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C L A R I O N

MEMORANDUM

TO: Municipality of Anchorage
FROM: Clarion Associates
DATE: January 2, 2004
RE: Module 2 of New Title 21: Districts and Uses

Enclosed are the public review drafts of Module 2 of the new Anchorage Title 21. This module contains materials relating to zoning districts and regulation of specific land uses. The module consists of three chapters: 21.04, 21.05, and 21.06.

These drafts are for public review. Earlier, as was done with Module 1, a staff draft of each chapter was prepared and thoroughly reviewed and discussed by a staff committee. These new public drafts reflect changes and suggestions from staff. Clarion is scheduled to present this module to the Advisory Committee and others in Anchorage during the week of January 26.

The remainder of this cover memorandum highlights some of the more significant new materials that appear in this set of materials.

GENERAL COMMENTS

Footnotes. In order to have the main text appear as clean and easy-to-read as possible, we have placed a large amount of important supplemental information into footnotes. These footnotes contain information on the origin of various provisions, alternative approaches (where appropriate), and outstanding issues for further discussion. There are many footnotes throughout all three chapters and these should remain in the document throughout the drafting process to serve as a reference aids.

Highlighted Cross-References. Many provisions contain cross-references to other parts of Title 21 that have not yet been written or are likely subject to change. We have made note of these instances by highlighting and noting the existing section and/or topic, (e.g., "...Section (x-ref, "Clear Vision Areas" existing Section 21.45.020)").

Illustrations. We have included some illustrations from the existing Title 21 for ease of reference. We will be updating and refining these illustrations and preparing new illustrations in the final draft. Some new illustrations were provided by staff for this public draft of 21.06.

CHAPTER 21.04: ZONING DISTRICTS

General Revisions to Zoning Districts. As discussed in the Annotated Outline, this chapter provides the purpose statements and district-specific regulations for all zoning districts. Some districts are new, some are based on existing districts with modifications, and some districts are carried forward unchanged from the current code. The purpose statements are intended to be consistent with *Anchorage 2020* and other adopted plans, and will be relied upon by the Planning and Zoning Commission and the Assembly in evaluating proposed rezonings. The following table lists all districts in the new code and their sources:

Summary of Zoning Districts				
District Type	Abbr.	District Name	Source	
Residential Districts	R-1	Single-Family Residential	Consolidation of existing R-1 and R-1A	
	R-2	Two-Family Residential	Consolidation of existing R-2A and R-2D	
	R-3	Mixed Residential	Existing R-2M district	
	R-4	Medium- to High-Density Multi-Family Residential	Consolidation of existing R-3 and R-4	
	R-5	Residential (Large Lot)	Existing R-5A	
	R-6	Suburban Residential (Large Lot)	Existing R-6	
	R-9	Rural Residential	Existing R-9	
	R-10	Residential Alpine/Slope	Existing R-10	
	Commercial Districts	C-1	Local and Neighborhood Commercial	Existing B-1A
		C-2A	Central Business District, Core	Existing B-2A
C-2B		Central Business District, Intermediate	Existing B-2B	
C-2C		Central Business District, Periphery	Existing B-2C	
GC		General Commercial	Existing B-3	
MC		Marine Commercial	Existing MC	
Industrial Districts	I-1	Light Industrial	Existing I-1	
	I-2	Heavy Industrial	Existing I-2	
	MI	Marine Industrial	Existing MI	
Mixed Use and Planned Development Districts	NMU	Neighborhood Mixed Use	New	
	CCMU	Community Commercial Mixed Use	New	
	RMU	Regional Commercial Mixed Use	New	
	RMX	Residential Mixed Use	New	
Other Districts	AD	Airport Development	New	
	AF	Antenna Farm	Existing AF	
	OL	Open Lands	New	
	PLI	Public Lands and Institutions	Existing PLI	
	TA	Turnagain Arm	Existing R-11	
	W	Watershed	Existing W	
Overlay Zoning Districts	AHO	Airport Height Overlay	New	
	NCO	Neighborhood Conservation Overlay	New	

Mixed-Use Districts. The mixed-use districts are new. The purpose of the mixed-use district is to implement the major employment centers, town centers, and other key elements of the *Anchorage 2020 Anchorage Bowl Comprehensive Plan*. We have not yet had much discussion on this issue with the public or the Advisory Committee, and the draft text presents the result of preliminary discussions with staff as to what tools might make the most sense in Anchorage.

We emphasize that it will be important to create a level playing field so that the mixed-use districts are a viable development option compared to the other districts. We should not create any procedures, use lists, or development standards that are so restrictive that they discourage development in the mixed-use districts. To that end, this draft suggests that the majority of the uses in the mixed-use district be approved through site plan review, which should be an efficient process and thus encourage mixed-use development.

Neighborhood Conservation Overlay District. This is a new district. A conservation district is a voluntary tool that may be used to preserve a neighborhood's unique features. This draft provides a template for all conservation districts. For the district to be applied, specific design regulations would need to be developed for each area, and such regulations could be located elsewhere in Title 21 (probably in Chapter 21.07, *Development and Design Standards*) or could be maintained by staff outside of Title 21. Unlike preservation districts, which can be relatively restrictive, conservation districts can be strict or relatively loose depending on the neighborhood and how much regulation it wants to impose upon itself.

CHAPTER 21.05: USE REGULATIONS

Table of Allowed Uses. The *Table of Allowed Uses* (Section 21.05.010) summarizes the uses allowed in each district. The columns of the table list the district abbreviations, the rows list the general use categories and specific use types, and the cell entries indicate whether and how the use is allowed in the respective district (e.g., P = Permitted, S = Administrative Site Plan Review). Staff already has spent much time working with this table and suggesting appropriate zoning districts for various uses.

When similar or identical uses are referred to by different names in different districts in the current Title 21 (e.g., "motel," "motor lodge," "motor inn"), we consolidated such uses under commonly recognized land use names (e.g., "motel").

After reviewing this draft table and the footnotes, reviewers should advise the Municipality regarding suggested edits to the table (e.g., changes to where uses should or should not be allowed, new uses to add, etc.) Undoubtedly, some changes will be necessary as the table is reviewed and discussed by various stakeholders.

I-1 Light Industrial District. As discussed in the Diagnosis and Outline, there have been complaints that too many commercial uses are allowed in this district. Accordingly, the new use table prohibits some uses in the I-1 district that are currently allowed in the existing Title 21 (e.g., restaurant).

Use-Specific Standards. The middle sections of the chapter contain the standards that are applicable to specific uses, regardless of the districts in which the uses are allowed. The information for this section originated primarily from the existing zoning districts (Chapter 21.40), the existing “*Supplementary District Regulations*” (Chapter 21.45) and the existing “*Standards for Conditional Uses and Site Plans*” (Chapter 21.50). Unless otherwise noted, the language from these sections was integrated into the format of the use-specific standards with no major substantive changes. We also drafted many new standards, as indicated in the footnotes.

Also, we have removed standards that duplicate generally applicable standards that will be located in the new Chapter 21.07. For example, we deleted the specific parking requirement for “Correctional Community Residential Centers” since that requirement will be located in the new table of off-street parking requirements in Chapter 21.07. Similarly, for the same use, we deleted the requirement that “refuse containers and facilities shall be enclosed...” since that standard will be carried forward in a generally applicable standard that applies to all land uses in the new Chapter 21.07.

Use Definitions. The draft also defines all uses listed in the *Table of Allowed Uses*. Many new definitions have been added and many existing definitions have been revised, based on our general experience with drafting and reviewing land use codes throughout the country, and based on extensive staff input.

Landscaping. Reviewers should attempt to put the subject of landscaping on hold until after the new general landscaping provisions are drafted in Chapter 21.07, which will be developed in Module 3. In this draft Module 2, we have removed most of the landscaping-related provisions for specific uses. The ones that remain will be extensively reviewed and revised after 21.07 is completed.

Accessory Uses. *Accessory Uses and Structures* is a substantially new section. In the current Title 21, each zoning district contains a list of specific accessory uses allowed, but there are no general standards governing all accessory uses. This draft proposes a set of general standards with which all accessory uses must comply, and provides a table of what accessory uses are allowed. The draft also includes use-specific standards for some accessory uses.

Temporary Uses. *Temporary Uses and Structures* is a substantially new section. The current Title 21 contains practically no information on allowed temporary land uses. This new section proposes a set of general standards with which all temporary uses must comply, and then lists the specific temporary uses allowed, and whether they are subject to any additional use-specific standards.

CHAPTER 21.06: DIMENSIONAL STANDARDS AND MEASUREMENTS

This chapter consolidates all dimensional standards and rules of measurement. This will make it easier to compare dimensional information across districts and to keep such information updated consistently in the future. The first section contains tables that summarize dimensional standards in all zone districts (Section 21.06.010). The information for this table originated from the existing Chapter 21.40. The second half of the chapter includes rules of measurement and permitted exceptions for the various standards listed in the dimensional standards table.