000 square feet or larger.
- Accessory dwelling units may also occur.
- Compatible forms of two- to three-unit townhome structures may be allowed on transition lots next to higher intensity uses such as commercial districts.

- Includes neighborhood areas that include more compact forms of single-family homes, such as attached single-family structures, patio homes, “small-lot” housing, and two-unit structures. Lot size for a single dwelling may be reduced in a small-lot housing subdivision. Compact housing forms and the efficient use of land will support affordable housing opportunities in these areas. Neighborhood and district plans may delineate attached and two-family areas separate from single-family detached neighborhoods.

Character:

- Residential building scale, lot coverage, landscaped setbacks, and low traffic volumes contribute to a low-intensity residential environment.
- Accessory dwelling units have compatible character and intensity of use.
- Some neighborhoods may be more isolated, such that residents must drive to nearby shopping and employment destinations; a more integrated pattern of uses is encouraged for new or redeveloping areas.
- Fewer changes are anticipated for existing single-family neighborhoods. Changes may focus on improving connectivity, pedestrian and bike safety, neighborhood character, housing choice, and buffering transitions to more intensive land uses.

Density:

- 3 to 5 housing units per gross acre in single-family areas;
- 5 to 8 units in two-family areas.

Zoning:

- R-1, R-1A, and PCD districts.
- R-2A and R-2D in attached and two-family areas.

Location:

- Areas with established single-family development patterns;
- Areas not severely impacted by incompatible land uses or development intensities;
- Areas with low through traffic;
- Areas outside of redevelopment / mixed-use areas, town centers and transit-supportive development corridors;
- Areas away from employment and services, where low-density development helps avoid traffic congestion; and
- Areas of attached single-family and two-family development.



Photo 2: Single-family Home



Photo 3: Two-family Residential



Photo 4: Residential Accessory Dwelling Unit (ADU)

Compact Mixed Residential - Low

This designation provides for a compatible diversity of single-family, attached, and multi-family housing choices in the same neighborhood.

Uses:

- Single-family houses, attached single-family, two-family, and small-lot housing. Townhomes and smaller multi-family structures are also consistent as long as the area's scale and density is maintained.
- Compatible infill on vacant or underutilized lots is encouraged.

Placeholder for additional photo

Character:

- Lots generally 6,000 square feet or larger.
- Lot size for a single dwelling may be reduced in small-lot housing, attached single-family, and townhomes.
- Retains the characteristics of single-family neighborhoods such as front and rear yards, front entries, driveways, and building height.
- The appearance and street orientation of new multi-family/attached housing development is compatible with a

neighborhood environment that includes single-family homes and invites walking.

- To provide greater housing opportunities, areas up to half a mile from designated City Centers may allow increased density. This is subject to compatibility standards for scale, design, lot coverage, setbacks, and alley driveway access.
- Infill Design Principles to enhance connections and pedestrian access, and for relationship to surrounding neighborhoods apply (Section 1.2).

Density Range:

- 8 to 15 units per gross acre.

Zoning:

- R-2M; R-2D in certain areas.

Location:

- Areas with a mix of single- and low-intensity multi-family housing;
- Areas that provide a transition from more intense uses or traffic volumes to lower intensity residential areas;
- Areas in a quarter mile walking distance of schools, parks, transit and local services;
- Areas accessible to major streets without travel through less intensive uses; and
- Areas distant from high-intensity uses, such as City Centers, and that have developed with smaller lot sizes and lower than medium-housing densities.



Photo 5: Compact Housing



Photo 6: Townhomes

Compact Mixed Residential - Medium

This designation provides for multi-family and a mix of compact single-family and attached housing and efficient use of residential land near services, shopping, jobs, and commercial mixed-use Centers.

Medium housing density supports greater housing opportunities near jobs and services, efficient public services, and more frequent transit service.

Uses:

- Townhouses, condominiums, garden apartments, and other forms of low-rise apartments.
- Single-family and two-family residences are allowed. New single-family development is encouraged to be compact, on small lots or mixed with other housing types, to use multi-family residential land and public infrastructure efficiently.

Character:

- Two to three story buildings.
- Landscaped yards, off-street parking, and common open space in developments.
- Infrastructure investments focus on streetscape and sidewalk improvements, and connections to nearby amenities.
- Areas within a quarter mile walking distance of Town Centers and City Centers may allow up to a fourth story or additional compact housing units, subject to additional compatibility criteria.

- Infill Design Principles to enhance connections and pedestrian access, and for relationship to surrounding neighborhoods apply (Section 1.2).

Density:

- 15 to 35 housing units per gross acre;
- Up to 40 units per gross acre in Center-influenced areas, subject to limitations.

Zoning:

- R-3; R-2M in certain areas.

Location:

- Areas with existing apartment housing;
- Areas of transition between higher intensity uses and lower density neighborhoods;
- Areas accessible to arterials without traveling through less intensive uses;
- Areas in walking distance of schools and other community facilities, transit routes, shopping and employment;
- Areas positioned to provide more housing within a quarter mile of transit-supportive development corridors or near Town and City Centers ; and
- Areas positioned for redevelopment and designated by an adopted plan for medium intensity use.

Placeholder for additional photo



Photo 7: Multifamily Housing

Urban Residential - High

This designation provides for urban living opportunities close to major employment centers—Downtown, Midtown, UMED—and contributes to the vitality of City Centers by concentrating new housing nearby.

Uses:

- Apartment buildings, condominiums, and townhouses.
- New single-family and two-family development is compact, such as small-lot housing or mixed-density projects, to make efficient use of public infrastructure and multi-family lands near City Centers. Retention of existing single-family homes is allowed.
- Limited ground-floor commercial space within residential projects.

Character:

- Buildings generally three to five stories high. Taller buildings may be allowed within large development sites.
- New projects can maximize the locational advantages using structured parking, less parking, and a multi-story design.

- Developments typically provide common open space and shared amenities.
- Infill Design Principles to enhance connections and pedestrian access, and for relationship to surrounding neighborhoods apply (Section 1.2).



Photo 8: High Intensity Housing

Density:

- Dwellings: 35 dwellings per gross acre.
- Buildings: ½ to 2 FAR.

Zoning:

- R-4; R-3 in certain areas.

Location:

- Existing high density multi-family districts or use areas;
- Underutilized residential lands well positioned for compatible infill of high-density residential development near Downtown or Midtown shopping, transit, parks, schools, or employment;

- Areas designated by an adopted plan as redevelopment/mixed-use areas around Downtown and Midtown; and
- Higher capacity urban infrastructure including water and sewer is available.

Placeholder for additional photo

Centers

Four types of Centers appear on the Land Use Plan Map: Neighborhood Centers, Town Centers, Regional Centers, and City Centers (Downtown and Midtown). These Centers vary in size, location, mix of uses, scale, and intensity.

Centers are focal points for locating community and civic activity, government, commercial, entertainment, cultural, and residential. They exhibit the highest degree of interaction between different land uses. They are intended to evolve to a more compact, pedestrian- and transit-oriented pattern of development. Centers also allow housing within commercial projects, or stand-alone residential projects at minimum densities to support nearby businesses.

More than just fulfilling city growth targets, Centers are intended to be attractive places to live, work, and play. To address common needs caused by growth in these locations, this plan recommends investment in public services, such as libraries, public safety, public spaces, trails, and transit.

Neighborhood Center

This designation provides small- to medium-size retail centers that serve one or more surrounding neighborhoods. These fill gaps in areas between the larger Centers and provide services convenient to nearby residents.

Uses

- A mix of uses including small- to medium-scale convenience retail and personal services, such as food markets, bakeries, drug stores, restaurants, and professional offices oriented to the needs of the surrounding population.
- Larger Neighborhood Centers may be anchored by a grocery store.
- Mixed-use and compact, attached, or multi-family housing.



Photo 9: Neighborhood Center Scale

Character

- The compact scale, appearance, and function of new development is compatible with adjacent residential areas.
- Building heights are one to three stories; residential buildings may have up to four stories.
- Urban design reduces dependence on motorized vehicle travel to local services.
- Infill Design Principles for mixed-use centers; to enhance connections and pedestrian access; and for relationship to surrounding neighborhoods apply (Section 1.2).

Density

- Buildings: 1/3 to 1 FAR.
- Dwellings: 8 to 15 housing units per acre

Zoning

- B-1A and B-1B districts; CCO overlay; and
- Potential new overlay zone or form based district for Traditional Neighborhood Design contexts.

Location

- Existing neighborhood commercial locations typically of 2 to 25 acres;
- Areas designated by an adopted plan as neighborhood commercial centers;
- Areas generally 2 to 10 acres in size in new areas;

- Areas with direct walking and bicycle connections to neighboring areas; and
- Areas having frontage on two streets and a locally important street corner.

Placeholder for additional photo.

Town Center

This designation provides focal points of activity for a group of neighborhoods or major parts of the Bowl.

These centers integrate community-serving retail that meets the daily needs of residents of several surrounding neighborhoods, and are intended to include public services, and civic facilities. With additional housing and public investment, Town Centers can evolve into mixed-use core areas as envisioned in *Anchorage 2020*.

Infill, redevelopment, and reuse of existing buildings will create community cohesion and help catalyze further reinvestment.

Uses

- Retail shopping and local services, including grocery store anchors, eating

and entertainment venues, personal services, and day care centers.

- Offices providing professional and financial services and employment.
- Civic facilities such as post offices, recreational centers, branch libraries, and schools add to the life and vitality of the center.
- Residential or mixed-use housing development, compatible with commercial activities.

Character

- Buildings are typically two to five stories.
- Infill Design Principles for mixed-use centers; to enhance connections and pedestrian access; and for relationship to surrounding neighborhoods apply (Section 1.2).
- Integrated with adjoining compact and medium density neighborhoods, with convenient, direct walking and bicycle connections to adjoining neighborhoods.



Photo 10: Town Center

Placeholder for additional photo.

Density:

- Buildings: ½ to 2 FAR.
- Dwellings: 15 to 40 dwellings per acre.

Zoning:

- B-3 and B-1B districts; CCO overlay; or
- New form based overlay or district.

Location:

- Areas designated by an adopted plan as mixed-use centers or town centers;
- Areas at the intersection of arterial streets served by public transit;
- Areas generally 40 to 80 acres or more in size, 2-4 miles away from other town centers, each serving large subareas of the Anchorage Bowl;
- Areas with trails and walk-in trade from adjoining Neighborhoods; and
- Areas well positioned for infill and redevelopment and increased intensities.

Regional Commercial Center

This designation provides for large-scale commercial retail destinations serving a citywide or regional market. Located on large sites at the intersection of freeways and major arterials, these centers are tied to the regional transportation system, rather than to adjacent neighborhoods.

The Plan encourages Regional Centers to evolve into mixed-use activity hubs with office, lodging, community, and residential uses.

Uses:

- Retail uses with large floor areas—such as major shopping malls and clusters of large retail establishments—anchor the Regional Centers.
- Entertainment, food, and other retail services round out the shopping destination.
- Automobile-dependent uses such as big furniture stores and car dealerships also fit in here more than in the other Centers.
- Hotels, office professional services, at densities of 20 or more employees per acre
- Compatible civic uses and public transit hubs.
- Medium-rise or mixed-use housing at 8 or more housing units per acre, and 15 or more units per acre encouraged in commuter rail station areas and transit supportive development corridors.

Character:

- Building scale ranges from single-story “big box” stores to low-rise malls and commercial buildings and housing; and up to 4- to 8-story residential, office, and hotel towers.
- Expected to evolve into a physically integrated mix of commercial, civic, public open space, and residential uses.

Density:

- 1/3 to 2 FAR.

Zoning:

- B-3 district.

Location:

- Retail centers anchored by large malls and multiple large-retail establishments;
- At least 80-100 acres of commercial use at the intersection of arterials and freeways;
- Areas with public transit hubs; and
- Opportunity areas for redevelopment on vacant or underused land.



Photo 11: Regional Commercial Center

City Center

This designation applies to Downtown and Midtown. It provides for the highest concentration and diversity of employment, civic and cultural institutions and regional commercial uses. Urban housing and residential mixed-use is encouraged.

Downtown

The Comprehensive Plan emphasizes Downtown as the preferred location for municipal, state, and federal government administration, and for regional arts and cultural institutions. Because a vibrant downtown is at the heart of a successful city, revitalizing Downtown is a key strategy for Anchorage to grow as the economic and cultural center for the region, attracting and retaining talent and investment.

Downtown's strategy for revitalization emphasizes the ground-floor pedestrian environment, a shared network of sidewalks and public spaces, and historic preservation and reuse of iconic buildings.

Downtown development intensities and character vary by subarea. Downtown includes the Ship Creek redevelopment district and the Alaska Railroad intermodal station area. Certain types of critical or sensitive uses or building intensities may be limited in areas most susceptible to seismically induced ground failure, as described in the Downtown Plan, to improve Downtown's resiliency to natural hazards. Adaptive re-use and preservation of historic resources are promoted to contribute to distinctive, attractive character.

Midtown

Midtown has seen substantial growth over the last 10 years in new construction providing offices, hotel, restaurants, shopping, and other amenities.

Midtown receives focus due to the Loussac Library, concentrations of professional offices, its potential for adjacent neighborhood redevelopment, and its draw as a regional employment center.

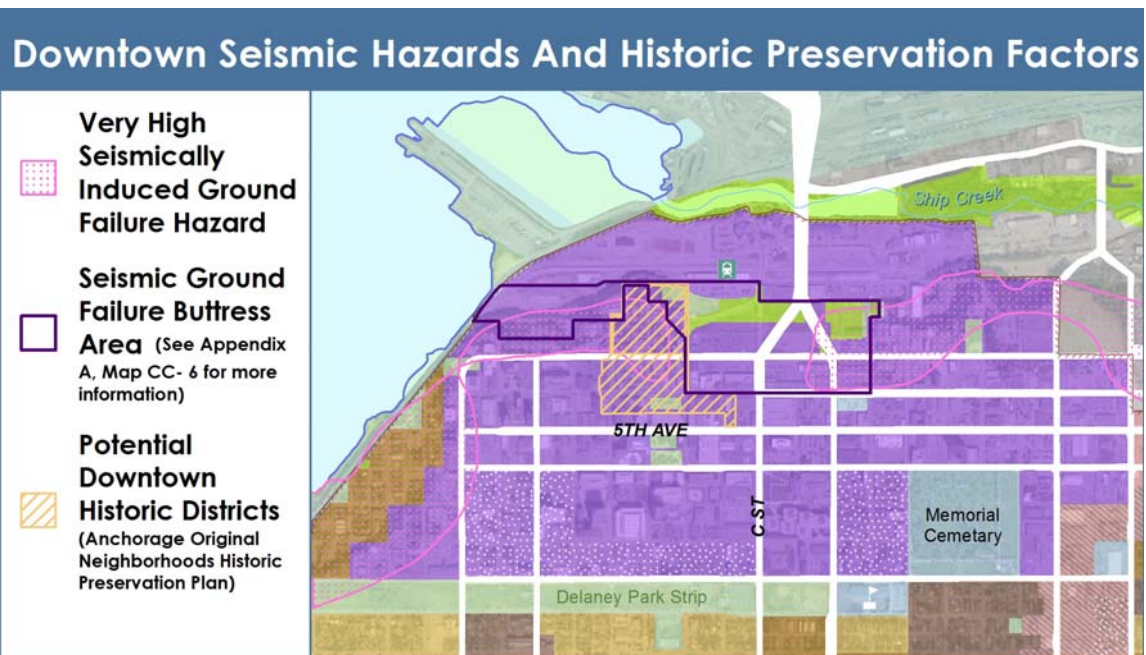
Uses

- Medium- to large-scale office developments with professional, financial, and administrative services at employment densities of 20 to 50 employees per gross acre.

- A variety of large and small retailers serving citywide, regional, and tourism markets.
- Hotel, convention, cultural, theater, dining, and other venues.
- Medium- to high-density housing projects. Mixed-use residential projects are encouraged.
- Supportive retail uses including grocery stores, day care, and banking services create mixed-use neighborhoods.

Character

- Buildings are typically 2 to 20 stories.
- Pedestrian-friendly with wider sidewalks that are maintained and attractive, distinct



streetscape themes and features.

- Integrated with adjoining compact and medium-high density neighborhoods, with convenient, direct walking and bicycle connections within and to adjoining neighborhoods.
- Infill Design Principles for mixed-use centers; to enhance connections and pedestrian access; and for relationship to surrounding neighborhoods apply.

Density:

- Buildings: 2 to 10 FAR in Downtown; and 0.3 to 5.0 FAR in Midtown;
- Dwellings: 15 or more dwellings per acre.

Zoning:

- New DT-1, DT-2, and DT-3 districts in Downtown (see Section 3 Actions);
- PCD and I-2 District in Ship Creek; and
- B-3 district with CCO or other overlay available in Midtown;
- R-4 and R-4A possible for housing or mixed-use residential development.

Location:

- The designated Downtown and Midtown major employment centers;
- Areas within Downtown and Midtown optimal for concentrations of regional commercial, or employment densities at 20 to 50+ employees per acre;
- Areas within unobstructed walking distance of high density residential;

- Contiguous core areas of commercial Downtown or Midtown rather than sites isolated from the primary City Center areas; and
- Not intended to be physically expanded at the expense of Residential areas.



Photo 12: City Center

Corridors

Corridors connect Centers, employment hubs and neighborhoods. Corridors include a growing mix of uses to support a range of shopping, retail, medical and professional services, and low to moderate intensity employment. Corridors also include office-residential (RO zoned) areas, which limit retail uses and serve as neighborhood transitions to more intense commercial areas.

Some corridors are automobile-dependent characterized by individual low-rise, single-use retail buildings or multi-tenant strip malls.

Other corridors may be designated to focus more on accommodating pedestrians and transit-oriented development. The latter often feature older buildings, smaller-lot development patterns, more frequent transit service, and are positioned well for infill and redevelopment.

This plan supports the evolution of auto-oriented commercial corridors to mixed-use, pedestrian-oriented and transit-supported environments.

Places that attract mixed-use development and residential uses are encouraged to transition to pedestrian-oriented streetscapes, and evolve into local gathering places (such as cafes, restaurants, and plazas).

Development in corridors adjacent to established neighborhoods will transition from higher intensity uses to lower intensities on the edges of these corridor areas to be compatible with adjacent residential neighborhoods.

Commercial Corridor

This designation applies to auto-oriented, low-intensity retail, office, and commercial services along arterial corridors, which support surrounding suburban residential neighborhoods.

Most Commercial Corridors are envisioned to evolve through infill commercial and housing development, and investment in streetscape and pedestrian enhancements. Revitalization of commercial properties will promote economic vitality and enhance shopping activities by trending toward a mix of uses.

Uses:

- Office development consists of small- to medium-sized buildings or complexes with professional, medical, or business services.
- Multi-family or a mix of office and multi-family residential is encouraged. Lodging, dining, and small retail uses may occur in a limited amount in an office development.
- Typical retail uses include food and drug stores, restaurants, small retail stores, exercise studios, and personal services. Commercial services include banks, real estate, medical offices, and professional services in small offices.
- Auto-dependent uses include drive-through retail, gas stations, hotels, car dealers, big box stores, and minor auto services.
- Smaller light-industrial uses with storefronts are also allowed, subject to compatibility.
- Residential or mixed-use housing are encouraged.

Character:

- Individual low-rise single-use commercial buildings and multi-tenant strip malls characterize the built environment.
- Infill Design Principles to enhance connections and pedestrian access; and for relationship to surrounding neighborhoods apply (Section 1.2).

- In Residential-Office areas, new office development is situated to minimize impacts to adjacent residential areas including scale, bulk, landscaped setbacks, and traffic generation. Former residential areas may retain a strong residential character with small office uses. Development is generally 2 to 4 stories with ample landscaped setbacks, and moderate building footprints on the lot.

Density:

- Buildings: 1/3 – 2 FAR.
- Dwellings: 8 to 40 housing units per acre
- RO Office areas: 0.3 – 1.0 FAR

Zoning:

- B-3, and secondarily B-1A, B-1B.
- RO in residential-office areas.
- R-3 where appropriate for housing opportunities.



Photo 13: RO intensity use

Location:

- Commercial corridors with stand-alone stores or multi-tenant strip malls;
- Intersections of arterials or collectors, convenient for customers, employees; and
- High concentrations of employment and traffic are avoided away from major intersections.
- Existing office areas that remain optimal for medical or other office use;
- Areas that provide a transition between more intensive retail uses or traffic and surrounding residential areas; and
- Underutilized areas along major thoroughfares well-positioned for office or residential reuse.
- Not intended to be physically expanded at the expense of Residential or Industrial designated areas.

Main Street Corridor

This designation provides for commercial and mixed-uses within urban neighborhoods that can evolve as pedestrian-oriented, transit served “main street” development. It includes specific corridors recommended in neighborhood and district plans. Main streets feature transit access, wider sidewalks, pedestrian amenities, street tree landscaping, and relocation of utility poles and boxes and other impediments to a safe pedestrian environment.

Examples of this designation include all or segments of: Spenard Road, Arctic Boulevard, DeBarr Road, Muldoon Road, Mountain View Drive, and Gambell Street north of 15th.

Compared with Commercial Corridors, many of these areas feature street grids, smaller lot development patterns, greater lot coverage, limited front and side yard setbacks, and a network of frequent street and sidewalk connections into adjacent neighborhoods along the corridor.

They are positioned for more compact, pedestrian-friendly infill and redevelopment.

Uses:

- A mix of retail and services, offices and other employment, public facilities, and housing.
- Attached and multi-family residential development is encouraged.

Character:

- Infill and redevelopment building heights typically range from two to four stories.
- Multi-story structures and more intense uses may occur at major intersections, while lower intensity buildings and uses may occur adjacent to neighborhoods.
- Infill Design Principles for mixed-use corridors; to enhance connections and pedestrian access; and for relationship to surrounding neighborhoods apply (Section 1.2).

Density:

- Buildings: 0.5 to 2.0 FAR.
- Housing: 15 or more units per site acre

Zoning Districts:

- B-3 or B1-B, with CCO overlay or new overlay zone. (See Section 3 Actions.)
- Potential new overlay zone or form based district for Traditional Neighborhood Design contexts.

Location Criteria:

- Existing commercial corridors designated by an adopted plan for transit-oriented (re)development and mixed-use;
- Early post-World War II era commercial corridors with smaller lot development patterns near Midtown; and
- Not intended to be physically expanded at the expense of Residential or Industrial designated areas.



Photo 14: Main Street Corridor

Open Spaces

Anchorage's beauty and livability is due in large part to its parks, trails, and natural open space system. Natural open spaces sustain Anchorage's urban developments, support its economic growth. Natural open space includes lakes, streams, and greenbelts and serves to provide fish and wildlife habitat.

This plan preserves and retains open space in two designations. The first, "Park or Natural Area," depicts existing and planned municipal parks. The second, "Other Open Space," includes areas that are expected to retain open space functions, such as wetlands, habitat, visual buffering, or recreation.

For map legibility, some smaller open spaces are not shown, and instead integrated under other Use Designations.

Additional new parks and open spaces are part of the city's growth strategy. The Land Use Plan Map will be updated after new open spaces are established.

Park or Natural Area

The Park or Natural Area designation provides for active and passive outdoor recreation needs, conservation of natural areas and greenbelts, and trail connections. These open spaces are municipally owned lands; however, they may include privately operated recreation facilities.

This designation includes neighborhood, community, natural resource use parks¹, special use parks, golf courses, greenbelts, and other municipal open spaces dedicated or designated by an adopted plan.

Other municipal lands of high natural value or those unsuitable for development are also included. Some are conservation easements or wetlands.

Uses:

- Parks include active and passive park areas, outdoor recreation facilities, community and interpretive gardens, trails, and natural habitats.
- Special-purpose facilities such as sports complexes, recreational centers, or interpretive centers may be allowed through special review.
- Ancillary uses such as caretaker housing and park maintenance facilities are allowed.

Zoning:

- PR and PLI districts.

Other zones can include non-dedicated spaces.

Location:

- See Parks and Open Space map in Appendix A: Map Folio.



Photo 15: Midtown Cuddy Park

Other Open Space

This designation applies to non-municipal public and private open spaces that function as part of the Anchorage Bowl's system of parks, outdoor recreational facilities, or natural preservation areas.

It includes state and federal lands currently used or designated by an adopted plan as park or natural resource use or which are environmentally unsuitable for development.

It also includes private lands that—by easement, subdivision, permit conditions, agreement, commercial activity, or environmental constraints—function as open space. Many are private lands set aside as common open space tracts in residential development.

Some open spaces in this designation are not intended to provide public recreation access.

Uses:

- Natural areas, passive use areas, indoor and outdoor recreation facilities, community playgrounds, community or interpretive gardens, outdoor commercial recreation, or horticultural uses.

Zoning:

- PLI or other districts depending on location.



Photo 16: Natural Area

Community Facilities and Institutions

The three Community Facility Designations depict existing and planned community, institutional, and public facilities in campus settings.

Community Facilities comprise a wide range of uses, including schools, civic institutions, public works yards, and utility facilities.

This category also includes anchor institutions and facilities. Anchor institutions are large organizations that have an established presence by their permanence and stabilizing physical and social ties to the surrounding community. They help diversify the city's

¹ As defined in Anchorage Bowl Parks Plan.

economy by employing large workforces, purchasing goods and services, and attracting significant investment.

Anchor facilities are the airports, railroad, and port transportation hubs.



Community Facility or Institution

This designation provides for public or institutional facilities on public or institutional lands. These institutions and facilities are integrated with the neighborhoods and provide a community service or focus for the area or wider community. Public institutions and facilities help define their community because of their permanence, civic design, and public service function.




For map legibility, some institutions and facilities smaller than one acre may be shown with the adjacent use designation. For example, utility substations are not shown on the Plan Map but are included in the surrounding predominant Land Use Designations. Likewise, religious institutions

on smaller sites are generally included in the residential Neighborhood designations.

Uses:

- Schools, community recreation centers, fire stations, libraries, museums, government offices, and cemeteries.
- Religious institutions with large campuses.
- Administrative offices of institutional and not-for-profit uses may also occur.
- Public facilities and utilities such as electrical power stations, water and sewer treatment facilities, public works maintenance yards, and water tank reservoirs.
- Public Facility lands excess to public need may be used for residential or mixed-use development by a joint public-private agreement where consistent with the policies of the Comprehensive Plan. Locational criteria shall be developed for these circumstances.

Due to a wide variety of civic uses and public facilities in this designation, the Land Use Plan Map marks some community facilities with the following symbols:

-  - K-12 School
-  - Utility/Public Works Facility
-  - Power Generation Facility

Character:

- Civic design
- Institutions are compatible with the physical scale and character of the surrounding neighborhoods.
- Public/utility facilities are typically more industrial in character and less oriented to on-site customer service.

Zoning:

- PLI and other districts.
- Utility facilities may be implemented by the I-1 and I-2 zones and Antenna Farm by the AF district.



Photo 18: K-12 Schools



Photo 19: UAA Integrated Science Building

University or Medical Center

The University or Medical Center designation provides for major educational, health, and social service institutions that serve the wider community, region, and state. Beyond fulfilling their vital missions to educate, heal, cultivate the arts, and serve the community in other ways, these “anchor institutions” collectively function as major activity centers and generators of employment in Anchorage.

The Comprehensive Plan supports the continued, coordinated growth of the major institutions in cohesive campus districts in a mutually beneficial manner with surrounding communities and outdoor recreational amenities.

Uses:

- Medical, health, education, social, and cultural service institutions in a campus setting.
- Ancillary uses include food, lodging, group housing, administrative, and outpatient medical services and

supporting retail uses as identified in neighborhood or district plans.

- Gateways may include mixed-use designated development.
- Natural areas and outdoor recreational uses serve to tie the built environment of the campus areas together.

Character:

- Physical design, setbacks, and buffering mitigate the external impacts of scale and allow the facilities to relate positively to surrounding streets, neighborhoods, and natural areas.
- Trail connections, enhanced transit service, structured and shared parking, and other strategies help reduce traffic, protect the natural character from new parking lots, and provide equitable access for non-drivers.
- This designation ties to strong neighborhoods with more housing opportunities, mixed-use vitality, and amenities. Investment in the livability of surrounding areas will support a more active campus district and increase the institutions’ attractiveness to potential clients. Where institutions directly interface with neighborhoods and public thoroughfares, they should feature an open campus with active edges, and limit perimeter uses such as parking and storage.

- Perimeter natural open space buffers should be preserved, and access to open spaces should be identified in institutional master plans.
- Future growth should minimize impacts on surrounding areas, including traffic impacts or displacement of housing or businesses.

Zoning:

- PLI as the primary district.
- RO in certain locations, subject to limitations.
- B-3 zoning where already existing.

Location:

- Institutions are not intended for expansion into existing neighborhoods at a loss of residential land.



Photo 20: Providence Alaska Medical Center



Photo 21: International Airport

Airport, Port, or Railroad Facility

The Airport, Port, or Railroad Facility designation represents the major facilities that make Anchorage the statewide transportation hub and gateway for Alaska. These facilities are extensive in land area and essential to Anchorage's economy and the regional transportation infrastructure.

They also affect adjacent neighborhoods, open spaces, and industrial distribution activities.

This designation comprises (1) the Ted Stevens Anchorage International, Lake Hood, and Merrill Field Airports, which are subject to FAA use regulations and grant assurances; (2) the Port of Anchorage and water-borne transportation-related areas; and (3) the Alaska Railroad operations areas and railroad corridor, which are subject in certain circumstances to exclusive United States Surface Transportation Board regulation.

Uses

- Primary uses include transportation facility operational activities and aviation—or marine-dependent businesses.
- Light industrial and office-warehouse activities may be accommodated on leased lots. Uses in these areas are subject to each facility's master plans and other regulations.
- Airport master plans may designate certain areas for long-term leases to non-aeronautical uses. The Plan Map prioritizes such non-facility use lands in the Airport, Port, or Railroad Facility Designation for future industrial *production, distribution, and repair* use.



Photo 22: Port of Anchorage

Zoning:

- MI, I-1, I-2, PLI, and
- Airport zoning district. (See Section 3 Actions.)
- The Railroad Utility Corridor passes through a variety of zoning districts.



Photo 23: Alaska Railroad

Commuter Rail Station

This Land Use Designation also identifies potential passenger railway intermodal stations along the Alaska Railroad right-of-way. Commuter rail stations could interact with transit oriented development in commercial mixed-use Centers and connect to local transit service. Some commuter stations already exist or are in planning stages. Placement on the Plan Map now helps inform investment decisions.



- **Commuter Rail Station**

Airport Expansion Alternative

Areas with dark green-blue line pattern depict an alternative land use designation over the base land use color of some municipal parcels west of Ted Stevens Anchorage International Airport (TSAIA). This alternative pattern applies to municipal parcels which would potentially be involved in a conceptual, long-term resolution of Airport area land use conflicts, as described in the *West Anchorage District Plan (WADP)*.

The objective of this dual designation reflects two possible land use recommendations based

on future conditions, with the intent to maximize preservation of natural space and wastewater utility needs under any scenario.

The underlying base color indicates the long-term municipal park and public facility uses that apply under current municipal ownership, uses, and parcel boundaries.

The patterning reflects an alternative long-term land use that may apply should TSAIA acquire some of this municipal land. TSAIA needs for a future second north-south runway and West Airpark use may include additional acreage in the AWWU reserve parcel and/or west to the bluff in Pt. Woronzof Park. This Plan reflects this potentiality, in keeping with *Anchorage 2020* and *WADP*.

Forecasts predict that air transportation market factors and TSAIA's physical configuration will likely lead to demand for a second north-south runway. Although TSAIA does not anticipate a need for a new N-S runway before the year 2035, TSAIA seeks predictability of ownership of the necessary land area, since it takes 12-15 years in advance for state and federal agencies to plan for, fund, and construct a runway. It is possible a N-S runway will be needed by the time of the Anchorage Bowl Land Use Plan's 2040 time horizon.

Ownership changes to these parcels could be accomplished via land exchange, fee-simple acquisition, or other permanent means subject to municipal, State, and FAA regulations. *Eminent domain* is a viable tool for necessary land acquisition for a future runway.

A cooperative land exchange or other acquisition method would bring certain TSAIA parcels into permanent municipal ownership to be preserved as open space and parks.

The TSAIA tracts involved in such transaction could include, Little Campbell Lake and Sisson Loop Trail areas abutting Kincaid Park, Connors Bog area, and the Anchorage Coastal Trail corridor. (These parcels appear on the Land Use Plan Map with the Greenway Supported Development pattern line overlay.) Land trades have been used in the past at this airport and may offer the best chance at permanent municipal ownership, preservation, and public access to these lands. Land exchanges are inherently complicated and take time. Time needed to reach an agreement would be in addition to 12 to 15 year lead time for planning and construction for a runway.

The extent of pattern area boundaries is conceptual. The boundaries between open space and airport expansion would be established through area-specific advance planning. Until there is a reason to pursue an alternative designation for the runway process, the base color designation applies.

Any airport expansion must preserve AWWU water treatment facility operations and future expansion needs, Coastal Trail realignments, and replacement or restoration of Pt. Woronzof Park acreage.

Industrial

Industrial uses in Anchorage make a disproportionately large contribution in local income, jobs, and economic growth. However, it is difficult for industrial enterprises to compete for space against other uses in this limited land market.

The *2040 LUP* recommends retention of industrial areas to ensure a predictable, sustainable supply of industrial land, and encourages efficient use of these lands by industry. Because industrial areas are also attractive to non-industrial uses, the Plan Map recommends limiting incompatible uses to avoid conflicts with industrial activities and prevent displacement of industrial employers.

Two industrial designations appear on the Land Use Plan Map. Both are oriented toward *production, distribution, and repair* (PDR) uses.

Light Industrial/Commercial

Light Industrial /Commercial areas provide for multi-sector employment in an industrial setting. It gives priority to light industrial PDR uses.

Uses:

- Manufacturing, construction contracting, freight distribution, delivery operations, wholesale, and warehousing, that generate employment and economic activity with 8 or more employees per acre.

- Vehicle and equipment repair uses
- A limited range of retail, customer service, and professional service uses that are industrial in character or compatible in an industrial use area. Examples include retail sales and services for equipment, building supplies, and large goods like vehicles or furniture.
- Office industrial parks and office developments are allowed that provide technical services, research and development, or that integrate with industrial production or distribution uses.



Photo 24: Light Industrial Use

- Other uses such as restaurants, banking, grocery stores, self-storage, lodging, commercial recreation, or group assembly are subject to limits that minimize traffic, land use conflicts, or loss of PDR employment. Some caretaker, owner, or rental housing units are allowed that retain the ground level for operations. The Light Industrial/Commercial designation

encourages more intensive retail, office, and housing to locate in Corridors and Centers.

Character:

- Development is compatible with available infrastructure and adjacent residential areas through physical scale, intensity of activities, and buffering and transitions.

Density:

- 0.15 to 0.75 FAR.

Zoning:

- I-1, Ship Creek PC.

Location:

- Industry clusters and supplier networks;
- Areas where primary functions are industrial activity and industrial-related commercial activities
- Efficient transportation access to customers and suppliers without impacting other land uses;
- Efficient access to the Airport and Port;
- Areas characterized by buildings and sites with large space for equipment and materials movement and storage; and
- Industrial areas experiencing commercial encroachment or a mix of uses, but are still optimal for PDR uses.

Industrial

This designation provides strategic areas for concentrated industrial employment and economic development, often being interdependent with the major rail, port, and airport facilities in the Bowl.

Uses:

- A full range of light to heavy industrial uses: Heavy manufacturing and production, power generation plants, mineral processing, major freight distribution terminals, railroad operations, heavy equipment repair, hazardous materials storage, recycling facilities, and waste processing and salvage, as well as the PDR uses allowed in Light Industrial/Commercial Designation.
- Certain non-industrial uses are allowed that support or integrate with industrial operations; for example, professional services, engineering, environmental, or other technical services.



Photos 25: Industrial Repair Uses



Photo 26: Office – Warehouse



Photo 27: Industrial Production Uses

Character:

- These areas are protected from encroachment by potentially incompatible uses such as retail, commercial office, lodging, and group assembly. This designation discourages uses that may appear industrial in character but in fact provide little PDR employment making inefficient use of the limited economic development land base—e.g., storage space rentals and vehicle sales and rental.

- Industrial areas are located to minimize the potential for generating off-site impacts, including noise, odors, vibration, large quantities of hazardous materials, and truck traffic. Greater buffering and screening may be required to enhance public rights-of-way and improve land use compatibility.

Density:

- 0.15 – 0.75 FAR.

Zoning:

- I-2 and MI.

Locational:

- See Light Industrial/Commercial;
- Areas with established clusters of industrial PDR development;
- Areas next to or with efficient access to Airport, Port, or Railroad facilities;
- Lands not significantly constrained by poor soils, utilities, or other conditions; and
- Separation or buffering from Neighborhoods and Centers.

Definition of Industrial Activities:
Production, Distribution, and Repair (PDR)

Land use planning requires an understanding of what is “industrial” and the types and characteristics of contemporary industrial activities that drive the local economy.

The phrase “production, distribution, and repair,” or PDR, provides a way of thinking about contemporary industry which reflects trends toward “lighter” (e.g., less dirty, noisy, or bulky) forms of industry. It is more descriptive because it helps recognize that industrial is more than manufacturing—including goods handling, transportation, and repair uses. This shift in terms characterizes Anchorage’s industrial economy.

Production in many cities is mainly manufacturing. However, it also includes power generation and construction contracting enterprises, which are prevalent in Anchorage. Manufacturing is nationally evolving toward small and medium enterprises and light manufacturers.

Distribution includes ground freight trucking, delivery, and other transportation services; warehousing; snow storage; and waste management. It also includes the major regional airport, port, and railroad facilities.

Repair uses work closely with production and distribution enterprises and include repair services to vehicles and equipment, as well as building and facility maintenance services.

2.3 Growth-Supporting Features

Four Growth-Supporting Features overlay the base Land Use Designations:

- Transit-Supportive Development,
- Greenway-Supported Development,
- Residential Mixed-Use Development, and
- Traditional Neighborhood Design

These features support resilient, long-lasting growth. They catalyze and enhance development by: reducing traffic congestion; lowering household travel costs, reducing road infrastructure and maintenance costs; and using less land for parking. They include enhancements to neighborhood design and natural resources. Such development meets the demand for walkable neighborhoods and connections to businesses. Each of these features is gaining interest and public support because they enhance property values.

The Growth-Supporting feature modifies an area's underlying land use designation by offering development concepts that otherwise might not exist at the site.

Transit-Supportive Development

Transit-Supportive Development (TSD) identifies road corridors where expanded public transit service will support a compact, walkable pattern of commercial, residential, and/or mixed-use development. Over time, compact development can create ridership demand to support more frequent bus service. It will give Anchorage's households more

choices in how to get to work and other destinations. It also provides more opportunities to live in a more walkable, accessible, and affordable neighborhood environment.

TSD could affect the design of streets, pedestrian facilities, and property developments for up to a quarter mile, or 5- to 15-minute walk, from the transit corridor. Exact boundaries will be determined through corridor studies and coordination with residents, businesses, and property owners.

Future development is encouraged to be generally in the range of 8 to 20 housing units per acre on average over the entire corridor. However, individual parts of the corridor, such as in existing single-family and two-family neighborhoods, may have less density. TSD is consistent with the density ranges of the underlying Land Use Designations shown on the Land Use Plan Map. It does not raise density ranges above the Designations.

Successful transit corridors can enhance property values. Increased bus service reduces dependence on personal vehicles and curbs their attendant effect on urban spaces devoted primarily to parking rather than people, households, and businesses. They can expand housing opportunities, as well as commercial land uses to provide job opportunities and other daily needs closer to where employees live.

To achieve these benefits, more residences (including workforce and affordable housing) and commercial building space are needed in the corridor to support more frequent, all-day transit service. Buses should run consistently every 10 to 15 minutes and connect to local and regional destinations: Town Centers, City Centers, and other service/ employment centers such as the UMED.



Photo 28: Transit-supportive Development

Additionally, the shared urban design principles in Section 2.1 for enhancing connections and pedestrian access apply.



Photo 29: Transit-supportive Development

Road improvements on the TSD corridor should incorporate expanded sidewalks, strategically placed crosswalks, enhanced street furniture, highly visible transit facilities, and other pedestrian amenities. TSDs continue to accommodate through-traffic, and some roadway improvements may be needed to address congestion. Such improvements should minimize impacts on the pedestrian environment and transit service.

The 2040 LUP envisions Transit-supportive Development on the following corridors:

- Spenard Road
- 15th Avenue/DeBarr Road
- Arctic Boulevard
- Mountain View Drive/Bragaw Street
- Abbott Road/Lake Otis Parkway
- Northern Lights / Benson Boulevard

Public transit routes will continue to operate on many other roads. Public and private improvements on other roads should continue to accommodate and facilitate multi-modal access to transit.

Greenway-Supported Development

Anchorage's greenbelts run from the Chugach State Park to Cook Inlet. Without its greenbelts, Anchorage would be a dramatically different community. Greenway-Supported Development (GSD) identifies places where new development will incorporate natural open spaces, creek corridors, wildlife habitat, wetlands and trail routes. This overlay includes linear features focused on creeks, or large sections of undeveloped land, on

institution and facility campuses. Future infill and redevelopment projects have the potential to interface with revitalized creeks, wetlands, wildlife habitats, or multi-use trails.

GSDs are depicted with a green line hatch. The underlying base color indicates the land use designation.

GSDs would support and enhance new construction, future revenue potential, and property values, by attracting more uses, housing, businesses, and employment.

GSD-Linear Features

Commuter trails within greenways improve travel alternatives between centers and surrounding neighborhoods. Trail access has the ability to support and enhance development. Benefits might include decreased parking requirements and lower traffic volumes.

The linear component of a GSD is based on restoring creek sections or other natural functions in redeveloping areas of the Bowl. Restored channels, drainage features, and mini-greenbelts, become neighborhood assets, sustainable storm water systems, and non-motorized trail routes and connections. Restored or daylighted creeks reduce pollution and flooding.

A typical GSD development pattern would extend for up to half a mile or a 5- to 15-minute walk from the creek corridor or trail greenway.



Photo 30: Greenway-supported Development

The shared urban design principles in Section 2.1 for enhancing connections and pedestrian access apply to development patterns in the linear GSDs.

The location of future trail or linear greenbelts would be determined through studies and coordination between agencies, neighborhoods, property owners, and developers. GSD features are proposed in the following locations listed in general order of priority:

- Fish Creek drainage across Midtown, potentially from east of New Seward Highway to Minnesota Drive, bringing Fish Creek to the surface with a parallel trail system.
- Chester Creek, the North Branch of the South Fork in Muldoon and at Creekside Town Center.
- Lower Ship Creek to Coastal Trail connection.

- Chester Creek northwest of Bragaw and Northern Lights Boulevard.
- Furrow Creek drainage crossing the Huffman Town Center.

Urban greenways may be incorporated into developments in various ways: as a newly constructed stream channel threaded between existing or future buildings, streets, or parking lots; or, as recreated natural water features and green spaces at intervals along a designated redevelopment corridor. This type of development will usually involve some restoration of natural features and functions. Many western US cities incorporate creek restorations and/or linear greenbelts into redevelopment projects.

A combination of development incentives, public parking, and street, trail, and infrastructure improvement projects supportive of the greenway would implement this growth supportive feature



Photo 31: Local Creek Restoration – Greenway-supported Development

Trail, Urban Space and Natural Features

Urban amenities such as pocket parks, promenades, and mini-greenbelts create spaces for people in higher density residential areas and employment centers. They become destinations attracting residents, visitors, shoppers, and employers.

Urbanized areas like Midtown and Creekside Town Center area in Muldoon experience periodic flooding. Reclaiming natural channels and drainages raises land valuations and reduces flooding, icing, runoff, and improves habitat and aesthetics.

GSD-Facilities and Institutions

The GSD overlay feature also addresses lands on public facility and institutional campuses. These areas include important wildlife habitat, buffers, greenbelt and trail connections, scenic values, or other recreation uses.

These lands are development reserves subject to owner institution jurisdictions. They are imperative to growth in order for the institution to carry out its mission serving the community. Future site-specific planning decisions will clarify the extent of facility development in these areas.

The GSD designation on institution and facility lands reflects natural open space as an alternative use should some of these areas be preserved or placed in public ownership.

The *Anchorage 2020* conceptual natural open space map² designated these areas for future open space planning actions. It is the intent of this plan to promote strategies that balance conservation with the owner institution's requisite objectives to grow.

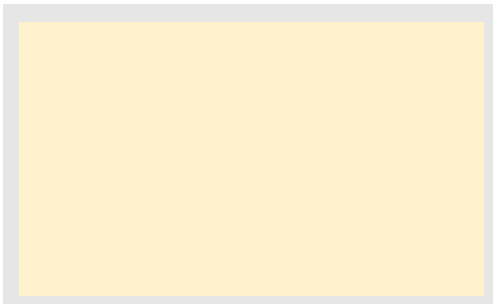
Much of the GSD comprises certain tracts in Ted Stevens Anchorage International Airport. It also consists of tracts in Merrill Field Airport, Port of Anchorage, and greenbelts in the Alaska Railroad Ship Creek Terminal Reserve. Federal regulations apply to these transportation lands. Many of these areas are important wildlife habitats, development buffers, trail greenbelts, and other public assets.

GSD overlay also characterizes the interconnected undeveloped lands in the northern UMED District. These development reserves contribute to ecological, scenic, wildlife, and recreational values for the Chester Creek watershed and for residents, employees, and students who use these lands. These reserves are addressed for long-term growth in the UMED District Plan and individual master plans of the institutions.

The land owner facilities and institutions have allowed public recreational use on many GSD

² Updated by Map CI-7, Community Natural Assets, in Map Folio.

parcels, by formal agreement, land patents, subdivision, easement or permit. In many areas these formal mechanisms have expired although recreational access continues to be allowed. In all cases the primary use remains focused on the owner institution's needs and jurisdiction. Public access is subject to the owner facility's discretion. Open space recreational uses must be compatible with the owner facility operations and federal regulatory conditions.



GSD Photo Placeholder

Specific tracts of the Ted Stevens Anchorage International Airport are opportunity parcels for a possible land exchange or other mechanism that would resolve land use and ownership conflicts. These conflicts are outlined in *Anchorage 2020* and the *West Anchorage District Plan*. Some of the long term conflict resolution possibilities require public participation and ballot measures.

Within GSD areas, the boundaries between open space and public facility expansion will be established through area planning. Alternative means of preserving lands may include land exchanges, wetland banking, purchase, or easements.

Future growth within GSD areas will include careful assessment of the value of open space components relative to further developments. Open spaces may be reduced or re-shaped to accommodate program needs and facilities; however, losses should be minimized to those necessary to provide for development, and to be mitigated. Design elements for recreation, trail connections, and ecological benefits will be consistent with adopted plans, such as the *UMED District Plan* and *West Anchorage District Plan*.

Traditional Neighborhood Design

This growth-supporting feature enhances existing urban patterns of development. These older urban neighborhoods and districts have a more highly interconnected street system, smaller block sizes, greater connectivity, and sidewalks. The Neighborhood Development Patterns map (see Map CC-1) in Appendix A identifies these parts of town as well as other neighborhoods with a more suburban or semi-rural character.

For an evolving market, traditional urban neighborhoods and the characteristics associated with them are desirable and expected to be sought in the future.

Neighborhoods such as South Addition, Fairview, Mountain View and share the same block grid of streets and alleys with Downtown. Other neighborhoods have a more relaxed and irregular street grid/alley pattern such as Government Hill, Airport

Heights, Rogers Park, and parts of Spenard and western Midtown.



Photo 32: South Addition Street Pattern

Some neighborhood plans have recognized these character areas and recommended that future infill and redevelopment occur in a compatible pattern. Downtown, Fairview, and Government Hill have recommended new overlay zones or zoning districts with urban guidelines that enhance the character of such areas.

Traditional Neighborhood Design facilitates compact development that reinforces these characteristics. It promotes policies, guidelines, and incentives that allow for and encourage new development and infrastructure (streets, sidewalks) to capitalize on this urban form. The shared infill design principles in Section 2.1 apply.

Changes may include alternative parking and driveway standards, and new overlay districts or form-based codes. Certain undeveloped tracts or redevelopment sites adjacent to existing urban neighborhoods area also included in this designation (See Section 3).



Photo 33: Spenard Street Pattern

Residential Mixed-Use Development

This growth-supporting feature promotes medium to high density housing opportunities combined with commercial mixed-use retail, office, lodging, other services, and coordinated public infrastructure investments, to create a viable mixed-use neighborhood.

This feature is appropriate where it can facilitate revitalization in or near City Centers, University or Medical Centers, Town Centers, and Main Street Corridors served by transit and trails.

The goal of this feature is to retain and grow local housing capacity, not erode the residentially zoned land supply.

This growth-supporting feature allows an increase in density and scale of development over the base designation when coupled with transition features in building height and bulk to lower density neighborhoods.



Photo 34: Residential Mixed-use

Where it overlays Neighborhood Land Use Designations, this feature provides flexibility to integrate mixed-use into residential developments, while recommending minimum residential densities consistent with the underlying residential Designation.

Some Residential Mixed-use Development areas reflect adopted neighborhood or district plans, including the Downtown, Fairview, and East Anchorage plans.

Some of these designations are in existing residential zones. Here, residential units are required to be included at a minimum housing density (20 du/a in R-4 and R-4A; and 12 du/a in the R-3) to avoid loss of residential land base.

This includes, for example, multi-family zoned blocks of Fairview in the Gambell Street mixed-use corridor, multi-family zoned parcels along Piper Street south of UMED, and part of the Rangeview mobile home park near Creekside Town Center on Muldoon. Underutilized sites in non-residential zones include the DT-3 District

and sections of the Spenard B-3 corridor. These areas will continue to allow non-residential projects such as office/retail mixed-use, at a scale and intensity compatible with an urban living environment, while encouraging residential development through new incentives, partnerships, and infrastructure investments.

Where they overlay Centers or Main Street Corridors, these areas are encouraged to become mixed-use urban villages that include housing.

In all areas, buildings are street oriented with windows, entries, and balconies, and have strong pedestrian and bicycle connections with nearby neighborhoods, business districts, and amenities. Neighborhood parks, pedestrian streetscapes, and linkages should be provided as residential/mixed-use occurs. This urban design fosters efficient use of land with less traffic congestion or need for parking.

Zoning Districts: R-4A, RO; new DT-3 in Downtown;; new variation of R-3 zone; or potential overlay zoning. (See Section 3.)



Photo 35: Residential Mixed-use Higher Intensity

2.4 Other Map Features

Major Streets

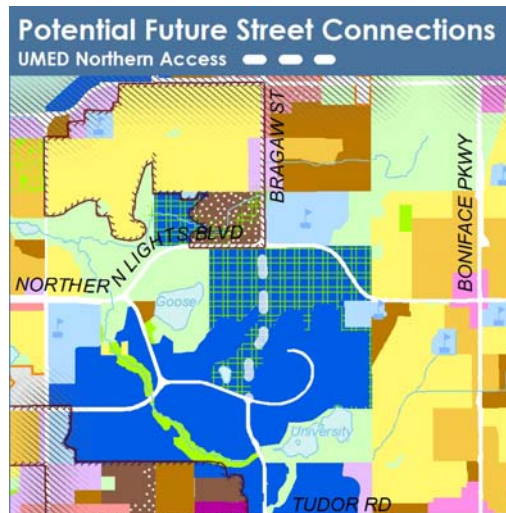
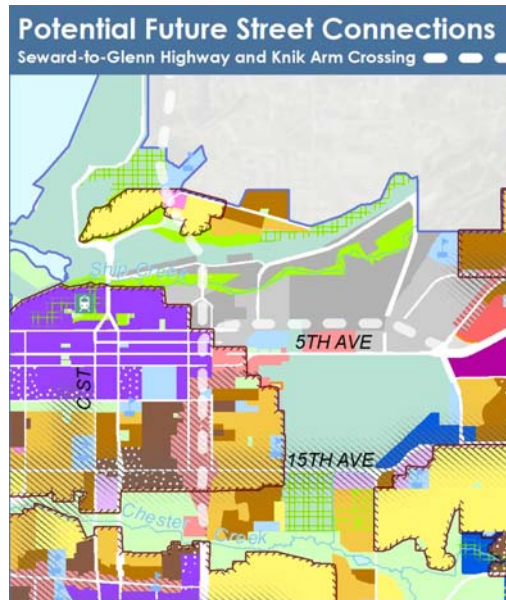
Future and existing major streets designated in Anchorage's 2035 *Metropolitan Transportation Plan (MTP)* appear in white on the Land Use Plan Map. This illustrates the relationship between future uses and the city's planned primary road network. It also shows the land area devoted to these rights-of-way. The right-of-way space includes the roadway itself, pedestrian sidewalks and pathways, and street or highway landscaping. The 2040 *LUP* does not predetermine specific future roadway alignments. It should be updated and amended to reflect future area-specific plans and transportation plans and projects.



Photo 36: Major Street

Three potential major street connections included in the 2035 *MTP*—for which the timing, funding, design, and alignment are not yet determined—are illustrative with white translucent dashed lines overlaid onto the 2040 *LUP* inset maps at right. The Seward-to-Glenn Highway connection and Knik Arm Crossing

appear on the first map; and the UMED Northern Access is shown on the second.



These proposed projects are illustrated in this Plan because of their potential impact on Anchorage's economic, development, and housing future. Planning and implementation will be required consistent with all adopted plans. Mitigation will be required pursuant to all federal regulations. The locations of these road projects on the insets are illustrative only.

Lakes and Streams

Lakes and streams appear on the Land Use Plan Map as landmarks for visual orientation. They illustrate relationships between future intended land uses, such as open space and important water resources.

Due to map scale, not all smaller lakes, streams, and tributaries are shown. The Land Use Plan Map is not intended for use in determining the location of streams or stream protection setbacks.



Photo 37: Anchorage Stream

Photo 38: Bluebells

Land Use Plan Area Boundary

The Plan Area Boundary depicts the extent of the land use planning area of the Land Use Plan Map.

Joint Base Elmendorf-Richardson, Fire Island, and lands of the State of Alaska in Chugach State Park and the Anchorage Coastal Wildlife Refuge are not subject to the *Anchorage 2040 Land Use Plan*. Certain inholdings of municipal and private land exist within the legislative boundary of the Anchorage Coastal Wildlife Refuge in the Bowl. These inholdings are subject to the *2040 LUP* planning area.

Areas outside of the Plan Area Boundary are subject to the overall municipal *Comprehensive Plan* as addressed in other plan elements and Title 21.

The Land Use Plan Area Boundary may change over time as a result of future land transfers, exchanges or agreements between the surrounding land management agencies, private landowners, or the Municipality. Changes to the boundary are processed as an amendment to the *2040 LUP*.

Section 3 Action Strategies and Actions Checklist



3.1. Implementation Tools

Achieving the goals of the *2040 Anchorage Land Use Plan (2040 LUP)* requires sustained actions and decisions by many groups and individuals over many years. To implement the Plan, the Municipality and its partners will need to change certain regulations, permitting processes, and other practices. Partners include government agencies, utilities, neighborhoods, civic organizations, and the business community, as well as property owners and developers. The municipal Planning Department will coordinate many of these actions.

Section 3 identifies changes needed to implement the goals and policies presented in Sections 1 and 2. Section 3.1 identifies the implementation tools available to the Municipality. Section 3.2 recommends essential mechanisms, or key Strategies, that use the tools described in 3.1. Section 3.3 provides a specific **Actions Checklist**. The checklist outlines time frames and responsibilities for a range of Actions, which are illustrated in an *Actions Map* at the end of the section.

To ensure success with the *2040 LUP's* recommendations, status reviews and updates to the Actions Checklist are critical. Updates recognize Actions that have been completed or when an Action is found to be insufficient to accomplish its policy. In that case, the policy guidance still holds and an alternate Action should be found.

The primary tools that the Municipality uses to guide land use changes and implement this Plan include:

A. Zoning and Development Regulations

Zoning and subdivision regulations in Title 21 are the primary land use and development controls. Zoning and subdivision regulations apply three sets of rules to specific properties:

- The kinds of uses that are allowed;
- Form regulations, such as height and setbacks; and
- Site development regulations, such as parking and landscaping.

Subdivision regulations guide platting actions, lot patterns, and how particular parcels can be divided into two or more smaller parcels.

Title 21 regulations ensure development compatibility and provide for access, infrastructure, and safety.

Other development regulations include the building code, traffic engineering policies, and municipal Design Criteria Manual. Together, these shape the location, intensity, and physical character of development.

Administrative procedures for review and approval of proposed developments also influence land use patterns. The permitting process may be more intensive for conditional uses or exceptions. Projects that achieve city objectives may be expedited.

B. Capital Improvements

The Capital Improvement Program (CIP) and Transportation Improvement Program (TIP) are the two primary municipal planning and budgeting processes used to determine cost, timing, funding, and priorities of capital projects. The CIP and TIP span a six-year period. Other agencies, such as the Anchorage School District and the Alaska Department of Transportation and Public Facilities, have their own capital improvement planning processes.

Because of limited public dollars, the Municipality must balance infrastructure investment priorities with available revenues and funding. This Plan intends that future updates to the annual CIP be consistent with the priorities established in the *Comprehensive Plan*.

Aside from municipal funds, other capital project financing sources include Government Obligation Bonds, state and federal grants, leases, loans, or donations.

Functional plans provide specific direction for improvements to public facilities and services, such as transportation, trails, parks and recreation, and water and sewer systems. Facility planning guarantees there are adequate public facilities to serve existing and new development, reduce the cost of serving new development with public facilities, and ensure that these facilities will be in place when development occurs. The plans provide input into the annual Capital Improvement Program.

C. Financing and Taxation

The Municipality may consider adopting financing and taxation policies that incentivize important uses that are difficult to finance, such as multiuse or multifamily buildings or industrial businesses. New incentives would support reinvestment in revitalization priority areas. Financial tools and incentives may include:

- Property tax abatements, where the current property tax rate is locked in for up to 10 years. This provides property tax relief and frees up funds to invest in property development. Tax deductions or tax credits may also be employed.
- Forgivable loans, loan guarantees, "below-market" interest rate loans, or in-kind benefits or grants.
- Low-interest loan funds for cleanup of contaminated (Brownfield) sites can return parcels to development-ready condition.
- "Land-based" taxation can allow properties with low-density uses, such as commercial parking lots or ministorage, to redevelop to higher-intensity uses in designated policy areas where usable land is at a premium.
- Payment-in-lieu-of-taxes agreements, such as with university or non-profit medical institutions not subject to local property tax, could contribute funds for municipal services through an agreement.

D. Land Acquisition and Preparation

Land banks and development authorities specialize in the acquisition or management of land to achieve a public policy—such as natural area conservation, public land reserves, or conversion of foreclosed property into productive uses like housing.

The Anchorage Community Development Authority (ACDA) has the authority to acquire and amass vacant, underutilized, or compromised properties. Lot consolidations and municipal investment in public infrastructure can be used in tandem with other tools to facilitate redevelopment and catalyze new development in an area.

The Heritage Land Bank (HLB) and Real Estate Services are Divisions of the Real Estate Department. The HLB manages municipally owned real estate property and administers the tax-foreclosure process.

The Heritage Land Bank (HLB) manages and surpluses public land for new schools, parks, or other developments.

HLB is creating a wetland mitigation banking program where conservation easements are employed to preserve natural areas.

The two divisions in the Real Estate Department or other authority may administer Brownfield remediation programs that clean up and prepare contaminated vacant parcels constrained by cleanup costs.

E. Coordination and Partnerships

Much of what Anchorage residents and businesses want for the future goes beyond what the Municipality can achieve on its own. Partnering with other entities is key to achieving the *Comprehensive Plan*.

Public-Private Partnerships provide cost-effective services or facilities for use by the partners and the general public. An example of this is a Business Improvement District (BID). BIDs are designated areas in which property and business owners assess themselves to collectively fund the district's maintenance or improvements.

Local Improvement District (LID) is another way to finance capital improvements that provide a special benefit to the properties within the LID boundary. The LID formation process leads to the sale of bonds and the retirement of those bonds via annual payments paid by the owners within the district. LID assessments become liens on the benefitted properties.

Other government agencies exercise land management controls that are not under the Municipality's direct jurisdiction. Nevertheless, this Plan constitutes the Municipality's public policy as to how state and federal land management agencies should conform to the *Comprehensive Plan*.

3.2. Essential Strategies

The *2040 LUP* presents several strategies as a means for accomplishing Anchorage’s desired land use goals.

Strategies are key mechanisms to carry out the *2040 Land Use Plan*. They provide details for how to meet the Goals and Policies of Section 1, and achieve the land uses in Section 2. Strategies are long-term engagements, implemented through **Actions**, which involve forming lasting partnerships among multiple organizations and the community.

Actions are the specific measures to carry out the Policies and Strategies. An individual Action is often part of a longer-term Strategy. Actions are short-term steps: Most have an identifiable end state after which the Action is considered complete. The Actions are presented in Section 3.3 Action Checklist. The following Strategies drive many of the Actions.

Strategy 1: Phasing of Growth and Investment

Phasing of new development and public infrastructure is integral to how the Plan Map is implemented. While this Plan guides growth to 2040, not all of that growth will occur everywhere all at once. Phasing and prioritization of limited public investments within key locations will help achieve community goals for housing and job growth.

The Municipality will balance its priorities to phase growth and infrastructure investments

over time. Phasing allows flexibility in how growth or public service upgrades occur.

Phasing applies specifically to growth supporting features on this Plan, such that only one or two Transit Supportive Development and Greenway-Supported Development corridors receive attention at any given time. The General order of phasing priority appears on the *Actions Map*.

If growth is slower than expected, phasing allows the city to see substantial progress in at least some mixed-use Centers, transit supportive development corridors, or new greenway corridors. The number of areas seeing improvement will be in synch with the rate of economic and population growth.

The strategy is to develop and implement phasing mechanisms and apply them across the various infrastructure entities.

Strategy 2: Reinvestment Focus Areas

One important phasing mechanism is the identification of Reinvestment Focus Areas (RFAs). RFAs direct infrastructure investments, incentives, and other Actions to catalyze infill and redevelopment in strategic areas. This will spur new compact housing and business investment within targeted urban centers, mixed-use corridors, industrial employment areas, and older neighborhoods. Investment in infrastructure may include a combination of streetscapes, sidewalks, drainage systems, utilities, parks, schools, and civic amenities, etc. These can be coordinated with incentives, such as tax

abatement, land assemblage incentives, or permit review assistance. Investment in a targeted manner in older neighborhoods and commercial areas will enhance quality of life and improve a neighborhood’s ability to attract and retain residents and businesses.

This strategy focuses public redevelopment efforts on a few neighborhoods or districts each year. It maintains these priorities until infrastructure or services are in place that support private investment. The focus then moves to another area in a phased manner.

Selection of RFAs should follow criteria that begin with the factors 1-10 at the end of Section 1.3, *Areas of Growth and Change*. In particular, RFAs exhibit the following characteristics from the Section 1.3 criteria to a high degree:

- Close proximity to major employment centers.
- Walkable to area shopping and attractions.
- Development-ready sites.
- Potential for additional housing.
- Interested land owners.
- Sufficient infrastructure capacity with cost effective public investment.
- Avoids natural hazards or big constraints.

In conformance with these criteria, RFAs should be areas of anticipated growth on the Growth and Change Map, and of compact housing or mixed-use on the *2040 Land Use Plan Map*.

In addition, an RFA demonstrates need, opportunity, and local support. It is in need of public-sector assistance to catalyze private-sector reinvestment. It is also an area of opportunity expected to give the greatest return on the public investment and incentives; producing more new housing, yielding greater economic development, and creating great places where people wish to live, work, and play.

This Plan identifies RFAs for a near-term focus of implementation and candidate RFAs for future prioritization. During the 2040 LUP planning process, three RFAs rose to the top as initial priorities for implementation. The priority RFAs are depicted in dark purple on the *Actions Map* at the end of Section 3.

1. South Downtown Residential Mixed-use
2. Middle Spenard
3. West Fairview / Third Addition

Additional RFAs were identified which could become top priorities as phasing progresses. These candidate RFAs are depicted in a light purple on the *Actions Map*:

- Boniface / Riviera
- Denali Street Area / Fish Creek
- East Creekside Town Center
- Fireweed /Northern Lights
- Lower Ship Creek Mixed Use
- South Bragaw / Northern Lights
- South of Dowling / Seward Industrial
- South UMED Residential/Mixed-use
- Spenard Town Center

This Plan retains flexibility for the Municipality to add, remove, shift, or re-

prioritize the RFAs. The 2040 LUP is intended to be a "living document," and its Strategies and Actions updated regularly as new opportunities and information arise. Therefore, the list of RFAs above and their locations and boundaries depicted on the *Actions Map* will be flexible.

RFAs can be implemented through small area plans that will include an infrastructure inventory, Return on Investment (ROI) analysis, and incentive identification. It may also include a development agreement, targeted area rezoning and other strategies of this section.

Strategy 3: Infrastructure Financing and Provision

This strategy identifies ways to finance and provide infrastructure improvements. It seeks to coordinate infrastructure planning and prioritize infrastructure investments that yield the greatest return on investment.

Infrastructure improvements retain or expand the capacity of streets, public parking, pedestrian facilities, public transit, schools, water and wastewater facilities, and other public infrastructure. These improvements are necessary to provide more housing and jobs in areas designated for infill and redevelopment.

Assisting in the financing or provision of new infrastructure needs to be balanced with the current infrastructure maintenance and safety obligations. As the Municipality and its partner agencies move forward it is important that an ROI analysis on

infrastructure investment options be performed to prioritize proposed projects.

Preparing an asset inventory of existing infrastructure conditions and capacity in areas intended for growth or revitalization will inform long term capital improvement programming.

The following funding methods are viable considerations for the Municipality:

Infrastructure Financing: Available in different forms including bonds, area-specific taxes, EPA Super funds, HUD, or privatization of some public services.

Local Improvement District: Allows public utilities to participate with willing property owners in the delivery and funding of infrastructure to targeted development areas.

Business Improvement District: Are designated areas in which property and business owners tax themselves to collectively fund maintenance or improvements in a district.

Federal Grants: Are available to help restore natural features, transit corridors, and make public health-related pedestrian improvements.

Off-site Improvements Requirements: Provide a more flexible and predictable formula for determining basic off-site improvements required of development projects. Reforms could create or enhance fee-in-lieu programs versus the current requirement to build off-site improvements.

Development Agreements: Development Agreements commit the Municipality to provide infrastructure and lock in the

development standards, providing certainty for both parties and enabling larger projects to be financially feasible.

Strategy 4: Targeted Area Rezonings

The 2040 LUP does not recommend a Bowl-wide rezoning to bring the municipal zoning map into compliance with the Plan. Instead, where existing zoning does not line up with the Land Use Plan designation, individual rezonings can occur over time, as property owners determine they are ready to develop, and, as the need arises.

However, the Municipality can expedite implementation of the Plan in priority areas, by initiating and carrying out "targeted area" rezonings with the support of the property owners. For example, a targeted area rezoning to residential mixed-use enables desired types of development in the Reinvestment Focus Areas where there are multiple property owners. Some RFAs may need platting assistance. This strategy can extend to targeted area re-plats as facilitated subdivision platting assistance for housing development in RFAs.

In other cases, the Municipality may support rezonings of industrial land to non-industrial because industrial is not consistent with how the area has developed.

The following are the justifications for a Targeted Area Rezone:

1. An area specified in Title 21 for additional analysis and potential rezoning.

2. 2040 LUP land use designation and existing zoning are inconsistent, especially within RFAs and Centers.
3. Rezone can further catalyze reinvestment and redevelopment in an area that has received recent public investments.

Strategy 5: New Zoning Districts/Overlay Zones

Recent *Comprehensive Plan* elements recommended making Title 21 more versatile and responsive to contemporary land use trends. They recommended innovative zoning districts designed to grow the city through compact development in the city's centers, compatible development in existing neighborhoods, and promoted key economic sectors.

Examples include the *West Anchorage District Plan's* recommended airport zoning, and the *Anchorage Downtown Comprehensive Plan's* recommendation for new zoning districts to address Downtown Central Business District (CBD) revitalization and mixed-use housing. Other neighborhood and district plans call for new overlay zones to encourage pedestrian-oriented mixed-use and neighborhood infill.

Strategy 6: Infill Housing Development Regulations

This strategy provides the means to amend Title 21, and other regulations to allow infill housing of many types, include design standards and address neighborhood compatibility.

It includes expanding provisions for innovative housing types, such as small-lot housing, accessory dwellings, and townhouses. It also includes increasing flexibility in some site development standards that can be obstacles to compact, walkable housing in policy priority areas. Specific examples include allowing parking reductions by-right, reduced traffic mitigation requirements, and reduced internal site drive aisle requirements near Downtown, in traditional urban neighborhood contexts, such as in Fairview or on transit supportive development corridors. Another forms of flexibility for development standards engineering design criteria for on-site utilities.

It also includes exploring compatible ways to allow additional units on small- to medium-sized lots near Town and City Centers, such as allowing an additional dwelling on a lot or an additional story, subject to building massing and step-back requirements.

The Actions Checklist includes a series of amendments to foster innovative infill housing projects that can fit into the neighborhood context. This Plan intends that this series of reforms include a public planning process.

Strategy 7: Traded Sectors Industrial Site Availability and Readiness

This strategy retains and attracts targeted industrial "traded sector" businesses, which provide well-documented economic benefits in Anchorage. It helps these uses find suitable sites and overcome obstacles to industrial development feasibility on these lands.

The strategy begins with identification of geographic clusters of key industrial uses and traded sectors, along with their supporting supply chain sectors. Outreach to these businesses then helps to identify their characteristic site needs. This informs an enhanced industrial land inventory and property database, to enable quick, informed response for municipal land use and business site decision-making needs for traded sectors.

The resulting information and public-private relationships can leverage more targeted, effective land use policies and decisions regarding key industrial areas. It also forms the basis for evolving an industrial development readiness program the second stage of this strategy. This program comprises fiscal tools and a "development-ready" site program to facilitate industrial development and redevelopment. These tools help overcome expensive obstacles to industrial development feasibility, as the available inventory of easily buildable industrial sites decreases over time.

Fiscal tools may include tax increment financing, property tax abatements, industrial bonds, property acquisition and sale. It can also include enhanced programs by which utilities may pay for up-front costs of extension and be repaid over time.

The "development-ready" site program will provide advance due diligence that verifies and "certifies" an industrial site is fully served with infrastructure, utilities, and has all potential development issues documented, enabling a user to begin construction within a

defined timeframe. As more of the development inventory consists of redevelopment sites, most vacated industrial sites will have uncertainty about contamination issues, and will qualify as "Brownfield" sites for federal programs and funding for due diligence through remediation if necessary.

Strategy 8: Special Study Areas/Small Area Plan

Special Study Areas are locations where additional study and analysis are needed to refine the land use designation boundaries, and local planning implementation actions. Some areas have been identified through adopted neighborhood and district plans. Others will help implement RFAs.

Examples include North Muldoon corridor, Fairview's Gambell Street corridor, and the 3500 Tudor Road Master Plan redevelopment area.

Until such time as new land use designations are adopted, existing policies and regulations apply to these areas.

Small Area Plan is a planning tool to evaluate and propose land uses or residential density changes to priority areas of the Bowl. These plans can resolve conflicts related to development and growth and direct private and public investment. The plans cover several geographic scales—large parcels, a small neighborhood, or part of a street corridor. Small Area Plans encompass a specific boundary that has a cohesive set of existing or desired future characteristics.

This type of planning works as a partnership between the Municipality, its residents, businesses, builders, and developers and includes a public process.

Strategy 9: Development Permitting Assistance

This Plan recommends several improvements to the municipal development permit review process.

One strategy is to create a "Project Review Management Service" to help applicants navigate the permit review process if their proposals meet certain criteria. This service would be available to development proposals that achieve certain objectives of the *Comprehensive Plan*, such as workforce housing, compact housing types, adaptive reuse of older structures, or industrial "traded sector" businesses. It could serve projects with challenging site conditions (e.g., floodplain, slope, or wetlands), complex reviews, or phased permits.

Under the Project Review Management Service, a project manager would be assigned to a project's review process. The service would assist the applicant in understanding municipal requirements and identifying issues up front, enabling them to submit complete applications and avoid delays. It also facilitates interagency reviews.

This program could also prioritize development application processing in designated Centers, such as Downtown, and in the Revitalization Focus areas.

This Strategy will require the Municipality to determine and provide the necessary resources, and to weigh the costs for delivery, as well as impacts to existing permit processes.

Strategy 10: Systematic Monitoring and Amendment of this Plan

Planning is a process that continues beyond the production of a document. It includes monitoring urban conditions, collecting data on changes over time, and making adjustments to a plan as the need arises.

Like the rest of the *Comprehensive Plan*, the 2040 LUP is "living document." It should be updated based on performance indicators and new information as the city evolves and responds to new circumstances.

Monitoring and periodic assessment of the *Comprehensive Plan* is how the Municipality and public can best measure progress, successes, and challenges in achieving its goals. Performance measures monitor progress toward achieving community goals and provide a basis for periodic plan updates or improvements.

This Strategy requires the creation of new performance measures. Development of a key indicators list will provide measurable insight about progress on key land use issues—e.g., housing production and affordability—that are addressed by this Plan. Regular reports on these indicators can help the public and elected officials judge the effectiveness of the Plan and the Municipality's Strategies and Actions to implement it. The Planning Department is the agency responsible for periodic assessment of

the progress being made toward achieving the *Comprehensive Plan*.

The Municipality may also consider *Land Use Plan Map* amendments concurrently with associated development proposals. A rezoning that deviates from the 2040 LUP may be appropriate if it demonstrates community-wide benefits or responds to new issues, needs, or opportunities not addressed in the *Comprehensive Plan*. Such a rezoning should demonstrate consistency with the Goals and Policies of 2040 LUP, and should not set precedents or pose long-term effects that run contrary to the Plan.

Land use decisions, such as rezonings, facility site selections, and area-specific plans, that deviate from the *Land Use Plan Map* should be accompanied by a concurrent amendment to the *Anchorage 2040 Land Use Plan*. This is essential for the *Comprehensive Plan* to remain current and useful as a policy guide. It maintains alignment between land use decisions and *Comprehensive Plan* elements and addresses potential impacts on other parts the community.

3.3. Actions Checklist

The Actions Checklist identifies the specific Actions to achieve the *Land Use Plan Map*.

Two tables follow:

Table 3 is the key to the terms and acronyms used in the Actions Checklist.

Table 4 is the Actions Checklist identifying the specific Actions to achieve the *Land Use Plan Map*.

The Actions Checklist assigns Action items to responsible agencies and gives each a time frame. It makes clear ties to other Strategies and whether the Action requires capital funds. An "Actions Map" following the tables shows the location of key Actions.

Actions are specific tasks to carry out the Goals and Strategies of this Plan. They identify particular programs, regulations, funding needs, or partnerships.

The 2040 LUP is structured so that the Action Checklist will be updated periodically as implementation occurs. Through the plan monitoring and assessment process, Actions can be removed if accomplished or if deemed infeasible. If necessary, the Municipality would seek alternative ways of accomplishing a Policy.

The Actions Checklist table is structured around the 10 Goals identified in Section 1. Actions under each Goal are prioritized by time frame, with nearer-term Actions first.

Table 3. Key to Time Frames and Implementers in Actions Checklist

Time Frame

Indicates whether the action should occur in the short term, medium term, long term, or is ongoing.

Term	Description
Now	Immediate: at time of or within several months after adoption of Land Use Plan Map
1 - 3	Short term: within 1 to 3 years of Land Use Plan Map adoption
4 - 6	Medium term: within 4 to 6 years of adoption
7 - 10	Long term: within 7 to 10 years of adoption until next update of Land Use Plan Map
Ongoing	Ongoing: continuous; no predetermined start or end; to be worked on for foreseeable future.

Agencies

Lists the municipal departments and other agencies or groups that will lead or participate as implementors of the action.

Municipal Agencies	Description
ACDA	Anchorage Community Development Authority
ASD	Anchorage School District
AWWU	Anchorage Water and Wastewater Utility
DevServ	Development Services Department
DHHS	Department of Health and Human Services
Finance	Finance Department
GIS	Graphic Information and Data Center
HLB/RED	Heritage Land Bank/Real Estate Development
OECD	Office of Economic and Community Development
OMB	Office of Management and Budget
PA	Property Appraisal Department
Parks	Parks and Recreation Department
Planning	Planning Department
Planning-AMATS	Planning Department - Transportation Planning Division
PM&E	Project Management & Engineering Department
Traffic	Traffic Engineering Department
Transit	Public Transportation Department

Other Partners	Description
ADOT	Alaska Department of Transportation & Public Facilities
AEDC	Anchorage Economic Development Corporation
Airports	Airports, including TSAIA, Merrill Field, and JBER
CEA	Chugach Electric
PRIV	Private Sector (includes Developers, Property Owners, Neighborhood Groups, Non-profits)
SOA	State of Alaska
Railroad	Alaska Railroad Corporation
TSAIA	Ted Stevens Anchorage International Airport
Utilities	Utilities, generally including AWWU, ML&P, CEA, Enstar, etc.

Table 3. Key to Plans and Studies and Capital Funding Requirements
Plans and Studies

Lists adopted plans or studies with policies, strategies, or implementation actions that directly relate to the action.

Comprehensive Plans	Description
AB Comp Plan	Anchorage Bowl Comprehensive Plan (Anchorage 2020)
Area-specific Plans	Description
DTP	Anchorage Downtown Comprehensive Plan
EADP	East Anchorage District Plan
FV	Fairview Neighborhood Plan
FNB	Far North Bicentennial Park Plan
GH	Government Hill Neighborhood Plan
HDP	Hillside District Plan
MV	Mountain View Targeted Neighborhood Plan
SC	Ship Creek/Waterfront Land Use Plan
Tu35	3500 Tudor Road Master Plan
UMED	UMED District Plan
WADP	West Anchorage District Plan
Functional Plans	Description
AWMP	Anchorage Wetlands Management Plan
AW/WP	Anchorage Water and/or Wastewater Master Plan
BIKE	Anchorage Bicycle Plan
HCDP	Consolidated Housing and Community Development Plan
MTP	Metropolitan Transportation Plan
ONHPP	Original Neighborhoods Historic Preservation Plan
OSHP	Official Streets and Highways Plan
PARK	Anchorage Bowl Park, Natural Resource, and Recreation Facility Plan
PED	Anchorage Pedestrian Plan
TRAIL	Areawide Trails Plan
WATER	Watershed Plans (Little Campbell Creek or Chester Creek)
Other Documents	Description
AMP	Airport Master Plans (TSAIA or Merrill Field)
CLA	Anchorage Commercial Lands Assessment (2012)
DCM	Municipal Design Criteria Manual
HMA	Anchorage Housing Market Analysis (2012)
ILA	Anchorage Industrial Lands Assessment (2015)
Seismic	Anchorage Seismic Risk Assessment Report (2010)
TSR	Anchorage Traded Sectors Analysis (2016)

Capital Funding Needs

Term	Description
\$	Dollar sign symbol indicates that the Action requires capital funds, such as from the Capital Improvements Program, Transportation Improvement Program, or other source.

Each Action contains three main parts:

- **Action Statement:** This statement provides what each Action is intended to accomplish. Some statements are simple, while others provide more detail and guidance. Each Action requires further work and analyses as part of its implementation. The dollar sign icon to the right of the action statement denotes whether the Action requires capital funds.
- **Implementers:** This identifies the agencies and partners most likely to carry out the Action. Responsibility for implementing most Actions rests with municipal departments and involve multiple departments to mobilize expertise across the Municipality. In some cases, the Action can be partly or entirely managed within the private- or non-profit sector.
- Where more than one implementer is specified, the first to be listed is the lead agency, with subsequent participants in a supporting role.
- **Time Frame:** This indicates when the Action should occur in the short term, medium term, or long term, or if it is ongoing. Time frames are general and depend on resources and community support.

In addition, the last column for each Action identifies other adopted municipal plans and studies that have policies, strategies, or implementation that directly relate to the Action.

Table 4: Actions Checklist

#	Action	Responsible Agency	Time Frame	\$	Related Plans and Studies
Goal 1	Anchorage achieves residential and commercial growth that improves community resiliency and citizens' quality of life by supporting their vision for the future.				
1-1	Prepare, maintain, and publish a land use and buildable lands inventory database, development and demographic trends, and environmental conditions data.	GIS, Planning, HLB, DevServ, PA, PRIV, ASD, AEDC	Now/Ongoing		HMA, CLA, ILA
1-2	Identify key indicators of progress on issues addressed by the 2040 LUP, monitor progress, and report on those indicators on a regular basis. Integrate progress monitoring of Comprehensive Plan elements, including functional (e.g., Bike Plan) and area-specific plans.	Planning, OECD, PRIV	Now/Ongoing		
1-3	Initiate a complete revision of the Anchorage Bowl--Anchorage 2020 Comprehensive Plan.	Planning	1-3	\$	
Goal 2	Infill and redevelopment meets the housing and employment needs of residents and businesses in Anchorage.	Actions 1-1, 2-5, 5-3, 6-1, 6-2, and 6-4 in other sections of this table are also integral to this Goal.			
2-1	Adopt and apply economic development tools to catalyze growth and redevelopment.	Planning, ACDA, OECD	Now	\$	DTP, EADP, FV, UMED, WADP
2-2	Coordinate with agencies and partners to establish criteria and the public/private partnership framework for the Reinvestment Focus Areas (RFAs). Identify a range of public investments, fiscal incentives, and other tools, and how they may be coordinated.	OECD, Planning, PRIV, utilities, PM&E, Parks, ASD, ACDA, SOA, Transit.	Now		
2-3	Implement the priority RFAs as established in Section 3.2 of this Plan.	OECD, Planning, utilities, Traffic, Transit, ADOT, PM&E, Parks,	1-3	\$	AB Comp Plan, DTP, WADP, FV
2-4	Revise state laws to expand municipal tax incentive tools for economic development.	OECD, ACDA, SOA	1-3		AB Comp Plan, FV
2-5	Implement a Project Review Management Service to help applicants navigate the permitting process for priority 2040 LUP projects, such as compact housing and adaptive reuse of older buildings, and developments in reinvestment focus areas.	Planning, DevServ, Traffic	1-3	\$	AB Comp Plan, HMA, ILA

Table 4: Actions Checklist

#	Action	Responsible Agency	Time Frame	\$	Related Plans and Studies
2-6	Adopt a medium-density residential district that allows mixed-use commercial in an integrated neighborhood setting. Require projects to meet or exceed an established minimum housing density. Promote mixed-use compatible with the surrounding neighborhood.	Planning	1-3		EADP
2-7	Adopt and apply an adaptive reuse ordinance to promote reuse of older structures, consistent with life safety standards.	Planning, DevServ, Traffic	4-6		4NHPP
Goal 3	Mixed-use, walkable commercial centers and corridors thrive within their neighborhood context, offer housing affordable to a range of incomes, and enable business growth.	Actions 2-1 to 2-6, 4-2, 5-1 to 5-3, and 6-1 to 6-5 are also integral to this Goal.			
3-1	Simplify zoning regulations for mixed-use projects relative to commercial or other projects.	Planning	1-3		AB Comp Plan, UMED, FV, MV, DTP, EADP
3-2	Amend Title 21 to reformat the B-2A, B-2B, and B-2C downtown zoning district regulations from the old Title 21 to include in current Title 21, and incorporate limited substantive revisions to these regulations that will assist implementation of Downtown Plan in the near term.	Planning, OECD, PRIV	1-3		DTP
3-3	Adopt a seismic hazard mitigation overlay zone.	Planning	1-3		AB Comp Plan, DTP, Seismic
3-4	Establish incentives for stand-alone housing projects that meet or exceed a required minimum housing density in Town and City Centers.	Planning	1-3		Title 21
3-5	Revise the Title 21 Commercial Center Overlay zoning district to more effectively implement and apply to Neighborhood Centers, Town Centers, and Main Streets.	Planning	4-6		AB Comp Plan, FV, GH, UMED, MV, EADP, WADP
3-6	Complete a comprehensive update to the downtown zoning regulations, establishing new DT districts, as part of a targeted plan review and update to Downtown Plan with an analytical report of issues and conditions.	Planning, OECD, PRIV	4-6	\$	DTP
Goal 4	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.	Actions 1-1, 2-1 to 2-5, 5-3, 6-1, 6-2, and 7-2 to 7-4 are also integral to this Goal.			
4-1	Expand regulatory user guidance / assistance materials for residential uses, including for ADUs and other desired use types.	Planning, DevServ	Now; Ongoing		HMA

Table 4: Actions Checklist

#	Action	Responsible Agency	Time Frame	\$	Related Plans and Studies
4-2	Facilitate a Targeted Area Rezoning in the vicinity of Middle Spenard Reinvestment Focus Area, with coordinated targeted area re-platting assistance or small area plans on some portions.	Planning, PRIV, Planning-AMATS	Now	\$	
4-3	Amend Title 21 to allow parking reductions by-right for residential uses; offer greater reductions in RFAs and other key development areas.	Planning, Traffic	Now		
4-4	Amend Title 21 to allow compact housing on R-2M or R-3 zoned lots near designated Centers. May include increased height or allowed units per lot, subject to additional urban design and neighborhood compatibility standards. Determine appropriate measures through a public process.	Planning	1-3		AB Comp Plan, EADP
4-5	Review site and utility engineering design criteria for infill housing and explore amendments to standards and procedures to reduce infrastructure costs while preserving safety and engineering objectives.	OECD, PM&E, utilities, Traffic, DevServ, Planning	1-3	\$	DCM, HMA
4-6	Amend Title 21 and other regulations for internal site circulation for vehicles, parking courtyards, and private lanes for compact infill housing.	Planning, Traffic, PM&E	1-3		HMA
4-7	Amend Title 21 to expand provisions allowing Small-Lot Housing on lots smaller than 6,000 sq. ft., subject to compatibility standards.	Planning, DevServ, PRIV, AWWU	1-3		AB Comp Plan, HMA
4-8	Amend Title 21 to ease current restrictions that currently deter compact housing types, such as ADUs and townhouses.	Planning, DevServ, PRIV, AWWU	1-3		HMA
4-9	Research and pre-approve housing construction plans that specifically promote desired new forms of compact housing development for walkable infill neighborhood contexts. Review existing municipally pre-approved plans to determine forms of housing that may be more appropriate to pre-approve primarily in suburban contexts, and replace those with pre-approved variations more appropriate in urban neighborhood environments.	OECD, DevServ, PRIV, Planning	4-6	\$	AB Comp Plan, FV
4-10	Require minimum densities for new single-family in multifamily zones in areas that are near Town and City Centers and are designated for public infrastructure investment or incentives for housing, such as Reinvestment Focus Area.	Planning	4-6		AB Comp Plan
4-11	Prepare and implement a 3500 Tudor mixed-use small area plan.	Planning, HLB, Transit, PM&E, PRIV, ADOT, ASD	4-6	\$	Tu35, EADP, UMED, HMA
4-12	Update the 2012 Anchorage Housing Market Analysis including market trends, forecast housing needs.	Planning, AEDC	4-6	\$	HMA

Table 4: Actions Checklist

#	Action	Responsible Agency	Time Frame	\$	Related Plans and Studies
4-13	Adopt a housing impact mitigation program to ensure that any losses of housing units or residential land to rezonings or ROW acquisitions are offset by additions in an appropriate location.	Planning, PRIV	4-6	\$	AB Comp Plan, HMA
Goal 5	Coordinated and targeted infrastructure investments catalyze new growth, provide an acceptable return on investment, and equitably improve safety and quality of life.	Actions 2-2, 2-3, and 6-1, 6-2, 6-4, 8-1, 8-2, 8-7, and 8-9 are also integral to this Goal.			
5-1	Refine the criteria used for the review of capital projects to be included in the CIP to promote implementation of the capital priorities identified in 2040 LUP, functional plans, neighborhood and district plans.	PM&E, OECD, Finance, Planning, Parks	Now		
5-2	Develop and incorporate a method for estimating and including Return on Investment (ROI) in criteria used to prioritize capital projects in the CIP, TIP, and other programs within RFAs.	Finance, PM&E, ACDA	1-3		EADP, DTP
5-3	Develop an updatable asset inventory of the condition and capacity of Anchorage's infrastructure, including water, sewer, storm water, roads, alleys, sidewalks, public transit, schools, and energy utilities--especially in areas designated for growth.	OECD, AWWU, PM&E, Traffic, ADOT, Utilities, Planning, ASD.	1-3		??
5-4	Develop an enhanced measure of school facility capacity relative to forecast/designated growth, as a means to coordinate planning for future school facility needs with land use planning and allocation of future growth.	ASD, Planning	1-3		
5-5	Expand existing programs by which AWWU may finance or provide infrastructure ahead of development within the water and waste water service area, to include reimbursement of AWWU costs.	AWWU, OECD, SOA	1-3	\$	HMA
5-6	Evaluate parameters and feasibility of a storm water utility, to address management and maintenance of storm water pipe infrastructure and runoff drainage problems.	OECD, PM&E	4-6	\$	HDP
Goal 6	Anchorage coordinates transportation and land use to provide safe, efficient, and affordable travel choices.				
6-1	Coordinate with agency partners to develop a working list of additional local and collector street connections, intersection and access improvements, and pedestrian connections that are needed to support infill and redevelopment in neighborhoods, centers, and corridors targetted to experience growth and change, such as along Lake Otis and Tudor near the UMED District.	Planning-AMATS, Traffic, PM&E, ADOT, Transit	1-3	\$	DCM, DTP, OSHP

Table 4: Actions Checklist

#	Action	Responsible Agency	Time Frame	\$	Related Plans and Studies
6-2	Adopt a policy and municipal street design criteria for "Complete Streets" and urban and mixed-use Street Typologies to serve all users and reflect adjacent land use patterns. Apply these in priority Reinvestment Focus Areas.	PM&E, Traffic, Planning-AMATS, Transit, ADOT	1-3		AB Comp Plan, OSHP,DTP,FV, GH,EADP,DCM
6-3	Adopt a Transit-Supportive Development Corridor/Transit-Oriented Development implementation plan.	Planning-AMATS, Transit, Traffic	1-3	\$	AB Comp Plan, MTP
6-4	Adopt a Street Typology map and a procedure for determining typologies as part of individual street improvement projects as an update to the OS&HP and as part of area-specific plans.	Planning-AMATS, PM&E, ADOT, Traffic, Transit	4-6		OSHP,DTP
6-5	Adopt a Transit-Oriented Development (TOD) overlay to support and regulate TOD uses, necessary infill intensities, and related projects.	Planning-AMATS, Traffic, Transit	4-6		AB Comp Plan
Goal 7	Infill development is compatible with the valued characteristics of surrounding properties and neighborhoods.	Actions 4-9, 4-13, 6-1, 6-2, 6-4,10-3, and 10-4 are also integral to this Goal.			
7-1	Adopt and incorporate neighborhood buffering standards in Airport Management District (see Action 10-1) in accordance with WADP.	Planning, TSAIA	Now		WADP
7-2	Incorporate neighborhood compatibility standards in compact housing amendments in Actions 3-4, 4-3, 4-4, 4-6, 4-7, and 4-8.	Planning, PRIV	Now, 1-3		AB Comp Plan, FV, GH
7-3	Adopt compatibility criteria in the Economic Development Tools and other incentives to ensure consistency with the 2040 LUP.	Planning, ACDA, HLB/RED, OECD	1-3		AB Comp Plan, FVNP, GHNP
7-4	Adopt a Traditional Neighborhood Design zoning district or overlay zone for urban neighborhoods, which reflects adopted plans. Incorporate "form based" regulations and structure the code to accommodate neighborhood differences and characteristics.	Planning	1-3		FV, 4NHPP, GH, MV, UMED
7-5	Adopt a Hillside Conservation Subdivision ordinance.	Planning, DevServ, PRIV	4-6		HDP
7-6	Identify development standards and incentives to mitigate impacts to wildlife near wildlife habitats.	Planning	7-10		AB Comp Plan,UMED, HDP
Goal 8	Anchorage maintains, improves, and strategically expands parks, greenbelts, and trail corridors to enhance land values, public access, neighborhoods, and mixed-use centers.	Actions 5-3, 6-1, and 10-4 are also integral to this Goal.			
8-1	Pursue state and federal grants and bonding to fund restoration or aquisition of creek corridors and wetlands.	PM&E, Planning	Ongoing	\$	Watershed, AWMP
8-2	Establish a municipal wetlands bank employing conservation easements.	HLB	1-3		AWMP, HLB Plan

Table 4: Actions Checklist

#	Action	Responsible Agency	Time Frame	\$	Related Plans and Studies
8-3	Adopt stream protection setbacks in Title 21.	Planning, PM&E	1-3		AWMP, AB Comp Plan, HDP
8-4	Conduct housekeeping rezone of dedicated parks to PR district, and some T-zoned lands to PLI.	Planning, HLB, Parks,	1-3		Park
8-5	Expand the Anchorage Parks and Recreation Service Area, consistent with the HDP, to include the entire Anchorage Bowl.	Parks, Planning	1-3		HDP, Parks Plan
8-6	Prepare a Small Area Plan for the block between 100th Avenue, Minnesota Drive, and C Street to integrate the open space and future development in a cohesive land use pattern across the public and private parcels.	Planning, Parks, HLB, PRIV	1-3	\$	
8-7	Update the Anchorage Bowl Parks Plan and include analyses of designated infill and redevelopment areas and underserved neighborhoods to pursue methods to resolve park and natural area deficiencies. Address viewshed assessment protection in the plan.	Planning, Parks, HLB, AWWU, ADOT	4-6	\$	Park, DTP, FV
8-8	Determine which municipal parks are not dedicated parks for potential nomination to full dedication status.	Planning, HLB, Parks, Legal	4-6		
8-9	Conduct valuation and ecological studies of the natural economy of Anchorage's ecosystem to determine current watershed and wetland functions, economic value, and land use development impacts.	PM&E, Planning, AWWU, PA	4-6	\$	AB Comp Plan, UMED
Goal 9	A sufficient, predictable, and strategically located land supply allows Anchorage's industrial employment sectors to thrive, protected from non-industrial uses that might displace them.	Actions 1-1, 2-1, 2-4, 2-5, 5-1 to 5-3, and 10-1 are also integral to this Goal.			
9-1	Designate TSAIA land on Raspberry Road for airport/logistics industry use as part of Action 10-1 to create an airport zoning district.	Planning, TSAIA, OECD, PRIV	Now		WADP, ILA
9-2	Facilitate a Targeted Area Rezoning of selected south "C" Street I-2 zoned lands to B-3, PCD, and I-1 as a prerequisite to implementing industrial use protections in the I-2 district.	Planning, PRIV	Now		ILA
9-3	Facilitate a Targeted Area Rezoning of selected Abbott Town Center I-2 zoned lands to B-3 and I-1, as a prerequisite to implement industrial use protections in the I-2 district.	Planning, PRIV	Now		AB Comp Plan, ILA
9-4	Expand allowances for technical/professional service offices in the I-1 zone and with fewer limits in I-2. This may include expanding allowances for medical services.	Planning	1-3		ILA

Table 4: Actions Checklist

#	Action	Responsible Agency	Time Frame	\$	Related Plans and Studies
9-5	Amend Title 21 commercial allowed use entitlements in the industrial zoning districts in consideration of findings of the 2015 ILA. This may include easing restrictions on some non-industrial uses and other supportive uses found in I zones, while increasing limitations on uses found problematic in the ILA. Clarify industrial sector allowed use categories in Title 21 to reflect Anchorage industrial land use patterns and business trends.	Planning	1-3		ILA, CLA, TSR
9-6	Identify geographic clusters of industrial traded sector uses along with their supply chain sectors. Determine the characteristic site needs of these sectors. Recommend priorities to protect, incentivize, and support these sectors into the future.	Planning, AEDC, PRIV	1-3	\$	ILA, TSR
9-7	Create an industrial readiness program for industrial traded sector uses, which comprises fiscal incentives and a development-ready site program.	Planning, AEDC, PRIV, HLB/RED, ACDA, OECD	4-6	\$	
9-8	Determine methods to upgrade/extend public utilities/roads to targeted industrial lands in Anchorage Bowl.	AWWU, PM&E, ACDA	4-6	\$	ILA
9-9	Allow innovative forms of "Live-work" industrial mixed use in parts of Downtown, Ship Creek, etc.	Planning	4-6		DTP
9-10	Expand Brownfield remediation assistance programs for industrial reuse by "traded sector" firms. Apply for loans and grant incentives to expand Brownfield remediation programs.	HLB/RED, ACDA, SOA	7-10	\$	DTP, ILA, HLB Plan
Goal 10	The community supports its anchor institutions and facilities and recognizes the important local and statewide benefits they provide, while mitigating adverse impacts associated with development and locational expansion.	Actions 6-1 and 7-1 are also integral to this Goal.			
10-1	Adopt an Airport lands zoning district that combines multiple zoning districts at TSAIA. Incorporate actions 7-1 and 9-1.	Planning, TSAIA	NOW		WADP, AMP
10-2	Resolve land use issues to encourage mixed use in UMED villages and at the interface of community and UMED District (Lake Otis/36th; Tudor Center).	Planning, Institutions, Private Owners	1-3		UMED
10-3	Develop airport interface compatibility overlay zone for areas next to TSAIA, Merrill Field, and JBER, to address noise, runway protection zones, public safety, and airport special functions.	Planning, Airports, DevServ	4-6		WADP, MV, FV
10-4	Resolve land use, ownership, and open space conflicts around TSAIA.	Planning, HLB, TSAIA, PRIV	7-10	\$	WADP, AMP

Actions Map

The "Actions Map" at right illustrates the location of some key Actions from the Actions Checklist and shows their spatial relationships.

The map shows the approximate locations of the candidate Reinvestment Focus Area (RFAs) discussed in Section 3.2. Multiple action items in the Actions Checklist refer to RFAs.

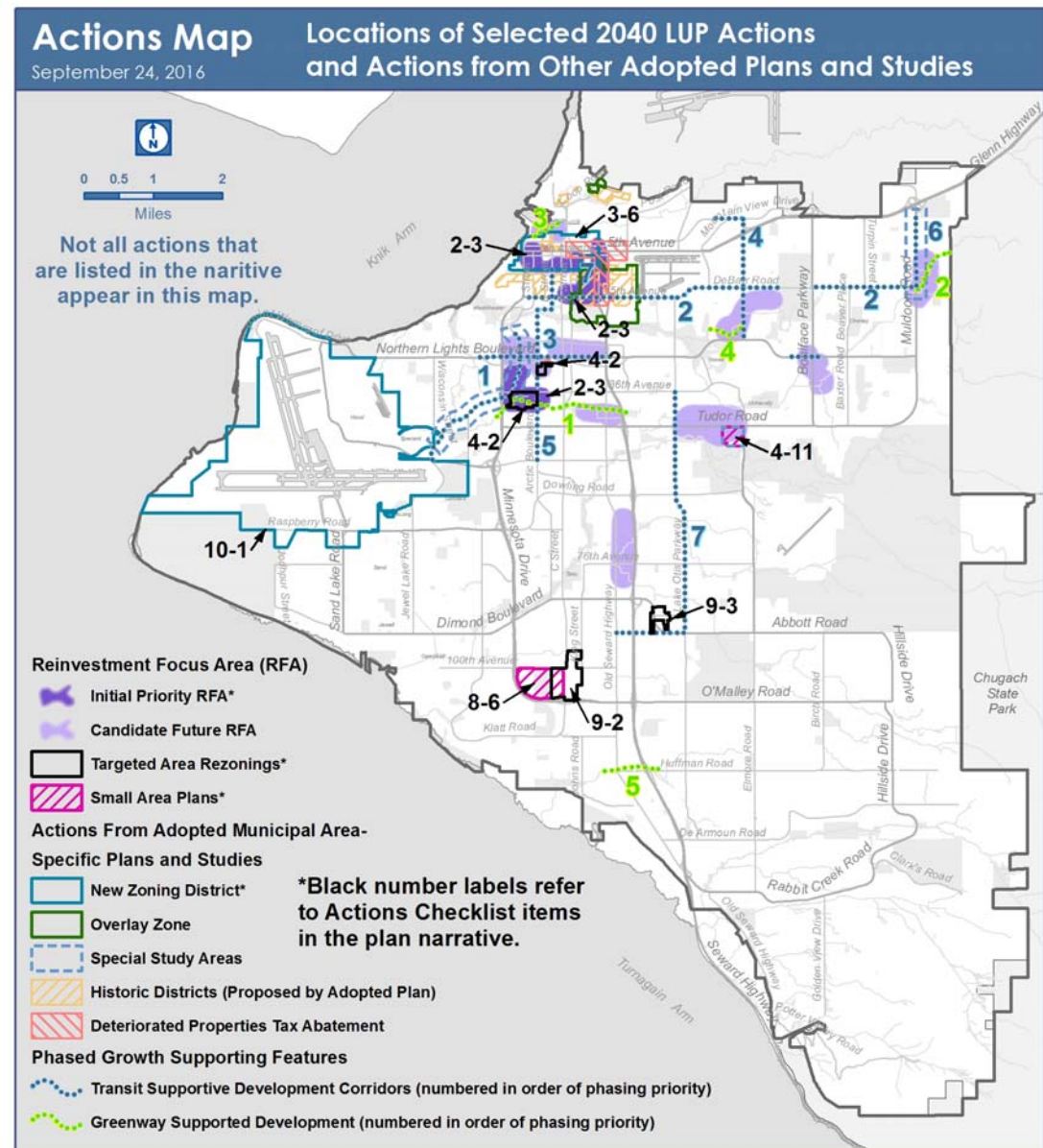
It also shows the locations of Targeted Area Rezoning specified in the Actions Checklist. The number labels on the map correspond to the action number of each Targeted Area Rezoning in the Actions Checklist.

Some action items that reflect adopted neighborhood and district plans also appear on the *Actions Map*. These include new zoning districts, overlay zones, special study areas, and proposed historic districts from the area-specific plans.

Three areas designated by the Municipality for tax abatement are shown in red. Two of these appear as red dots (one on 4th Avenue and one on Northern Lights Boulevard) because of their small size.

Lastly, the map illustrates the location and phasing priority of the Transit Supportive Development Corridors and Greenway Supported Development, as discussed in this Plan.

A larger-scale version of the *Actions Map* will be available on the *Anchorage 2040 Land Use Plan* web page and the Map Gallery.



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