





Municipality of Anchorage
Planning Department
Memorandum



G.2.

Date: December 12, 2022
To: Planning and Zoning Commission
Through:  Craig H. Lyon, Director
From:  Kristine Bunnell, Manager, Long-Range Planning Division
Subject: Case No. 2022-0133, Proposed Ordinance Amending the *Anchorage 2040 Land Use Plan*

Request

The Planning and Zoning Commission (PZC) is scheduled to take public comment on minor edits to the *Anchorage 2040 Land Use Plan (2040 Plan)* on Monday, December 12, 2022. The three pages of the *2040 Plan* that are being amended are attached (Attachment 2). The Commission will conduct a public hearing, deliberate the matter, and forward its recommendations to the Assembly for consideration.

Background

During the Title 21, *Chapter 11: Downtown* zoning code update, there were three inconsistencies identified for correction in the *2040 Plan*. Action Item 3-9 of the *2040 Plan* states “Complete a comprehensive update to the downtown regulations, establishing new DT districts, as part of a targeted plan review and update to the *Downtown Comprehensive Plan* with an analytical report of issues and conditions.”

The Planning Department made the decision to not change the existing B-2A, B-2B, and B-2C zoning districts to the DT-1, DT-2, and DT-3 as recommended in the *2040 Plan*. This decision was made due to the significant effort that would be required for the Municipality to update Municipal Assessor records, GIS mapping including zoning maps and databases, as well as for property owners and any legal documents displaying the current zoning.

Title 21 will continue to refer to the downtown zoning districts as the “DTs.” It was determined those references do not need to change. The DT reference in Title 21 is accepted nomenclature for the B-2 zoning districts in downtown.

Approval Process

AMC 21.03.070 Comprehensive Plan Amendments

This section allows concurrent comprehensive plan amendments to occur following the same procedures for substantial amendments, including initiation, public notice, department review, planning and zoning and assembly action. Approval criteria for the proposed amendment ensure that the “internal consistency” of the *2040 Plan* will be maintained. This text amendment also clarifies that no future action will occur to rename the downtown zoning districts.

Working Group Concurrence

The Downtown Code Update Working Group was presented with the question on whether the zoning districts should be renamed. The working group concurred with staff that a name change could be confusing and add unnecessary effort for property owners and the Municipality of Anchorage.

Plan Edits

Three proposed text amendments to the *2040 Plan* are on the following pages:

1. Page 46 – Zoning:

Existing language:

- New DT-1, DT-2, and DT-3 districts in Downtown

Proposed language:

- Downtown zoning districts B-2A, B-2B, B-2C

2. Page 76 – Figure 3.2, Summary Table, Centers-City Center:

City Center: [NEW DT-1, DT-2, AND DT-3 IN DOWNTOWN;]PCD and I-2 in Ship Creek; ...

3. Page 85 – Figure 3-5. Actions Checklist:

Action 3-9: Complete a comprehensive update to the downtown zoning regulations[, ESTABLISHING NEW DT DISTRICTS, AS PART OF A TARGETED PLAN REVIEW AND UPDATE TO THE DOWNTOWN COMPREHENSIVE PLAN] with an analytical report of issues and conditions.

Public Engagement

The plan edits were posted on the Downtown Plan and Code Project website and in CityView for municipal departments and community council information and comment. Additionally, staff discussed the plan amendments during public open houses and presentations held on:

- November 2 – Downtown Community Council meeting
- November 4 – Public Open House at the Anchorage Museum
- November 8 – Lunch & Learn at the Pioneer School House
- November 9 – Public Open House at the Pioneer School House
- November 29 – Anchorage Community Development Authority (ACDA) Board Meeting.

Comments Received

Five agency comments of *no comment* or *objection* were received from (1) the Alaska Department of Transportation and Public Facilities and MOA's (2) Traffic Department, (3) Development Services' Right-of-Way Section, (4) Development Services' Private Development Division, and the (5) Anchorage Water and Wastewater Utility.

Department Recommendation

The Planning Department recommends approval to the Anchorage Assembly of PZC Case No. 2022-0133, the Proposed Ordinance Amending the *Anchorage 2040 Land Use Plan* text changes, as proposed by staff.

Recommended Findings

1. The text amendments meet the approval criteria of AMC 21.03.070 – Comprehensive Plan Amendments by maintaining the internal consistency of the *2040 Plan* as adopted on September 26, 2017 (A.O. No. 2017-116).
2. Department staff sought input of the Downtown Code Update working group to determine whether a zoning district name change was necessary or warranted with the code update. The working group felt a name change would be undue costs on property owners and municipal departments to update legal and other associated documents, GIS databases, and zoning maps.

Attachments: 1. Proposed Draft Ordinance
2. *Anchorage 2040 Land Use Plan* Pages 46, 76, and 85 (for amendments)
3. Comments Received

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Draft Ordinance

PZC Case No. 2022-0133

Proposed Ordinance Amending the
Anchorage 2040 Land Use Plan
for Downtown Zoning Districts

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Submitted by: Chair of the Assembly at
the Request of the Mayor
Prepared by: Planning Department
For reading: _____

**ANCHORAGE, ALASKA
AO NO. 2023-___**

**AN ORDINANCE AMENDING THE ANCHORAGE 2040 LAND USE PLAN AND
AMENDING COMPREHENSIVE PLAN ELEMENTS PROVISIONS
ANCHORAGE MUNICIPAL CODE SECTION 21.01.080 TABLE 21.01-1.**

(Planning and Zoning Commission Case No. 2022-0133)

THE ANCHORAGE ASSEMBLY ORDAINS:

Section 1. That the *Anchorage 2040 Land Use Plan* is hereby amended (1) on page 46, the first bullet in the section “Zoning”; (2) on page 76, in Figure 3.2, Summary Table, Centers–City Center; and (3) on page 85, Figure 3.5, Action 3.9, to reflect the change below, as recommended by the Planning and Zoning Commission Resolution, included as Exhibit A.

Existing language:

- New DT-1, DT-2, and DT-3 districts in Downtown

Proposed language:

- Downtown zoning districts B-2A, B-2B, B-2C

Section 2. That Anchorage Municipal Code section 21.01.080, Table 21.01-1: Comprehensive Plan Elements, is amended to read as follows (*the remainder of the section is not affected and therefore not set forth*):

21.01.080 Comprehensive plan.

*** **

B. Elements.

*** **

TABLE 21.01-1: COMPREHENSIVE PLAN ELEMENTS			
Area/Topic	Plan	Adoption Date [1]	Amendments
Anchorage Bowl	***	***	***
	Anchorage 2040 Land Use Plan	AO 2017-116; 9-26-2017	AO No. 2019-142; 12-17-19; AO 2021-40, 5-12-2021; AO 2021-78, 11-1-2021; AO 2021-80, 11-1-2021; AO 2022-1, 2-15-2022; AO 2022-54, § 2, 5-24-22 AO 2023-____; <u>(insert effective date of this ordinance)</u>
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(AO 2012-124(S), 2-26-13; AO 2013-117, 12-3-13; AO No. 2013-151, § 3, 1-14-14; AO No. 2014-63, § 3, 6-24-14; AO No. 2013-132(S), § 3, 7-8-14; AO No. 2014-79, § 3, 7-22-14; AO No. 2014-108, § 3, 9-9-14; AO No. 2014-134, § 3, 11-18-14; AO No. 2014-139(S), § 3, 12-2-14; AO No. 2015-17, § 3, 3-3-15; AO No. 2015-18, § 5, 3-3-15; AO No. 2015-46, § 3, 5-14-15 ; AO No. 2015-140, § 2, 3-8-16; AO No. 2016-101, § 2, 9-13-16; AO No. 2017-67, 5-9-2017; AO No. 2017-116, § 6, 9-26-17; AO No. 2018-23, § 3, 3-20-18; AO No. 2019-142, § 3, 12-17-19; AO No. 2020-74, § 2, 9-15-20; AO No. 2021-25(S), § 3, 8-24-21; AO No. 2022-27, § 2, 4-26-22; AO No. 2022-54, § 2, 5-24-22)

Section 3. This ordinance shall become effective immediately upon its passage and approval by the Assembly.

PASSED AND APPROVED by the Anchorage Assembly this _____ day of _____ 2023.

Chair of the Assembly

ATTEST:

Municipal Clerk

(Planning and Zoning Commission Case No. 2022-0133)

Attachment 2

Anchorage 2040
Pages 46, 76, and 85

PZC Case No. 2022-0133

Proposed Ordinance Amending the
Anchorage 2040 Land Use Plan
for Downtown Zoning Districts

Plan Edits:

Three proposed text amendments to the *Anchorage 2040 Land Use Plan* are:

1. Page 46 – Zoning:

Existing language:

- New DT-1, DT-2, and DT-3 districts in Downtown

Proposed language:

- Downtown zoning districts B-2A, B-2B, B-2C

2. Page 76 – Figure 3.2, Summary Table, Centers-City Center:

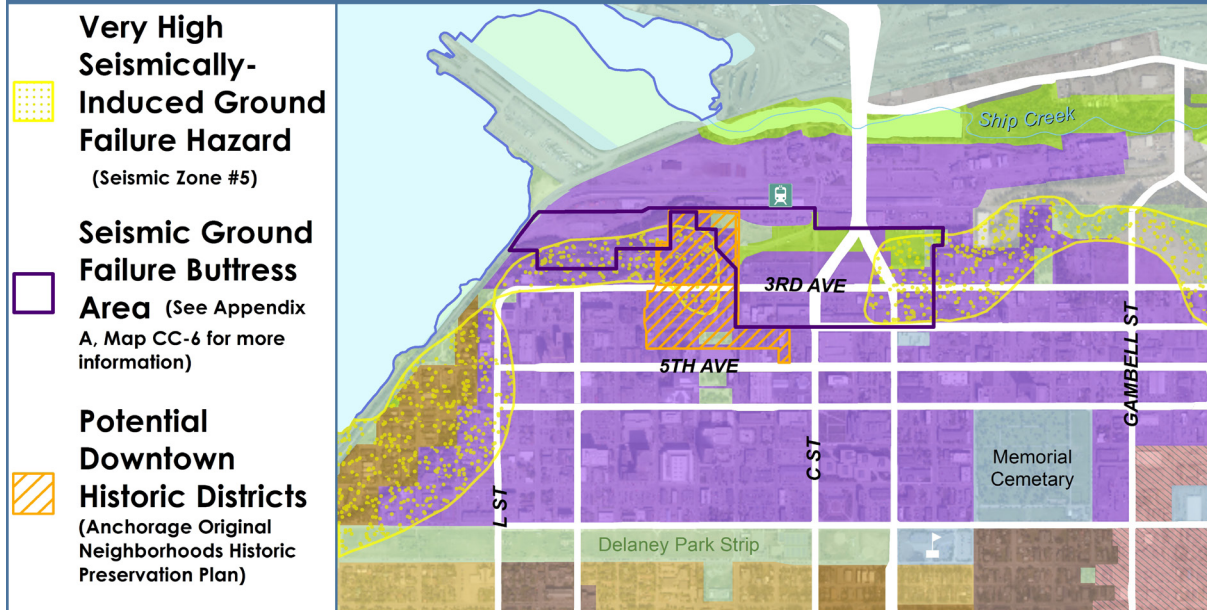
City Center: [NEW DT-1, DT-2, AND DT-3 IN DOWNTOWN;]PCD and I-2 in Ship Creek; ...

3. Page 85 – Figure 3-5. Actions Checklist:

Action 3-9: Complete a comprehensive update to the downtown zoning regulations[, ESTABLISHING NEW DT DISTRICTS, AS PART OF A TARGETED PLAN REVIEW AND UPDATE TO THE DOWNTOWN COMPREHENSIVE PLAN] with an analytical report of issues and conditions.

Deletions are in brackets.

Figure 2-7. Downtown Seismic Hazards and Historic Preservation



- Integrated with adjoining compact and medium- to high-density neighborhoods, including convenient, direct walking and bicycle connections to adjoining neighborhoods.
- Infill Design Principles for mixed-use centers, to enhance connections and pedestrian access, and for relationship to surrounding neighborhoods apply (Section 2.1).

Density

- Buildings: 2 to 10 FAR in Downtown; and 1/3 to 5 FAR in Midtown.
- Dwellings: 15 or more dwellings per net acre.

Zoning

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

Midtown

Midtown has seen substantial growth over the last 20 years in new construction of offices, hotels, restaurants, shopping, and other amenities.

Midtown receives focus due to the Z.J. 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 and 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.



Midtown City Center

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

Types of Places	Land Use Designations	Potential Implementation Zoning Districts as Established in Section 2
Neighborhoods	Large-lot Residential	R-6, R-8, R-9, and R-10; R-7 where designated in <i>HDP</i> Map 2.1 Land Use Plan for 1-3 units per acre.
	Single-family and Two-family	R-1 and R-1A; R-2A and R-2D in attached and two-family areas.
	Compact Mixed Residential–Low	R-2M; R-2D in transition areas; New compact housing district between R-2D and R-2M.
	Compact Mixed Residential–Medium	R-3; R-2M in transition areas; New R-3A mixed-use variation of R-3 in “Residential Mixed-use Development” areas.
	Urban Residential–High	R-4; R-3 in transition areas; R-4A in “Residential Mixed-use Development” areas.
	Small-scale commercial uses in the Neighborhood designations above	B-1A in existing locations or in new locations designated by a neighborhood or district plan; R-4 allows limited ground-floor commercial space within residential projects.
Centers	Neighborhood Center	B-1A and B-1B; CCO overlay zone. Potential new form-based district or overlay zone in “Traditional Neighborhood Design” areas.
	Town Center	B-3 and B-1B; CCO overlay zone. New form-based overlay or district. R-3 and new R-3A (mixed-use variation of R-3) also possible for housing sites.
	Regional Commercial Center	B-3 District.
	City Center	New DT-1, DT-2, and DT-3 in Downtown; PCD and I-2 in Ship Creek; New seismically-induced ground failure overlay zone in parts of Downtown; B-3 with CCO overlay or other overlay in Midtown; R-4 and R-4A also possible.
Corridors	Commercial Corridor	B-3 primarily; secondarily B-1A and B-1B; RO in residential-office areas; R-3.
	Main Street Corridor	B-3 or B1-B, or RO in residential-office locations, with CCO overlay or new overlay zone; potential new overlay or form-based zone in “Traditional Neighborhood Design” areas; R-3 and new R-3A mixed-use variation of R-3 also possible; R-4 or R4-A possible in Fairview.
Open Spaces	Park or Natural Area	PR and PLI.
	Other Open Space	PLI or other districts depending on location.
Facilities and Institutions	Community Facility or Institution	PLI and other districts; utility / public works facilities may be implemented by I-1 and I-2, and antenna farms by AF.
	University or Medical Center	PLI primarily; RO in limited locations, subject to special limitations; zoning to implement UMED Village.
	Airport, Railroad, or Port Facility	MI, I-1, I-2, and PLI; new Airport District; Alaska Railroad Corridor passes through a variety of zoning districts.
Industrial Area	Light Industrial / Commercial	I-1 and Ship Creek PCD.
	General Industrial	I-2 and MI.
Growth-supporting Features	Transit-supportive Development	The underlying base color indicates the land use designation. Potential new overlay zone.
	Greenway-supported Development	The underlying base color indicates the land use designation.
	Traditional Neighborhood Design	The underlying base color indicates the land use designation. Potential new overlay or form-based districts.
	Residential Mixed-use Development	R-4A, and new R-3A mixed-use variation of R-3 district; new DT-3 district in Downtown; RO also possible in designated Centers and Corridors.

Figure 3-5. Actions Checklist

#	Action	Responsible Agency	Time Frame	Related Plans and Studies
3-8	Amend the Title 21 Conditional Use provisions to create a process and review criteria for how and where new small-scale commercial uses might be permitted within neighborhoods in certain residential zoning districts. Consider including a provision that the areas appropriate for small commercial be highlighted first by an Area-specific Plan or Small-area Implementation Plan.	Planning	1-3	MV, FV
3-9	Complete a comprehensive update to the downtown zoning regulations, establishing new DT districts, as part of a targeted plan review and update to the <i>Downtown Comprehensive Plan</i> 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, 2-12, 5-3, 6-2, 6-8, 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, OECD, DevServ	Now/Ongoing	HMA
4-2	Facilitate a Targeted Area Rezoning in the vicinity of Central Spenard Reinvestment Focus Area, with coordinated targeted area re-platting assistance or small-area plans on some portions, and expansion of the Midtown Deteriorated Properties Tax Abatement designated area as shown on the Actions Map to specifically incentivize housing.	Planning, PRIV, 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, such as for building massing and scale, lot coverage, setbacks, and vehicle access. Determine appropriate measures through a public process including collaboration with neighborhoods and stakeholders.	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, DevServ	1-3	HMA

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Attachment 3

Comments Received

PZC Case No. 2022-0133

Proposed Ordinance Amending the Anchorage 2040 Land Use Plan

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Kimmel, Corliss A.

From: Walters, Michael S.
Sent: Sunday, November 6, 2022 11:58 AM
To: Blake, Lori A.; Kimmel, Corliss A.
Subject: 2022-0133 Request for Reviewing Agency Comments

All:

ROW has the following comments for case number 2022-0133:

ROW has no comment or objections on the proposed action.

Regards,

Michael S Walters
Senior Plan Reviewer
Right of Way Section
michael.walters@anchorageak.gov
Office: 907-343-8226
Cell: 907-727-7637
Fax: 907-249-7910





MEMORANDUM

DATE: November 7, 2022

TO: Current Planning Division Supervisor,
Planning Department

THRU: Kristen A. Langley, Traffic Safety Section Supervisor,
Traffic Engineering Department

FROM: Randy Ribble PE, Assistant Traffic Engineer

SUBJECT: 2022-0133 Amendment Update to the 2040 Land Use Plan

Traffic Engineering has no objection to proposed amendments to the 2040 Land Use Plan

MUNICIPALITY OF ANCHORAGE



Development Services Department

Private Development Section

Mayor Dave Bronson

MEMORANDUM

Comments to Planning and Zoning Commission Applications/Petitions

DATE: November 9, 2022
TO: Planning Department
FROM: Judy Anunciacion, Private Development Engineer
SUBJECT: PZC Case 2022-0133

Case 2022-0133 – Proposed Ordinance Amending the Anchorage 2040 Land Use Plan

Department Recommendations: The Private Development section has no objection to the Proposed Ordinance Amending the Anchorage 2040 Land Use Plan.



November 9, 2022

David Whitfield, Current Planning Manager
MOA, Community Development Department
Planning Division
P.O. Box 196650
Anchorage, Alaska 99519-6650

[Sent Electronically]

Re: MOA Zoning Review

Dear Mr. Whitfield:

The Alaska Department of Transportation and Public Facilities (DOT&PF) has reviewed the following zoning cases and has no comments:

- **2022-0129 – Title 21 Text Amendment to Update Downtown Code**
- • **2022-0133 – Proposed Ordinance Amending the Anchorage 2040 LUP**
- **2022-0134 – Proposed Ordinance Amending the Our Downtown: Anchorage Downtown District Plan 2021**

The Alaska Department of Transportation and Public Facilities (DOT&PF) has reviewed the following zoning cases and has the following comments:

- **2023-0003 – Costco Business Center – Admin Site Plan Review Minor Amendment**
 - No objection to the parking amendment, provided it meets all municipal, state, and federal requirements.
 - The site plan submitted for the pre-application indicated that the removed Sam's Club fueling station maybe reestablished. DOT&PF recommends that if the fueling station is redeveloped that its orientation and access be developed to ensure that the fueling station's access does not impact the main access road or the Muldoon intersection.

All properties accessing DOT&PF roads must apply to Right-of-Way for a driveway permit, subject to provisions listed in 17 AAC 10.020. Any previously issued driveway permits become invalid once the property undergoes a platting action and must be reissued.

We recommend the petitioner verify all section line easements and DOT&PF road rights-of-way adjacent to their property. For assistance, the petitioner may contact the Engineering group within the Right of Way section in DOT&PF at (907) 269-0700. The petitioner is liable to remove any improvements within the easements and rights-of-way that impede the operation and maintenance of those facilities even if they are not shown on the plat, so it is in the petitioner's best interest to identify the exact locations and widths of any such easements or rights-of-way before they improve the property.

If any section line easements or road rights-of-way exist within the bounds of their plat, we recommend the petitioner dedicate them. If there is an existing right-of-way or easement, the petitioner is unable to develop that portion of the property yet continues to pay property taxes on it; dedicating will remove that cost to the petitioner.

If there are any questions regarding these comments, please feel free to contact me at (907) 269-0522 or mark.eisenman@alaska.gov.

Sincerely,



Mark Eisenman
Anchorage Area Planner, DOT&PF

cc: Scott Thomas, P.E., Regional Traffic Engineer, Traffic Safety and Utilities, DOT&PF
Sean Baski, P.E., Highway Design Group Chief, DOT&PF
Jacob Ciufo, P.E., Regional Hydrologist, Hydrology DOT&PF
James Starzec, AMATS Transportation Planner, DOT&PF
Danika Simpson, Property Management Supervisor, Right of Way, DOT&PF
Corliss Kimmel, Office Associate, Current Planning, MOA
Noah King, P.E. Project Manager, DOT&PF

MEMORANDUM

DATE: November 16, 2022

TO: Dave Whitfield, Planning Manager, Planning Section, Planning Division

FROM: Seth Wise, Engineering Technician III, Planning Section, AWWU

RE: Zoning Case Comments

Decision date: September 12, 2022

Agency Comments due: November 14, 2022



AWWU has reviewed the materials and has the following comments:

2022-0133 PZC Case No. 2022-0133, Proposed Ordinance Amending the Anchorage 2040 Land Use Plan — Request for Public Comments

1. AWWU has no comments or objections to the Proposed Ordinance.

If you have any questions pertaining to public water or sewer, please call 564-2757 or send an e-mail to seth.wise@awwu.biz.

