

Submitted by: Chair of the Assembly at  
the Request of the Mayor  
Prepared by: Planning Department,  
Long-Range Planning  
Division  
For reading: July 14, 2020

**ANCHORAGE, ALASKA  
AO No. 2020-74**

**AN ORDINANCE ADOPTING THE SPENARD CORRIDOR PLAN AS AN  
ELEMENT OF THE COMPREHENSIVE PLAN, AND AMENDING ANCHORAGE  
MUNICIPAL CODE TITLE 21, LAND USE PLANNING, SECTION 21.01.080B.1.,  
ELEMENTS, TABLE 21.01-1, ANCHORAGE BOWL.**

(Planning and Zoning Case No. 2020-0043)

**WHEREAS**, Anchorage Municipal Charter §12.01 requires that “The assembly by ordinance shall adopt and implement, and from time to time modify, a comprehensive plan setting forth goals, objectives and policies governing the future development of the municipality”; now, therefore,

**THE ANCHORAGE ASSEMBLY ORDAINS:**

**Section 1.** The *Spenard Corridor Plan*, Public Hearing Draft dated January 2020 (Exhibit A), reflects the recommended changes by the Planning and Zoning Commission as described in Planning and Zoning Commission Resolution No. 2020-017 (Exhibit B), and with the Planning Department’s one additional amendment (Exhibit C), is hereby adopted as an element of the Comprehensive Plan, replacing the 1986 *Spenard Commercial District Development Strategy*.

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

**21.01.080 Comprehensive Plan.**

\*\*\*      \*\*\*      \*\*\*

TABLE 21.01-1: COMPREHENSIVE PLAN ELEMENTS			
Area/Topic	Plan	Adoption Date [1]	Amendments
Anchorage Bowl	***	***	***
	Spenard Corridor Plan[COMMERCIAL DISTRICT DEVELOPMENT STRATEGY]	AO 2020- (insert effective date of this ordinance)[AR 1986-121; 6-17-1986 AO 1987-145; 12-15-1987]	
***	***	***	

\*\*\*      \*\*\*      \*\*\*

1  
2  
3  
4  
5  
6  
7  
8  
9  
10  
11  
12  
13  
14  
15  
16  
17  
18  
19  
20  
21  
22  
23  
24  
25  
26  
27  
28  
  
29  
30

1  
2  
3  
4  
5  
6  
7  
8  
9  
10  
11  
12  
13  
14  
15  
16  
17  
18  
19  
20  
21  
22  
23  
24  
25  
26  
27

(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)

**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 \_\_\_\_\_ 2020.

\_\_\_\_\_  
Chair of the Assembly

ATTEST:

\_\_\_\_\_  
Municipal Clerk

(Planning and Zoning Commission Case No. 2020-0043)

**MUNICIPALITY OF ANCHORAGE**  
**Summary of Economic Effects -- General Government**

AO Number: 2020-74

Title: AN ORDINANCE ADOPTING THE *SPENARD CORRIDOR PLAN* AS AN ELEMENT OF THE COMPREHENSIVE PLAN, AND AMENDING ANCHORAGE MUNICIPAL CODE TITLE 21, LAND USE PLANNING, SECTION 21.01.080B.1., ELEMENTS, TABLE 21.01-1, ANCHORAGE BOWL.

Sponsor: **MAYOR**  
 Preparing Agency: Planning Department  
 Others Impacted:

<b>CHANGES IN EXPENDITURES AND REVENUES:</b>	(In Thousands of Dollars)				
	FY20	FY21	FY22	FY23	FY24
<b>Operating Expenditures</b>					
1000 Personal Services					
2000 Non-Labor					
3900 Contributions					
4000 Debt Service					
<b>TOTAL DIRECT COSTS:</b>	\$ -	\$ -	\$ -	\$ -	\$ -
Add: 6000 Charges from Others					
Less: 7000 Charges to Others					
<b>FUNCTION COST:</b>	\$ -	\$ -	\$ -	\$ -	\$ -
<b>REVENUES:</b>					
<b>CAPITAL:</b>					
<b>POSITIONS: FT/PT and Temp</b>					

**PUBLIC SECTOR ECONOMIC EFFECTS:**

The *Spenard Corridor Plan* accounts for evolving population and economic or market conditions and land use assumptions that will differ from those present today. The *Plan* identifies and recommends land use, transportation, and design strategies that will target and sustain areas for housing, economic development, and revitalization in Spenard. Significant redevelopment efforts like this require coordinated and targeted infrastructure investments and funding with other public support that can catalyze growth and provide an acceptable return on investment. These actions entail a public process, funding programs, and collaboration with private-sector partners and community stakeholders that may take time. Although public funds and administrative commitments are anticipated for Plan implementation, at this time the amount of public-sector revenues and expenses are not yet quantifiable.

**PRIVATE SECTOR ECONOMIC EFFECTS:**

The *Spenard Corridor Plan* is intended to provide clarity and more certainty to residents, landowners, business owners, private investors, realtors, and developers regarding the direction of future development in Spenard. The Plan focuses on how and where residential, commercial, industrial, and open space land uses will be distributed over the next 30-year horizon. Most importantly, the Plan outlines a vision for public- and private-sector investments that will encourage and support private-sector decision-making regarding future land use and infrastructure. At the time of writing, the amount of private-sector investment is not known; however, the Spenard area remains a good market for residential and commercial growth. This Plan and its public-sector commitments enhance the area's market and marketability. It is expected that the Plan will support a strong private-sector move to redevelopment and adaptive re-use activities in parts of the corridor.



# MUNICIPALITY OF ANCHORAGE

## ASSEMBLY MEMORANDUM

No. AM 384-2020

Meeting Date: July 14, 2020

1 **FROM: MAYOR**

2  
3 **SUBJECT: AN ORDINANCE ADOPTING THE *SPENARD CORRIDOR***  
4 ***PLAN AS AN ELEMENT OF THE COMPREHENSIVE PLAN,***  
5 ***AND AMENDING ANCHORAGE MUNICIPAL CODE TITLE***  
6 ***21, LAND USE PLANNING, SECTION 21.01.080B.1.,***  
7 ***ELEMENTS, TABLE 21.01-1, ANCHORAGE BOWL.***  
8  
9

10 On May 18, 2020, the Planning and Zoning Commission (PZC) held a public  
11 hearing on PZC Case No. 2020-0043, the January 2020 Public Hearing Draft of  
12 the *Spenard Corridor Plan* (Exhibit A). Based on its review and findings on  
13 May 18, the Commission recommended approval of the *Spenard Corridor Plan*  
14 (*SCP*) as in PZC Resolution No. 2020-017 (Exhibit B). With the adoption of this  
15 ordinance, the Plan will replace the 1986 *Spenard Commercial District*  
16 *Development Strategy*.  
17

### 18 **BACKGROUND**

19  
20 In the context of *Anchorage 2020—Anchorage Bowl Comprehensive Plan*  
21 (*Anchorage 2020*), neighborhood or district plans are intended to address long-  
22 range land use and development issues at a more focused, subarea level.  
23 *Anchorage 2020* instructs district plans to include land use and residential  
24 intensity maps and area-specific policies necessary to guide growth. The  
25 directive for the *SCP* came from the *West Anchorage District Plan's* Land Use  
26 Objective #4 Implementation Action LU-2, which called for preparation of a  
27 "Spenard strategic plan." Additional guidance came from Federal Highway  
28 Administration policy, which emphasizes a shift toward transit-oriented  
29 development planning.  
30

31 AMATS partnered with the municipal Long-Range Planning Division and a team  
32 of expert consultants to prepare the *SCP*. This effort constitutes Anchorage's  
33 first transit-supportive development plan. The *SCP* reflects a community vision  
34 for the corridor centered on Spenard Road. It focuses public and private  
35 investment objectives to support and sustain a direct relationship between land  
36 use, transportation, pedestrian connectivity, and transit-supportive design. The  
37 Municipality was fortunate to contract with the Winter and Company consultant  
38 team who combined a wide-ranging public outreach effort with their national  
39 expertise in corridor planning to craft this Plan. The strength of this Plan lies in

1 the consultant's attention to details, which integrate a policy framework,  
2 redevelopment guidance, land use, street typologies, and implementation  
3 actions.

4  
5 This public hearing draft represents nearly four years of Plan development and  
6 review with stakeholder input and oversight from the AMATS Technical Advisory  
7 Committee. This document replaces and builds on the 1986 *Spenard Commercial*  
8 *District Development Strategy* and reflects land use designations,  
9 implementation actions, and strategies from *Anchorage 2020*, the *Anchorage*  
10 *2040 Land Use Plan*, the *West Anchorage District Plan*, and the *Anchorage*  
11 *Housing Market Analysis*. The Plan guides growth and redevelopment for the  
12 Spenard corridor over a 30-year horizon and interrelates land use, urban design,  
13 and all modes of transportation.

14  
15 Funding for this project came from the Municipality's AMATS federal grant  
16 program as an AMATS Transportation Improvement Plan action item.

## 17 **RELATIONSHIPS WITH OTHER MUNICIPAL PLANS**

18  
19  
20 The *SCP* is meant to function as an implementation action directed by and  
21 consistent with other Comprehensive Plan elements. It represents an innovative  
22 format for a planning document that ties together land use with transportation and  
23 design elements with equal focus. It will serve as a template for other corridor  
24 plans in the future. This Plan offers more tailored, in-depth guidance than its  
25 predecessor plans for the Spenard area. Graphics and maps play a prominent  
26 role in this Plan's format and guidance. See Exhibit F for a summary of  
27 Comprehensive Plan policies that serve as foundations for the *SCP*.

## 28 **PUBLIC PARTICIPATION SUMMARY**

29  
30  
31 This Public Hearing Draft *SCP* culminates a comprehensive multi-year public  
32 involvement program. This public engagement included two interactive  
33 community workshops, timely community council and Spenard Chamber of  
34 Commerce briefings, attendance at the Spenard food truck and Saturday Market  
35 venues, and a dedicated website and Facebook page. We convened a technical  
36 advisory group of community, agency, and business representatives, which  
37 provided input, document reviews, and helped establish guiding principles for the  
38 document. The Planning Team conducted stakeholder interviews, including  
39 meetings with agencies with road and trail jurisdictions.

40  
41 As an AMATS-funded project, the Plan underwent additional review and  
42 coordination with the AMATS Technical Advisory and Policy Committees. The  
43 Technical Advisory Committee sponsored two early draft reviews ahead of the  
44 Planning and Zoning Commission's public hearing. The Public Hearing Draft  
45 benefitted greatly from oversight provided by the AMATS Technical Advisory  
46 Committee and follow-up agency meetings convened to resolve outstanding  
47 issues and balance new Plan concepts with different jurisdictions.

1 The Public Hearing Draft was released for public review and comment on  
2 February 18, 2020, for the May 18, 2020 Planning and Zoning Commission public  
3 hearing.

## 4 5 **PLANNING AND ZONING COMMISSION REVIEW AND RECOMMENDATION**

6  
7 The PZC approved the Plan on May 18, 2020, with staff recommendations  
8 included in PZC Resolution No. 2020-017 (Exhibit B). The Commission found that  
9 the January 2020 Public Hearing Draft *Spenard Corridor Plan*, with the  
10 Commission’s amendments, represents and meets the goals and vision of the  
11 Spenard Corridor planning area.

## 12 13 **PLAN OVERVIEW**

### 14 15 **Key elements of the Plan:**

- 16  
17 • ***Introduction, Vision, Goals, Framework (Chapters 1, 2, 3)***

18  
19 Chapter 1 briefly describes the plan area context and existing conditions.  
20 Chapter 2 highlights the community vision and 15 overarching Spenard area  
21 goals and policies. Chapter 3 features the Plan’s basic concept and framework  
22 for coordinating urban design, land use and circulation objectives, and essential  
23 planning policies. Several key graphics illustrate these framework features, for  
24 example Figures 3.3, 3.5, 3.8, and 3.9.

- 25  
26 • ***Land Use Plan (Chapter 4)***

27  
28 Chapter 4 integrates circulation and placemaking elements from Chapter 3 with  
29 land use designations for the Plan’s three sub-districts. This chapter builds on  
30 planning concepts from past area plans and follows strategies and policies for  
31 Spenard from *Anchorage 2020* and the *Anchorage 2040 Land Use Plan*.  
32 Chapter 4’s graphics, notably Figures 4.1, 4.5, and 4.9, and Chapter 4’s policies,  
33 serve as the Plan’s essential guide to growth, urban design and redevelopment  
34 in Spenard. The Land Use Map designations account for population growth and  
35 associated housing needs and commercial, industrial, and open space  
36 projections represented in the *2040 Land Use Plan*. Achieving this growth relies  
37 on design and circulation enhancements, increased transit, and assumes  
38 widespread redevelopment and revitalization of older structures and parcels.

- 39  
40 • ***Circulation and Connectivity (Chapter 5), Utility Infrastructure***  
41 ***(Chapter 6)***

42  
43 Chapter 5 provides essential policies and design features to guide the placement  
44 of, and investments in, the corridor’s future multi-modal circulation system.  
45 Circulation and connectivity elements are designed to support the Chapter 4 land  
46 use and placemaking recommendations. Included here are new roadway and trail  
47 links and street typology recommendations for the planning area. Chapter 6

1 addresses known utility deficiencies and discusses upgrade considerations  
2 necessary to support redevelopment activities.

3  
4 • ***Plan Implementation (Chapter 7)***

5  
6 Chapter 7 is the heart of the Plan, designed to ensure that the vision is achieved  
7 over the 30-year planning horizon. It comprises five sections, including a  
8 summary of economic and market challenges, a generalized implementation  
9 strategy framework, a summary action plan with timeframes, and an  
10 implementation matrix that matches individual actions with all the Plan's policies.

11  
12 **RECOMMENDATIONS**

13  
14 Assembly approval is requested of the January 2020 *Spenard Corridor Plan*  
15 Public Hearing Draft (Exhibit A) with the recommendations in the staff packet as  
16 adopted in Planning and Zoning Commission Resolution No. 2020-017  
17 (Exhibit B). In addition to the Plan, and the Planning and Zoning Commission's  
18 recommendation, approval is requested for one Planning Department  
19 amendment, which represents a technical correction to illustrate Festival Streets  
20 on map Figures 3.6 and 4.1 consistent with map Figures 3.5 and 3.9 (Exhibit C).

21  
22 Also attached for your reference are Exhibits D and E, the Planning Staff Report  
23 for PZC Case 2020-0043 and the Planning and Zoning Commission meeting  
24 minutes from the public hearing and deliberations on May 18, 2020. Exhibit F lists  
25 key policies from the Comprehensive Plan that guide the *Spenard Corridor Plan*.

26  
27 **THE ADMINISTRATION RECOMMENDS APPROVAL OF THE SPENARD**  
28 ***CORRIDOR PLAN.***

29  
30 Prepared by: Thede Tobish, Senior Planner, Planning Department  
31 Approved by: Michelle J. McNulty, Planning Director  
32 Concur: Christopher M. Schutte, Director  
33 Office of Economic & Community Development  
34 Concur: Lance Wilber, Director  
35 Office of Management & Budget  
36 Concur: Kathryn R. Vogel, Municipal Attorney  
37 Concur: William D. Falsey, Municipal Manager  
38 Respectfully submitted: Ethan A. Berkowitz, Mayor

39  
40 Attachments: Exhibit A—*Spenard Corridor Plan*, January 2020 Draft  
41 Exhibit B—Planning and Zoning Commission Resolution 2020-017  
42 Exhibit C—Planning Department Technical Amendment  
43 Exhibit D—PZC 2020-0043 Staff Packet, dated May 18, 2020  
44 Exhibit E—Planning and Zoning Commission Meeting Minutes  
45 Exhibit F—Guiding Comprehensive Plan Policies for the *SCP*  
46