



3500 TUDOR ROAD MASTER PLAN



Not to Scale

TABLE OF CONTENTS

1.0 Introduction	1
2.0 Existing Conditions	3
2.1 Geology and Soils	4
2.2 Hydrology, Wetlands, and Wildlife Habitat	5
2.3 Vegetation	7
2.4 Existing Land Uses	8
2.5 Utilities and Easements	9
2.6 Existing Circulation and Parking	10
3.0 Recommended Plan	12
4.0 Design Standards	17
5.0 References	20
6.0 Appendices	21
Appendix A - Changes from 1986 PLI Plan	21
Appendix B - Compatibility Analysis	23
Tables	
2.1 Soil Types	4
B-1 Tudor Road PLI Plan Designations	22
B-2 3500 Tudor Road Master Plan Designations	22

List of Photographs

1 Salmon in Campbell Creek	6
2 Bear	6
3 Rabbit Tracks	6
4 Interpretive Signage on the Campbell Creek Trail	6
5 Moose	6
6 Weeping Birch on the Northwest Portion of the Site	7
7 Birch Trees at Edge of Black Spruce Forest East of the APD Headquarters Facility	7
8 Landscape Along Southwestern Boundary	7
9 Topped Trees Along Bragaw Street	7
10 Black Spruce Forest East of APD Headquarters Facility	7
11 Anchorage Police Department	13

List of Figures

1 Project Site	1
2 Original Site	3
3 Expanded Site with Topography and LIDAR Data	3
4 Soils Information	4
5 Hydrology and Wetlands	5
6 Existing Development	8
7 Existing Utilities	9
8 Existing Easements	9
9 Access to East and West Side Areas	10
10 Existing Circulation	10
11 Land Use Plan	12
12 APD Headquarters Location	13
13 Potential Land Lease/Trade Area	14
14 AWWU Water Main Connection	15
15 Conceptual 4-lane Cross Section of 48th Avenue	15
16 Class B Wetlands	16
17 Conceptual Retention Basins	17
18 West Side 2 Story Building, Front Position	18
19 West Side 2 Story Building, Middle Position	18
20 West Side 2 Story Building, Rear Position	18
21 West Side 3 Story Building, Front Position	18
22 West Side 3 Story Building, Middle Position	18
23 West Side 3 Story Building, Rear Position	18
24 West Side 4 Story Building, Front Position	18
25 West Side 4 Story Building, Middle Position	18
26 West Side 4 Story Building, Rear Position	18
27 Comparison of the 1986 PLI Plan Area Versus This Plan	21



CHAPTER 1.0 INTRODUCTION

The Municipality of Anchorage (MOA) owns and manages approximately 220 acres of land on the south side of Tudor Road between the Tozier Track on the west and Boniface Parkway on the east (Figure 1). The purpose of this master plan is to provide a framework for development for this area over the next 20 years and to update the 3500 Tudor Road Master Plan (1985), which was never officially adopted by the MOA. This plan also encompasses many of the planning ideas that were set forth by the Far North Bicentennial Park (FNBP) Master Development Plan (1974), the Updated FNBP Master Plan (1985), and the Tudor Road Public Lands and Institutions (PLI) Plan (1986). After the Assembly has adopted this updated master plan, it will supersede all previous planning efforts for the area covered by this master plan and will be incorporated into Anchorage 2020, the Anchorage Bowl Comprehensive Plan.

Continued growth in the Anchorage community has resulted in the need to carefully analyze and plan for development of the currently underutilized area addressed by this plan. The 3500 Tudor Road area will continue to be a focal point for public facilities and services that need to be centrally located within the Anchorage Bowl.

This master plan includes the following elements:

- An assessment and evaluation of the physical and functional issues associated with the area,
- An evaluation of land use guidance provided under Anchorage 2020 and the 1986 PLI Plan,
- Incorporation of input from stakeholders and the broader Anchorage public,
- A discussion of the purpose and need for proposed public projects that are being considered for development in the area covered by this master plan, and

- Creation of a Land Use Plan and recommendations for development areas and design guidelines.

This master planning effort takes into account the needs of the community and the variety of public service-related facilities that are in need of expansion or relocation. These facilities include the Anchorage Police Department (APD), the Anchorage Fire Department (AFD), the Parks and Recreation Department, and an Anchorage Water and Wastewater Utility (AWWU) water transmission main extension. These public facility needs, along with the transportation needs outlined in the Anchorage Long Range Transportation Plan (LRTP), the Areawide Trails Plan, the needs of the Alaskan Sled Dog & Racing Association (ASDRA), and the need to maintain the integrity of key trails in the area, such as the Campbell Creek Trail, are all key elements in programming the developable areas of this

master plan area. The purpose of this master plan is twofold: First, to create a plan that provides for expansion of needed public facilities for the community. Secondly, to stay ahead of the development pressures of the aforementioned entities and still be able to meet the intentions of previous plans based on their sensitivities to the wetlands, uplands, and adjacency to FNBP.

Land Use Planning Background

The area included in this 3500 Tudor Road Master Plan has been addressed in previous planning efforts, including the FNBP Master Development Plan (Greater Anchorage Borough 1974), the 1985 Updated FNBP Plan (MOA 1985), and the Tudor Road PLI Plan (MOA 1986). A summary of the substantive changes between the Tudor Road PLI Plan and this plan is included in Appendix A.

The 1974 FNBP Master Development Plan first identified the area now known as “the PLI lands”, located between Bragaw Street and Boniface Parkway, as an appropriate location for constructing public facilities. The 1985 Updated FNBP Master Plan (MOA 1985), completed after the PLI lands had been transferred from federal to State and municipal ownership, specifically addressed use of these lands. The lands were transferred pursuant to the federal Recreation and Public Purposes Act, which allows for the transfer of public lands to State or local governments and to qualified non-profit organizations for recreational and public services uses. The 1985 Updated FNBP Plan developed compatibility criteria for determining the types of land use that are suitable for development within the Tudor Road PLI area.

The 1986 Tudor Road PLI Plan was developed to address pressing public needs for institutional lands, the sensitivity of these lands, and the need for compatibility between the park and the institutional uses. The 1986 plan focused on identification of development areas, opens space, road and trail corridors, development phasing and design guidelines that relied heavily on guidance about this area that was provided in the 1985 Updated FNBP Plan.

The Tudor Road Master Plan area is adjacent to the University and Medical (U-Med) District, which serves as an important economic development engine for the community. Future development of the Tudor area should take the future growth and development needs of the U-Med District into consideration regarding land use.

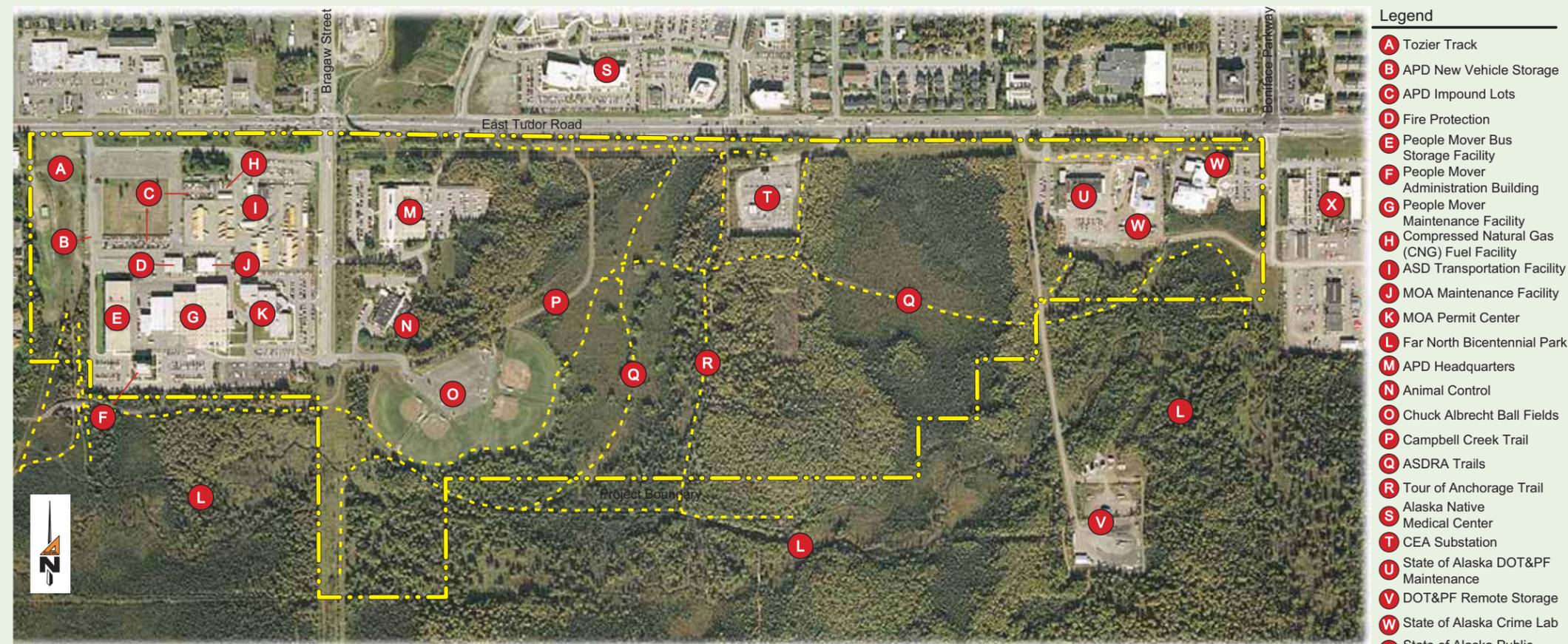


Figure 1: Project Site



Federal Transfer Legislation

As mentioned above, the lands were transferred pursuant to Section 12(d)(2) of the Act of January 2, 1976 [89 Stat. 1153: 43 U.S.C. 1601, p. 388 (1976)] utilizing the procedures of the Recreation and Public Purposes Act (R&PP) of June 14, 1926. BLM used procedures developed for administering R&PP act properties to transfer these lands, and also in reviewing subsequent proposals for development, but in addition these lands are subject to terms and conditions from the special legislation that directed BLM to convey these lands. The actual language included in the federal transfer legislation reads that the “land authorized to be conveyed...shall be used for public parks and recreational purposes and other compatible public purposes only...” (Public Law 94-204, section 12 (d) (2), January 2, 1976). The R&PP restriction on the types of land use allowed on the PLI lands continues with the land and serves as the primary guidance for development of these lands.

Most of the PLI lands between Bragaw Street and Boniface Parkway, addressed in this plan, were transferred from State to Municipal ownership, the State included a patent restriction that copied the federal language cited above, including a portion that limited the compatible public purposes to those “in accordance with the Generalized Land Use Plan outlined in the Greater Anchorage Area Borough’s Far North Bicentennial Park Master Development Plan of September, 1974.” Like the 1985 Updated FNBP Plan and the Tudor Road PLI Plan, this plan contains recommendations in concert with the intent of the 1974 plan and the transfer documents.

Land Use Compatibility Guidance

The restrictions on uses on the PLI lands were evaluated further under the 1985 Updated FNBP Master Plan, and the 1986 Tudor Road PLI Plan. In particular, these plans provided additional guidance in interpreting the types of uses that could be considered “other compatible public purposes.”

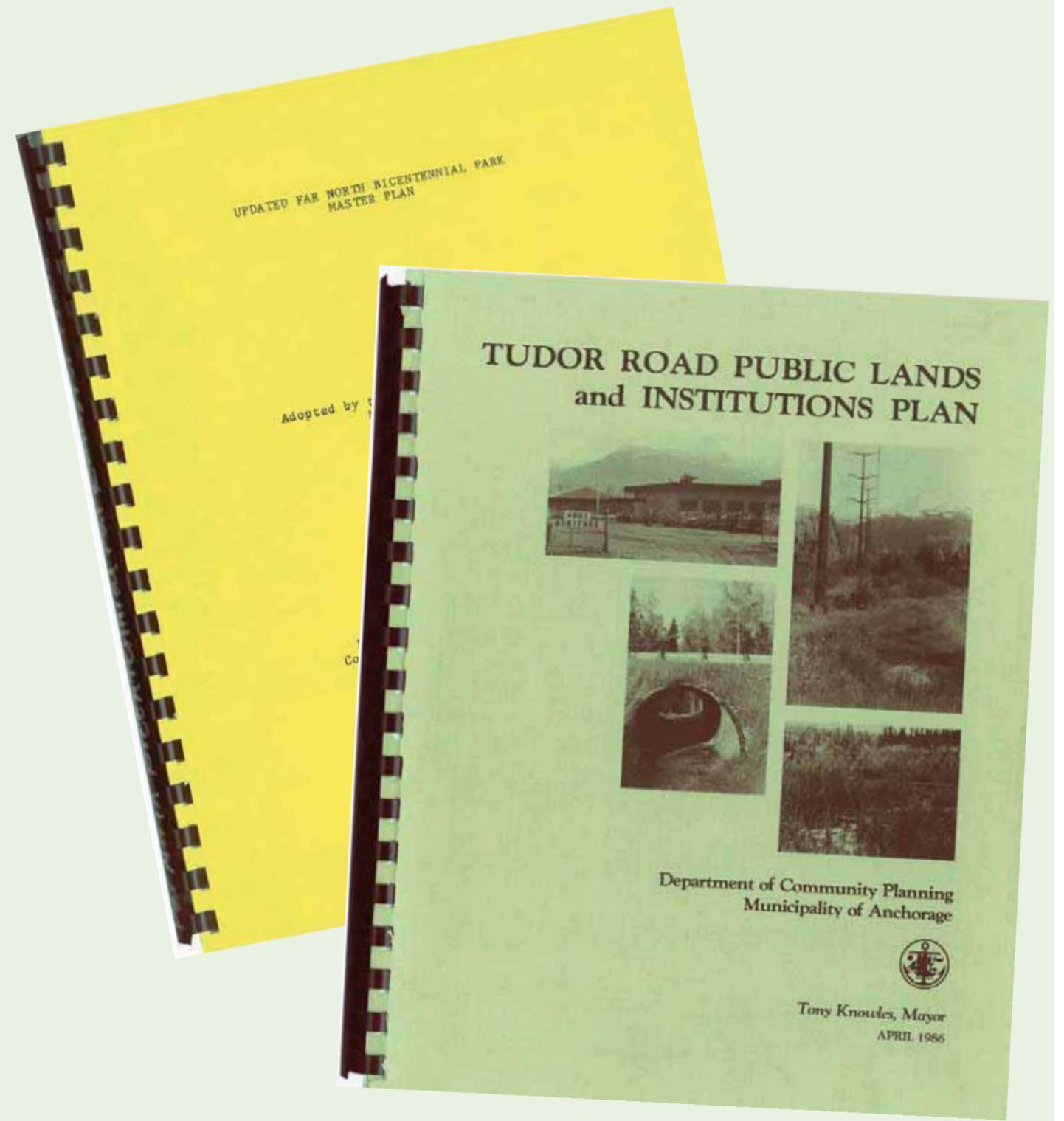
Three categories outlining the compatibility of a land use to the adjacent park have carried through from the 1985 Updated FNBP Master Plan, the 1986 Tudor Road PLI Plan, and into this master plan. These categories are listed below in descending order from most suitable to inappropriate.

1. Those compatible institutions and uses which contribute to, or derive significant benefits from, being located in proximity to the park and its environmental and open space resources;
2. Those compatible facilities and uses which, while not requiring proximity to the natural assets of the adjacent park, nevertheless have no negative impact upon the adjacent park lands;
3. Those public institutions and facilities that are physically or functionally incompatible with the adjacent public parklands and natural environment of the Campbell Tract.

The 1985 Updated FNBP Master Plan also outlined a compatibility test to be applied to proposed development to document that it would meet the “compatible public purposes” intent of the federal transfer legislation. Three basic questions were proposed to be asked when determining the compatibility of the land use in this 3500 Tudor Road area:

1. What other sites have been considered for the proposed use, and why have these other sites been rejected? Was the reason for this site based on a need to locate the facility adjacent to FNBP with large areas of protected natural environment?
2. Is the intended public or institutional use compatible with the park and recreational nature of FNBP, and is the use appropriate to the specific site?
3. What design and landscaping standards will be applied as conditions to enhance the park-like visual and physical aspects of this particular compatible land use?

These compatibility criteria have been incorporated into this planning effort and an example of the evaluation of a specific proposed use is included in Appendix B.



CHAPTER 2.0 EXISTING CONDITIONS

Documentation of the existing conditions is based on field visits to the site, and a review of previous planning efforts and resource studies for the area. Information gathered on the site was previously documented in a Visual Assessment report (DOWL 2003) and a Hydrology, Wetlands, and Wildlife Habitat Report (DOWL 2004). The information in this plan relies on these earlier documents but has been updated where possible.

Visual Assessment

The Visual Assessment document (May 2003) addressed the developed western portion of the site and only part of the master plan area east of Bragaw Street (Figure 2). In addition to documenting the existing natural resources and human environment of the area, it identified the significant site features for various areas. The positive visual attributes in the foreground areas included landscape buffers, wetlands, undeveloped forest, trails and educational signs along the trails. The positive visual attributes in the background included the forested areas to the south and the distant views of the mountains to the east.

Topography

The topography of this site is relatively flat. Traveling from the eastern end of the site to the western end, there is an 80-foot elevation change, and from the north to the south there is an elevation change from 0 to 30 feet (Figure 3). Just outside the project boundaries, the topography to the south and east begins to change rapidly. First dropping in elevation due to the presence of the north and south forks of Campbell Creek, the land then quickly rises into low foothills and then into the Chugach Mountains.

From a master planning perspective, the generally level topography of the site indicates that drainage and erosion problems will not be of great concern. However, a lack of topographical change leaves little opportunity for using natural landforms and elevation changes as a means of defining development areas within the site.



Figure 2: Original Site

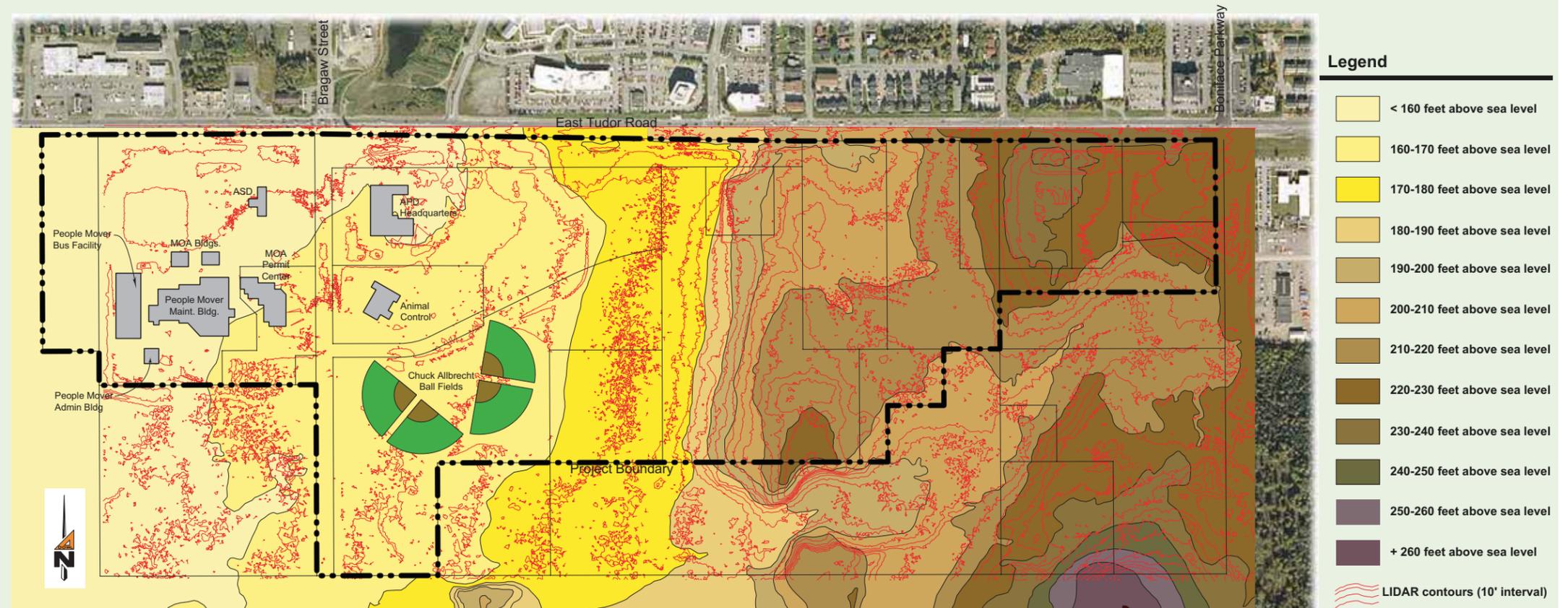


Figure 3: Expanded Site with Topography and LIDAR Data



CHAPTER 2.1 GEOLOGY AND SOILS

Information from the Natural Resources Conservation Service's (NRCS) *Soil Survey of Anchorage Area, Alaska* indicates that the project site's surficial geology is largely composed of coarse-grained alluvial deposits in abandoned channels and stream terraces. However, the eastern portion of the site contains an area of mixed-coarse and fine-grained glacial and/or marine deposits. This type of deposit is typically laid down in elongated hills.

The project site contains nine different soil types (Figure 4). The soils range in character from Kashwitna-Kichatna complex, a soil generally well suited to land use and development, to Doroshin Peat, a soil type with a limited ability due to its high water table, organic material, and frost action, characteristics that result in significantly higher development costs. Table 2.1 lists the soil types found within the project site and their characteristics.

In terms of land use and future development possibilities, a significant portion of the site's soils have already been urbanized, particularly on the western side. The undeveloped area east of the existing APD headquarters is largely composed of soils that are severely wet and prone to frost action. Future development scenarios should recognize and consider this factor.

Soil Name and Map Key	Shallow excavations	Dwellings, no basements	Dwellings, with basements	Small Commercial buildings	Local roads and streets
Cryorthents and Urban Land: 406/407	Very limited: Cutbanks cave; depth to dense layer; content of large stones	Somewhat limited: large stones	Somewhat limited: large stones	Somewhat limited: large stones	Somewhat limited: Frost action; content of large stones
Doroshin Peat: 417	Very limited: Depth to saturated zone; cutbanks cave; content of organic matter	Very limited: High water table; organic material; subsidence	Very limited: High water table; subsidence	Very limited: High water table; organic material; subsidence	Very limited: Depth to saturated zone; frost action; subsidence
Jacobsen-Disappear-Doroshin complex: 425	Very limited: Ponding; depth to saturated zone; content of organic matter; cutbanks cave	Very limited: Ponding; subsidence; high water table; organic material	Very limited: Ponding; subsidence; high water table	Very limited: Ponding; subsidence; high water table; organic material	Very limited: Ponding; depth to saturated zone; subsidence; frost action
Kashwitna-Kichatna complex: 431/432	Very limited: Cutbanks cave; slope	Not to Somewhat limited: slope	Not to Somewhat limited: slope	Not/Somewhat/Very limited: slope	Not/Somewhat/Very limited: slope; frost action
Moose River-Niklason complex: 437/438	Very limited: Depth to saturated zone; cutbanks cave; flooding	Very limited: Flooding; high water table	Very limited: Flooding; high water table	Very limited: Flooding; high water table	Very limited: Depth to saturated zone; frost action; flooding
Pioneer Peak silt loam: 441	Very limited: Depth to saturated zone; cutbanks cave	Somewhat limited: High water table	Very limited: High water table	Somewhat limited: High water table; slope	Somewhat limited: Depth to saturated zone; frost action

Table 2.1: Soil Types

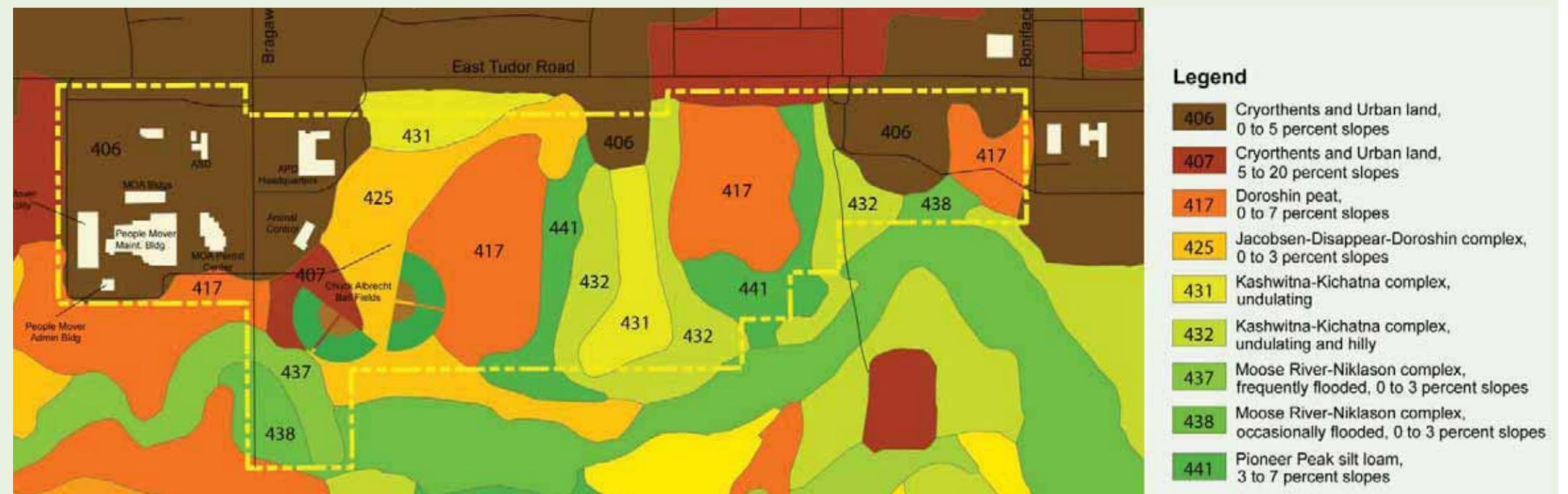


Figure 4: Soils Information



CHAPTER 2.2 HYDROLOGY, WETLANDS AND WILDLIFE HABITAT

Although the master plan area contains no lakes or creeks, the north and south forks of Campbell Creek flow just to the south of the area, before converging about a half mile to the west. Both University Lake and Mosquito Lake lie about a mile to the north. Class A, B, and C wetlands exist on the project site (Figure 5). The Class A wetlands are located along the southern border of the project site, primarily along the Campbell Creek floodplain, southwest of the Chuck Albrecht Ball Fields, and south of the State of Alaska Food Safety and Health Laboratories.

The 1974 FNBP Master Development Plan states that there is an abundance of wildlife in the Campbell Tract including moose, muskrat, mink, beaver, and anadromous fish in both forks of the Campbell Creek. The moose are particularly prevalent during the winter because of the available food supply. The vicinity of streams is the preferred habitat of muskrat, mink, and beaver. There is waterfowl nesting and feeding habitat along the North Fork Campbell Creek.

In 1983 Hogan and Tande published a study entitled *Vegetation Types and Bird Use of Anchorage Wetlands* in which 11 wetlands in the Anchorage Bowl were surveyed. None of the surveyed wetlands were located within the project site, but two nearby wetlands were studied: the eastern portion of the Tudor Road Bog wetlands area near Stuckagain Heights Road (now Campbell Airstrip Road) and the North Fork Campbell Creek wetlands. At the Tudor Road Bog, 14 bird species were recorded and 21 species were recorded at the North Fork Campbell Creek wetlands.

The Tudor Road Bog had a high average density even though no birds were observed during the spring migration survey date. Hogan and Tande concluded this absence was due to the lingering ice and snow still covering the vegetation. Thirteen species were observed during breeding season, and it is possible that all were breeding in this location. The report assumes that the breeding season's highest density species were likely visitors from their preferred habitat in the spruce and birch forest edge (redpolls, juncos, white-winged crossbills, and ruby-crowned kinglets). Density was high during the fall migration survey as compared to other surveyed wetlands. Hogan and Tande conclude that this was mostly due to migrating black-capped chickadees, boreal chickadees, juncos, and redpolls.



Figure 5: Hydrology and Wetlands

The North Fork Campbell Creek wetland had fewer than two birds per hectare (ha). During spring migration, four species were recorded; these were mallards, green-winged teals, yellow-rumped warblers, and black-capped chickadees. During breeding season, mallard and wigeon nests were spotted as were a brook of green-winged teals. A number of species were recorded during the breeding season: pintails, wigeon, lesser yellowlegs, least sandpipers, common snipe, alder flycatchers, violet-green swallows, ruby-crowned kinglets, robins, song sparrows, dark-eyed juncos, rusty blackbirds, white-winged crossbills, and pine siskins. The fall season survey recorded three species: white-crowned sparrows, belted kingfishers, and gray jays.

Regarding mammalian habitat, Hogan and Tande recommend that the winter moose browse of the Tudor Road Bog wetlands be maintained. This was the only location “with extensive willow vegetation types offering moose preferred winter browse not common elsewhere” (p.102).

To add to the baseline data gathered in Hogan and Tande’s *Vegetation Types and Bird Use of Anchorage Wetlands*, the U.S. Fish and Wildlife Service conducted a follow up study of six Anchorage wetlands and their associated bird habitat. The Tudor Road Bog was among those wetlands studied. Three bird censuses were conducted on all 12 acres of the Tudor Road Bog during the spring and summer of 1988. A total of 13 species were observed during the census period. These included waterfowl, shorebird, and passerine species: mallard, common snipe, alder flycatcher, ruby-crowned kinglet, American robin, water pipit, orange-crowned warbler, yellow-rumped warbler, Lincoln’s sparrow, white-crowned sparrow, dark-eyed junco, common redpoll, and pine siskin. The mean bird population density of the Tudor Road Bog measured 7.32 birds/ha and bird species diversity was 2.02. In August 2004, a Hydrology, Wetlands, and Wildlife Habitat report was completed for the 3500 Tudor Road Master Plan area (DOWL 2004). The report provided updated information on the following: water table, drainage patterns,

hydrology and wetlands, LIDAR (Light Detection And Ranging) data and topography, and test boring location maps. This document provides a summary of all the available background information regarding the hydrology, wetlands, and wildlife habitat of the 3500 Tudor Road Master Plan area. After meeting with the regulatory agencies, this document was intended to provide the necessary information to determine the extent and value of these environmental resources.

Subsequent meetings with the MOA hydrologist and the regulatory agencies determined that the current wetlands to the north of the proposed 48th Avenue extension do not provide a substantial amount of water to the wetlands to the south. With the LRTP recommending the extension of 48th Avenue through this area, it was determined that the hydrologic value of these wetlands would be limited functionally. The wetlands would possibly dry out and would have little value in cleansing water before it reaches



Class A wetlands to the south. It was determined that the focus should be on preserving as much wetland and open space as possible on the south side of the proposed 48th Avenue extension. The control of the quality and quantity of runoff on the north side of the 48th Avenue extension should be addressed through the development of sedimentation basins that can detain, treat, and distribute the flow of water back to the wetlands. The recommendations section of this master plan outlines these requirements in more detail.

Wildlife Habitat

The Alaska Department of Fish and Game (ADF&G) reviewed the development concept plans that showed areas suitable for development and areas proposed for open space. The ADF&G did not have any documented information on wildlife migration routes or browsing patterns. The experience of the state biologists is that moose and bear activity are prevalent in the project site with bear concentrated primarily along Campbell Creek.

It was noted in a meeting with state biologists that bear and moose frequent the Class B wetlands to the east and west of the substation. The wetlands to the west of the substation are known as a rutting area for moose. In addition, black and brown bears have been seen extensively using the Campbell Creek corridor and these wetland areas. The biologists noted that bear and moose are frequently found in the neighborhoods to the north of Tudor Road and that moose and bear would likely continue to move between the Campbell Creek corridor and the areas north of Tudor Road regardless of whether large development barriers were created or if open space corridors were preserved.



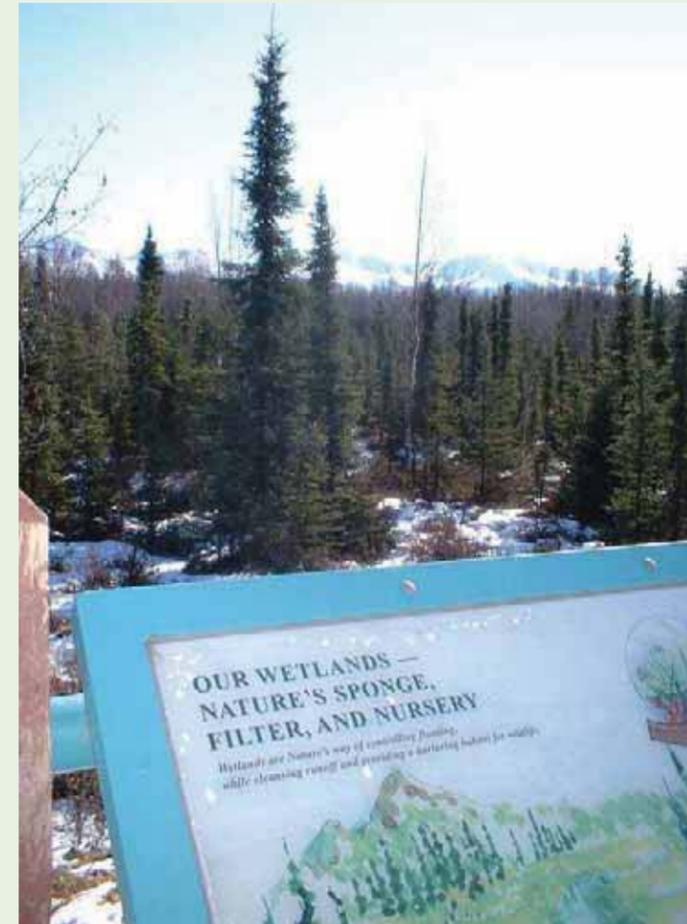
1. Salmon in Campbell Creek



2. Bear



3. Rabbit tracks



4. Interpretive signage on the Campbell Creek Trail



5. Moose



CHAPTER 2.3 VEGETATION

The portion of the master plan area that lies west of Bragaw Street is largely developed and void of natural vegetation. There are mature and well-maintained landscape areas with large spruce and birch trees as well as assorted shrubs and turf areas. There is a small area of naturalized vegetation along the southwest corner of the Tudor Road and Bragaw Street intersection. A vegetated buffer also runs along the western side of Bragaw and can be characterized as a mixed upland forest. Unfortunately, this vegetated buffer shares space with overhead utility lines and poor maintenance practices have resulted in the shearing and topping of trees growing beneath the lines. Low-lying and wet, the vegetation in this area does not appear to be thriving. The existing landscape should be maintained and incorporated into any future development. There may be an opportunity to use the low-lying corner of Bragaw Street and Tudor Road as a storm water storage and biological treatment area.

The portion of the project site lying east of Bragaw is only partially developed with the APD headquarters facility, ball fields and Animal Control on the west end, Chugach Electric Association, Inc. (CEA) in the center and lab facilities at the northeast end. A 120-foot, vegetated buffer strip travels along the northern border of the project site adjacent to the Tudor Road corridor. This vegetated buffer can be characterized as a mixed upland forest of spruce, birch, cottonwood, and alder. East of the APD is a mostly low-lying sparsely forested area, which is the beginning of the Class B wetlands area. Aerial photography indicates a large upland mixed forested area, running in a north/south direction, exists between the two Class B wetlands on the site. This change in vegetation is likely due to the presence of glacial moraine deposits mentioned earlier in the geography discussion. The CEA substation is located on the north end of the ridge.



6. Weeping Birch on northwest portion of the site



8. Landscape along southwestern boundary



9. Topped trees along Bragaw Street



7. Birch trees at edge of black spruce forest east of APD Headquarters Facility



10. Black spruce forest east of APD Headquarters Facility



CHAPTER 2.4 EXISTING LAND USES

The 3500 Tudor Road Master Plan area is located in a PLI zoning district. This zoning district was established for “areas of significant public open space, major public and quasi-public institutional uses and activities, and land reserves for which a specific use or activity is not yet identified” (AMC 21.40-4). As illustrated in Figure 6, the area currently includes the following buildings and uses: the APD headquarters building as well as one new police vehicle lot and two impound vehicle lots; People Mover public transit administration building and parking and maintenance garages; the MOA Risk Management Department; the MOA Permit Center and facility maintenance building; the Anchorage School District (ASD) school bus parking, bus fueling, maintenance garage, and support buildings; the Animal Control facility; the Chuck Albrecht Softball Complex; the CEA Substation; the State of Alaska Department of Transportation and Public Facilities (DOT&PF) Maintenance Facilities; the State of Alaska Food Safety and Health Laboratories; and the Tozier Track. All of these existing uses are acceptable within the PLI zoning district as either permitted principal uses, permitted accessory uses, or conditional uses.

The area also contains important recreation trails including the Campbell Creek Trail, the Tour of Anchorage Trail, and multiple mushing trails.

Existing land use to the west of the master plan area consists of mixed densities of residential development, to the south are park and open space lands, to the east are institutional uses, and to the north are a mix of land uses including commercial, institutional, and residential.

Anchorage 2020, the comprehensive plan for the Anchorage Bowl, does not specifically address the 3500 Tudor Road Master Plan area. A Generalized Land Use Plan Map has been developed to assist in implementation of the Anchorage 2020 comprehensive plan and has received concept approval from the Anchorage Assembly. The Land Use Plan Map designates the 3500 Tudor Road Master Plan area east of Bragaw as Community Facility and the portion west of Bragaw as Community Facility and Special Study Area. This land use plan map designation includes specific land use designations for Schools and Community Institutional, Major Institutional, and Public Utility/Facility. The master plan area is currently classified



Figure 6: Existing Development

as Schools and Community Institutional which reflects a lower density of public facility development. If a higher density of public facility development is anticipated north of 48th Avenue, it may be prudent to change the Land Use Plan Map designation to Major Institutional. These land use designations correspond to the existing PLI zoning category.

As discussed previously, three land use plans have addressed this area to date: the 1974 FNBP Master Development Plan, the 1985 Updated FNBP Master Plan, and the 1986 Tudor Road PLI Plan. This update takes into account the policies of the earlier plans, the policies established in Anchorage 2020 and the LRTP, development that has occurred in the area to date, and the current development pressures for public facilities development within the master plan area. Similar to the 1986 plan, this master plan identifies development areas, open space areas, road and trail corridors, and design guidelines intended to result in a quality development that is

compatible with the natural resources and recreational uses of the FNBP to the south of the master plan area. Once adopted by the Anchorage Assembly, this plan will be incorporated as an element of Anchorage 2020.



CHAPTER 2.5 UTILITIES AND EASEMENTS

Sewer, water, gas, electrical, and telephone utilities currently exist within the developed areas of the master plan area (Figure 7). The undeveloped central portion of the master plan area is not currently served by any utilities. Sewer lines enter the master plan area from Tudor Road and serve all the existing buildings on the West side of Bragaw Street and the facilities at the east end of the area near Boniface Parkway. The sewer lines along Bragaw Street serve the limited development to the east of Bragaw Street (APD, Animal Control, and Chuck Albrecht Fields). Water is provided to the developed areas on the west end from Tudor Road and Bragaw Street. The facilities near Boniface Parkway are served from water lines in the Tudor Road corridor.

The main storm drain for the area runs along the Tudor Road corridor. Additional storm drain systems in the western portion of the master plan area include one along Bragaw Street, one that collects storm water from the developed area west of Bragaw Street, and one that collects storm water from APD and Animal Control. The storm drain system that serves APD and Animal Control connects into the storm drain on Bragaw Street. The storm drain on Bragaw Street and the storm drain system west of Bragaw Street connect into the main storm drain along Tudor Road (Figure 7).

Existing easements within the master plan area include: gas, water, electrical, telecommunication, general utility, fire hydrant, sanitary sewer, public use, storm drain, trail, buffer landscape, and greenbelt easements. Figure 8 illustrates the location, orientation, and extent of these easements.

A landscape greenbelt easement was established along the south side of Tudor Road during platting of this area. Although the area does contain electric utilities which require some clearing on an ongoing basis, the area also contains trails and low vegetation that serves as open space and buffering.

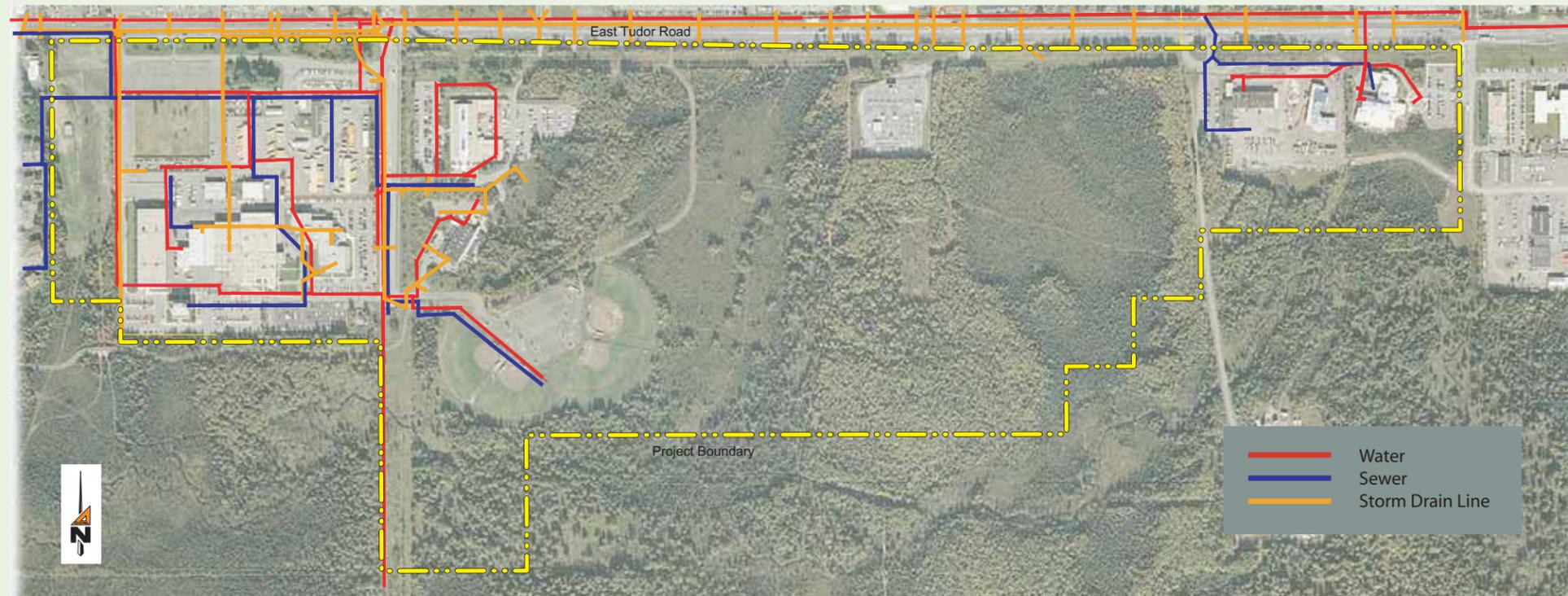


Figure 7: Existing Utilities

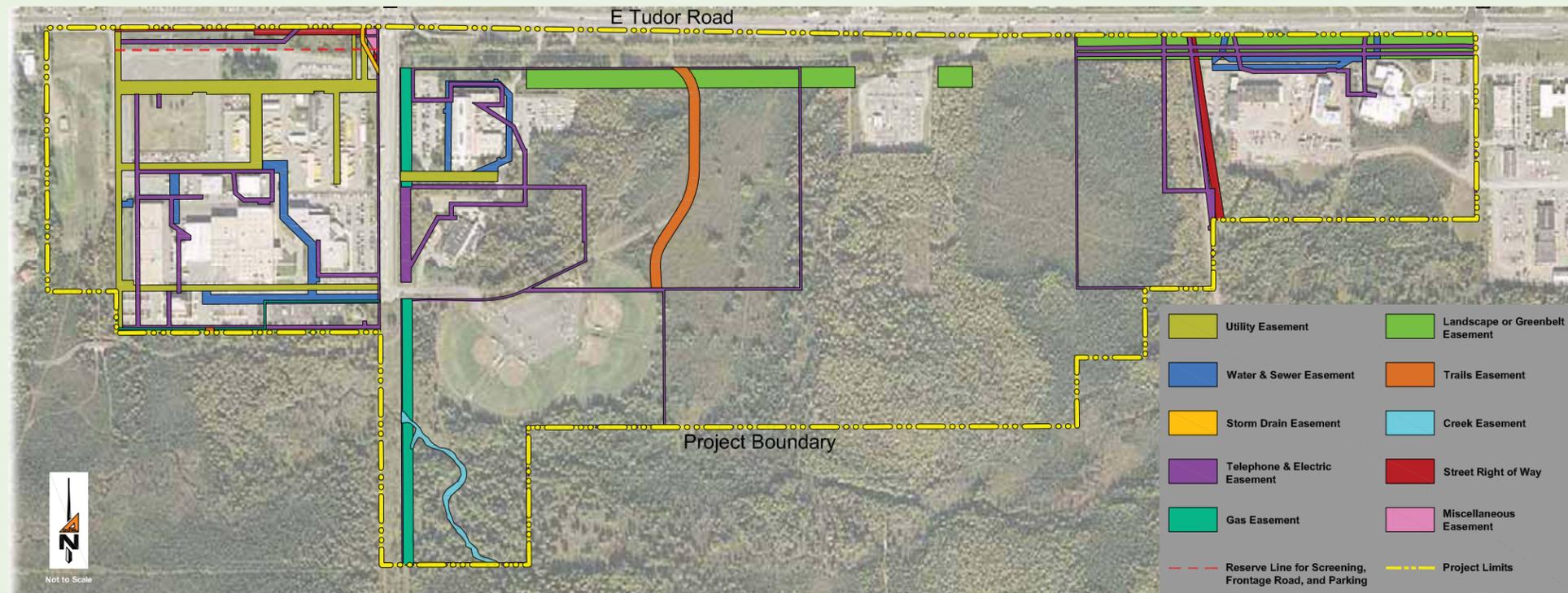


Figure 8: Existing Easements



CHAPTER 2.6 EXISTING CIRCULATION AND PARKING

The master plan area consists of two parts with Bragaw Street as the dividing line. This analysis will look at the access and circulation for each part separately. For convenience, the master plan area west of Bragaw Street will be called the West Side, and the master plan area east of Bragaw Street will be called the East Side (Figure 9).

Vehicle Access to the Site

Traffic Flow to the West Side – Vehicle access to the West Side uses either Tudor Road (45,000+ Average Daily Traffic (ADT) and 45 miles per hour posted speed) or Bragaw Street (2,000+ ADT with 35 mph posted speed). Tudor Road is a four-lane Major Arterial and Bragaw Street in this area is a four-lane Minor Arterial as shown on the Official Streets and Highways Plan (OSHP). Bragaw Street is currently being extended, with construction to be completed in October 2007, to the south to Abbott Loop Road. The projected volumes for the Abbott Loop Road Extension from the proposed Dowling Road connection are 27,900 ADT with a 45 mph posted speed. These 2025 projections assume the proposed extension of 48th Avenue.

Eastbound traffic on Tudor Road can access the West Side through a right-turn-in/right-turn-out curb cut at the northwest corner of the parcel (Figure 10). Vehicles from all other areas must use the Tudor Road and Bragaw Street signalized intersection for access to Bragaw Street and then into the site. The Tudor Road and Bragaw Street intersection operates at level of service (LOS) E during peak hours. The DOT&PF recently completed a project to expand an eastbound/southbound turn lane to help with traffic flow at this intersection. The adopted LRTP justifies the need to reduce the traffic congestion at the Tudor Road and Bragaw Street intersection with the extension of 48th Avenue from Bragaw Street to Boniface Parkway.

Traffic Flow to the East Side – Vehicle access to the East Side uses the curb-cut on Bragaw Street, shared by the APD and the Animal Control facility. This curb-cut serves an internal road that accesses the west, south, and east sides of the APD facility and Animal Control. There is also a short extension of 48th Avenue to the east from Bragaw Street that provides access to the Chuck Albrecht ballfields. The CEA electric substation and the DOT&PF maintenance facility have access drives from Tudor Road. The APD also has an exit only access onto Tudor



Figure 9: Access to East and West Side Areas

Road. Access to the State of Alaska Food Safety and Health Laboratories is from the Boniface Parkway extension south of Tudor Road.

The LRTP recommends the extension of 48th Avenue from Bragaw Street to the east where it is envisioned to intersect with Boniface Parkway and Tudor Road. This will provide for much greater access into the East Side of the master plan area. A planned connection from the future 48th Avenue extension to Tudor Road near the CEA substation (Tudor Centre Drive), will provide another access point for the East Side.

Vehicle Access from the Site

Traffic Flow from the West Side – Through the internal site roadways, vehicles can leave the West Side going eastbound by using the right-turn out only curb-cut to Tudor Road at the northwest corner of the area. Vehicles wanting to go westbound or northbound must first use the internal roadways to gain access to Bragaw Street and then to the congested signalized intersection at Tudor Road and Bragaw Street.

Traffic flow from the East Side – Vehicles leaving the East Side can exit via the joint curb-cut on Bragaw Street, gaining access to the Tudor Road and Bragaw Street

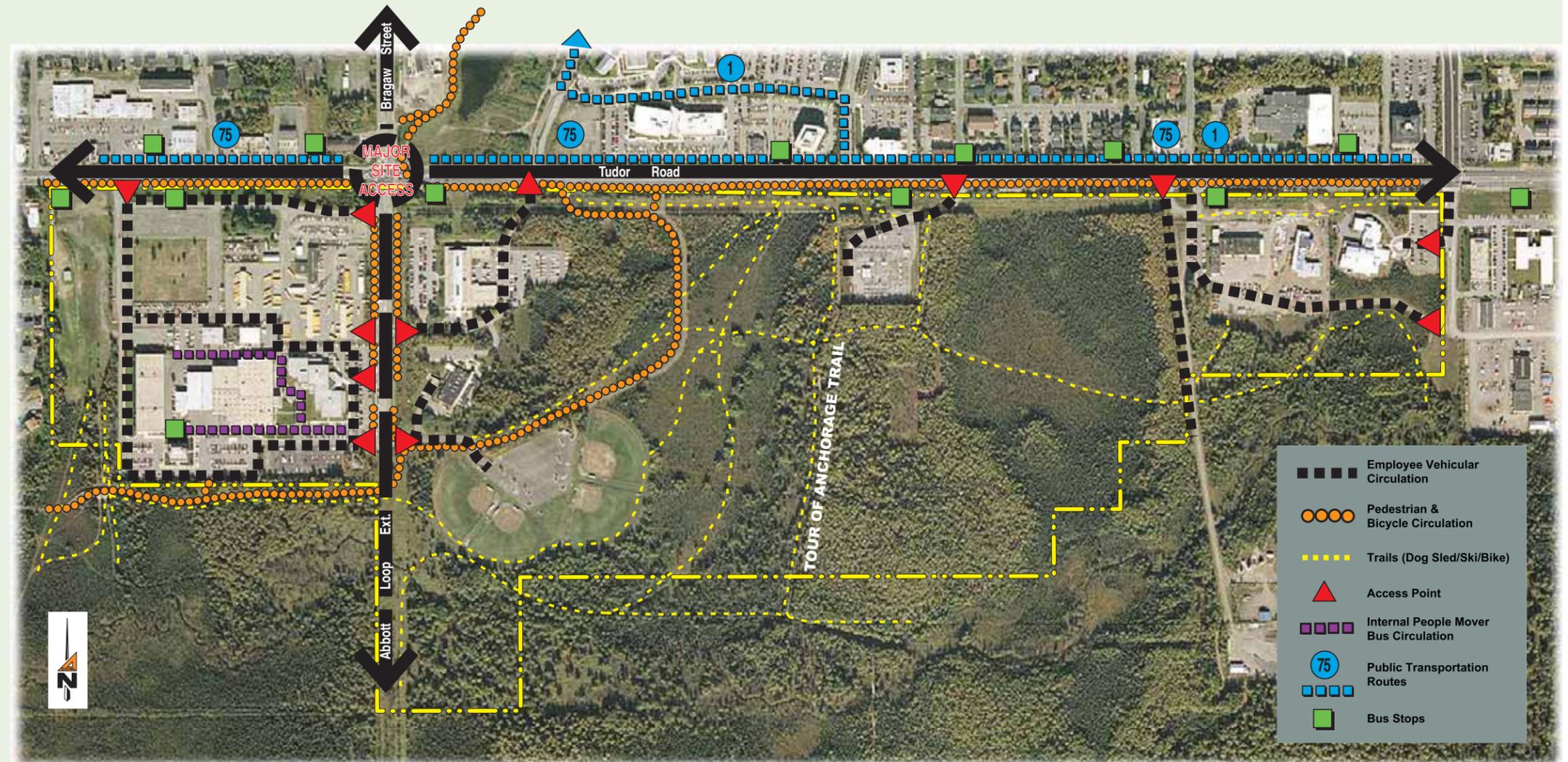


Figure 10: Existing Circulation



intersection. Under current conditions, the rear of the APD facility is designated for employee vehicle parking only. This rear area does have a right-turn out only curb cut to Tudor Road signed for employee use only. The CEA Substation and the DOT&PF Maintenance Facility both have access drives out to Tudor Road. The State Food Safety and Health Laboratories have an access road off Boniface Parkway, south of Tudor Road. With the extensions of Abbott Loop Road, 48th Avenue, and Tudor Centre Drive, access into and out of the site will change. A new traffic signal is planned for the intersection of 48th Avenue and Bragaw Street. This will affect the traffic flow for both the East and West Sides, providing a controlled intersection for access into and out of these sites.

Internal Vehicle Access within the Site

Traffic flow within the West Side – The internal roadway system provides connections between the various facilities and access to Tudor Road and Bragaw Street. Each of the existing building tenants has little interaction with the others so internal site travel is at a minimum. Some additional internal traffic is generated due to the eastbound traffic backup on Tudor Road during the afternoon rush hour. When this occurs, ASD and People Mover buses, Permit Center employees and even APD police vehicles sometimes use the northerly frontage road (paralleling Tudor Road to the south) or the southerly ring road (south of the People Mover Facility and then heading north to Tudor Road) to bypass the traffic backup at the Tudor Road and Bragaw Street intersection. While this marginally reduces the traffic on Tudor Road, it also impacts any future designs for this area. The People Mover buses use a circuitous route to gain access from Tudor Road to the bus storage facility. With the expansion of the Permit Center and its associated parking, this bus routing and safety has been impacted. Any future redevelopment of this area should consider a more direct routing for People Mover bus access to the bus storage facility.

The ASD also plays a key role in the internal vehicle access on the West Side. Their current transportation facility on the West Side is used as a major transfer location for transferring students from one bus to another. The ASD has 121 buses on 90 different routes coming and going from this site everyday. The transfer of students at this location occurs during the morning and afternoon peak traffic hours.

This compounds the traffic issues in the area and should be considered during future development or redevelopment.

Traffic flow within the East Side – The APD site design is such that the employee parking and the visitor parking are separate areas within the site. This one road, which appears adequate at this time, serves all of the parking areas as well as access to the APD facility and the Animal Control facility. With individual access points for the CEA Substation, the DOT&PF Maintenance Facility, and the State Food Safety and Health Laboratories, these facilities have adequate circulation.

Existing Public Transportation

Description/Analysis of Existing Public Transportation - The West Side of the master plan area falls within the Transit Focus Area identified for priority service through the LRTP. The current bus service includes two routes along Tudor Road with hourly off-peak and half-hourly peak hour service. There is no bus service on Bragaw Street south of Tudor Road at this time. The Tudor Road routes are described below.

Route #75-Tudor – This route travels along C Street, Tudor Road and Muldoon Road, providing service between downtown Anchorage and the north Muldoon area. The route has bus stops located on both sides of Tudor Road at 1) Dale Street, 2) Florina Street and 3) Bragaw Street. Approximately 50 riders of Route #75 use the Tudor Road bus stops adjacent to the master plan area daily.

Route #1 - Cross Town Route. The Cross Town route travels between the Muldoon Transfer Center and Dimond Transit Center via Baxter Road, Tudor Road, Tudor Centre Drive, the Alaska Native Medical Center, UAA, Providence Hospital, Lake Otis Parkway, and Dimond Boulevard. Twenty-two (22) passengers alight or board on Route #1 along Tudor Road between Tudor Centre Drive and Boniface Parkway.

Alternative Transportation Pedestrian/Bicycle Access and Trails

Access to the West Side of the project site on Tudor Road for pedestrians and bicycles is via a 5-foot-plus-wide sidewalk in front of the dog mushing tract and a 9-foot-wide trail along the northern border of the West and East Sides. There is a bus pullout on Tudor Road about 300 feet east of the northwest corner of the West Side, with an 8-foot-wide trail connection south into the West Side. There is also a 5-foot-wide sidewalk on the west side of Bragaw Street south of Tudor Road that has Americans with Disabilities Act (ADA)-accessible ramps at the intersections. The Campbell Creek Trail (10-foot plus width) runs along the southern boundary of the West Side and then turns north, passing through the East Side just south of the Animal Control facility. This trail connects with the trail along the south side of Tudor Road which can be used to access the curved bridge at Tudor Road and Bragaw Street. The Campbell Creek Trail has connections into the West Side at Bragaw Street and southeast of the Transit Administration building. This trail provides an opportunity for a bus-to-bicycle connection for employees of the 3500 Tudor Road Master Plan area. Employees can take transit routes #1 or #2 along Lake Otis Parkway, connect to the Campbell Creek Trail on Lake Otis, and bicycle down the trail to this area.

Along with the pedestrian/bicycle access routes, existing trails running through the East Side of the area make valuable connections to a larger regional trail system. These trails make important links from the trails in FNBP and the BLM Campbell Tract to trail systems north of Tudor Road (the Chester Creek Trail system and the University trail systems) and to the west along the Campbell Creek greenbelt and trail. The Tour of Anchorage (TOA) Trail and the Campbell Creek Trail both connect into the curved bridge overpass at the Tudor Road/Bragaw Street intersection. These important trails, along with the variety of dog mushing trails in the area, must be considered during site development and these links need to be maintained. As development occurs, these trails may move or alignments may change; however, the character and integrity of these trails needs to remain intact. Therefore, careful consideration needs to be taken during planning and development to preserve these connections and the character of the existing trails.



CHAPTER 3.0 RECOMMENDED PLAN

The master plan presented here takes into account previous land use plans, the existing wetlands, hydrology, and wildlife habitat areas, as well as the extension of 48th Avenue from Bragaw Street to Boniface Parkway. Overlays of the natural conditions of the area were used to guide development of this master plan. Maintaining the functionality of the site's wetlands and hydrology, by providing a significant infiltration/buffer zone between the public facility development and FNBP, played a major role in determining suitable areas for development and conservation. With a total project area of 225.6 acres, the master plan design includes:

- 29.7 acres Suitable for Redevelopment
- 41.7 acres Suitable for New Development
- 55.4 acres of Existing Development
- 13.7 acres of Existing Recreation
- 65.3 acres of Open Space, Wetlands, and Recreation
- 19.8 acres of Recreation and Recreation-Related Public Purposes

The development of the land use plan, shown in Figure 11, is based on overlaying the natural resources of the site to determine the areas of most suitable development. After researching the natural resources and mapping the wetlands, soils, and topography, a series of overlays between these resources was created. The wetland areas were the main elements of the overlays and provided the strongest suggestions for where the development could occur. Class B wetlands are defined in the Anchorage Wetlands Management Plan (MOA 1985) as "those intended to conserve and maintain a site's key functions and values primarily by limiting and minimizing fills and development to less valuable zones while retaining higher value areas. Development could be permitted in the less valuable zones of a Class B wetland, provided avoidance and minimization and Best Management Practices are applied to minimize disturbance and impacts to the higher value non-fill portions." The MOA has not established a percentage

of Class B wetlands that can be developed or must be preserved. Any development in a Class B wetland requires an Individual Section 404 Permit from the U.S. Army Corps of Engineers (USACE).

After creating bubble diagrams of areas suitable for development, the needs of the community and the development pressures for the area were weighed. It is the role of the master plan to strike a balance between areas that are determined suitable for development and the areas that should be preserved as valuable and functional open space and wetlands. The needs of the program elements were balanced with the future functionality of the existing wetlands and open space areas. Regulatory agency and stakeholder meetings identified a strong desire to preserve open space and wetlands south of the proposed 48th Avenue extension, closer to FNBP and Campbell Creek, and to limit more intense development to the area north of 48th Avenue.

The areas south of 48th Avenue were recommended for active and passive recreation and recreation-related purposes, such as the existing Chuck Albrecht Softball Complex and open space.

The master plan's recommendations for the 3500 Tudor Road Master Plan area are outlined in the following sections that follow: Land Use Elements and Development Types, Potential Land Uses, Utilities, Transportation, Wetlands, and Trails and Open Space. Design standards for the master plan area are addressed in Chapter 4.

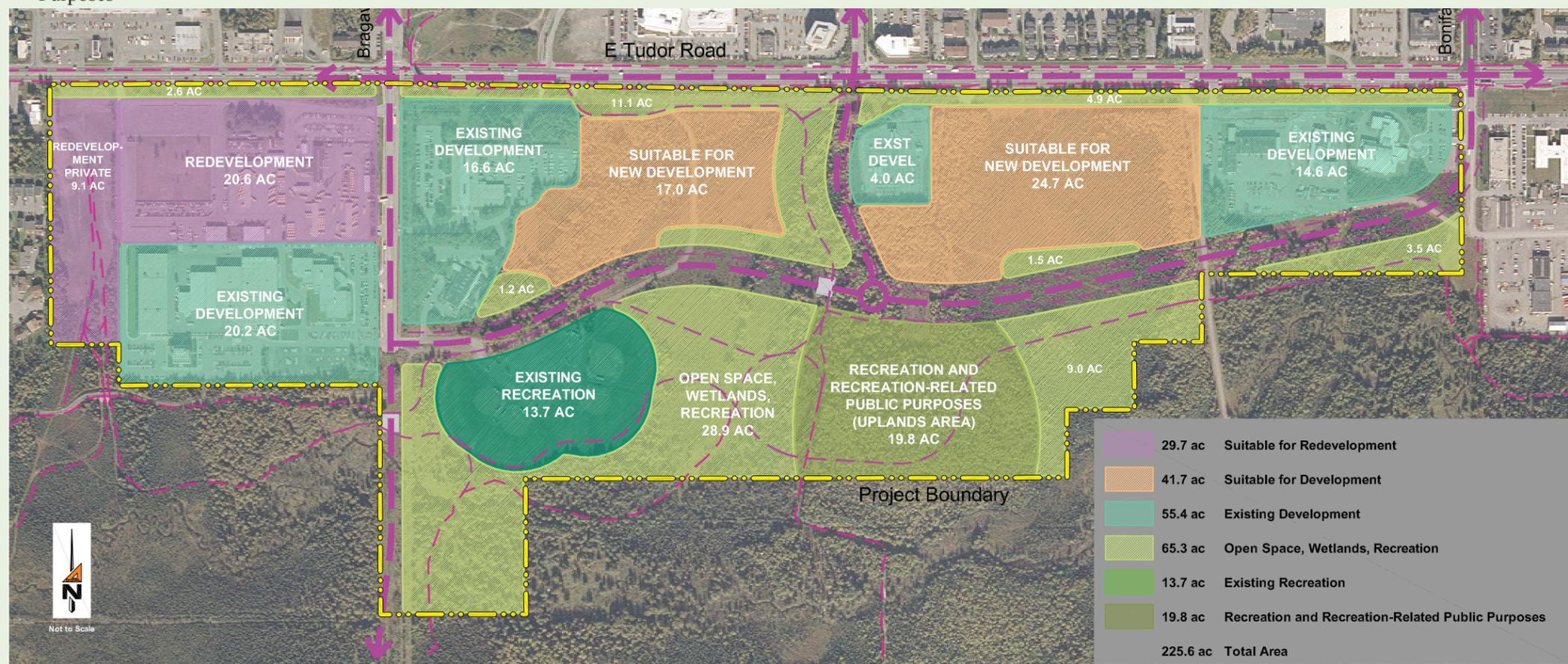


Figure 11: Land Use Plan

Definitions

Redevelopment: These lands have been identified as being under utilized. Areas identified for redevelopment include the ASD Transportation Facility, the APD Impound Lots, and Tozier Track. This plan recommends that these facilities be relocated and these areas be evaluated to determine their highest and best use.

Suitable for New Development: These areas are recommended for development of institutional facilities.

Existing Development: These are lands in the master plan area that have already been developed and are not proposed for relocation. Existing developments include the MOA Permit Center and Facility Maintenance Building, the People Mover public transit administration building and parking/maintenance garages, the MOA Risk Management Department, the Animal Control Facility, the CEA Substation, the State of Alaska DOT&PF Maintenance Facility, and the State of Alaska Food Safety and Health Laboratories.

Existing Recreation: The Chuck Albrecht Softball Complex.

Open Space, Wetlands, and Recreation: These areas are recommended for the retention of existing vegetation for providing natural buffers, screening of land uses, conserving wildlife habitat, recreational trails and providing a water quality buffer to Campbell Creek.

Recreation and Recreation-Related Public Purposes: This area has uplands that are appropriate for more active recreational or recreation-related uses than the surrounding wetlands; however, its location requires that use of this area be recreation-related to assure compatibility with the adjacent park lands to the south.



Land Use Elements and Development Types

As described earlier in the document, land uses in those areas covered by the federal transfer legislation in 1976 are restricted to public parks and recreational purposes and other compatible public purposes. This master plan recognizes the growing demand for public facilities development in this area and strives to plan the area to allow for public facility development in a manner that is compatible with the adjacent park and recreation uses, while reserving lands south of the 48th Avenue extension for open space, recreation and recreation-related use and development. This master plan incorporates the compatibility criteria identified in earlier plans and includes design guidelines that are intended to promote the compatibility of the new public facilities with the recreational and parks uses to the south.

Public facilities development would be limited to those types of public facilities that would be allowed under a PLI zoning designation by right or as a conditional use. Proposed uses include those that create or build on the synergies of collocating municipal facilities with other public service or public safety facilities in a central location. In keeping with development of the municipal facilities on the west end of the master plan area and the existing development within the eastern portion, the types of public facilities anticipated to be sited in this area could include, but are not limited to:

- Parks and public recreation facilities, including playgrounds, playfields, recreation centers, and trailhead facilities;
- Museums, libraries, historic and cultural exhibits;
- Educational institutions;
- Police and fire stations;
- Governmental office buildings,
- Hospitals or community health clinics;
- Public research laboratories;
- Headquarters and administrative offices for charitable and similar quasi –public organizations of a noncommercial nature;
- Public greenhouses and nurseries; and
- Utility and transportation facilities.

The intent of this Plan is not to have this area compete with downtown for location of major government administrative services and facilities (as reflected in Anchorage 2020

and the Downtown Comprehensive Plan). This area does provide an area proposed for public facilities that are more operational and functional in nature than administrative. Each proposed development on those lands covered by the compatible public purposes restriction should undergo a Public Facility Site Selection Study and Site Plan Review that addresses the compatibility of the proposed use with the criteria discussed on page 2 of this document, as well as with state and federal patent restrictions. An example of the analysis of a proposed land use against these compatibility criteria has been completed for the proposed expansion of the APD facility and is included in Appendix A of this plan. The Site Plan Review should also address the proposed facility's compliance with the design guidelines presented in Chapter 4. These design guidelines will provide for a quality campus-like development in the public facilities area north of 48th Avenue. The Site Plan Review should sufficiently address the uses and design of each proposed facility to determine its compatibility and protect against the introduction of industrial elements into the area.

If any project is proposed that includes an element that would be listed as an industrial use under the I-1 zoning district (AMC 21.40.200.B.2), it must be reviewed and approved as a conditional use. This condition has been added to ensure that development allowed in this area would not result in unacceptable noise, dust, vibration, or other adverse conditions that would not be compatible with the intent of this area BLM SR3.

Development of an industrial nature should only be an ancillary use only to benefit an appropriate use, such as vehicle lots for the police department. Other stand alone industrial uses would most likely not meet the requirements of the lands contained in the patented issued by the BLM to the State of Alaska (patent number 50-80-0073), due to requirements for lands to be used for public parks and recreational purposes and other compatible public purposes.

Development in the areas identified for redevelopment on Figure 11 are anticipated to remain public facilities. The redevelopment area, however, is not subject to the R&PP patent language, allowing for more flexibility in site use and design.

This plan calls for approximately one-third of the master plan area to be designated for open space, wetlands, recreation

and recreation-related uses. Again, the majority of these lands are concentrated south of 48th Avenue and adjacent to FNBP. The concentration of these lands was determined to result in more effective open space and recreation areas, as opposed to trying to disperse small areas of open space throughout the entire master plan area.

Potential Land Uses

The following section discusses needed public facilities that have been identified as potential candidates for development within the master plan area. The discussion of each proposed facility includes the purpose and need for the development and how they relate to the compatibility criteria and the public service-oriented development concepts from previous plans. Some of the proposed facilities discussed have had a substantial amount of planning and coordination to date; while others have only recently been identified as potential future projects. As mentioned above, these proposed projects would be required to go through a Site Plan Review process and could require a conditional use review, depending upon the elements proposed as part of the project.

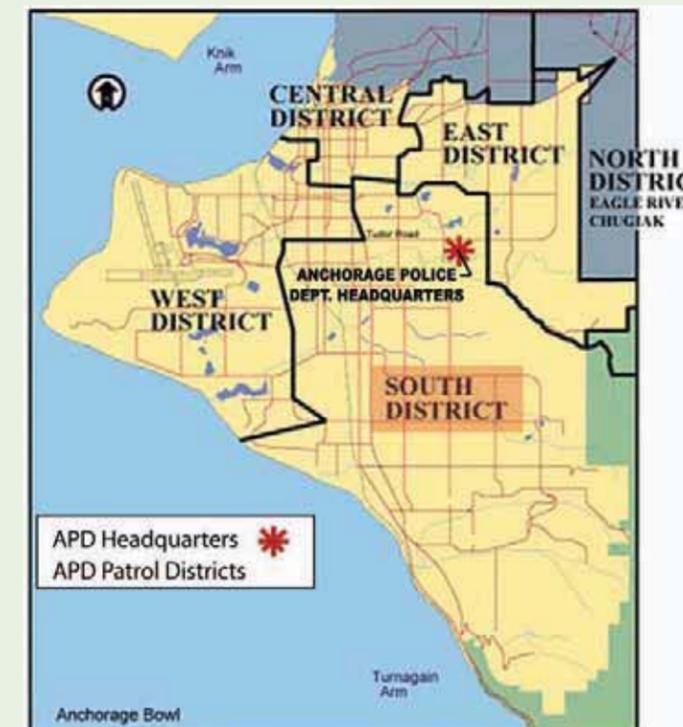


Figure 12: APD Headquarters Location



11. Anchorage Police Department

Anchorage Police Department Expansion

The APD Headquarters was built in 1986. It is located in a central location within Anchorage (Figure 12). The purpose of the APD expansion is to increase the efficiency of police services to provide better police service for citizens in Anchorage, Girdwood, and Eagle River. The new buildings proposed on the existing site are Evidence Storage/Laboratory facilities, Vehicle Warm Storage, Light Duty Vehicle Service Shop, MOA Communication Shop, and APD-related outdoor storage. These facilities will reduce existing high transportation, fuel and labor costs associated with an inefficient dispersal of police facilities. The evidence storage facility and light duty shop is currently several miles from the main operation. Vehicles seized are stored off-site and then transported to the evidence laboratory. In addition, there are over 400 police vehicles in use today. Locating the vehicle storage, evidence laboratory and light duty shop near the headquarters will significantly decrease mileage put on the cars, fuel costs, and time savings for police officers. Alternative sites were considered. The concept of relocating the entire APD Headquarters to the west of Bragaw Street, where the ASD Transportation Facility is currently located, was explored. It was determined to be too expensive to be feasible to move the entire facility to this underutilized site on the west side of Bragaw Street.

The expansion of the APD would benefit the community, as well as APD, by having all integral police facilities located



adjacent to the existing facilities. The APD's location in the central part of the Anchorage Bowl also promotes efficient access to all the various areas that are serviced by APD.

The APD also has a critical police training curricula, which includes on-going physical fitness training. APD benefits from its proximity to FNBP and the many trails that can be used for fitness training. The proposed facilities to be included in expansion of the APD development would not be expected to result in any adverse effect on FNBP to the south.

A substantial coordinated effort of many MOA Departments including Planning, HLB, Traffic, Parks and Recreation, Project Management & Engineering (PM&E), APD, and AFD has taken place to date related to the potential expansion of the APD site.

Anchorage Fire Department Development Needs

The existing AFD Fire Training Center (FTC) and Maintenance Shop, currently located on Airport Heights Road at the east end of Merrill Field, are in need of relocation due to conflicting needs associated with Merrill Field. There has been discussion of the opportunity to relocate the FTC somewhere in the study area. The FTC would serve as a center to train both public and private fire fighters on fire prevention and rescue including residential and commercial fires, and wildfires. The maintenance shop is proposed to be adjacent to the training area to allow for simultaneous vehicle servicing and fire training. It is a functional criterion for the firefighters to be with their vehicles while training. It is much more efficient, cost effective, and important for the community to have the service vehicles receive maintenance and servicing while the firefighters are in training.

The FTC is consistent with the requirement for public-related facilities in this master plan project area. This FTC would benefit from being centrally located in the Anchorage Bowl to allow for training between different agencies. As with the APD, the AFD training curricula include training that would benefit from being able to utilize the existing trails and terrain of FNBP (i.e., wilderness rescue, search and rescue, dog tracking, physical fitness training). Numerous agencies would hold independent and multi-agency wilderness rescue training at this FTC. Being adjacent to FNBP affords an opportunity for practical

exercises in wilderness rescue. This FTC would also be used by the AFD for wildfire training with the potential to benefit the park directly in the event of a wildfire.

Alaskan Sled Dog & Racing Association Tozier Track

Although privately owned, Tozier Track is included in this 3500 Tudor Road Master Plan study because of the possibility of a land lease/trade that could occur and benefit both ASDRA and the MOA. The Tozier Track sled dog racing facility, located on the western boundary of the master plan area, is owned by ASDRA. Their current location along Tudor Road near the Dale Street intersection has valuable Tudor Road street frontage and is considered to be better suited for other high-value uses that would be more compatible with the 3500 Tudor Road Complex. There have been discussions with ASDRA about locating a new track facility east of the Chuck Albrecht ballfields, south of the proposed 48th Avenue extension, and just to the north of the southern property line between the 3500 Tudor Road master plan area and FNBP (Figure 13). This site would bring the mushers closer to the existing trails in FNBP and eliminate many trail conflicts that exist. Also, future conflicts between new road and building developments and mushing trails could be reduced or eliminated. This land trade or long-term lease would benefit

both the MOA and ASDRA, by adding a valuable piece of Tudor Road frontage to the 3500 Tudor Road Master Plan area, and by getting the dog mushing facility away from Tudor Road to a site that has more room and is closer to their trail network. Location of the ASDRA facility on the south side of the 48th Avenue extension could be consistent with this master plan and the requirement for recreational uses that are compatible with FNBP on the south side of 48th Avenue.

Any land trade would require BLM review and approval and could be denied if the trade were found to reduce the amount of recreational land available to the public.

Anchorage School District Transportation Facility

The Master Plan designates the current site of the Anchorage School District (ASD) Transportation Facility as part of the area designated for redevelopment. However, the Plan does not designate an alternative location for the ASD Transportation Center in the study area. Relocation of the Transportation Facility to another part of town would have a significant impact on the efficiency of ASD operations and substantially increase the cost of providing school bus service. District buses serve students who reside in the East, Service and portions of the Bartlett and South High School attendance areas. Service is also provided for special needs students who attend six high schools and twenty-

eight elementary schools located in Anchorage. The Plan recognizes the ASD Transportation Facility is used for bus storage, but more detail might be helpful to understand why the central location is necessary. The District uses 26 buses to transport more than 300 students that are picked up at their homes each morning and brought to the Transportation Center where they change buses and are then transported to their schools. A similar process occurs in the afternoon. This present location is key to the efficiency of the operation of the shuttle which has been in place for over 30 years. The Municipality will not redevelop the ASD site without consulting with the ASD and ensuring the development of appropriate alternative facilities.

Parks & Recreation Facilities

The Parks & Recreation Department has expressed interest in the potential for future development of facilities in the master plan area to support their operations. It is possible that some Parks & Recreation facilities will need to relocate from their current location in Mountain View. One possibility is to relocate these facilities to the 3500 Tudor Road Master Plan area. In addition, the upland area south of 48th Avenue has the potential to be used for a variety of park and recreational uses, such as play fields, trail heads, or other recreation-related uses.

Community Health Facilities

The Anchorage Neighborhood Health Center (ANHC) has identified a need to relocate its three current facilities into one combined health facility and administration office. ANHC has been looking for a centrally located site in Anchorage and has identified a site in the northwest corner of the 3500 Tudor Road Complex along Tudor Road. This area is currently underutilized and is defined as an area of potential redevelopment in this master plan. ANHC serves a variety of clients related to health issues and provides help to clients with many different insurance types, as well as the uninsured. The ANHC facility is being designed as a 2-story building with a 27,000 square foot lower level.

State Crime Laboratory Expansion

The State has identified a need to expand its current crime laboratory which is currently located just east of Boniface Parkway. Site selection for this facility is underway and is considering sites within the master plan area. The crime laboratory would be owned and operated by the Department of Public Safety (DPS), which is located at the intersection



Figure 13: Potential Land Lease/Trade Area



Wetlands

This master plan recommends that the Class B wetlands on the south side of the proposed 48th Avenue Extension, within the master plan area, be protected from development other than maintenance of existing trails and possible future trail realignments (Figure 16). These areas are classified as Open Space, Wetlands, and Recreation in the Land Use Plan for the area.

The wetlands within the master plan area were considered when determining which areas of the master plan area are suitable for development. In order to maintain the functionality of wetlands, two things need to be considered. First, the design of the area needs to continue to provide a long-term water source so that development does not dry up the wetlands. Second, the design needs to provide connectivity between the wetland areas.

Consultations with the MOA hydrologist indicated that water has historically flowed through the area from the northeast to the south-southwest. With this perspective in mind, the wetlands are fed by water flowing from the north (Tudor Road boundary) to the south, and eventually into the North Fork of Campbell Creek. One way to provide a long-term water source to the wetlands south of the proposed road is to provide storm water runoff into these

wetlands. It is important to note that no runoff from Tudor Road is being directed or routed into the Campbell Creek watershed. The existing storm drains that collect runoff from Tudor Road are piped and routed into the Chester Creek system. Storm water runoff from development north of the proposed road can continue to be directed to the south. Culverts or ‘burrito wraps’ under the proposed road will allow for the continuing flow of water, both surface and subsurface, from the north to the south. Two very important aspects of the runoff would need to be addressed before discharging it to the south into the wetlands. The quality of the water needs to be at a high level, meaning it must be without a lot of pollutants, and the runoff should be of low quantity in terms of its peak flow. The wetlands will not be able to provide their function of cleansing the water before it makes its way into the North Fork of Campbell Creek if the rate of runoff from developed areas is not slowed. Project design within the study area will need to address storm water retention and treatment, prior to discharge from the developed areas.

The 1986 Tudor Road PLI Plan called for preserving wetlands both north and south of the proposed road. This plan proposes to allow development north of the road and to preserve more areas south of the road. This is intended to

preserve larger areas of intact wetlands, particularly those wetlands that are closest to the North Fork of Campbell Creek and FNBP. Preservation of larger contiguous areas of these wetlands is considered to result in preservation of more important wetland functions, than saving smaller fragments of wetlands both north and south of the road.

The wetlands preserved south of the road are intended to be used by the MOA as mitigation for wetland fill associated with public projects, such as the 48th Avenue Extension and possibly development north of the road. Coordination with the agencies on this issue may result in placement of conservation easements on the wetlands to be preserved, or the reclassification of these wetlands to A wetland status.

Trails and Open Space

During coordination meetings between HLB and the Parks and Recreation Department, it was determined that a closer look at trails in this area was needed. A 48th Avenue/FNBP Trails Study was completed to look at potential 48th Avenue crossings for the Campbell Creek and Tour of Anchorage Trails and to identify other FNBP trails issues for further study. The study recommended that the Campbell Creek and Tour of Anchorage Trails be combined on the south side of 48th Avenue and cross under 48th Avenue via a bridged

section of roadway. On the north side of this 48th Avenue extension, a 250-foot-wide trail corridor is to be preserved west of Tudor Centre Drive. This trail corridor is intended to buffer the trail and be consistent with the existing character of the trails in this area. The trails study also recommended that all dog mushing trails be relocated to the south of 48th Avenue and that the integrity of these trails stay intact. The Parks and Recreation Commission has reviewed the recommendations from this study and approved them.

There are existing trails in the open space and wetland areas south of 48th Avenue. The intent of this plan is to maintain these trails and to allow for relocation of these trails, if needed,

to allow for maintenance of a continuous trail system in the future.

The Areawide Trails Plan recommended that the Campbell Creek Trail be completed to the curved bridge at Tudor Road and Bragaw Street. That trail has been completed and this plan requires that the trails throughout this area be preserved and remain a continuous trail system. The Areawide Trails Plan also recommends that commuter bicycle routes be located along Tudor Road. This master plan does not exclude these bicycle routes from happening as planned. Other trails that exist in this master plan area that are noted in the Areawide Trails Plan are being preserved with the integrity of their connections being maintained.

Consistency with Recreation and Public Purposes Restriction

All of the potential land uses discussed above could be consistent with this master plan and the compatible public purpose restrictions placed on the PLI lands if they are developed in a manner which preserves the low intensity institutional campus character of the area. Developments which would be considered more industrial would not be compatible with the low-intensity character of the area. Again, each project proposed would be required to undergo Site Plan Review by the Planning and Zoning Commission. The Site Plan Review would be expected to review the proposed project’s compatibility with this plan and the character of this area, as well as the design guidelines provided in the next chapter.

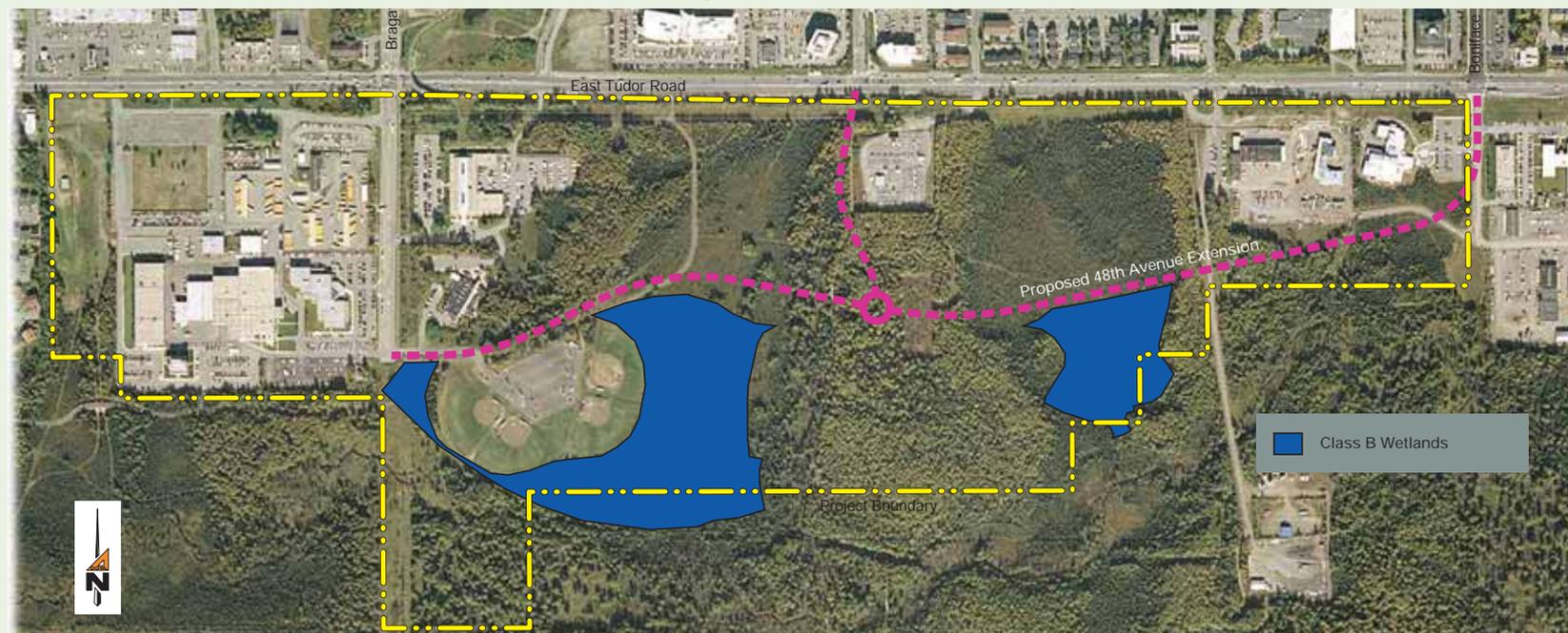


Figure 16: Class B Wetlands



CHAPTER 4.0 DESIGN STANDARDS

This section outlines the design standards intended to promote efficient development that is consistent with earlier plans and sensitive to the site's natural and social features and its proximity to FNBP. One of the main development guidelines will be to require each development site to provide cleansed storm water back into the wetlands system south of the proposed road. The intent is to replenish the streams or wetlands that are preserved, thus maintaining the functionality of these preserved wetlands. Stormwater retention/detention facilities will be designed to slow runoff and provide for natural treatment of the water prior to discharge. The slower that the water moves through the wetlands, the cleaner the water will be once it reaches the North Fork of Campbell Creek south of the master plan area.

The design standards below have been developed to protect and enhance the natural resources of the site and to preserve the natural and recreational characteristics of the site. The redevelopment areas on the West Side of the master plan area should follow these standards to the extent possible given the developed nature of the West Side. These standards also guide the development of this area into a low-intensity public facility campus with necessary connections between similar uses and proper separations between uses that require buffer zones. These design standards are complimentary to the recommended Land Use Plan (Figure 11). The design standards are intended to protect and enhance the master plan area's natural resources and recreational characteristics while promoting the development of a multi-use public facility campus.

Required Standards

Protect and Enhance Site Resources

- The wetlands to the south of the 48th Avenue extension shall be preserved in a manner that meets regulatory agency requirements for wetland mitigation credit. No further development shall be allowed in the Class A wetlands other than trail and trail-related development, such as trail bridges or trail surface improvements.
- Provide a 30-foot to 40-foot wide buffer of retained or screening landscaping along the perimeter of each development.
- Provide for treated storm water flows from the north into the preserved wetlands to the south to help retain wetland integrity and function.

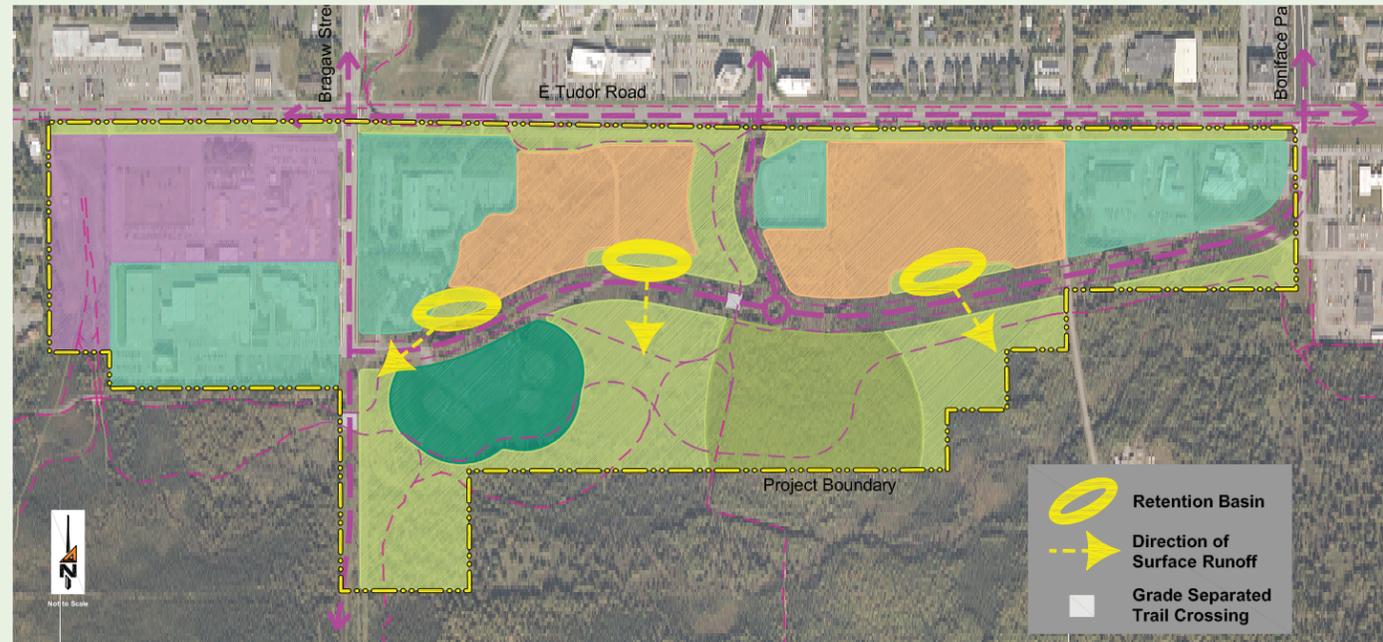


Figure 17: Conceptual Retention Basins

- Development shall incorporate measures to address storm water treatment, such as bioswales, oil/water separators, constructed wetlands, preservation of infiltration areas in uplands, or the incorporation of pervious pavements in areas where parking areas or large expanses of hard surfacing is proposed.
- Storm water retention and/or detention basins shall be incorporated into developments along the north side of 48th Avenue (Figure 17). The intention of these basins will be to provide treatment and to slow the rate of discharge of storm water to the wetlands south of the road.
- Storm water systems will be designed to result in post-development runoff being similar to pre-development runoff.
- Maintain a 300-foot buffer of undisturbed/natural vegetation between any development and the North Fork of Campbell Creek.
- Prior to redevelopment of areas west of Bragaw Street, developers shall coordinate with the BLM and SHPO on the possible historic Potter Trail in this area.
- The Plan supports the preservation of natural vegetation in the landscape concept for 48th Avenue as illustrated in Figure 15.

Extend and Develop Recreation Trail System Corridors

- Provide a continuous trail system that maintains connections between the Campbell Creek Trail, the Chester Creek Trail system, the University Lake area, and FNBP.
- The recreation trail system corridors shall be realigned when needed to make necessary connections and preserve the existing characteristics and linkages of the system. New trail alignments shall be designed to reduce conflicts between development and different types of trail users.
- Design multi-use trails to conform to the MOA trail design standards, including soft shoulders.
- Provide a grade-separated trail crossing of 48th Avenue.
- Develop and maintain the continuity of a trail system that maintains trails for a variety of user groups (walking, dog mushing, biking and skiing).

Establish Clear, Definitive Vehicle and Pedestrian Circulation Systems

- Provide adequate pedestrian circulation within sites and throughout the master plan area.
- An 8-foot-wide trail separated by 7 to 10 feet of landscape buffer between the back of the curb and the trail shall be provided on both the north and the south sides of 48th Avenue.
- Where the Campbell Creek Trail is south of 48th Avenue, the trail width will be 10 feet.
- A 6- to 8-foot-wide trail shall be provided on the east side of Tudor Centre Drive.
- The combined Campbell Creek and Tour of Anchorage Trails will be combined in a trail corridor on the west side of Tudor Centre Drive.

Development Areas/Parking

- Parking is prohibited along entry driveways between the main road boundary and the interior site parking or circulation area.
- Consider solar orientation in site design to maximize opportunities for sun filled, sheltered and visually attractive entry areas and outdoor common areas.



Building Heights

- a. Building heights along Tudor Road shall be limited to four or five stories and buildings along 48th Avenue should be limited to two or three stories with the intent to maintain a low profile, low intensity use along 48th Avenue consistent with the PLI parkland character (Figures 18-26).
- b. Setbacks from Tudor Road are defined by existing easements and the setback requirements of the PLI district.
- c. Setbacks from 48th Avenue shall be 40 feet.

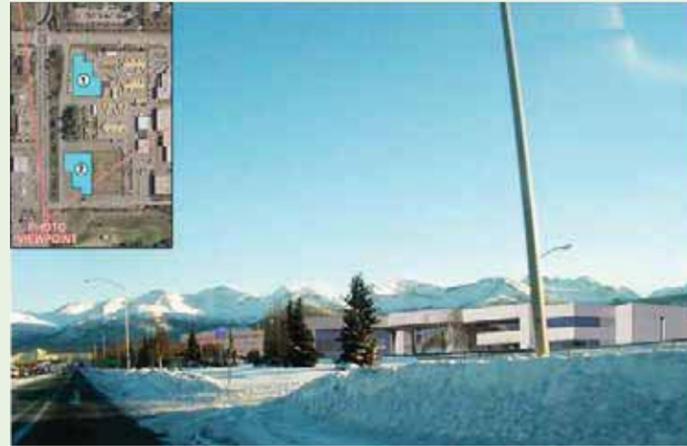


Figure 18: West Side 2 Story Building, Front Position



Figure 21: West Side 3 Story Building, Front Position

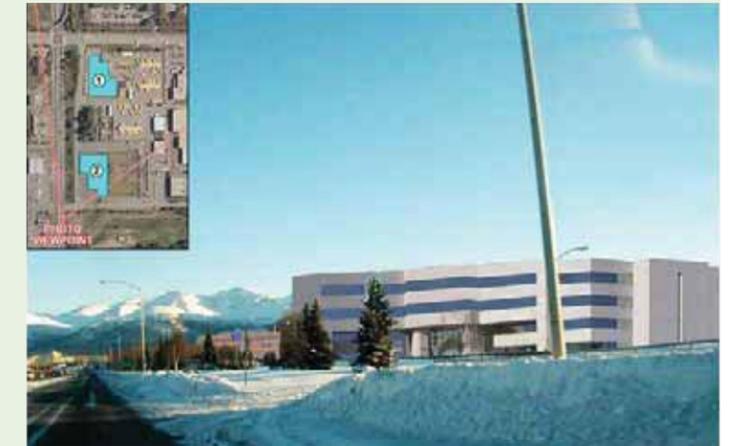


Figure 24: West Side 4 Story Building, Front Position



Figure 19: West Side 2 Story Building, Middle Position



Figure 22: West Side 3 Story Building, Middle Position



Figure 25: West Side 4 Story Building, Middle Position

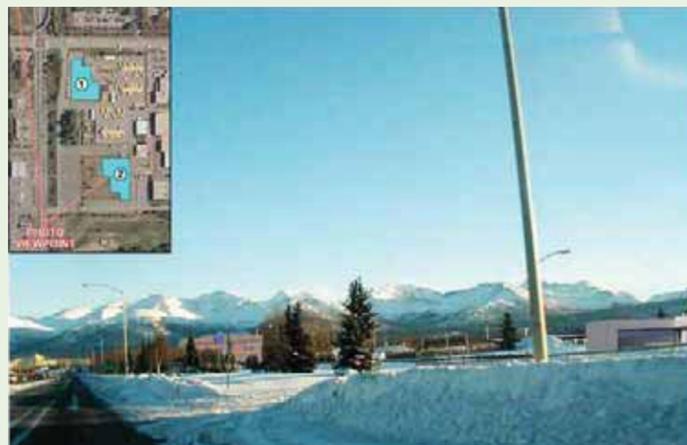


Figure 20: West Side 2 Story Building, Rear Position



Figure 23: West Side 3 Story Building, Rear Position

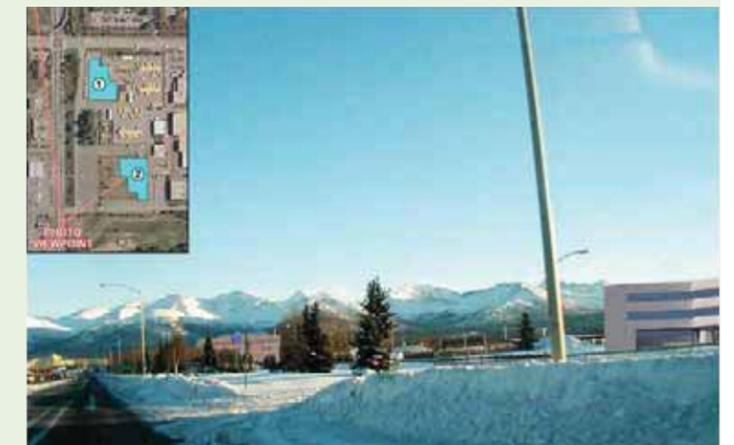


Figure 26: West Side 4 Story Building, Rear Position



Recommended Design Standards

Development Areas

- a. Separated trail crossings should be incorporated, where possible, when mushing trails cross other user trails.
- b. Any new recreational or recreation-related development south of 48th Avenue should retain an existing vegetation buffer of at least 75 feet from the southern border of the property to provide a buffer for FNBP. Existing trails occur in this buffer zone and new trails proposed in this zone would be allowed.

Utilities

- a. All road corridors should be utilized as trail and utility corridors for development of infrastructure and trail systems throughout the project site.
- b. Utilities should be placed underground to the greatest extent possible to preserve distant mountain views and to maintain the low-intensity park-like character of the site.
- c. Developers should size and install utilities for full projected development needs during design and construction of the initial development phase.
- d. Design and install underground utilities to minimize disruption of off-site utilities, paving and landscaping during construction and maintenance.
- e. Design utility corridors to be collocated to avoid multiple utility easements.
- f. Incorporate any required above ground utilities into the site design.

Public Transit

- a. Coordinate with public transit department on development of bus stops based on their design standards and criteria.
- b. Place buildings close to major streets to reduce travel distance from bus stops or provide a clear, safe, well-lit pedestrian path between the structure and the bus stop to encourage bus ridership.

Parking

- a. Provide on-site parking and/or off-street parking for the public and employees.
- b. Site parking areas to maximize safety and security.
- c. Site parking to minimize the distance between facility structures and parking areas, to the extent practicable.
- d. Develop parking facilities that minimize the disturbance to the existing wooded areas where significant vegetation can provide required screening.
- e. New parking areas south of the 48th Avenue extension should incorporate previous parking lots into the site design and should be limited to parking that supports recreation and recreation-related public purposes.
- f. For development north of 48th Avenue, pervious pavements should be incorporated on large paved areas where possible.
- g. For development north of 48th Avenue, pervious pavements should be incorporated when paved areas are proposed for use on an occasional basis.

Snow Storage/Removal

- a. Develop areas for snow storage on site and demonstrate the areas as adequate for the amount of snow that needs to be removed. If adequate space is not available, then the removal of the snow should be included in the site design.
- b. Design landscaped areas to minimize the potential for damage from snow removal operations.

Architectural Style

- a. Encourage freedom of architectural expression for a variety of public institutions.
- b. Use materials, colors and styles that blend with the park-like character of the area.
- c. Integrate new facilities into the natural setting by sensitively placing the building in the site and preserving existing vegetation when significant wooded areas would preserve the character of this park-like setting.
- d. Minimize shadowing and wind tunnel effects in exterior public spaces through facility design.
- e. Ensure buildings have recognizable front door entryways.
- f. Encourage energy conservation and low maintenance development through the design of the facility.

Site Amenities

- a. Provide site amenities such as benches, trash receptacles, kiosks, bicycle racks, and special paving in public gathering spaces, along portions of the trail network, and other areas that take advantage of views, solar orientation, or common areas between building facilities.
- b. Use materials, colors and styles that blend with the park-like character of the area.

Art in Public Places

- a. Incorporate artwork commissioned under the One Percent for Arts program in the site design of each building facility.
- b. Encourage the incorporation of artwork in common gathering spaces throughout the public facility campus development area where it is both highly visible and easily accessible for employees in the area and the general public.

Signage

- a. Provide uniform informational and directional signage along roadway and trail corridors.
- b. Provide sufficient illumination to make roadway informational and directional signs visible at night without creating undue glare.
- c. Building identification signs should use sign materials, colors, lettering styles and design forms that are compatible with the building design and use.
- d. Free-standing signs associated with facilities are limited to monument signs that are limited to 12 feet in height.

Lighting

- a. Developments should provide clear directional and orientation signage.
- b. Signage should use a consistent design theme along the main road corridors.
- c. Provide adequate consistent lighting to contribute to safe, secure pedestrian movement through the site.
- d. Prevent on-site lighting from casting unwanted glare onto adjacent uses.
- e. Encourage lighting design that conforms with energy saving guidelines.
- f. Encourage controlled accent lighting at building exteriors to articulate and animate building design.
- g. Locate light standards taking into account on-site and off-site view opportunities.

Maintenance

- a. Maintenance and operations of facilities should be considered high priority site planning and design issues.
- b. Facilities should be designed to include high-quality materials that can withstand the harsh cold climate with relatively little maintenance.



CHAPTER 5.0 REFERENCES

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CHAPTER 6.0 APPENDIX A - CHANGES FROM THE 1986 PLI PLAN

Changes from the 1986 Tudor Road Public Lands and Institutions Plan

Once approved and adopted by the Anchorage Assembly this 3500 Tudor Road Master Plan will become part of the Anchorage 2020, the Anchorage Bowl comprehensive plan, and, along with Title 21, will regulate future development within the plan area. This master plan supercedes the Tudor Road Public Lands and Institutions (PLI) Plan for the areas covered under this plan. This appendix summarizes the substantive changes from the Tudor Road PLI Plan to this 3500 Tudor Road Master Plan.

Area Covered by the Plan

The Tudor Road PLI Plan covered public lands between Bragaw Street and Patterson Street, south of Tudor Road and north of Far North Bicentennial Park (FNBP) as shown in Figure B-1. This 3500 Tudor Road Master Plan covers municipal and private lands from the western boundary of the Tozier Track to Boniface Parkway south of Tudor Road and north of Far North Bicentennial Park. Therefore, the areas west of Boniface Parkway will now be regulated by this plan, while the PLI lands east of Boniface Parkway will continue to be regulated by the Tudor Road PLI Plan.

General Plan Policies

Development and Preservation Areas

The Tudor Road PLI Plan used the following designations for planning purposes: Development Areas, Reserve Areas, and Open Space. The 3500 Tudor Master Plan evaluated the area in more detail and uses the following designations: Existing Development, Redevelopment, Suitable for New Development, Recreation and Recreation-Related Public Purposes, and Open Space, Wetlands and Recreation. The table below compares the acreage under the various designations under each plan for the area between Bragaw Street and Boniface Parkway. Acreages differ slightly due to assumptions about road rights-of-way, trails, etc.

Table B-1: 1986 Tudor Road PLI Plan Designations

Designation	Acres
Development	84.4
Reserve	48.7
Open Space	46.2

Table B-2: 3500 Tudor Road Master Plan Designations

Designation	Acres
Development ¹	90.6
Recreation and Recreation-Related Public Purposes	19.8
Open Space, Wetlands and Recreation	65.3

¹ Includes Existing Development, Suitable for New Development, Redevelopment, and Existing Recreation.

As shown in the tables, the 3500 Tudor Master Plan results in more acreage designated as Open Space, Wetlands and Recreation than the Tudor Road PLI Plan. The main difference in the designation of development areas versus conservation areas in this updated plan is that development is concentrated in the area north of the 48th Avenue extension and the conservation areas are concentrated south of the road, closer to FNBP. This allows for more development in the area along Tudor Road and provides for more of a buffer for FNBP.

Open space areas are concentrated south of the new road to provide a buffer between the development north of the road and Campbell Creek and FNBP. This is a change from the Open Space policies in the Tudor Road PLI Plan which called for open space to be scattered throughout the area and included in each project's site plan. This plan suggests that concentrating larger areas of open space closer to the most sensitive natural resources is more effective and will result in more functional open space areas than scattering smaller and less effective open spaces throughout the development areas.

Review Process

There are limited lands left for development within the eastern side of the master plan area, making it more important that these lands be used in the highest and best manner. Projects proposed for location within the master plan area will be required to undergo a two-part review process with the Planning and Zoning Commission. The first part will be a Site Selection Study to ensure that the development is compatible with the intent and character of this area. This

study should consider the compatibility tests that have been carried forward in this master plan, as well as how well the proposed use fits within this particular part of the Tudor Road Corridor. Although the Tudor Road PLI Plan called for priority to be given to park-related uses (category 1) over other public uses that may not be directly park-related but are not incompatible with the park and have no adverse effect on it (category 2), this master plan will allow for more category 2 uses north of the 48th Avenue extension.

The second part of the process will be a Site Plan Review before the Planning and Zoning Commission. This Site Plan Review process will address site planning and design compliance with this master plan. This plan has moved away from some of the more prescriptive design requirements of the earlier plan on design issues such as site amenities and signage, and allows for the project developer to address these on a site-specific basis during the Site Plan Review.

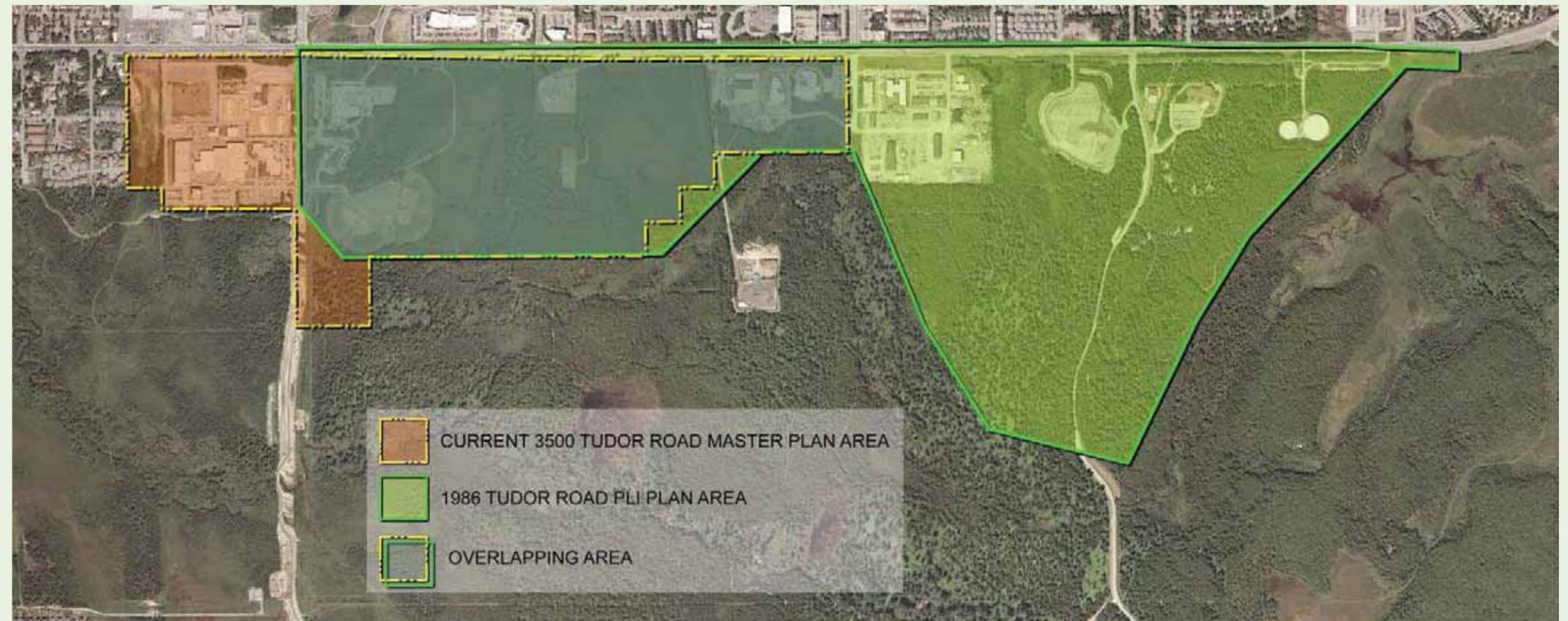


Figure 27: Comparison of the 1986 PLI Plan Area Versus This Plan



If a particular use is discussed as an allowed use in this master plan, a Site Section Review is not required. The project's compatibility with the land use guidance in this plan and the other uses within the plan area and in adjacent areas will be considered as part of the Site Plan Review.

This plan also proposes that if any proposed project includes an element that would be listed as an industrial use under the I-1 zoning district (AMC 21.40.200.B.2), it must be reviewed and approved as a conditional use. This has been added to ensure that no uses are permitted that are inconsistent with the patent restrictions or that would result in unacceptable noise, dust, vibration, or other adverse conditions that would not be compatible with the intent of this area.

Roads and Trails

The Tudor Road PLI Plan called for a parkway-type 4-lane road crossing through the area from east to west, as well as a spur connection to Tudor Road at Tudor Centre Drive. Although the alignment of the road has been modified to some extent to meet road design standards, the proposed 48th Avenue extension approximates the conceptual road alignment in the earlier plan in being a parkway-type 4-lane road with a spur to Tudor Centre Drive. Landscaping, sidewalks and trails have been incorporated into the road design, as called for in the PLI Plan. The road design also calls for new 8-foot-wide multi-use trails on both sides of the road with a 7 to 10-foot buffer between the road and the trail. The buffer is reduced and the trails are adjacent to the road at the east end of the road where existing development and Class A wetlands require a more narrow road corridor. A 5-foot-wide sidewalk is proposed on the east side of Tudor Drive, with a 7-foot buffer between the road and the sidewalk. The combined Campbell Creek/Tour of Anchorage Trail parallels Tudor Centre Drive on the west. This trail is located within a greenbelt to provide buffering from the road.

Trail recommendations from the PLI Plan have also been incorporated into this planning effort. Dog mushing trails have been relocated south of the 48th Avenue extension and are separated from other types of trails. The combined Campbell Creek and Tour of Anchorage Trails are given a grade-separated crossing at 48th Avenue and continue to have access to the grade-separated crossing of Tudor Road.

Site Planning and Design Guidelines

Protection and Enhancement of Site Resources

This plan modifies the design guidelines related to Retained Vegetation and Landscaping outlined in Chart 4 of the PLI Plan. This plan concentrates more open space and vegetation in the conservation areas south of the road and allows for more development north of the road. Landscaping requirements will be similar to those required under Title 21 for development in the PLI zoning district.

Vehicular Circulation System

Discussions with the MOA Transit Department indicate that bus service is planned to continue on Tudor Road and is not expected to use 48th Avenue.

Development Areas

This plan modifies the design guidelines to limit building heights to 3 stories rather than 40 feet above original grade. For this master plan, a story is defined as the distance from one occupied floor plate to the next occupied floor plate. Due to the types of institutional uses and facilities that may occur in this area, the distance between floor plates in these facilities may differ from that of a typical office building.

Ski/Bike Trails

This plan does not recommend specific numbers, types or locations of bicycle storage facilities or require bollards at all trail entrances. The need for bicycle storage or bollards will be evaluated during Site Plan Reviews for each project proposed.

Site Amenities

This plan recommends the inclusion of site amenities, but does not provide specific prescriptions for them. It is believed that the proper number, location and design of these items are best addressed for each site during the Site Plan Review.

Signage

The MOA has adopted a new sign ordinance since the Tudor Road PLI Plan was adopted. Site signage will be reviewed by the Planning & Zoning Department during the Site Plan Review for each project.



Compatibility Analysis Example

Anchorage Police Department (APD)

This APD facility expansion derives benefits from this site due to the location of the existing APD facility and centralization of APD activities. APD benefits from its proximity to Far North Bicentennial Park (FNBP) by using the wilderness setting and terrain for both physical and operational training. APD facilities are a low-intensity institutional use and are not incompatible with FNBP. In addition, the land to the south of the proposed 48th Avenue extension provides a significant natural buffer between any future APD expansion and FNBP.

The APD expansion meets and addresses the criteria outlining the compatibility of a land use adjacent to FNBP related to the three criteria listed in Section 1.1 History of Public Lands and Institutions (PLI) Land Planning, in the following manner:

1. The expansion of the APD facility would benefit the community by being in this location to create a more efficient APD Headquarters and be centrally located in the Municipality of Anchorage (MOA). This location has benefits to the APD related to their training curricula which includes physical fitness training that could utilize the existing trails and terrain of FNBP.
2. The APD expansion meets this criterion. The existing APD Headquarters is currently located on the 3500 Tudor Road project area and has not had a negative impact on FNBP. The APD facility's location is to the southeast of the Tudor Road/Bragaw Street intersection and is approximately 1,250-feet from the nearest FNBP boundary to the south. This facility has been adequately buffered by significant amount of open space and natural vegetation.
3. This public facility is not incompatible, physically or functionally, with the adjacent FNBP. With the existing vegetative buffers, as well as the proposed recommendations to reserve the south side of 48th Avenue for park and recreational uses only maintains that buffer between the park and this facility.

The APD expansion meets the three basic questions when determining the compatibility of the land use in the 3500 Tudor Road area as listed in Section 1.1 History of PLI Land Planning, in the following manner:

1. This compatibility has been met with the consideration of other sites in the area. An initial consideration was to move the entire APD Headquarters facility to the west side of Bragaw Street where some of their other facilities are located. This entailed moving the Anchorage School District bus facility and it was determined that the site was too small. Also, the costs were expensive, thus prohibiting this option for relocation. The location of the expansion of APD on the east side of Bragaw Street benefits the efficiencies created by this location, as well as provides for APD training curricula including physical training along the trails and terrain of FNBP.
2. The intended institutional use of the APD is compatible with the current PLI zoning of this project area. It is compatible with FNBP considering the physical fitness training curricula of the APD and the synergy created from the APD Headquarters existing on this site.
3. The design and landscaping standards outlined in this master plan document will maintain existing vegetation along the southern portion of the APD Expansion, as well as roadway plantings will be incorporated to provide a necessary buffer between 48th Avenue and this future development. Also outlined in this master plan are areas where storm water retention is collected, treated, and filtered across the proposed 48th Avenue extension and back into the wetlands of Campbell Creek. These basins will store the storm water runoff from the development can cleanse it before it recharges the wetlands to the south of 48th Avenue.

