



UMED DISTRICT PLAN

SUPPORTING DOCUMENTS

MAY 2014

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HISTORIC CONTEXT STATEMENT

A DEVELOPMENT HISTORY OF THE UMED DISTRICT



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INTRODUCTION

PROJECT BACKGROUND & PURPOSE

The UMED Historic Context Statement was produced as a part of the UMED District Plan Update in order to provide a greater understanding of the history of the project area. This Historic Context Statement documents the evolution of the University and Medical District (UMED) built environment from prehistory to the present in order to support and guide identification and evaluation of historic properties throughout the neighborhood, as well as to inform future planning decisions. The document identifies important periods, events, themes, and patterns of development.

It is important to note that while the context statement identifies key historical themes that shaped development in the UMED Survey Area, it is not a comprehensive history of the city, nor is it a definitive listing of all the neighborhood's significant resources. Instead, it provides a general discussion of the overarching forces that created the UMED's built environment.

DEFINITION OF GEOGRAPHICAL

The UMED District area is located approximately 2½ miles southeast of downtown Anchorage and covers some 1,757 acres. The District includes two universities (University of Alaska Anchorage and Alaska Pacific University), three hospitals, a career training center, two schools, two municipal parks, and residential

neighborhoods with commercial areas that support them. The study area is bordered by Northern Lights Boulevard to the north, Lake Otis Parkway to the west, Tudor Road to the south, and Baxter Road to the east.

METHODOLOGY & RESEARCH

The UMED Historic Context Statement is organized chronologically, with sections that correspond to major periods in Anchorage's history from prehistory to the present. The content and organization of the document follows the guidelines of National Register Bulletin No. 15 *How to Apply the National Register Criteria for Evaluation*; National Register Bulletin No. 16A *How to Complete the National Register Registration Form*; National Register Bulletin No. 16B *How to Complete the National Register Multiple Property Documentation Form*; and National Register Bulletin No. 24 *Guidelines for Local Surveys: A Basis for Preservation Planning*.¹

Research for the UMED Historic Context Statement was gleaned from primary and secondary sources held at local, regional, and online repositories. Materials were primarily gathered at the Anchorage Museum at Rasmuson Center (Atwood Resource Center); Z.J. Loussac Public Library (Alaska Collection); and the Consortium Library at University of Alaska, Anchorage (Archives & Special Collections, ARLIS, and Alaska Collection). Websites for the Alaska State Library, Alaska

State Museums, Alaska Digital Archives, and Northwest Digital Archives were also especially useful.

Primary sources consulted included Sanborn Fire Insurance Maps, newspaper articles, city directories, census data, and historic photographs. Secondary sources included numerous books and publications (listed in the bibliography at the end of this document), GIS maps, previous historical reports and survey documentation, and Internet sources.

The UMED Historic Context also includes a number of current and historic images. Many of the historic images were obtained with permission from local repositories or gathered from secondary sources, which are cited in an appendix at the end of the document. The inclusion of these historic images is intended to be consistent with the "fair use" policies of the U.S. Copyright Office, which states that reproductions used for "criticism, comment, news reporting, teaching (including multiple copies for classroom use), scholarship, or research, is not an infringement of copyright."² It is also worth noting that unless specific measures have been taken to renew image copyrights, all published works made prior to 1923 are now in the public domain.³ This report has been prepared expressly as a scholarly research document, and the inclusion of these images was deemed vital for illustrating historic events and development patterns for which few, if any, alternative images are available.

PREVIOUS SURVEYS, STUDIES, AND REPORTS

The following section identifies prior historic resource surveys, studies, and plans conducted in Anchorage's UMED District. These documents are on file at the Municipality of Anchorage Planning Department or the Alaska Office of History and Archaeology.

ALASKA HERITAGE RESOURCES SURVEY (AHRS)

The Alaska Heritage Resources Survey (AHRS) is an inventory of all reported historic and prehistoric resources within the State of Alaska, including buildings, structures, objects, sites, districts, and landscapes that are over 50 years old. For each resource listed in the inventory, basic data about the property, a physical description, and relevant historical information are compiled. The AHRS is intended to prevent unwanted destruction of cultural resources, and although the inventory itself does not directly create protections, it can be used by various government agencies and private companies to responsibly plan for development projects that may affect historic resources. The AHRS is maintained by the Alaska Office of History and Archaeology. Access to inventory records is restricted to qualified personnel.⁴

To date, over 35,000 sites have been recorded across the state of Alaska. Five AHRS-listed properties are within the UMED District Plan boundary:

- Campus Center, Alaska Pacific University (AHRS # ANC-00251)
 - Listed on the National Register (see below).
- Providence Hospital Administration Building (former Alaska Psychiatric Institute Building) (AHRS # ANC-02799)
 - Eligible for listing in the National Register under Criterion A as the first publicly operated psychiatric care facility in Alaska.
- 2901 UAA Drive (AHRS # ANC-03391)
 - Residence built in 1963. Found ineligible for listing in the National Register as an individual resource or as part of any historic district.
- Eklutna Power Project Anchorage Substation (AHRS # ANC-00833)
 - Significant in association with the Eklutna Hydroelectric Project and the electrification of the Anchorage area (building dates to 1954)
- 3123 East 41st Avenue Building (AHRS # ANC-01370)
 - No statement of significance included in the form.

Please contact the Office of History and Archaeology for details about listed properties.

ARCHEOLOGICAL RESOURCES

According to the Alaska State Historic Preservation Office, no archeological sites have been recorded in the UMED area. However, archeological resources may exist.

NATIONAL REGISTER OF HISTORIC PLACES

The National Register of Historic Places (National Register) is the official list of the nation's historic places worthy of preservation. Since the establishment of the National Register in 1966, more than 80,000 properties across the nation have been listed. One historic building in the UMED District has been listed in the National Register of Historic Places:

- Campus Center, Alaska Pacific University (listed 1979)

The nomination form for this building can be viewed online through the National Park Service's website: <http://www.nps.gov/nr/research/>.



3. HISTORIC CONTEXT OF ANCHORAGE

Alaska Native Peoples	14	Alaska Railroad & the Founding of Anchorage	16	Alaska Statehood	17
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HISTORIC CONTEXT OF ANCHORAGE

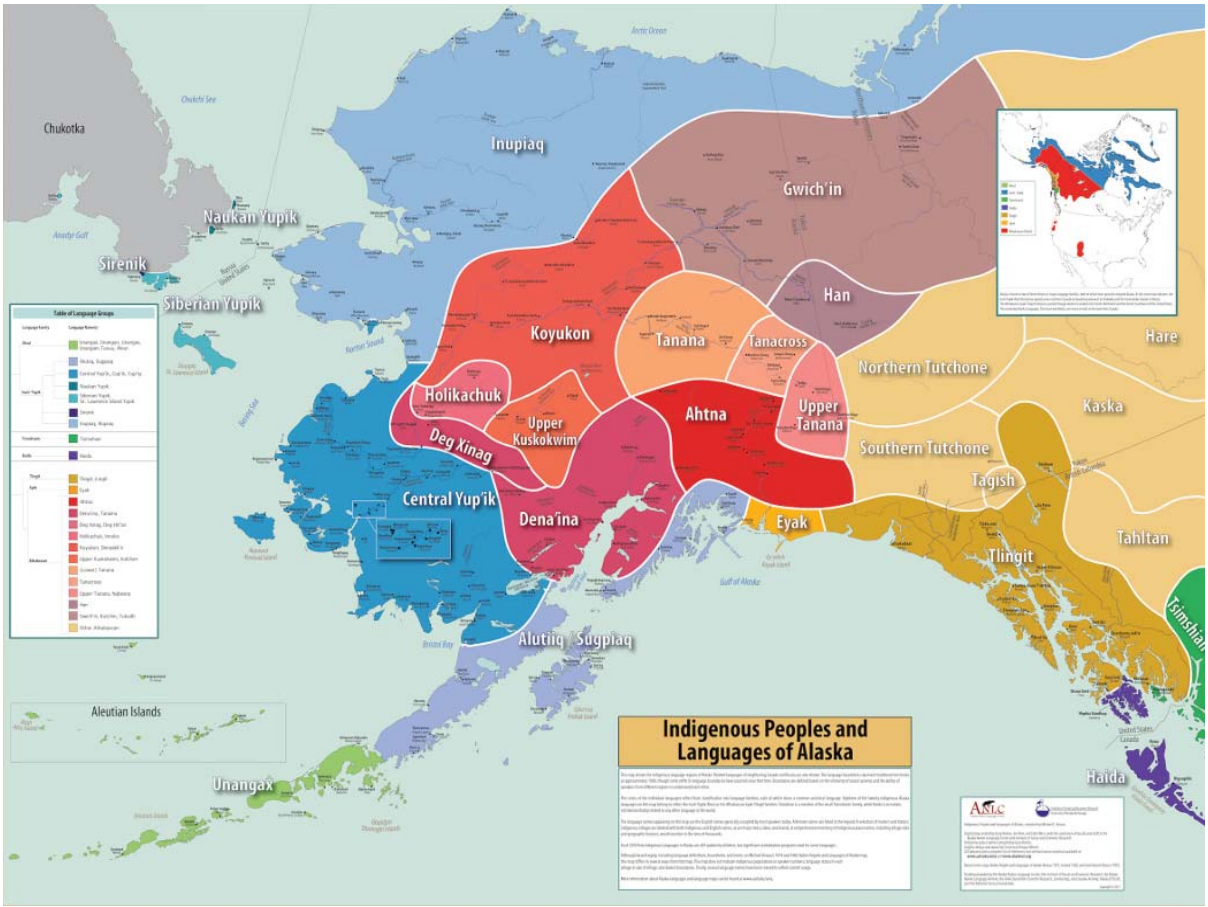


Figure 1. Map of Indigenous Peoples and Languages of Alaska.

The following abbreviated history of Anchorage provides the background information required to understand the forces that shaped the development of the built environment in Anchorage.

ALASKA NATIVE PEOPLES

The Athabascan (sometimes spelled “Athabaskan,” “Athapascan,” or “Athapaskan”) people were the primary native group in and around present-day Anchorage.⁵ There are 11 different Athabascan languages spoken throughout Alaska today. Dena’ina (Tanaina) is the linguistic subgroup of the Athabascans who live around the Cook Inlet.⁶

The Athabascans traditionally lived in Interior Alaska in groups of 20 to 40, and migrated seasonally between summer fish camps and winter villages in order to hunt, fish, and trap. A variety of traditional dwelling types were used, depending on the season and available resources.⁷ While most Athabascan groups hunted large animals, particularly caribou, the Dena’ina people at the Cook Inlet partially adapted to the local maritime environment. Some Dena’ina developed tools and techniques for hunting sea mammals, as their Alutiiq neighbors had, and thus relied less on land animals for food.⁸ These early hunting traditions and seasonal migrations likely occurred in the UMED district area, especially around Chester Creek.

EXPLORING ALASKA

Cook Inlet was named for Captain James Cook. A British explorer who is credited with making the first European claim in the Anchorage area, Cook sailed into the inlet in May 1778 on an expedition in search of the fabled Northwest Passage—a nonexistent water route through North America that geographers hoped would connect the Atlantic and Pacific Oceans—and claimed the area for England.⁹ Prior to Cook's expedition, however, other parts of Alaska were visited by Russian explorers sailing east out of Kamchatka. Mikhail Gvozdev first sighted the Alaskan mainland in 1732, and Vitus Bering, a Danish explorer commissioned by Russia's Peter the Great, was the first to send boats ashore in 1741.¹⁰ Although there were many early outposts along the Kenai Peninsula and Gulf of Alaska, Russian fur traders did not have much of a presence in the upper Cook Inlet.¹¹ This early exploration period is celebrated in Anchorage's historic neighborhoods: the Captain Cook Monument at Resolution Point was installed to commemorate the 200th anniversary of Cook's expedition to Anchorage.

U.S. TERRITORY

In 1867, the United States government purchased the entire Alaska territory from Russia for \$7.2 million—just over 2 cents per acre—in a deal brokered by Secretary of State William H. Seward. Many were skeptical of Alaska's

worth to the United States at the time, and called the purchase "Seward's Folly." From 1867 until 1884, the territory was known as the Department of Alaska and was controlled under a variety of federal departments.¹² The first civil government was formed in Alaska in 1884, at that time known as the District of Alaska.¹³

After the discovery of gold near Juneau in 1880 and in Canada's Yukon Territory in 1896, prospectors flocked to the Klondike and Alaska's population began to boom. Discovery of gold in Nome in 1899 and Fairbanks in 1902

further fueled the state's growth, and finally brought more U.S. attention to Alaska. While most of these prospectors were unsuccessful in the gold fields, many of these new arrivals decided to remain in Alaska and subsequently established permanent communities.¹⁴ In response to increasing pressure for local control over Alaskan affairs, Congress established the Alaska Territory as an organized incorporated territory in 1912. Alaska remained a U.S. Territory from 1912 until it was admitted to the Union as the 49th State in 1959.¹⁵



Figure 2. Check for the purchase of Alaska, 1868.

ALASKA RAILROAD & THE FOUNDING OF ANCHORAGE

Anchorage is a classic railroad boomtown. Its early development followed many of the same patterns that accompanied the railroads across the American West. Anchorage was known by a variety of names prior to the arrival of the railroad, but the U.S. Postal Service formalized the name “Anchorage” in 1915 as a way to consistently direct mail to the government encampment.¹⁶

The first railroad in Alaska was a 50-mile span built north out of Seward by the Alaska Central Railway Company in 1903. In March 1914, Congress agreed to fund the construction and operation of a railroad from Seward to Fairbanks. A new federal agency—the Alaska Engineering Commission (AEC)—was created to plan the route and supervise construction.¹⁷ Ship Creek, located at the northern edge of present-day downtown Anchorage, became the field headquarters of the AEC in 1914. The delta was a desirable location for a camp because it was conveniently located on the inlet, and rail yards and shops could easily be built on the mud flats. On April 9, 1915, President Woodrow Wilson announced the approval of the AEC’s recommended route through Ship Creek, and ordered construction of the railroad to commence.¹⁸

As early as 1914, speculation that Ship Creek might be the base for the new government railroad was enough to attract hundreds of men hopeful for employment. Squatters arrived in droves, and by the time of the president’s announcement, a temporary settlement had already developed on the north side of the creek. “Tent City,” as the squatters’ settlement was often called, was primarily comprised of canvas tents, although a few entrepreneurs built more solid wood buildings to house their businesses.¹⁹ Many of the squatters were European immigrants who had immigrated to the West Coast but could not find work elsewhere. The AEC did eventually hire some of these men as laborers, but in general, Alaska Railroad jobs were not as readily available as the squatters had hoped.²⁰

From 1915 to the end of World War II, the Alaska Engineering Commission (AEC) and the Alaska Railroad Corporation (ARRC) constructed housing on Government Hill for railroad managers, engineers, and skilled workers. The AEC built thirteen cottages on the bluff overlooking Knik Arm at the western end of Government Hill in 1915, along what are now West Harvard Avenue and Delaney Street. These were among the first frame houses constructed in Anchorage, and were initially occupied by railroad workers.

ANCHORAGE TOWNSITE & INCORPORATION

The land for the Anchorage townsite had already been set aside by the General Land Office during a cadastral survey of the region in 1914, but it was not until May 1915 that the townsite was platted. The original townsite plat established a street grid and approximately 1,400 lots on the plateau immediately south of Ship Creek. The engineers numbered the east-west streets and named the north-south streets with letters, to simplify the plan.²¹

The South Addition was the first expansion of the original townsite, laid out in August 1915 to address a shortage of homestead sites. The East Addition and Third Addition soon followed in late September 1915 and the summer of 1916.²² Although Anchorage was quick to establish itself, it was not incorporated as a city until 1920. The original Anchorage city limits extended south to 11th Avenue and east to East G Street (now Gambell Street).²³ The farther reaches were largely agricultural in character, scattered with homesteads, dairy farms, and fur farms until the late 1930s.

WORLD WAR II

In the late 1930s, the U.S. military began to prepare for the possibility of involvement in another world war. A worldwide study was conducted by the U.S. Navy that investigated and reported on the need for additional naval bases. The report was submitted to Congress by Admiral Arthur J. Hepburn in December 1938, and signed into law in early 1939. The “Hepburn Report” recommended the appropriation of \$19 million for the construction of air, submarine, and destroyer bases in Alaska and the Aleutian Islands. This marked the beginning of defense buildup in the Alaska Territory.²⁴

After several failed attempts in the mid-1930s to gain Congressional support for an Alaska air base, President Franklin D. Roosevelt finally ordered the withdrawal of 43,490 acres of land on the outskirts of Anchorage for Elmendorf Field and Fort Richardson in April 1939.²⁵ This location was chosen for the air base due to favorable topography and weather conditions, access to the Alaska Railroad, and proximity to the Cook Inlet.²⁶ Fort Richardson and Elmendorf Field were officially occupied by the Army in August 1940, and operated as the Army's headquarters for the militarization of Alaska. The Army relocated its operations to the eastern edge of the reserve (present-day Fort Richardson) after World War II. The Air Force assumed control of the original base and renamed it Elmendorf Air Force Base in 1948.²⁷

Wartime military construction brought Anchorage its second wave as a boomtown.²⁸ Thousands of civilian workers were employed to construct the new fort. In April 1940, just before construction of Fort Richardson began, Anchorage had a population of only 4,000, and by the summer of 1941 the town had grown to over 9,000. The war created a housing shortage in Anchorage, causing the neighborhoods surrounding Downtown to be built out.

ALASKA STATEHOOD

Alaskans had been considering statehood since the late nineteenth century. However, early attempts at seeking statehood failed because Alaska lacked the population and financial independence to effectively support itself. By 1945, Alaska's population had increased dramatically and it had become an integral part of the U.S. defense network, and the demand for statehood became more forceful. The discovery of oil on the Kenai Peninsula in 1957 further fueled the debate, and was the key to changing the national perception of Alaska. Congress passed the Alaska Statehood Bill on June 30, 1958. Alaska officially became the 49th state in the union when President Dwight D. Eisenhower signed the bill into law on January 3, 1959.²⁹

THE 1964 EARTHQUAKE

Among the most significant events in Anchorage's history is the 1964 Good Friday Earthquake, which occurred at 5:36 p.m. on March 27, 1964. Originally recorded at about 8.6 on the Richter scale and later upgraded to 9.2, the quake was the second most powerful seismic event measured by graph ever recorded in North America.³⁰ The earthquake had a profound effect on the physical environment in Downtown, Government Hill, the South Addition, and Turnagain. These neighborhoods were especially hard-hit by the disaster.

The 1964 earthquake affected some of the UMED institutions that were formerly located downtown. This precipitated eventual moves to the current UMED district area.

OIL INDUSTRY

The largest oil field in North America was discovered in Prudhoe Bay on the Arctic Slope in 1968. A 1969 oil lease sale brought billions of dollars to the state. Alaska's gross product doubled within two years of the Prudhoe Bay oil field development. Oil companies needed to construct a pipeline to bring North Slope oil to market in order to capitalize on the Prudhoe Bay oil lease sale.³¹ Construction began on the Trans-Alaska Pipeline System in 1974. The pipeline was completed in 1977.



Figure 3. A cross-country skier at Goose Lake. Cross-country skiing and other forms of recreation attract tourism to Anchorage.

at a cost of more than \$8 billion. The oil discovery and pipeline construction fueled an economic windfall when oil and construction companies set up headquarters in Anchorage.³²

The tremendous outpourings of the oil fields led to the formation of the Alaska Permanent Fund, which mandated that a portion of the royalties earned by the oil companies be distributed equally among Alaskan residents.³³ The fund was voted as a constitutional amendment by Alaska's citizens in 1976, and the first Permanent Fund legislation was enacted in 1980.³⁴ The discovery of oil at Prudhoe Bay also increased the urgency of settling the outstanding land claims of the Alaska Native Peoples, leading to the passage of the Alaska Native Claims Settlement Act (ANCSA) in 1971. ANCSA established a system of regional and village corporations to hold the land titles and assets transferred to the tribes by the federal government; Alaska Native Peoples became shareholders in these corporations, which are run like traditional for-profit businesses.

As the oil industry expanded, so did environmental conservation efforts. Many conservation groups were formed during the 1970s and 1980s. The Alaska National Interest Lands Conservation Act (ANILCA) was passed in 1980, which set aside over 100 million acres of public lands.³⁵

MUNICIPALITY OF ANCHORAGE

The Municipality of Anchorage was formed in 1975 by a consolidation of the city and borough. Also included in this unification were Eagle River, Eklutna, Girdwood, Glen Alps, and several other communities. The unified area became officially known as the Municipality of Anchorage. The population of Anchorage had increased to 184,775 by 1980.

The decade of the 1980s was a time of growth, thanks to a flood of North Slope oil revenue into the state treasury. Capital improvement projects and an aggressive beautification program, combined with far-sighted community planning, greatly increased infrastructure and amenities for citizens. This effort was known as "Project 80s," and included major improvements such as a new library, civic center, sports center, and performing arts center.³⁶ The Project 80s building program rivaled the military construction of the 1940s.

During the 1980s and 1990s, outdoor recreation activities increased the role of tourism in the modern Anchorage economy, which has continued to the present day. In turn, the recreation and tourism industries have provided employment, attracted new residents to Anchorage, and provided individuals and the Municipality with money in their coffers to use in further residential and community development.



4. UMED DISTRICT AREA DEVELOPMENT

1950s	22	1990s	26	Alaska Psychiatric Institute (API)	33
1960s	23	2000-2015	26	George M. McLaughlin Youth Center (MYC)	34
1970s	24	Alaska Pacific University (Alaska Methodist University)	27	University of Alaska Anchorage (UAA)	36
1980s	24	Providence Alaska Medical Center	30	Alaska Native Medical Center (ANMC)	39

UMED DISTRICT AREA DEVELOPMENT



Figure 4. Goose Lake and Mosquito Lake amidst undeveloped land, 1950.

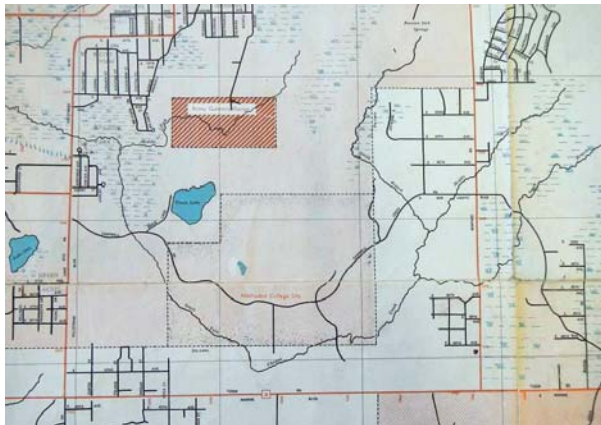


Figure 5. Future UMED District area as mapped by the National Bank of Alaska, 1956–58. The map is annotated with "Methodist College Site", and "Army Gunnery Range."

The historical narrative below is based on property type or specific institution and follows a general chronological order in which properties were originally constructed.

1950s

In the 1950s the UMED study area, formerly named the Goose Lake Plan Area, was outside the city limits. At least part of it, toward the east where Alaska Pacific University is now located, was owned by the U.S. Department of the Interior and administered by the Bureau of Land Management since it was public land outside the city's jurisdiction. The area included two natural lakes: Goose Lake (the larger lake to the northwest) and Mosquito Lake. They are kettle lakes, meaning they are shallow, sediment-filled bodies of water formed by retreating glaciers or draining floodwaters.³⁷ Chester Creek meandered southwest of the lakes. No paved roads led to Goose Lake. The land that is now occupied by Goose Lake Park originally belonged to the U.S. Army. The parkland was deeded to the city in 1956 by the Army Corps of Engineers and the National Park Service. The deed restricted use to recreational purposes.³⁸

Lake Otis Parkway ran north-south at the west end of the area, and a road called Campbell Road or Campbell Airstrip Road meandered east-west through the site. The road led from Anchorage to Campbell Airstrip, which was

a satellite facility to Elmendorf Field during World War II.³⁹ A large swath of wetlands occupied the area northwest of the lake, and an Army Gunnery Range was located directly north, north of what is today Northern Lights Boulevard.

During this timeframe, a road (Northern Lights Boulevard) was laid out from the west off Lake Otis Parkway. The road led to a parking lot and constructed beach at the north side of the Goose Lake. In addition, Wendler Junior High School and Lake Otis Elementary School had been constructed off Lake Otis Parkway to serve new residential subdivisions in the area, including Anchor Homes, which was developed in 1953 at the northeast corner of the Lake Otis Boulevard and Northern Lights Boulevard intersection. The subdivision included roughly 125 one- and two-bedroom homes with attached garages.⁴⁰

An electrical substation associated with the Eklutna Hydroelectric Project, consisting of a small building, was erected in 1954 at the northeast corner of Career Center Drive. It has been identified on an AHRS form as significant in association with the electrification of the Anchorage area.



Figure 6. Goose Lake, n.d.



Figure 7. Goose Lake, n.d.

Additional residential development occurred in the southwest corner of the UMED area, bounded by East 40th Avenue to the north, Lake Otis Parkway to the west, East Tudor Road to the south, and Elmore Road to the east. No historical documents about this neighborhood in the southwestern portion of the study area were found during research.

Alaska Methodist University (AMU; renamed Alaska Pacific University [APU] in 1978) constructed its first two buildings on a hill east of Mosquito Lake, accessed from Lake Otis Parkway by what is now Providence Drive. The campus opened in 1960 (see later section for more information about the development of AMU/APU).

1960s

Gravel pits were indicated in a 1964 map immediately east of the elementary school, in the future site of University of Alaska-Anchorage.⁴¹ Research did not reveal when the gravel pits in that location were initially created. The southeast corner of the study area, where University Lake is now located, was a gravel extraction zone.⁴²

In the 1960s, the Goose Lake Recreation area and beach was open from late May to late August. During the 12-week period in 1964, an estimated 104,000 people came

to sunbathe and swim. The picnic area at Goose Lake was also popular. In the winter months, Goose Lake was transformed into a supervised skating rink.⁴³

By the end of the 1960s, several institutions had taken up residence in the delineated area surrounding Goose Lake, or were building campuses at the time. These included expansions to AMU (now APU), and the establishment of the Alaska Psychiatrist Institute, McLaughlin Youth Center, Providence Hospital, and University of Alaska-Anchorage (UAA). The development of these institutions is discussed in detail in the following sections.

The northern portion of the study area, containing forested land, was and continues to be owned by UAA, APU, and Anchorage MOA (Goose Lake Park). Numerous trails and ski paths developed in the area during the 1960s. According to retired faculty member and coach Jim Mahaffey, prior to this time there were “bits and pieces of old roads, power lines, and moose trails.”⁴⁴ APU established its first ski trail in 1967: a one-kilometer loop with short supporting loops, which was the first lighted ski trail in Anchorage. Four-kilometer and six-kilometer adjoining trail loops were built in 1969.⁴⁵ Also in 1969, Wendler Junior High School and Alaska Community College (now UAA) developed ski trails to the east and south of the junior high school campus.⁴⁶ The trail was



Figure 8. West side of UMED area, showing Northern Lights Boulevard routed north of Goose Lake, 1967.



Figure 9. General ownership map, 1972.

discontinued in 1973, and the west and south portions of this land were developed by UAA with buildings and parking lots and by the Anchorage School District for King Career Center. Northern Lights Boulevard was routed north of Goose Lake into its current configuration.

The College Gate residential neighborhood, located to the east, was also under development during the 1960s, with some streets laid out by 1970. No historical documents about the College Gate neighborhood were found during research.

1970s

The 1970s saw a great amount of development, particularly with regard to the UAA, Providence Hospital, and McLaughlin Youth Center campuses. By 1978, King Career Center was also constructed on a parcel of UAA property immediately east of Wendler Junior High as part of the Anchorage School District. It offers vocational and technical training for 11th and 12th grade students to explore career options. The building was constructed sometime between 1972 and 1978, though the parcel for a "Career Training Site" had been established on city engineer maps by 1966.

The College Gate residential subdivision continued to develop through the 1970s, with curving streets and cul-de-sacs on which two-story wood frame houses with integral two-car garages were constructed. College Gate Elementary School at 3101 Sunflower Street and the Church of Christ at 3124 Rose Street were also erected toward the northeast corner of the neighborhood.

Unlike Goose Lake and Mosquito Lake, which are natural lakes, University Lake was man-made. The gravel extraction pit created a ponding of water by 1972 (the south half of what is now University Lake). By 1978, the north and south portions of the pit were filled with water and the lake was created. Other gravel extraction appears to have occurred north of East Tudor Road, along with the creation of additional bodies of water. This occupied the Tudor Centre area, where the Alaska Native Medical Center (ANMC) exists today. The residential neighborhood at the southwest corner of the study area was built out further with houses, low-rise office buildings, and some commercial establishments.

1980s

During the 1980s, the Goose Lake Plan was conceived as a general use plan for the institution in the Goose Lake area. The various institutions continued their expansion. APU built three new buildings; UAA expanded northeast

with construction of the Administrative/ Humanities Building, the Fine Arts Building, and surface parking lots, and southeast with construction of a cluster of student housing to the west off Elmore Road; McLaughlin Youth Center added new buildings to the northwest; and Providence Hospital added more buildings to its site. A cluster of single and multifamily housing was constructed in 1983 on Widgeon Lane off UAA Drive, immediately west of Goose Lake. According to a 1972 property ownership map, this development was on privately owned land that was zoned for residential development by 1969.

In 1978, the University Area Community Council asked the Anchorage Parks and Recreation Department to consider a lot where a house had been condemned in College Gate, east of University Lake, as a possible park. In 1981, the property was purchased with bonds and federal grant funds. Castle Heights Park was constructed in 1982 on six lots (1.38 acres) that were either condemned or deemed unsuitable for homes.⁴⁷ Meanwhile, more of the College Gate neighborhood and the area between Boniface Parkway and Baxter Road were developed. Two trailer parks were also developed. The larger of the two, Riviera Terrace Trailer Court, is located between Boniface Parkway and Baxter Road, and holds over 165 trailers adjacent to South Fork Chester Creek. Baxter Road Trailer Court, on Baxter Road near East Tudor Road,

holds about six trailers. Like the surrounding residential neighborhoods, the trailer courts also feature curving streets and cul-de-sacs. Various subdivisions within the larger residential area east of the UMED area continued to be developed through the 1990s and 2000s. In 1983, the APU and UAA Trail Systems, which had been combined, were redesigned and reconstructed. Two bridges were installed as part of this effort. The trail included the Lake Loop, which now belongs to MOA Parks and Rec. Also, a bike trail between East High School and the College Gate neighborhood, and the APU/ UAA commuter path from APU to the Consortium Library were laid out.⁴⁸

By 1984, University Lake had taken its current form through backfilling with soil in the east and west ends of the water-filled pit. It appears that between 1978 and 1988, Chester Creek was routed through the east and west ends of University Lake. Originally it passed the lake to the south. The Tudor Centre area at Elmore Drive and East Tudor Road contained small bodies of water to the east, an undeveloped dirt plot at center, and an office park with seven office buildings that now contain Southcentral Foundation facilities, other medical offices, and the Department of Corrections.



Figure 10. Development of institutional campuses and residential areas, 1978. Newly developed University Lake is visible.



Figure 11. Development of institutional campuses and Tudor Centre, 1988.



Figure 12. Further development, including construction of the Alaska Native Medical Center, 1998.

1990s

The 1990s continued the trend of expansion. APU constructed another building, and Alaska Public Telecommunications, Incorporated (APTI) built a radio and television studio facility on APU property between the APU campus and Mosquito Lake. UAA built more student housing (North Hall, West Hall, and East Hall) off Elmore Drive. In 1997, the ANMC opened on the center portion of the Tudor Centre site. The large hospital was surrounded by surface parking lots, and Southcentral Foundation built the Native Primary Care Center immediately to the south, between Diplomacy Drive and East Tudor Road.

2000 - 2015

In the 2000s, Piper Street was laid to the north and east of the Alaska Psychiatric Institute (API). Among the construction of new buildings for various institutions, API demolished one section at the rear of its complex and constructed another building at the south end of the parking lot. Providence Alaska Medical Center also built a large Health Park southwest of its main campus and east of API. UAA's construction included a major addition to the Consortium Library and four other academic buildings.

A multi-purpose arena is currently under construction on the UAA campus, adjacent to PAMC. Its planned opening is set for 2014. A new UAA School of Engineering building is also being constructed. The building will be situated on the site of the Wells Fargo Arena parking lot just north of Providence Drive. It is scheduled to open in 2015.

There were a number of buildings constructed between the Library Addition and the New Engineering & Industry Building—the Central Parking Garage, Engineering & Biomedical Labortory (EBL), ANSEP Building, Conoco Philips Integrated Sciences Building (HSB), and a few temporary support facilities all totalling over 500,000 GSF and adding over 25% additional space to the campus from 2002 to 2011. This was a tremendous period of growth for UAA.

ALASKA PACIFIC UNIVERSITY
(ALASKA METHODIST UNIVERSITY)

Alaska Pacific University (APU), a Christian liberal arts school, opened near Goose Lake in September 1960. Originally known as Alaska Methodist University (AMU), the campus was the result of a 10-year plan to develop a Christian college in Alaska. In December 1954, the Anchorage Alaska Methodist College Committee received a proposition from the Department of the Interior, through the Bureau of Land Management in Anchorage, offering

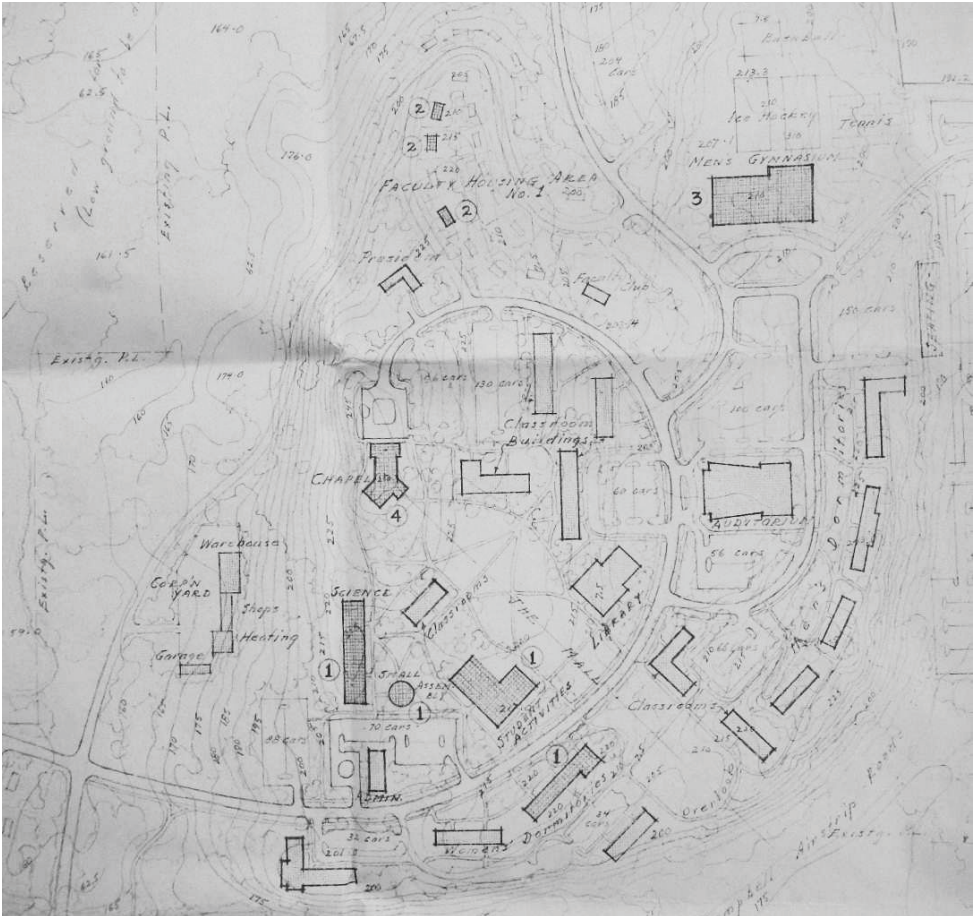


Figure 13. Portion of Alaska Methodist University Master Site Plan, 1957.

the committee the opportunity to purchase 200 acres of land for the site of the college. After negotiation, the committee secured an agreement from the Bureau of Land Management for the purchase of 242.5 acres.⁴⁹ In 1964, the campus had grown to 505 acres.⁵⁰ Today, the campus encompasses about 175 acres, of which approximately 40 acres are developed.⁵¹

A master plan for the grounds was drawn by Prentiss French-Fasla, a landscape architect from San Francisco, in March 1957. Edwin Crittenden of Anchorage worked as an architectural consultant. The plans called for a semicircular drive, now known as University Drive,



Figure 14. Aerial view of Alaska Methodist University campus, ca. 1960

which today stems to the east from an intersection with Providence Drive and Elmore Road. Women's dormitories were planned to the south of University Drive; men's dormitories and a large auditorium to the east; and a student activities center, library, administration building, and classrooms to the west. At the far west end of the campus was a facilities complex with warehouses, shops, heating facilities, garage, and corporation yard. At the north end of the drive was a chapel, a faculty housing area, a president's house, and a men's gymnasium.

Athletic fields were planned at the north and south ends of the campus. Mosquito Lake already existed to the west, and the master plan proposed enlarging the pond into a much bigger lake with a boathouse and dock. A second large faculty housing area with numerous single-family units, as well as a married student housing complex, were planned south of Providence Drive and west of Elmore Drive. Further afield, northwest of the main campus, a small nursing school complex was planned, as well as an atomic research complex. These complexes were relatively isolated. The site was planned with entrances from several points, including Tudor Road to the south, a road from the northwest, and another from the north.



Figure 15. Grant Hall, Alaska Pacific University (then Alaska Methodist University), ca. 1960.

Though University Drive was laid out as drawn, the general locations of buildings did not closely follow the plan, and the breadth of development did not occur. A historic photograph post-construction (undated, but likely ca. 1960) shows that one main building, Grant Hall, was constructed in the location of the planned “Science” academic building and assembly hall in the early master plan. This building cost \$1.5 million to construct. A men’s dormitory with 100 units was located southeast of the academic building, and cost \$700,000 to construct.⁵² This building, known as Gould Hall at 4200 University Drive, currently houses the Alaska Science Center

Geology Office. Aside from those two buildings, there was a Quonset hut located on University Lake Drive. The size of Mosquito Lake was never altered. Three years later, in 1963, a second dormitory, student union building, library, and gymnasium were in the planning stages but had not yet been built.⁵³

The Campus Center (also known as the Atwood Center) was constructed in 1966 northeast of Grant Hall. The building is listed in the National Register of Historic Places for significance as the location of the 1971 ratification of the Alaska Native Claims Settlement Act. This was the

largest settlement ever made to aboriginal claims. The two-story building was designed by world-renowned architect Edward Durrell Stone in 1966. The square building was constructed as a student union, flanked by a women’s residence building and a married student-faculty apartment building. The composition framed a central courtyard. Exterior finishes were white stucco and precast concrete, and the buildings were designed atop podiums in the New Formalism sub-style of the Modernist Movement, with freestanding square columns along the facades.⁵⁴

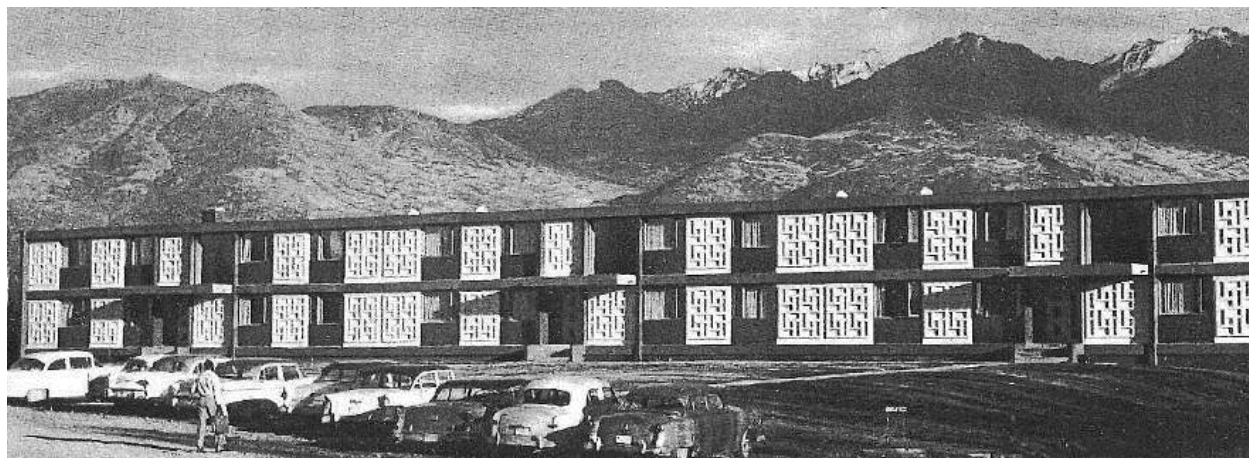


Figure 16. Gould Hall, Alaska Pacific University (then Alaska Methodist University), ca. 1963.



Figure 17. AMU Campus Center by Edward Durrell Stone, 1966.

By 1971, these three buildings were joined by 14 small residential units in the planned northern faculty housing area. The school was restructured into a nondenominational institution in 1978 and renamed Alaska Pacific University. During the 1980s, APU built Grace Hall next to Gould Hall, the President's residence, and the Moseley Sports Center. In the 1990s, the Carr Gottstein Academic Center opened. Glenn Olds Hall was built in the 2000s.

PROVIDENCE ALASKA MEDICAL CENTER

As early as 1934, Anchorage officials were looking to establish a hospital for its then-3,000 residents. At that time, the only hospital in town was a small government clinic operated by the Alaska Railroad. In 1935, the Sisters of Providence—a Catholic missionary group that arrived in Alaska from Montreal in 1902 to establish hospitals in Nome and Fairbanks—were approached about building a hospital in Anchorage. In 1937, the Sisters formally announced the construction of a \$500,000

hospital with 50 beds adjacent to the Delaney Park Strip at West 9th Avenue and L Street. The cornerstone was laid in 1938 and the WPA Moderne-style Providence Hospital opened on June 29, 1939. Upon its completion the hospital was thought to be much more extravagant than the city needed, but as Anchorage boomed during and after World War II it was in high demand.⁵⁵

By the 1950s, the facility was overcrowded and the equipment had become antiquated. In response, the Sisters made provisions for acquiring land outside downtown. The Alaska Methodist University controlled



Figure 18. Providence Hospital (no longer extant), circa 1944.



Figure 19. Providence Hospital and surrounding neighborhood, circa 1959.



Figure 20. Moving patients into the new Providence Hospital from the old hospital on L Street, 26 October 1962.

a tract of federal land adjacent to its campus south of Goose Lake. Early in 1957, the Sisters requested that the University's Board of Regents relinquish its claim to the tract of wilderness in favor of the hospital.⁵⁶ In June 1958, a land patent was issued for 45 acres in the Goose Lake plan area. The construction project was funded by a combination of \$900,000 in federal money provided through the Hill-Burton Act, \$450,000 in state funds, \$2.5 million from the Sisters of Providence, and community fundraising efforts. When Alaska became a state in 1959 and the Borough of Anchorage was established, the Sisters' land in the future UMED District came under jurisdiction of the Borough. Because the Borough

encouraged growth in the midtown area, the new location outside downtown proved to be better favored by the public. Construction of the new hospital became part of a trend toward decentralization of businesses and services in the downtown Anchorage area.⁵⁷

Groundbreaking began in May 1960, and the new 97,000-square-foot Providence Hospital was completed in 1962.⁵⁸ By that time, the Alaska Psychiatric Institute and Alaska Methodist University were already located in the Goose Lake area. Construction was managed by Patti-McDonald Construction. The new hospital contained 175 beds.⁵⁹ The Sisters moved to the new convent in August,

and moved patients from the old facility in October. The old hospital was repurposed as a nursing home and renamed St. Mary's Residence, but was demolished in the 1970s.⁶⁰

Alaska's oil boom helped to accelerate the Sisters' plans to expand the new hospital facility. With an influx of people into Anchorage and the state of Alaska as a whole, Providence's emergency room visits doubled between 1964 and 1969, rising from roughly 4,100 to more than 8,200. The number of outpatients also doubled by 1969. In November 1969, the Sisters of Providence announced a large project for a professional



Figure 21. New Providence Hospital in the UMED District area, 1962.



Figure 22. Providence Hospital after expansions, 1980.



Figure 23. Model of Project 90 expansions, particularly behind the original building (upper portion of the image in pale blue).

office building, a diagnostic and treatment center, and a five-story, 125-bed nursing tower.⁶¹ The Providence Professional Building was built in 1970. It was a three-story, 25-office complex adjacent to the hospital and connected by an enclosed first-floor walkway and subterranean basement passage. A 450-car parking lot was also under way.⁶² In December 1971, the Sisters contracted with the nationally recognized architecture firm of Skidmore, Owings, and Merrill (SOM) to design another expansion for \$17 million. The plan called for the construction of a six-floor diagnostic and treatment center with facilities for radiology, nuclear medicine, a laboratory, surgical suites, and 127 additional beds.⁶³ Several other additions, remodels, and new buildings have been constructed in the last 30 years. Project 90 was instituted with the goal of upgrading and expanding facilities by the 1990s. The project's phased development began in 1983 with a new one-story Maternity Center wing, located between the existing south tower and the professional building.⁶⁴ Also in 1983, Providence House was opened, which allowed patients' families from out of town to stay close to the hospital. The 15-bedroom home was built adjacent to Providence Hospital. In 1992, Hoffman Construction Co. of Anchorage was awarded a job to construct a five-story, 90,000-square-foot building near the hospital's two existing office buildings.⁶⁵ A new Children's Hospital was opened in 1999, which allowed parents and loved ones to stay with their children as they received treatment.

The original emergency room was designed to accommodate about 35,000 patient visits per year, but by 2000, the hospital saw over 50,000 visits. The hospital started construction in spring 2000 on a new emergency room and outpatient surgery center, which was estimated at \$30 million.⁶⁶ The emergency room was completed in 2001 and expanded the hospital by 100,000 square feet.⁶⁷ Additional measures to modernize and expand PAMC include renovation of the Newborn Intensive Care Unit (NICU), cardiac surgery program, and of the surgical services area.

ALASKA PSYCHIATRIC INSTITUTE (API)

The same year Providence Hospital was established in the Goose Lake area, the Alaska Psychiatric Institute (API) also constructed a new facility across Providence Drive. The facility opened in October 1962 at 2900 Providence Drive as Alaska's only state-operated psychiatric hospital. Prior to establishment, patients sought treatment in a Portland, Oregon facility. With federal funding of \$6.5 million, construction began in 1960 by the Leese Company of Anchorage with Stone, Marraccini & Patterson of San Francisco as architects.⁶⁸ The facility was constructed on an 80-acre, state-owned site bordered on the north by Providence Drive, west of Providence Hospital.⁶⁹

The growth of API over the years was reflected in the development of specialized units for children and adolescents, forensics, and geriatric, acute, and chronically mentally ill patients. For example, a children's unit was built in 1965 and a closed intensive care unit was added in 1969. The hospital opened with 50 inpatient beds, but more were quickly added to bring the capacity to 225 beds by 1965. In 1972, there were 255 beds, and by 1985, there was critical overcrowding.⁷⁰ In 1988, a handbook for mental healthcare professionals explained that the patient population at that time consisted largely of young adults with a relatively small number of geriatric patients, and approximately 31% of the patient population was Alaskan Native.⁷¹ Changing demographics rendered the original open-concept design inappropriate.⁷² A late 1980s document listed the following API facilities on the site:

1. Alaska Psychiatric Institute is the main hospital facility containing all patient care, diagnostic and treatment, administrative, and support departments. It is comprised of a four-level center wing and two-level east and west wings, and totals approximately 133,196 building gross square feet (BGSF) of space.
2. Multiple housing unit is a freestanding building comprised of two one-bedroom apartments and four efficiency apartments on the first level and recreation, storage, and mechanical space on the basement level. It is used by students, out-of-town guests, and staff, and totals approximately 5,945 BGSF of floor area.

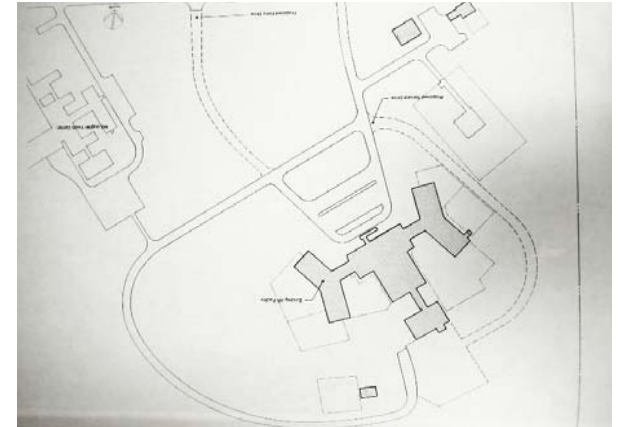


Figure 24. API site plan showing original building and proposed new driveways, 1986.



Figure 25. MYC campus, looking northeast, 1971.

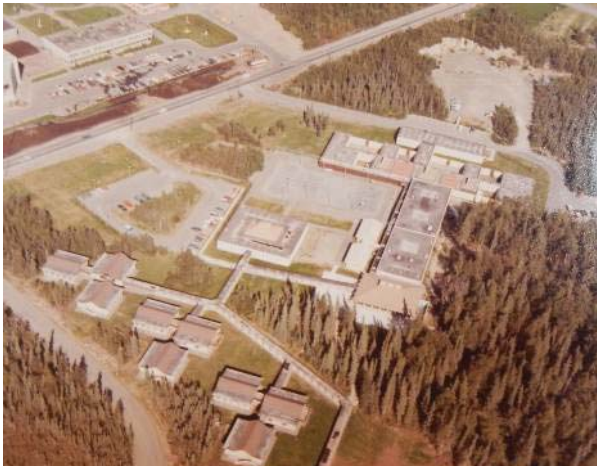


Figure 26. MYC campus, looking northeast, 1976.

3. Superintendent's residence is contiguous to the multiple housing unit and is a three-bedroom single family residence with full basement and attached two-car garage. It is currently unoccupied and is comprised of approximately 2,867 BGSF (excluding the garage).⁷³

In the early 2000s, API constructed a new facility immediately west of the original building. In 2004, the building was sold to Providence Health Systems. The building was extensively remodeled for use as the Providence Hospital Administration Building. Providence demolished the extended section at the rear of the complex, which had contained facilities management functions such as a garage, maintenance, and mechanical rooms. Other changes included replacing original windows and altering the façade. Another building was constructed at the south end of the parking lot.

In 2007, the U.S. Department of the Interior (DOI) found this building to be eligible for listing in the National Register of Historic Places under Criterion A for its association with the development of psychiatric care in the state, since API was the first publicly operated psychiatric facility in Alaska. It was considered eligible at the state level of significance with a period of significance of 1962. The property was incorporated at this time into the Alaska Heritage Resources Survey (AHRs).⁷⁴

GEORGE M. MCLAUGHLIN YOUTH CENTER (MYC)

The George M. McLaughlin Youth Center was constructed in 1968 at 2600 Providence Drive, at the west end of the UMED district area. The center was named after George M. McLaughlin, a prominent Anchorage attorney who had been influential in establishing a rehabilitation center for youth prior to his death in 1958. Before the construction of MYC, juvenile detention facilities and rehabilitation centers were lacking in Alaska. In November 1957, a detention facility of concrete block with security windows had been completed in Anchorage. However, it did not provide rehabilitation services. A youth camp was established in 1960, which was the first institution created in Alaska for the rehabilitation of juveniles.⁷⁵ MYC was established as "a coeducational school for those whose deviant behavior has reached such a degree as to require twenty-four hour residential treatment and supervision. Administratively, the Center operates under the Division of Corrections, Department of Health and Welfare, State of Alaska."⁷⁶

The State Division of Planning developed a six-year plan for capital improvements for the period of 1963–69. One of the proposals included \$2.4 million for construction of a juvenile center complex to be erected in phases over a four-year period. The legislature authorized \$1.08 million for construction of the first phase. A site was chosen on

a 40-acre tract adjacent to Alaska Psychiatric Institute, where professional services would be readily available and community services and court requirements could also be served nearby. The proposal appeared on the November 3, 1964, ballot and was approved by voters.

Construction was awarded to Saunders, Inc., in March 1965, and the architectural firm of Curtis and Davis of New Orleans provided consultant services for the State Division of Buildings on the design. The improvements were originally conceived as one main building with a series of seven or eight surrounding buildings, but rising construction costs resulted in changes to the main building and construction of only one cottage. All resident housing, the shop, and the school from the original plan were postponed, which hindered the facility's mission to provide treatment rather than simply detention.

Construction of the modern concrete and glass buildings began that summer.⁷⁷ When complete, the facility had a capacity for 150 youth of both sexes ranging in age from 8 to 18.⁷⁸

Margaret E. Murton elaborated on the modern design in her 1970 University of Alaska master's thesis, *The McLaughlin Youth Center: A Study of the Evolution of a Diagnostic and Treatment Facility for Juvenile Delinquents in Alaska*:

The main building is constructed in the shape of a double cross (commonly referred to as a telephone pole design) with one long rectangle having four perpendicular extensions. The areas between these two extensions have been walled off with a concrete wall some twenty feet in height which serve as outdoor "patios" and two enclosed recreation areas. Although built along modern architectural lines, the exterior of the building is somewhat formidable in that the windows are deeply inset in the concrete in the form of long narrow slits, some six to eight inches in width and approximately eight feet high. They serve primarily as light sources, since no one from the outside can see in, and no one from the inside can see out. [...] The dining hall, by contrast, has one wall that is all glass. The view is tremendous[...].⁷⁹

The complex was designed with the understanding that it would take several years to build the needed facilities and complete the associated program development. In 1971, the McLaughlin Youth Center proposed expansion and construction of a juvenile detention facility. The purpose of the new facility was to accommodate youths who were awaiting court hearings and to provide physical and psychological diagnostic facilities. It would also serve as an outpatient diagnostic clinic for youths in the McLaughlin Youth Center, foster homes, and community-based halfway houses. The new construction was

designed and planned by CCWC and HOK.⁸⁰ By 1976, the facility had also added four clusters of three cottages, which were connected by enclosed walkways to the main building.

The complex has continued to develop through the 1980s, 1990s, and 2000s with several new buildings and additions northwest of the original building.



Figure 27. UAA Campus, looking west during construction, October 1971. Lake Otis Elementary School at upper right.

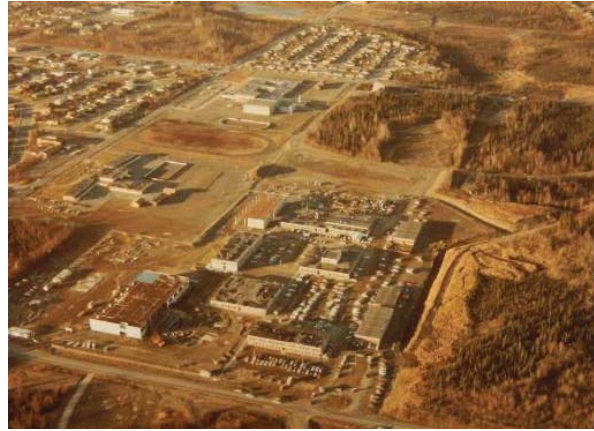


Figure 28. UAA Campus, looking north, 1971. Lake Otis Elementary School and Wendler Middle School at upper left.



Figure 29. UAA Campus, looking east, 1975.



Figure 30. UAA Campus, looking east, showing new Campus Center complex with enclosed walkway to Consortium Library at upper right, 1976.

UNIVERSITY OF ALASKA, ANCHORAGE (UAA)

Like the George McLaughlin Youth Center, the University of Alaska, Anchorage campus was under construction in 1968 in the Goose Lake area. Fourteen years earlier, in 1954, Anchorage Community College (ACC), a joint venture of the Anchorage Independent School District and the University of Alaska (then with a campus only in Fairbanks), operated evening classes on the second floor of what is now West High School (then known as Anchorage High School). ACC offered academic and business-related courses. The University of Alaska was also offering graduate courses in Anchorage and looking to expand with a new campus. In 1962, ACC was fully adopted as a unit of the University of Alaska, and plans for expansion began taking shape.

Construction for ACC began in 1968. In 1970, ACC dedicated a \$3 million campus on Providence Avenue and moved from West High School into five new buildings that totaled 120,000 square feet. Four of the buildings contained similar massing and faced inwards towards an open green space to create a campus-like setting. The following year, the Anchorage Senior College was established as an upper-division and graduate level educational facility, and the Consortium Library was constructed to be shared by all three learning institutions in the vicinity: ACC, APU, and Alaska Senior College.

The same year saw the official creation of The University of Alaska, Anchorage to contain both ACC and the newly formed senior college, though both facilities continued to operate as individual institutions under the umbrella of UAA.

1972 also brought the construction of the Lucy Cuddy Center, which provided a place for students to eat, gather, and learn about the hospital industry. In 1974 the Social Sciences building (formerly the College and Arts and Sciences) was added to the Alaska Senior

College as an addition to the Consortium Library. ACC also continued to add to their building stock, with an auto technology building in 1973 and an addition to the Professional Sciences building in 1975.⁸¹ As enrollment grew and supporting buildings were continually constructed, the Junior and Senior colleges were soon linked in a linear campus. The combined campus was outlined in the UAA 1974-1976 master plan. In 1975, Anchorage Senior College was officially named the University of Alaska, Anchorage, though it still only provided an upper division, two-year program.

UAA and ACC finally consolidated in 1987, creating the four-year university that exists today. The linear layout of the campus, formalized in the mid-1970's, continues to act as an identifying feature of the campus and guides future development. UAA is currently developing plans for additional residential dormitories and student life facilities in an effort to establish a more traditional residential campus community. Many of the original ACC buildings are still in use.

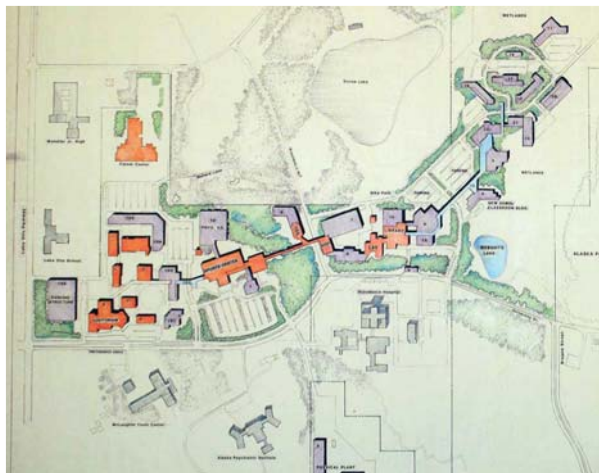


Figure 31. A plan illustrating the linked Junior and Senior Colleges from the mid-1970's UAA Master Plan, 1974-76.



Figure 32. Original UAA campus buildings, 1978.

The campus has expanded numerous times in the intervening years, particularly after North Slope oil money began to flow into Alaska's treasury in 1979. This funding allowed for expansion of higher education opportunities across the state. According to UAA's online historic timeline, construction projects have included the following:



Figure 33. Aerial view of the UMED district showing boundaries of the UAA campus, 2009.

DATE	PROJECT
1972	Construction began on the Consortium Library, to be shared by Alaska Pacific University and the UAA (opened in 1973)
1973	Building K (now Professional Studies Building) and Building J (now the Auto/Diesel Technology Building) opened on West Campus
1974	Senior College Building (now Social Sciences Building) opened
1975	Information UAA Performing Arts Center (now Wendy Williamson Auditorium) opened
1977	Science Building opened
1978	The Campus Center complex (including the Student Union and Wells Fargo Sports Center) opened
1981	Engineering Building opened
1983	Allied Health Sciences Building and UAA Administration Building opened
1986	First on-campus student apartments opened
1986	UAA Fine Arts Building opened
1992	University space crunch was temporarily relieved by the purchase of the Diplomacy Building at Tudor Center. That year, the Business Education Building (now Rasmuson Hall) also opened
1998	The Commons and three four-story residence halls opened
2002	Central Parking Garage built
2003	Expansion of the School of Nursing, funded by a partnership with the largest health care providers in Alaska, began.
2004	A major addition to the Consortium Library was dedicated, and the Environmental and Biomedical Laboratory Building opened
2006	ANSEP Building built
2009	UAA opened the Conoco Phillips Integrated Science Building, home to the UAA Planetarium and Visualization Theater
2009	East Garage and Fireside Cafe also opened
2011	UAA opened new Health Sciences Building and broke ground on the new Alaska Airlines Center
2011	2014 - The Alaska Airlines Center sports and recreation facility will open
2011	Health Sciences Building (HSB) opened
2013	Broke ground on the Engineering & Industry Building (to be completed in 2015)

ALASKA NATIVE MEDICAL CENTER (ANMC)

In 1997, the Alaska Native Medical Center opened a new hospital in the UMED district. This new facility replaced the aging Native hospital formerly located on Third Avenue, which was opened in 1953 as a tuberculosis sanitarium. The original hospital was located in an earthquake danger zone, immediately adjacent to a bluff that slid away in the 1964 Good Friday earthquake. Though it sustained relatively minor damage during the earthquake, the hospital remained on unstable ground.⁸⁴ The ANMC did not have money for land acquisition; consequently, a land trade was agreed upon, which involved city land, federal land, and land in the Tudor Centre. Guaranteed health care for Natives originated through treaties in the Lower 48 wherein the U.S. Government promised Native Americans health services and education as a way to make amends for the loss of land and culture. Congress guaranteed health care for Natives in a 1921 law. The 1973 Annual Report for the ANMC explains how the original hospital in downtown Anchorage was established:

The Alaska Native Medical Center traces its origins to the early period following World War II, when the people of Alaska and the Federal Government once again began to take stock of the human situation in the Territory. Anchorage was then a boom town, due in

large part to the rapid growth of its two major military bases, both of which were important staging areas during the war. Many Alaska Natives had moved to the urban area to take advantage of the job market and stayed on. The vast majority, however, still lived in outlying villages.

Health conditions among the Native people were appalling at the time. [...] Of all the epidemics, tuberculosis was the greatest burden. [...] The death rate from this disease in the post-war period was one of the highest known anywhere in the world.

[...] In 1946, the Territorial Legislature was called into a special session to consider, among other matters, the ways of coping with the problem of tuberculosis. An appropriation equal to 1/10th of the annual Territorial budget resulted from this unique event.

In 1947, an American Medical Association team came to Alaska to survey medical conditions. [...] Among their recommendations was immediate construction of 1,000 beds for tuberculosis in the Territory, 400 of them in Anchorage. In 1948, Congress appropriated funds for a 400 bed hospital. [...] The design contract was awarded June 26, 1948, and construction began in 1949. [...] The first patients were not admitted until December 1, 1953.⁸²



Figure 34. Original ANMC hospital facility on Third Street, ca. late 1950s.



Figure 35. Damage to ANMC campus on Third Avenue from Good Friday Earthquake, 1964.

The “Anchorage Hospital: Alaska Native Service,” as it was originally known, began as a staging area for diagnosis and the initial treatment of tuberculosis, while also providing care for general medical and surgical conditions.⁸³ It was the largest civilian building in the Territory, with 127,574 square feet of floor space. It became a full-service hospital in the mid-1960s. 30 years later, its expanded facilities of 185,000 square feet were considered cramped and outdated for the varied uses of the hospital. Congress allocated \$2 million to begin planning for a new facility in 1984. While 17 Indian Health Service hospitals have been built across the

country since 1980, most were smaller regional hospitals. Thus, more than a quarter of the agency’s hospital construction money went to the much larger Anchorage project.⁸⁵ The new building cost \$168 million to construct and occupied 370,000 square feet.⁸⁶ Construction began in 1993 on 15 acres of reclaimed gravel pit in what was then known as the Tudor Centre development, at Tudor Road and Bragaw Street.

By the 1990s, Native Alaskans used the ANMC for primary care and basic services such as checkups, dental exams, and nonprescription medications; minor

surgeries; and advanced surgeries and treatments. The federally funded health service used the Tudor Centre site, while the municipality received about 20 acres of federally owned property between Goose Lake and the University of Alaska-Anchorage Consortium Library. This land is wetlands without high market value, however. The owners of Tudor Centre received property on the north side of O’Malley Road, between the Seward Highway and the Old Seward Highway.⁸⁷

When the ANMC opened, it was the U.S. Indian Health Service’s biggest and most medically advanced hospital.

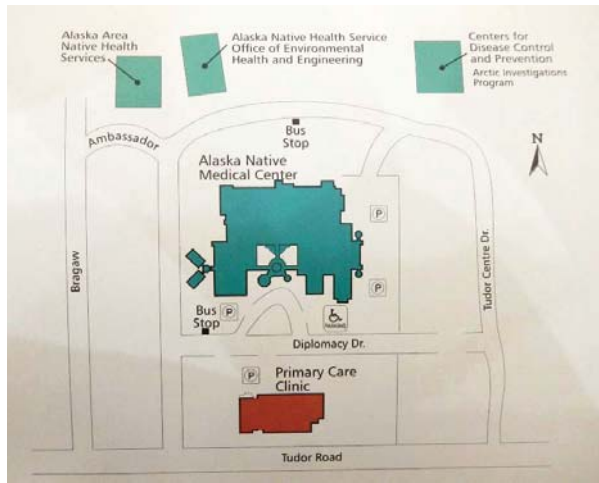


Figure 36. Alaska Native Medical Center campus map, showing location in relation to associated buildings such as the Primary Care Clinic, n.d. (ca. 1995-2000).

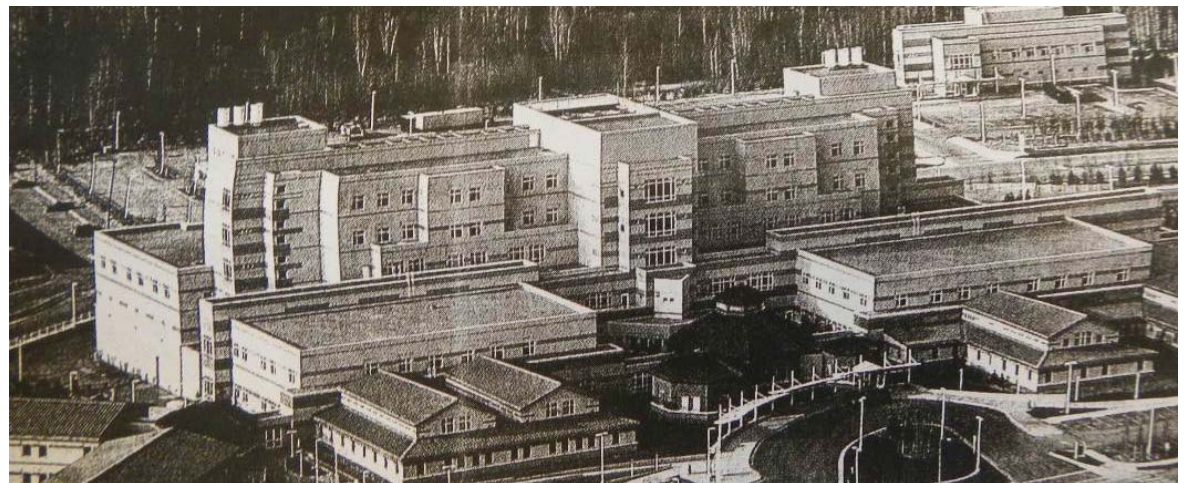


Figure 37. New Alaska Native Medical Center in the UMED District, 1997.

Designed by the Seattle architecture firm of NBBJ and constructed by general contractor Ellis-Don Construction Inc. of Ontario, Canada, the five-story hospital had a flexible steel skeleton designed to withstand collapse in a 9.6 earthquake. It was also constructed on steel piles, rather than concrete footings, due to the underground stream discovered during construction of the northwest corner of the building. The hospital design included arctic entries, a circular lobby topped with a high octagonal dome, and Native art throughout.

In response to the desires of the Native population, it was purposely designed to be lower in height and sprawling so that it would feel less intimidating to visitors from smaller villages.⁸⁸ The building also featured state-of-the-art emergency backup systems, including numerous emergency generators and four water tanks located in the basement that holds 100,000 gallons of water for three days' use. When the hospital was constructed, it had 688 parking spaces, including 34 for handicapped parking. It staffed about 1,000 employees, half of whom were Native, in 1997.⁸⁹

Coinciding with construction of the building, Native leaders decided to use the Indian Self-Determination Act to take over management of the hospital from the federal government. In 1998, after two years of discussions between Native tribes regarding facility operations, a

new 15-member tribal board called the Alaska Native Tribal Health Consortium was created. The management structure was ultimately mandated through Congressional legislation written by Senator Ted Stevens.⁹⁰ Ultimately, it was agreed that the Consortium would run the hospital emergency room, pharmacy, radiology, and all in-patient services, while the Southcentral Foundation, the nonprofit health care arm of Cook Inlet Region Inc. (CIRI), would operate the clinics for dentistry, audiology, and optometry.⁹¹

Despite the size and scope of the new Native hospital, Providence Alaska Medical Center remains the state's largest medical facility and the place where Natives go for certain special procedures, including open-heart surgery. Furthermore, additional outpatient services are provided by a two-story clinic constructed in 1995 on Diplomacy Drive off Tudor Road, across the street from the Native hospital, financed by CIRI and operated by the Southcentral Foundation.⁹² This 40,000-square-foot Primary Care Center includes women's health, family medicine, pediatrics, and mental health. Southcentral went on to expand the Primary Care Center, which reopened in 2002 with 100,000 square feet of space. The expansion was designed by NBBJ Architects with Neeser Construction of Anchorage.



Figure 38. Interior of the ANMC.



DISTRICT PROFILE

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1. PROJECT OVERVIEW

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PROJECT OVERVIEW

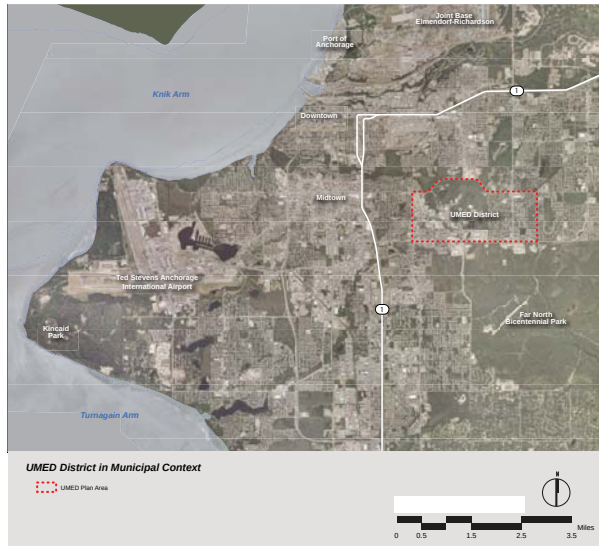


Figure 1. UMED Muni Context

INTENT OF PROFILE REPORT

This Profile Report serves as the background document for the updated Universities and Medical (UMED) District Plan. The purpose of the UMED District Plan is to provide a framework for the continued development of educational, health, housing, commercial, and public infrastructure and programs for this unique natural area and major employment center within Anchorage. This plan will update the UMED District Plan adopted in 2003, so that it continues to guide growth and development within the district. Through stakeholder participation and public outreach, the plan will ensure that neighborhoods and organizations within the district are given the opportunity to fulfill their individual missions. The planning process will engage those who live, work, and use resources within the UMED District. In addition to this Profile Report, A Historic Context Statement: Development of the UMED District and a Co-gen Feasibility Study were produced in support of the plan.

The Profile Report introduces and provides an overview of existing conditions within the district, including a physical description of the district, an overview of the groups that use it, the natural and recreational resources that shape it, the economic drivers located within it, and the transportation systems that support the district. The final chapter of the Profile Report also summarizes general regulations that guide and encourage growth and change

within the district and that to some degree may restrict development. This Profile Report will be referenced in the UMED District Plan, and allows that document to focus on visions, goals, and implementation strategies that will ensure an integrated, cohesive, and holistic UMED District that meets the needs of the neighborhoods and organizations located within and adjacent to it.

PROJECT AREA

The Municipality of Anchorage (MOA) is uniquely situated within a natural landscape composed of national forest, state parklands, and tidelands. Only 10 percent of the 1,995 square mile MOA is inhabited, primarily in the Anchorage Bowl area.

ORGANIZATIONAL COLLABORATION

One of the most fundamental goals of the UMED District Plan is to encourage and facilitate collaboration among those who use the district. The UMED District is composed of two primary user groups: neighborhoods and organizations. Residential neighborhoods within the UMED are concentrated in the east and southwest portions of the district. The neighborhoods include parks, residential developments, and schools.

Organizations within the district, which include universities, medical centers, state facilities, schools, medical offices, and other commercial support businesses, are largely grouped in the western portion of the UMED District. Organizations represent groups that own a significant portion of land, are major employers, and/or provide services that are unique within the Municipality of Anchorage (MOA). These major contributors are typically private or non-profit institutions and are influential in the development of the district, the growth of the MOA, and the state of Alaska as its second largest employment center. The MOA also owns and manages municipal properties within the district, including parks and schools.

NEIGHBORHOODS, COMMUNITY DESIGN AND BUILT FORM

- Residential Neighborhoods
- Neighborhood Services
 - University Area Community Council (UACC)
 - Municipality of Anchorage
 - Anchorage School District (ASD)
 - Community Institutions and Organizations
- Community Design and the Built Environment
 - Commercial and Retail Development

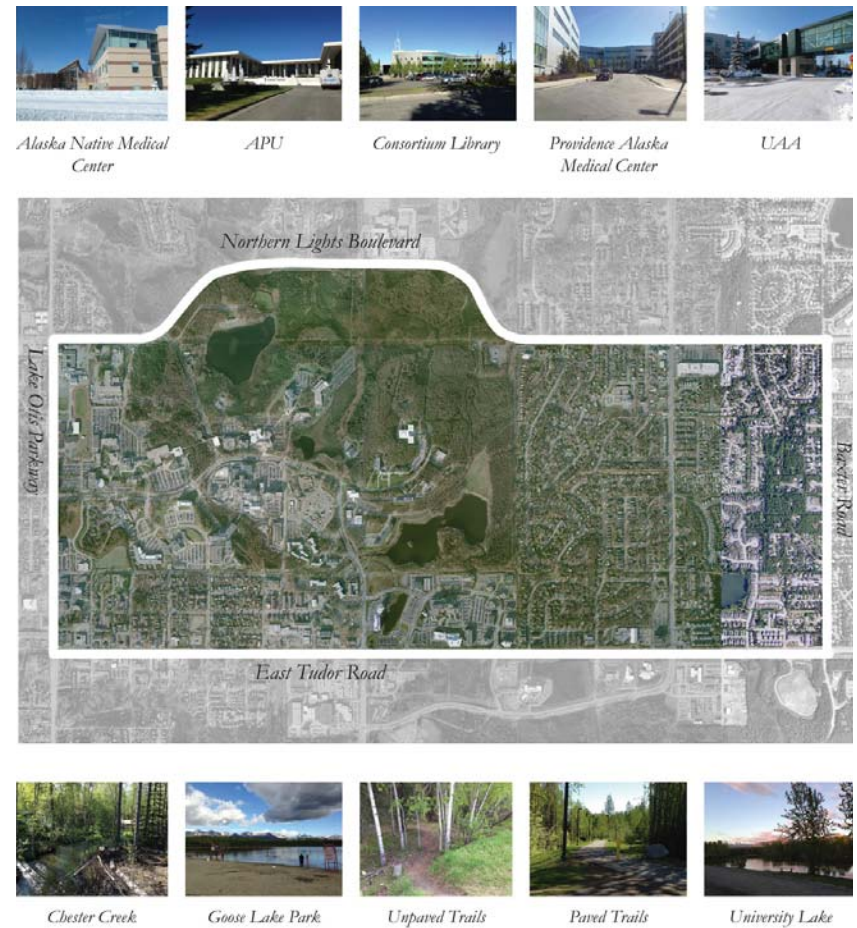


Figure 2. UMED Character-defining Features Map

ORGANIZATIONS

- Alaska Mental Health Land Trust (the Trust)
- Alaska Native Medical Center (ANMC)
- Alaska Pacific University (APU)
- Alaska Psychiatric Institute (API)
- McLaughlin Youth Center (MYC)
- Providence Alaska Medical Center (PAMC)
- University of Alaska Anchorage (UAA)

GENERAL CHARACTERISTICS

The UMED District is located approximately two and a half miles southeast of downtown Anchorage. The district is bounded by Northern Lights Boulevard to the north, Lake Otis Parkway to the west, Tudor Road to the south, and Baxter Road to the east. The district, which includes the College Gate and Castle Heights neighborhoods, is home to about 6,300 people, or 2.2 percent of the residential population of the MOA. This population includes about 1,100 students or individuals living in group quarters in dormitories at the University of Alaska Anchorage (UAA) and Alaska Pacific University (APU). The Anchorage Bowl 2020 Comprehensive Plan designated this area a major employment center, with the expectation of continued growth and development.

The natural setting is an important feature of the UMED District. The varied topography includes forest, wetlands, a creek, several lakes, and views of the Chugach Mountain Range. These natural systems serve important biological and ecological functions and contribute to the unique character and quality of life of the UMED District.

PROJECT INITIATION & TIMELINE

The MOA began working with Page & Turnbull, Kittleson & Associates, RSA Engineering, Strategic Economics (the project team), and HMS to prepare the UMED District Plan Update in the spring of 2013. Pending approval from the Planning and Zoning Commission, the MOA will release the Draft UMED District Plan Update in December 2014.

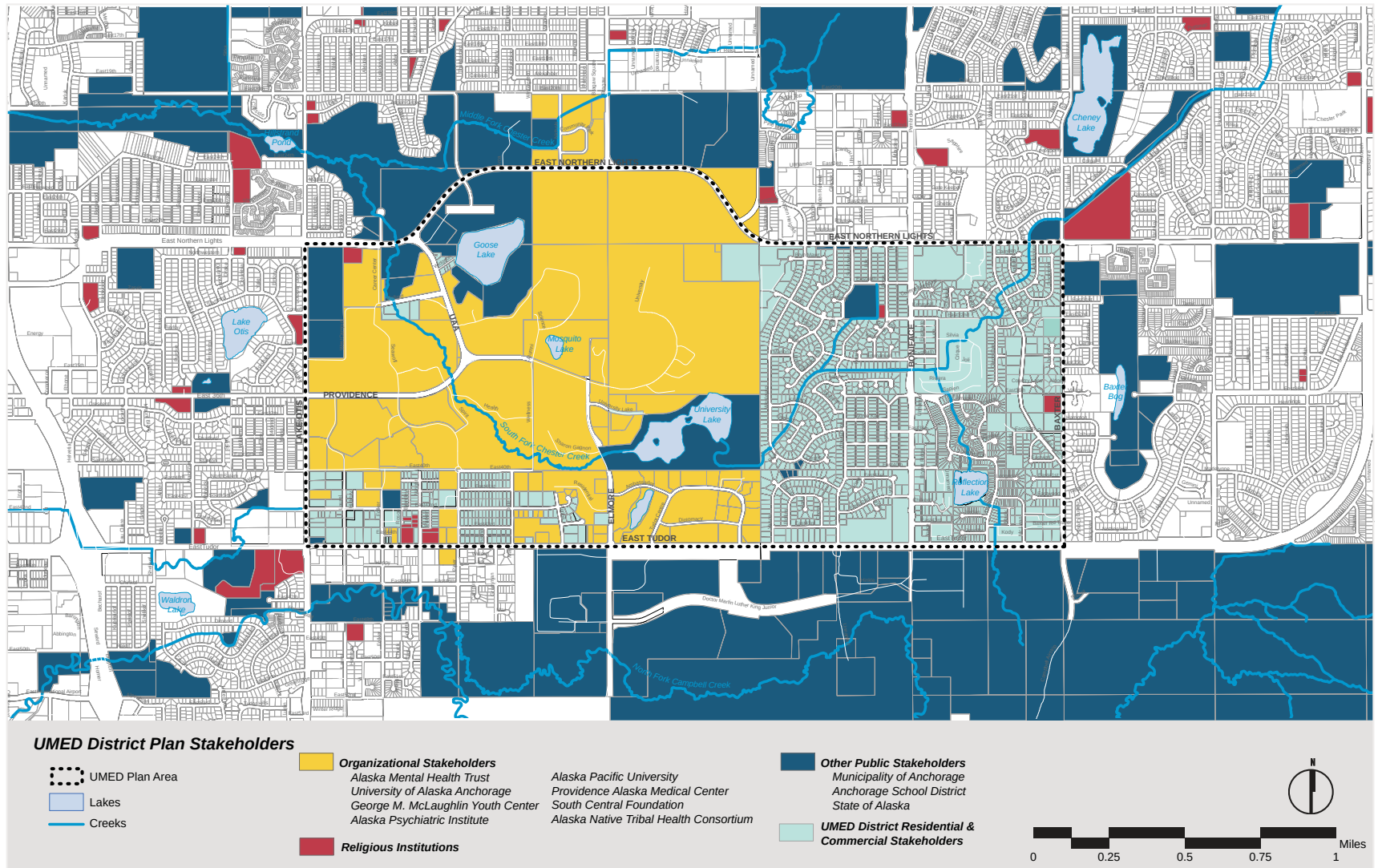


Figure 3 District Stakeholders Map



2. NEIGHBORHOODS, COMMUNITY DESIGN & BUILT FORM

Residential Neighborhoods

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Neighborhood Services

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Community Design & the Built
Environment

62

NEIGHBORHOODS, COMMUNITY DESIGN & BUILT FORM



Figure 4a. House in College Gate Development



Figure 4b. Greenbriar Multiunit Housing

This Neighborhoods, Community Design and Built Form Chapter focuses on the role of residences within the UMED District and how these single- and multifamily developments fit into and influence the physical context of the district. Although neighborhood services, such as schools, churches, and parks, do not exclusively serve these neighborhoods, these community facilities are described in this section, as residents most directly interface with and benefit from these services. The UMED District neighborhoods are active, thriving places that serve both the immediate and the greater Anchorage communities.

RESIDENTIAL NEIGHBORHOODS

The earliest residences in the district were in the southwest portion of the UMED, bounded by 40th Street on the north, Dale Street on the east, Tudor on the south, and Otis Parkway on the west, and organized on a grid. Single family houses range from one to two stories with one multiunit apartment complex just beyond Dale Street. By the 1970s, the neighborhood included low-rise office buildings and some commercial establishments at its southwest corner.

The South Fork of Chester Creek runs east to west through these residential neighborhoods. The Municipality of Anchorage owns land around the creek between Wesleyan Drive and College Gate Elementary School.

The Castle Heights neighborhood, which comprises six lots developed in 1982, includes a small 1.38 acre pocket park created by the University Area community that includes ADA-Accessible play equipment.

Located in the eastern part of the district, the College Gate neighborhood was developed in the 1960s and 1970s. The suburb is characterized by curving streets and cul-de-sacs, on which primarily two-story wood frame houses with integral two-car garages were constructed. The neighborhood is vehicle oriented, with a fairly cohesive architecture of consistent scale. Most homes have yards, contributing to the area's having adequate open space. There are a comparatively small number of town homes and duplexes among the primarily single family neighborhood.

Two mobile home parks, the Riviera Terrace Trailer Court and the Baxter Road Trailer Court, are also located in the eastern portion of the district. Located between Boniface Parkway and Baxter Road, the Riviera Terrace Trailer Court contains over 165 mobile homes and is bisected by the South Fork of Chester Creek. Baxter Road Trailer Court is located along Baxter Road near East Tudor Road and holds half a dozen mobile homes as well as single-family and multifamily buildings and units.

Within the central portion of the UMED, a cluster of single- and multifamily housing was constructed on Widgeon Lane off UAA Drive, immediately west of Goose Lake, in 1983. According to a 1972 property ownership map, this development occurred on privately owned land zoned for residential development.

NEIGHBORHOOD SERVICES

A number of public and private entities serve the neighborhoods located within the UMED District. Although organizations within the district also benefit from these services, they most directly aid residents within the UMED District.

UNIVERSITY AREA COMMUNITY COUNCIL

The University Area Community Council (UACC) is an independent community council recognized by the Anchorage Municipal Assembly, which works closely with the Federation of Community Councils to provide technical and support services to the UMED District. Residents are an important voice within the UACC, which meets monthly and includes a board of officers and committees. The UACC monitors, comments on, and actively participates in projects within the district, particularly those related to: parks and recreation; the Northern Access Road Project; the Checkmate Drive Sidewalk project; and the University Lake Drive extension

project. The UACC has been an active stakeholder in the UMED District Plan update process since the completion and adoption of the Goose Lake Plan in 1983.

MUNICIPALITY OF ANCHORAGE

Departments within the MOA oversee the management of public health and safety, public infrastructure, land use and development, and parks within the UMED District. Anchorage Water and Wastewater Utility provides water and wastewater services, lighting and electricity are provided by Municipal Light and Power (ML&P), and Public Works manages traffic, sidewalks, curbs and gutters, storm water drainage, snow removal, street lighting, signage, and general infrastructure maintenance. The Department of Community Development implements land use codes, facilitates land development, and manages planning projects for residential, environmental, and commercial initiatives. Within the UMED District, the Department of Parks & Recreation manages Goose Lake Recreational Area, University Lake, Folker Park, and Castle Heights Park, which are owned by the MOA. There are four Anchorage Fire Department stations located within a mile and a half of the UMED District: Station 3 at 1100 Airport Heights Road; Station 4 at 4359 MacInnes Street; Station 6 at 1301 Patterson Street; and Station 14 at 4501 Campbell Airstrip Road. The Anchorage Police Department is located at 4501 Elmore Road, just south of the UMED District.

OPPORTUNITIES AND CHALLENGES

FOR RESIDENTS OF THE UMED:

- Potential for increased density
- Continued maintenance of public infrastructure
- Conservation and use of natural features within the neighborhoods
- Improved vehicular circulation
- Safe pedestrian circulation throughout the UMED
- Continued maintenance of homes and private properties

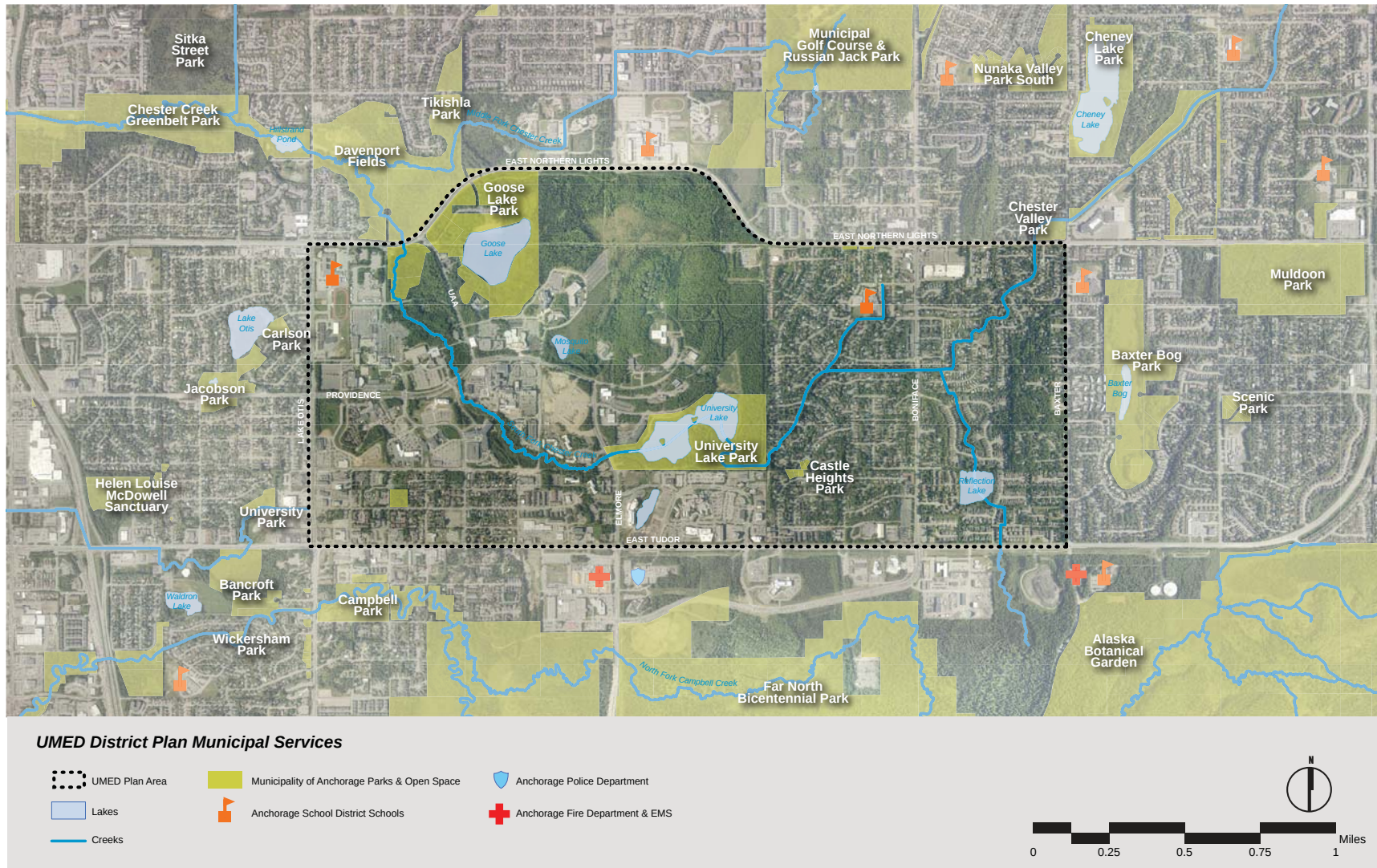


Figure 5. UMED Muni Services

ANCHORAGE SCHOOL DISTRICT (ASD)

The Anchorage School District (ASD) includes approximately 103 schools located in the Municipality of Anchorage. The ASD operates four schools and a career center within the UMED District:

- College Gate Elementary School;
- King Career Center;
- Lake Otis Elementary School;
- McLaughlin School; and
- Wendler Middle School.

The SAVE High School, located at 410 E. 56th Avenue (outside the UMED), works closely with the King Career Center. The ASD describes SAVE as “an accredited comprehensive alternative high school that provides the opportunity for credit recovery.” SAVE students attend high school classes, and have a job or receive vocational training.

Public schools adjacent to the UMED District are: Baxter Elementary School, Russian Jack Elementary School, East High School, and the Whaley School. Baxter Elementary features a Multi-Sensory Instruction (MSI) program, an approach to teaching language arts and reading to students with language disabilities and reading problems. The Whaley School is an alternative school that serves children with physical and developmental disabilities.

Independent schools located within the UMED include the Aurora Waldorf School (which serves pre-K through 8th grade students), the Winterberry Charter School at 4802 Bryn Mawr Court, and the Highland Tech Charter School (grades 9-12). The Midnight Sun Montessori and Birchwood Montessori schools are located in the residential neighborhoods in the eastern portion of the UMED, as is the Starbright Early Learning Center, which offers classes for preschool children through 3rd grade.

ASD school facilities, which include athletic fields, space for community meetings, and specialized facilities such as swimming centers, are utilized by the greater UMED

District community. Turf sports and flexible play fields are limited in the UMED District: a track and field and one ball field are located at Wendler Middle School, while Goose Lake Park contains a multipurpose play field. College Gate Elementary School includes a multipurpose athletic field; a soccer field; and hard surface play areas. In addition to its swimming pool, East High School has a track and football field, flexible play fields, and 12 hard surface tennis courts. Baxter Elementary School has a hard surface play area and flexible play fields.

NAME	ADDRESS	TYPE
College Gate Elementary School	3101 Sunflower Street	Grades K-6
King Career Center*	2650 E. Northern Lights Boulevard	Provides the connection between school and work where students can explore careers and apply academics in a vocational setting
Lake Otis Elementary School	3331 Lake Otis Parkway	Grades K-6
McLaughlin School	2600 Providence Drive	Serves students who have been incarcerated at the McLaughlin Youth Center, a state detention center for juveniles
Wendler Middle School	2905 Lake Otis Parkway	Grades 7-8

Table 1. ASD-operated schools within the UMED district. *King Career Center is located and operates on UAA property under a long term lease agreement.

COMMUNITY INSTITUTIONS AND ORGANIZATIONS

In addition to the neighborhood services provided by the UACC and the ASD, the UMED District neighborhoods are supported by churches located within the district and also by affiliated associations that work within the neighborhoods. Churches in the district include: the Anchorage Gospel Rescue Mission, Baxter Road Bible Church, the Church of Christ, the First Congregational Church, and the University Baptist Church. Although membership in these religious institutions expands beyond the UMED District, the church facilities are often used for neighborhood gatherings and meetings. Non-profit community organizations, such as the Friends of Castle Heights and Friends of Folker Park, in addition to other neighborhood groups, also work within the UMED District neighborhoods.

COMMUNITY DESIGN & THE BUILT ENVIRONMENT

In many ways, the design of built form and its relationship to its surrounding environment shapes the character of a place. While some features, such as a neighborhood development, large building complex, or public art installation, clearly contributes to the character of a place, other less-obvious design qualities may equally influence the feeling and quality of place-making.

Character-defining features are generally organized under five categories: location, setting, infrastructure, natural and built environment, and branding. The following attributes identify components that contribute to the uniqueness of the UMED; they provide a framework by which to explore features within the district and the balance between residential neighborhoods and institutional organizations.

LOCATION

- Located approximately 2.5 miles from Downtown Anchorage.
- Generally bound by Lake Otis Parkway on the west, East Tudor Road on the south, Baxter Road on the east, and East Northern Lights Road on the north.
- Trail bridges are located within the district at Northern Lights Boulevard and Tudor Road.
- Located at a key juncture for MOA-wide systems: trails, wildlife and habitat corridors.

SETTING

- Urban complexes located within a natural setting.
- Varied topography composed of wetlands, lakes, creeks, meadows, and forested hills; ecosystem is home to wildlife including bears, moose, and raptors.
- Includes Chester Creek and Goose, Mosquito, Reflection, and University Lakes as well as the lake at the ANMC.

- Provides views of the Chugach Mountain Range.
- Associated uses that contribute to setting: institutional, commercial, residential, recreational, and natural areas.

INFRASTRUCTURE

- Elmore Road and Providence Drive serve as major roads between institutions within the district.
- Includes regional trail system that is used for walking, biking, skiing and special events.
- Road systems generally serve individual institutions; no universal circulation system within the district.
- Roads vary in design: APU and UAA campus includes some “country lane” roads without curbs and gutters.
- District contains street furniture and amenities of varied designs that reflect independent organizations.
- Sidewalks finishes: unpaved, naturalistic, asphalt, concrete.
- Private trails for skiing, hiking, and training.

BUILT ENVIRONMENT

- Composed of institutional complexes, commercial strips, and residential neighborhoods.
- Institutional and commercial architecture is generally modern in design; apartments and student housing is typically two to three stories; residential neighborhoods contain primarily ranch-style houses and mobile homes, and are one to two stories.
- Generally institutional buildings are two to five stories; commercial buildings are one to two stories.
- Density throughout the district is generally low to medium.
- Overall, development within the district is sensitive to natural and recreational open space.
- Built form is generally developed by independent organizations and stakeholders; therefore does not necessarily relate to adjacent complexes, etc.

BRANDING

- Recognized primarily by institutions. Natural features contribute to the identification of the district.
- The following planning documents include design guidelines that pertain to the district: Anchorage 2020, UMED Framework Master Plan (2003), UAA, and APU.
- District branding has been implemented on Piper Street and 40th Avenue, and 36th Avenue at Lake Otis.

The UMED is shaped by design guidelines provided within Anchorage 2020, in the UMED Framework Master Plan (2003), and in capital plans for the UAA, APU, and Alaska Native Tribal Health Consortium (ANTHC) campuses. Anchorage 2020 includes the most general design guidelines, the UMED Framework Master Plan (2003) provides a district-wide framework and design guidelines, and the master plans completed by each institution include the most specific guidance. These Guidelines are fully outlined in Appendix A.

OPPORTUNITIES AND CHALLENGES

FOR COMMUNITY DESIGN:

- Implementation of district-wide design guidelines that include/recognize/celebrate UMED District organizations
- Collaboration on signage and wayfinding systems
- Unified/coordinated color and materials palette in the public realm (pathways, paving, lighting, etc.)
- Management of the natural environment as a unifying and defining feature of district
- Peripheral development that reinforces the character within the UMED District through branding, design guidelines, and community support



3. ORGANIZATION PROFILES

Alaska Mental Health Trust Authority
(The Trust) 66

Alaska Native Medical Center (ANMC) 66

Alaska Pacific University (APU) 67

Alaska Department of Transportation
& Public Facilities 69

Alaska Psychiatric Institute (API) 69

McLaughlin Youth Center (MYC) 70

Providence Alaska Medical Center
(PAMC) 70

University of Alaska Anchorage (UAA) 72

ORGANIZATION PROFILES

The following section serves to further describe or introduce each of the organizations, or the public and private institutions, that operate within the UMED District. Although the profiles do not provide comprehensive information about each organization, they include the mission statement and general services the organization provides, as well as identify opportunities and challenges faced by each:

- *Alaska Mental Health Land Trust (the Trust)*
- *Alaska Native Medical Center (ANMC)*
- *Alaska Pacific University (APU)*
- *Alaska Department of Transportation and Public Facilities*
- *McLaughlin Youth Center (MYC)*
- *Providence Alaska Medical Center (PAMC)*
- *University of Alaska Anchorage (UAA).*

ALASKA MENTAL HEALTH TRUST AUTHORITY (THE TRUST)

The Alaska Mental Health Trust Authority (the Trust), a state corporation, administers the Alaska Mental Health Trust, a perpetual trust managed on behalf of Trust beneficiaries. Trust beneficiaries include: people with mental illnesses; people with developmental disabilities; people with chronic alcoholism and other substance-related disorders; and people with Alzheimer's and

related dementia. The Trust uses its resources to provide an integrated mental health program for its beneficiaries.

The Trust Land Office (TLO), a unit within the State Department of Natural Resources, manages the Alaska Mental Health Trust Authority land and assets. The TLO generates income from the land through: land leasing and sales; real estate investment and development; commercial timber sales; mineral exploration and production; coal, oil, and gas exploration and development; and sand, gravel, and rock sales.

Trust Lands are not managed as state public land and therefore do not follow the Alaska State Statutes for state lands. However, AS 47.30.660 states that the Alaska Mental Health Trust Authority shall coordinate with federal, state, regional, local, and private entities involved in mental health services as the Trust plans for integrated and comprehensive mental health care. Within the UMED, the Trust owns five properties situated on 40th Ave between Otis and Piper.

ALASKA NATIVE MEDICAL CENTER (ANMC)

Founded in 1997, the Alaska Native Tribal Health Consortium (ANTHC) is a non-profit health organization owned by and for Alaska Native Peoples. To support its mission to improve the health of Alaska Native Peoples, the ANTHC provides medical care and leads construction of water, sanitation, and health facilities throughout the state. The largest division of the ANTHC is the Alaska Native Medical Center (ANMC), which, since 1999, has been jointly managed by the ANTHC and the non-profit Southcentral Foundation (SCF). Alaska Native Peoples from all over the state come to ANMC for health services.

The medical center includes: the only trauma-rated hospital emergency room in Alaska; radiology, in-patient services, dentistry, audiology, and optometry services; and a pharmacy. The Providence Alaska Medical Center (PAMC) provides specialized services to ANMC patients, such as open heart surgery. Within the ANTHC site, the SCF operates a Primary Care Center and a clinic that provides women's health, family medicine, pediatrics, and mental health services on Diplomacy Drive. The ANTHC has been implementing master plans by the Seattle office of NBBJ and has developed an architectural vocabulary for its campus that is distinctive.

ALASKA PACIFIC UNIVERSITY (APU)

APU, founded as the Alaska Methodist University (AMU) in 1954, was the first institution to locate and develop a campus within the UMED District. In 1978, the school was restructured as a nondenominational institution and renamed Alaska Pacific University. Established as a private, four-year, liberal arts college, today Alaska Pacific University is a nondenominational institution that also offers graduate and doctoral degrees. APU strives to promote the fullest development of its students through liberal arts and professional programs while emphasizing individual attention to students, the development of leadership abilities, and the nurturing of spiritual and moral values consistent with its Christian heritage while respecting the religious convictions of all.



Figure 6a. ANTHC Pond

APU's mission as a small private liberal arts and sciences university is to provide personalized, experiential hands-on instruction "in the field" with Alaska as its primary classrooms. APU is best known for its outdoor studies programs and its environmental science and psychology departments. The university, which has an enrollment capacity of 650, had 550 full-time students in September 2013. To encourage increased enrollment, APU recently reduced its tuition.

In 1964, the original 240-acre campus expanded to 505 acres, and in 1966 the Atwood Center building was constructed. Over time, APU has sold some of its land holdings and, as of 2013, encompasses about 175 acres, of which approximately 40 are developed.



Figure 6b. ANTHC Primary Care Facility

OPPORTUNITIES AND CHALLENGES

FOR THE TRUST:

- Collaborations with organizations and stakeholders
- Potential for commercial development
- Ability to support missions and goals of other organizations

FOR THE ALASKA NATIVE MEDICAL CENTER:

- Plans to build a parking garage
- Potential for collaboration with neighboring organizations and stakeholders
- Adjacent to APU endowment lands
- Borders University Lake and off-leash dog park
- Cultural contributions to UMED, Anchorage, Alaska
- Potential for growth
- Becoming landlocked with potential loss of open space
- Federal funding cuts to Native health programs

OPPORTUNITIES AND CHALLENGES

FOR THE APU:

- Future planning and potential development of endowment lands
- Increasing student enrollment to capacity
- Proximity of the APU trails and soccer fields to the off-leash dog park at University Lake
- Maintenance of the campus infrastructure and buildings
- Management of private trails/use of APU lands by stakeholders
- Collaboration with neighboring organizations and stakeholders
- Proposed Northern Access Road Project
- Those outside the campus community utilizing campus parking

As a financial strategy that supports its educational mission, APU leases some of its land to the following entities:

- U.S. Geological Survey (three buildings)
- Alaska Spine Institute
- Marriot SpringHill Suites Anchorage - University Lake
- Alaska Public Media

Most of these groups occupy APU buildings and hold ground leases of 50 years. These leases provide approximately 30 percent of APU's annual revenue. APU has recently established a Hospitality Management program, based on its relationship with the University Marriot Springhill Suites.

In the late 1960s, APU staff and students collaboratively developed trails on the APU campus to meet the needs of the school's recreational programs. By the early 1980s, APU had collaborated with UAA to redesign and reconstruct a combined trail system. This effort included the Lake Loop, which is now managed by the MOA. Today APU's trail system is used by its ski team in winter and by miscellaneous training programs during the rest of the year. APU's trails are often used by the general public, whose use impedes how APU has access to and manages its own trails.



Figure 7a. APU Atwood Center



Figure 7b. APU Grant Hall

ALASKA DEPARTMENT OF TRANSPORTATION & PUBLIC FACILITIES

The Alaska Department of Transportation and Public Facilities (DOT&PF) designs and manages transportation services and infrastructure throughout the state of Alaska. In partnership with the MOA, the DOT&PF is currently leading a planning effort on a northern access road through the UMED that may connect Elmore Road with major arterials to the north and east.

The Division of Statewide Maintenance and Operations manages the design, construction, and maintenance of Alaska state buildings. Within the UMED District, the McLaughlin Youth Center and Alaska Psychiatric Institute are managed by Public Facilities.



Figure 8. Perimeter treatment at McLaughlin as seen from Providence Drive

ALASKA PSYCHIATRIC INSTITUTE (API)

Prior to congressional approval of the construction of a mental health hospital in Alaska, mentally ill Alaskans were sent to the Morningside Hospital in Portland, Oregon. In 1956, Congress approved construction of a mental health facility in Anchorage, and the state began managing the Alaska Psychiatric Institute (API) in Anchorage in 1959. The mission of API is to provide an array of quality inpatient psychiatric services to Alaskans with psychiatric disorders who meet admission criteria. The API facility is a beneficiary of the Mental Health Land Trust.

In partnership with individuals, their families, and the community, API's Recovery Center provides therapeutic services that assist individuals to achieve healing and recovery.

OPPORTUNITIES AND CHALLENGES

FOR THE DOT&PF:

- Funding
- Environmental considerations
- Access to trails network
- Limited right-of-way
- Community support

FOR THE API:

- Limited property for expansion
- Retaining competent, local staff
- Funding

OPPORTUNITIES AND CHALLENGES

FOR THE MYC:

- Maintenance and preservation of the privacy and natural setting of the facility
- Affiliation with API
- Collaboration with organizations and stakeholders
- Potential for expansion and/or relocation
- Becoming landlocked with potential loss of open space
- Funding
- Community-wide understanding of its program successes and needs

FOR THE PAMC:

- Adapting to changing medical systems and technology
- Potential for expansion
- Development of commercial properties
- Use of nonmedical land holdings south and east of the medical campus
- Reliance on financial partnerships
- Ownership of Tudor Square, the commercial strip on Tudor Road
- Nonpatient users occupying hospital parking lots
- Increased costs for utilities
- Attracting and retaining qualified, professional staff

GEORGE M. MCLAUGHLIN YOUTH CENTER (MYC)

McLaughlin Youth Center (MYC) is a rehabilitation and detention center run by the Alaska Department of Health and Social Services. MYC provides care for youth who are detained pending court action, those who have been institutionalized by the Court for purposes of receiving long-term treatment, and youth who need community-based detention and transition/reentry services. The mission of the Division of Juvenile Justice is to hold juvenile offenders accountable for their behavior, promote the safety and restoration of victims and communities, and assist offenders and their families in developing skills to prevent crime.

Construction of the MYC in 1968 at 2006 Providence Drive was funded by Alaska State legislation. A facility was built at the west end of the UMED District area in the vicinity of the API, which could provide professional services.

The 22-acre MYC complex was designed with the understanding that it would take several years to build the needed facilities and develop associated programs. In 1971, the MYC proposed construction of an outpatient diagnostic clinic, foster homes, and community-based halfway houses. By 1976, the complex had added four clusters of three cottages, which were connected by enclosed walkways to the main building. The complex

continued to develop through the 1980s, 1990s, and 2000s, with several new buildings and additions northwest of the original building. Today, MYC has completed a remodel of the Intensive Treatment Unit and of the Medical Suite and Training areas. The Division of Juvenile Justice does not anticipate further expansion of the MYC within the UMED District in the near future.

PROVIDENCE ALASKA MEDICAL CENTER (PAMC)

Providence Alaska Medical Center (PAMC) is the largest hospital in Alaska. The medical complex, located at 3200 Providence Drive, includes an emergency department, family practitioners, imaging and laboratory services and a pharmacy, a specialized cancer center, a children's hospital, a heart and vascular center, and a maternity center. Guest housing is available for families of out-of-town patients at the 43-room Hickel House located at 3967 Piper Street. The mission of PAMC is to serve "those in need with compassion and respect, consistently adhering to a high standard of excellence."

In 1958, the Sisters of Providence, a Catholic missionary group, purchased 45 acres from the Board of Regents of the Alaska Methodist University (now called APU) to build a new hospital complex to replace an overcrowded and antiquated facility it managed in Downtown Anchorage. A new 97,000-square-foot Providence Hospital was



Figure 9. PAMC Campus Map

completed in 1962. In 1970, the Providence complex expanded to include a new professional office building, a diagnostic and treatment center, and a five-story, 125-bed nursing tower. The hospital complex expanded again in December 1971, when the Sisters contracted with the architecture firm Skidmore, Owings, and Merrill (SOM) to design a six-floor diagnostic and treatment center. Several other additions, remodels, and new buildings have been constructed over the last 30 years. A new Children's Hospital was incorporated into the Providence complex in 1998. In 2001, the hospital completed construction of a new emergency room and an outpatient surgery center. The new Mother-Baby Unit of the Providence Maternity Center was completed in 2013.

The PAMC continues to grow and expand. However, due to the changing nature of health care, PAMC expects that much of its growth will be within existing building footprints. In addition to the parcels that comprise the main campus, the PAMC owns a parcel at the southwest corner of the intersection of East Tudor Road and Piper Street, several residential parcels and the Tudor Road strip mall.

OPPORTUNITIES AND CHALLENGES

FOR THE UAA:

- Adapting to changing educational systems and technologies
- Evolution of curriculum and programs to a research university
- Wetland areas within the campus
- Potential for development at Northern Lights
- Proposed Northern Access Road Project
- Transition from low- to high-density development
- Replacement of obsolete facilities
- Improvements to transit and parking
- Collaboration with other institutions
- Developing an enhanced campus core zone focusing on student services, student life, and core academics
- Development and funding of additional student housing and related facilities
- Reinforcement of a design (architecture and landscape) vocabulary
- Consideration of private/public partnerships and alliances
- Arena traffic impacts to neighboring UMED roadway systems

UNIVERSITY OF ALASKA ANCHORAGE (UAA)

Initially founded as a joint venture of the University of Alaska and Anchorage Independent School District, the University of Alaska Anchorage (UAA) has been located in the UMED District since the 1960s. Originally called the Anchorage Community College (ACC) and Anchorage Senior College (ASC), the school became the University of Alaska Anchorage in 1987 and since then has steadily grown in enrollment, size, and stature. UAA's mission is to discover and disseminate knowledge through teaching, research, engagement, and creative expression. The campus occupies a unique natural setting that includes creeks, lakes, wetlands, subarctic flora and fauna and offers views of the Chugach peaks to the east and the Alaska Range to the west.



Figure 10a. Rasmusson Hall (College of Business and Public Policy) and West Spine to Wells Fargo Sports Center: Appendix E

The state-run, public university offers associate, baccalaureate, and graduate degrees as well as cooperative/collaborate master's and doctoral programs with the University of Alaska Fairbanks, the University of Washington Medical School, Creighton University, and East Carolina University. The University of Alaska Anchorage participates in the WWAMI program, a medical school program that is collaborative among universities in five states: Alaska, Idaho, Montana, Washington, and Wyoming. In addition to medicine and nursing, popular programs include accounting, aviation technology, biology, civil engineering, elementary education, history, human services, journalism, justice, psychology, and social work. The university is also developing online programs in health, engineering, business, teacher education, and vocational and technical fields.



Figure 10b. ANSEP Building, UAA: Appendix E

The 2013 fall enrollment at UAA was 15,640, of which 26% or 4,050 students had a non-degree seeking status. The University Board of Regents approved an updated UAA Master Plan on September 27, 2013. The University anticipates that enrollment numbers will remain steady; annual growth for the next 20 years is projected to be 0.0 to 0.5 percent. However, in response to UAA Administration and student demands for a larger traditional residential campus community, the university has been planning capital improvements that include housing and student life facilities.

UAA, which owns a large portion of land within the UMED District, has outlined a robust plan for capital projects in its recent Master Plan update to help the University meet its vision for a more traditional residential campus.

UAA/APU CONSORTIUM LIBRARY

Founded in 1970 by the Alaska State Legislature, which called for the construction of a library that now serves both the University of Alaska Anchorage and Alaska Pacific University, the UAA/APU Consortium Library was built at 3211 Providence Drive in the UMED. Due to the Consortium Library's location on the UAA campus, it will generally be discussed under the UAA sections, though the library partners with the following groups:

- Alaska Moving Image Preservation Association – AMIPA
- Alaska Resources Library and Information Services – ARLIS
- Anchorage Public Library
- Archives and Special Collections
- Center for Advancing Faculty Excellence
- Center for Community Engagement & Learning
- Faculty Technology Center (FTC)
- Justice Center
- Learning Resources Center (LRC)
- LitSite Alaska

The institutions that the library serves have grown dramatically, both in students enrolled and in academic programs offered.



Figure 11. Consortium Library

OPPORTUNITIES AND CHALLENGES

FOR THE CONSORTIUM LIBRARY:

- Student employment through work-study programs
- Collaborative programs between neighboring organizations and stakeholders
- Technology advances
- Storage space for Archives and Special Collection donations
- Digital preservation of Alaska's unique historic beginnings
- Development of north entrance
- Use of parking in districtwide parking management system



4. PREVIOUS UMED DISTRICT PLANS

1983 Goose Lake Plan

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2003 University Medical District
Framework Master Plan

77

PREVIOUS UMED DISTRICT PLANS

The UMED District Plan Update will build upon previously adopted plans for the UMED District: the 1983 Goose Lake Plan, and the Universities and Medical District Framework Master Plan, adopted in 2003. Both plans focused primarily on the organizations located within the district. This chapter will summarize the purpose and planning tools that resulted from these previous plans.

1983 GOOSE LAKE PLAN

Adopted in 1983, the Goose Lake Plan had as its chief purpose to create collaboration among institutions in the UMED District to accomplish common goals and objectives. A Development Suitability Map was generated through the planning process to guide land use and development in the district through 2000. Although it was successful in protecting natural reserves, circulation within the district remained disjointed and ownership patterns made development difficult for some district users. The Map identified six land uses:

- Unsuitable for development
- Open/undeveloped open space
- Institutional
- Commercial
- Residential
- Resource extraction

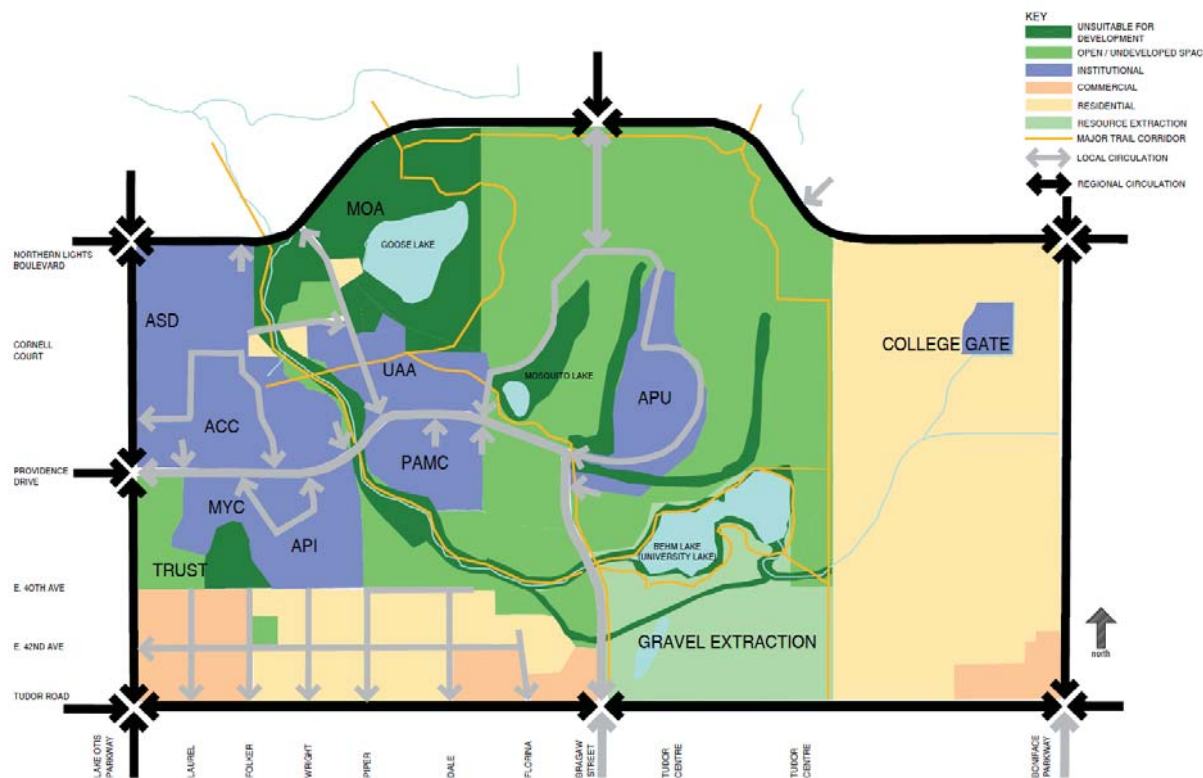


Figure 12a. 1983 Goose Lake Plan

2003 UNIVERSITY MEDICAL DISTRICT FRAMEWORK MASTER PLAN

The 2003 University Medical District Framework Master Plan (2003 UMED Plan) was created "...to identify and reconcile the objectives and priorities of institutional, residential, commercial, and natural environmental interests in and adjacent to the Universities and Medical Campus District." A fundamental recommendation of the Plan is that educational and medical institutions within the district be able to grow and compete effectively. Other development in the district should support these primary uses, and do so in a way that reduces reliance on automobile trips. Some recommendations for the district were also summarized in a land use map, which was amended by the Anchorage Assembly in 2009 and 2012.

PRESERVATION OPEN SPACE

Preservation Open Space includes land adjacent to lakes and streams, and land with primary Class "A" wetlands. It was recommended that these lands be permanently protected from development through a conservation easement or similar instrument. Natural open-space buffers and some recreational trail corridors may also share this classification. New vehicular access to serve the district is not barred by this classification.

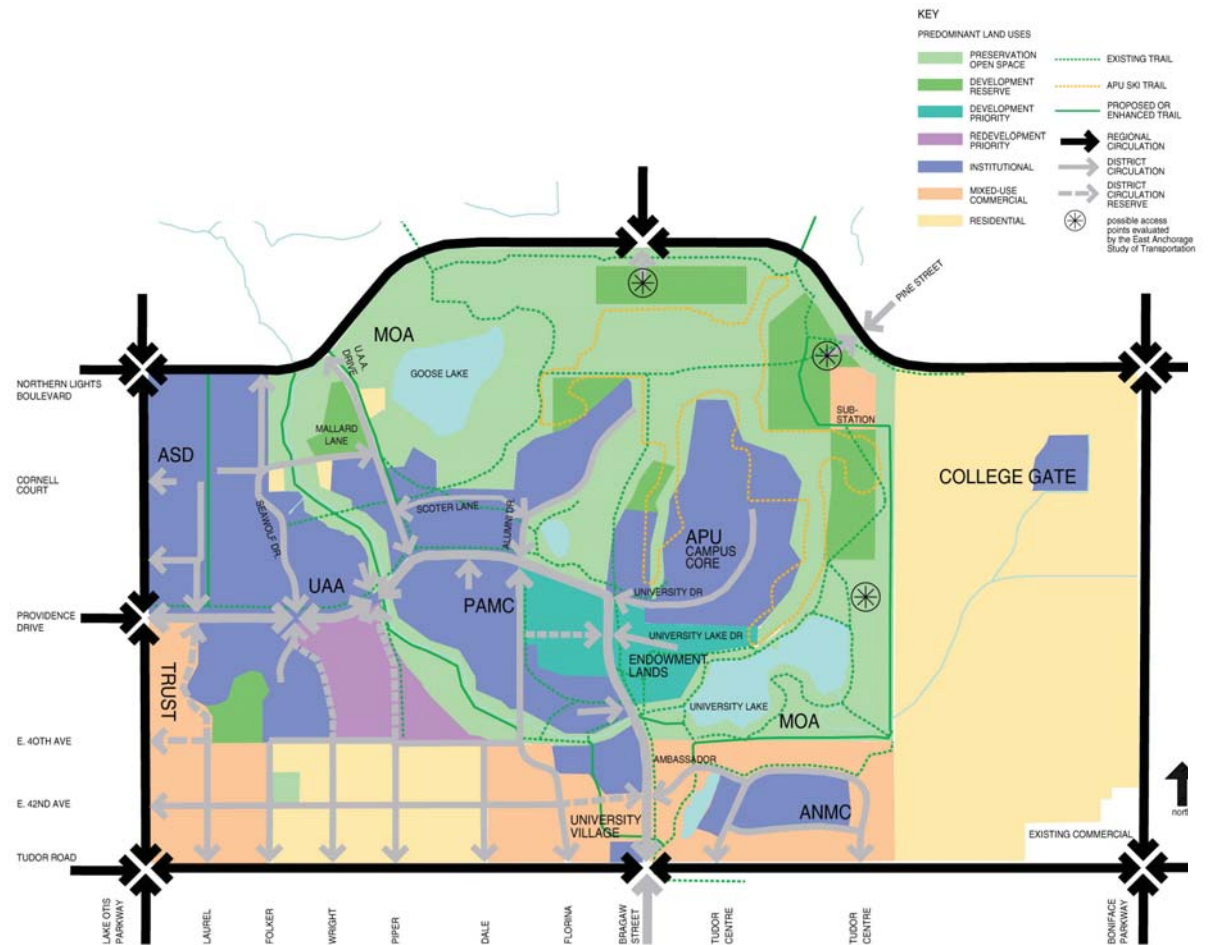


Figure 12b. UMED District Plan for Integrated Campuses, 2003

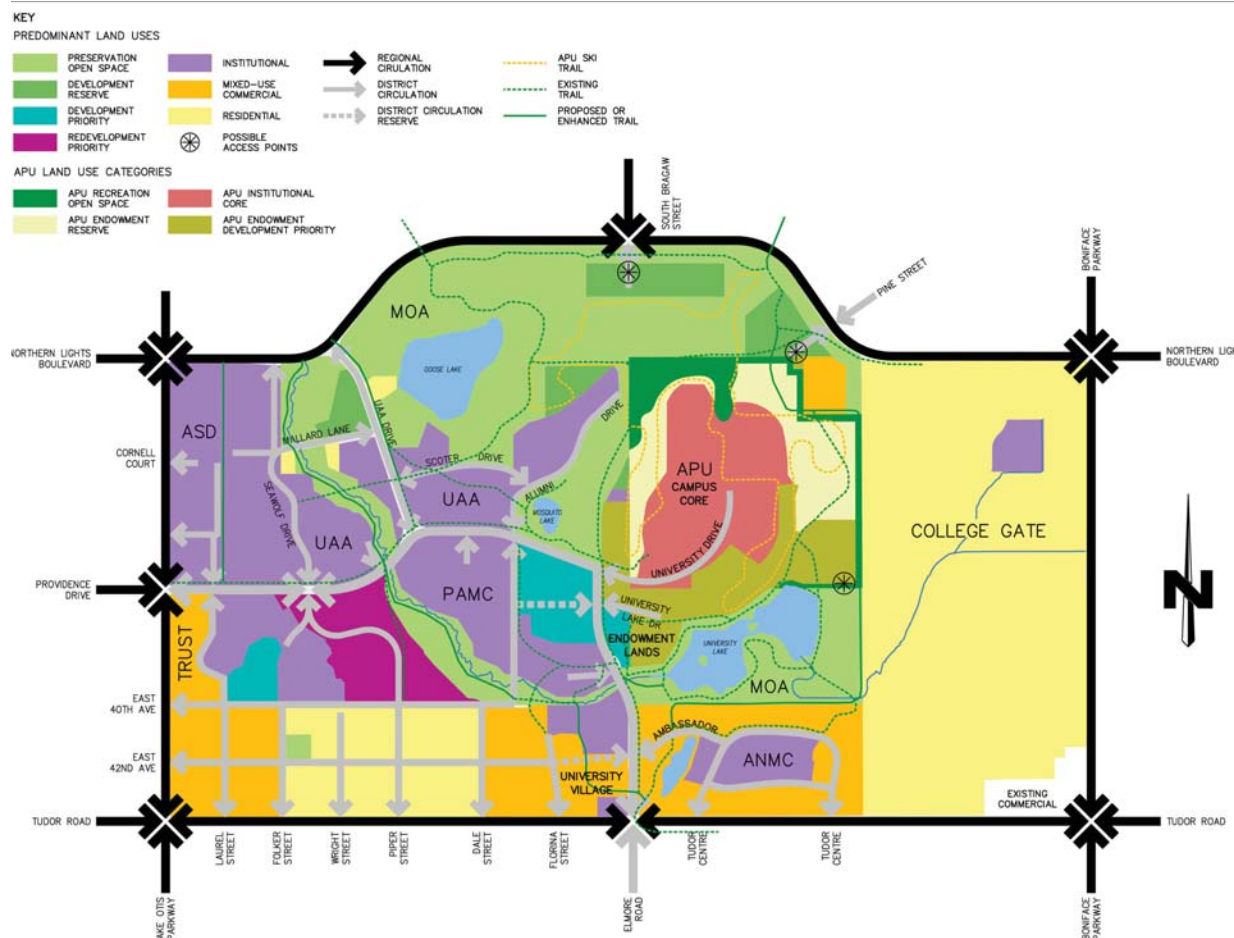


Figure 13. UMED Amendment Assembly Ordinance 2012-79

DEVELOPMENTAL RESERVE

The Development Reserve classification indicates a conditional right to develop. Uses in this classification may be public, institutional, or residential. Generally, land that has some valuable natural features but is not integral to Preservation Open Space may be developed, provided that natural features are not damaged or displaced.

REDEVELOPMENT AND DEVELOPMENT PRIORITY

Redevelopment and Development Priority indicates lands that have already been developed, or are ready to receive development without compromising the surrounding natural environment. These lands typically have infrastructure available for access and utilities. This classification includes all previously developed institutional lands. Infill is recommended before using Development Reserve lands.

INSTITUTIONAL

The Institutional classification includes all lands controlled by institutions in the area. Where institutional lands are mapped with another classification, limitations of that classification on development shall apply.

RESIDENTIAL

The Residential classification is for land that is predominantly occupied by housing in good repair, but does not exclude other compatible uses from being developed within it.

MIXED-USE COMMERCIAL

The Mixed-Use Commercial classification includes all lands that are not classified as Preservation Open Space, Institutional, or Residential. The intent is for these lands to be developed with a compact mix of uses that support the needs of institutions and those who inhabit them.

In 2009 and 2012, the Anchorage Assembly approved amended land use plan maps for the UMED District. The 2009 plan map changed the area located north of 40th Avenue between Laurel and Folker Streets from Development Reserve to Development Priority; thus, the area was identified as one that is ready for development without compromising the natural environment. Additionally, the 2009 amendment closed Wright Street, which the 2003 UMED Plan had showed may be extended to Providence Drive, at the south side of 40th Avenue. The Florina Street connection between 42nd and 40th Avenues was removed, and Piper Street between 40th Avenue and Providence Drive was realigned.

The 2012 plan map amendment (Figure 13) added land use classifications specific to Alaska Pacific University (APU), as follows:

APU RECREATION/OPEN SPACE

This land use category includes land intended for open space and recreation purposes. The intent for this land is to retain this area in its natural state, recognizing that utilities, road corridors and other improvements necessary to university expansion may be necessary within these areas. A buffer area of 25 feet measured from the western edge of the current trail on the eastern boundary of the site shall be provided. Site plan reviews in the future shall utilize this definition as part of the review.

APU INSTITUTIONAL CORE

This land use category includes all of the educational and support facilities serving APU's mission. This includes classrooms, administrative and recreation facilities, and residential facilities for students, faculty, and staff.

APU ENDOWMENT DEVELOPMENT PRIORITY

This is land that has already been developed, is adjacent to developed areas, or has access, utilities, and other infrastructure to support development. These lands are developed to support APU's institutional mission.

Designation as endowment land is not intended to limit the potential future use of this land for academic or other accessory uses to the overall university operations.

APU ENDOWMENT RESERVE

This includes lands that are generally suitable for development, but do not currently have access, utilities, or other infrastructure and are not expected to be developed in the near future. Sections of these areas may have some environmental constraints, and additional buffer areas may be considered or incorporated into future developments. Designation as endowment land is not intended to limit the potential future use of this land for academic or other accessory uses to the overall university operations.



5. ORGANIZATIONAL MASTER PLANS

Alaska Native Medical Center (ANMC) 82

Alaska Pacific University (APU) 83

University Of Alaska Anchorage (UAA) 86

Providence Anchorage Medical
Center (PAMC) 86

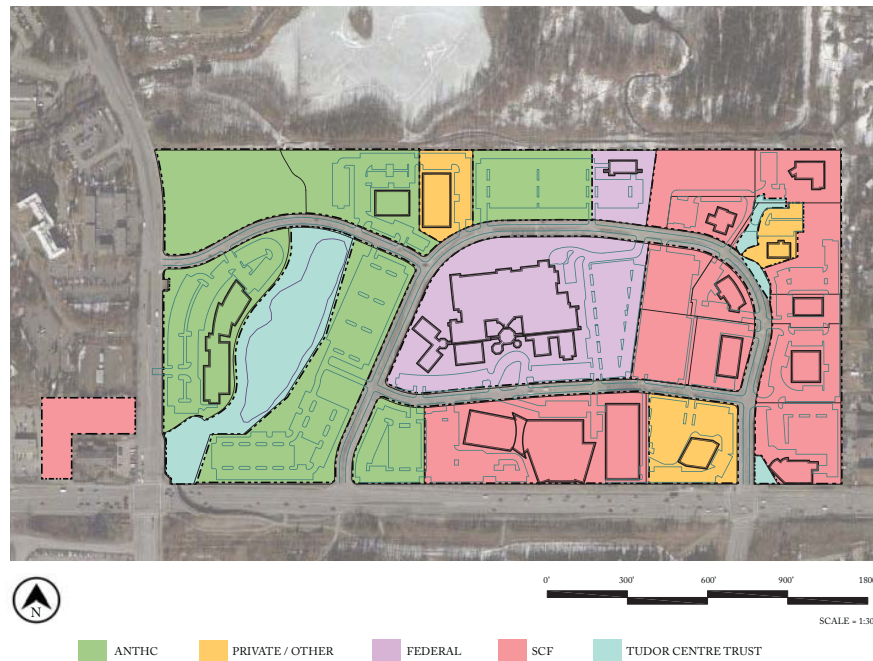
ORGANIZATIONAL MASTER PLANS

ALASKA NATIVE TRIBAL HEALTH CONSORTIUM - 2013 Facility Master Plan (2013-2025)



Alaska Native Health Campus - Parcel Ownership Diagram

Parcels on the Alaska Native Health Campus by ownership.



One of the goals of the UMED District Plan update is to coordinate the capital planning projects of organizations within the district. The purpose of this section of the Profile Report will provide an overview of current and proposed projects led by organizations and stakeholders in the UMED District. Only those organizations that have prepared and shared their master planning documents with the UMED District update planning team were reviewed. These organizations include:

- Alaska Native Medical Center (ANMC)
- Providence Anchorage Medical Center (PAMC)
- Alaska Pacific University (APU)
- University of Alaska Anchorage (UAA)

ALASKA NATIVE MEDICAL CENTER (ANMC)

The Alaska Native Tribal Health Consortium released an updated Facility Master Plan in June 2013 that guides projects proposed for all ANTHC Divisions at the Alaska Native Medical Center (ANMC) site. The plan specifies that the ANMC will remain open throughout the implementation of these capital improvements, which includes construction of a physical connection between the ANMC hospital and Southcentral Foundation (SCF) Primary Care Clinics, acquisition of a portion of the public right-of-way and a portion of federal land to construct a Specialty Clinic Building at the northern portion of the

Figure 14. Alaska Native Health Campus Existing Parcel Ownership Map

medical campus, and traffic circulation improvements that will create a pedestrian-friendly campus. The Long Range Development Plan also describes efforts to expand the Emergency, ICU, Surgery, Maternal Child Health, Pharmacy, Physical Therapy, and Rehab Departments. To support expansion of services within the campus, the plan outlines a concept to relocate infrastructure support services to an adjacent or nearby satellite campus (location to be identified). Figure 14 contrasts the current ownership of parcels within the ANMC with those proposed in the 2013 Master Plan.

ALASKA PACIFIC UNIVERSITY (APU)

The 2011 Alaska Pacific University Master Plan outlines major goals for the university as well as projected uses and expansion of endowment lands. The University would like to increase enrollment from 550 students to approximately 750, while retaining the school’s character as a wooded, hilltop campus. Among other capital improvements, APU plans to extend University Lake Drive to allow for future development and to promote pedestrian-oriented compact medium- to high-density development. In part, the 2011 Master Plan was generated to address inconsistencies between the university’s endowment lands and the 2003 UMED District Plan (as amended June 23, 2009), including usage, maintenance, and modification of “public” and “private” trails that traverse the campus. Some clarification

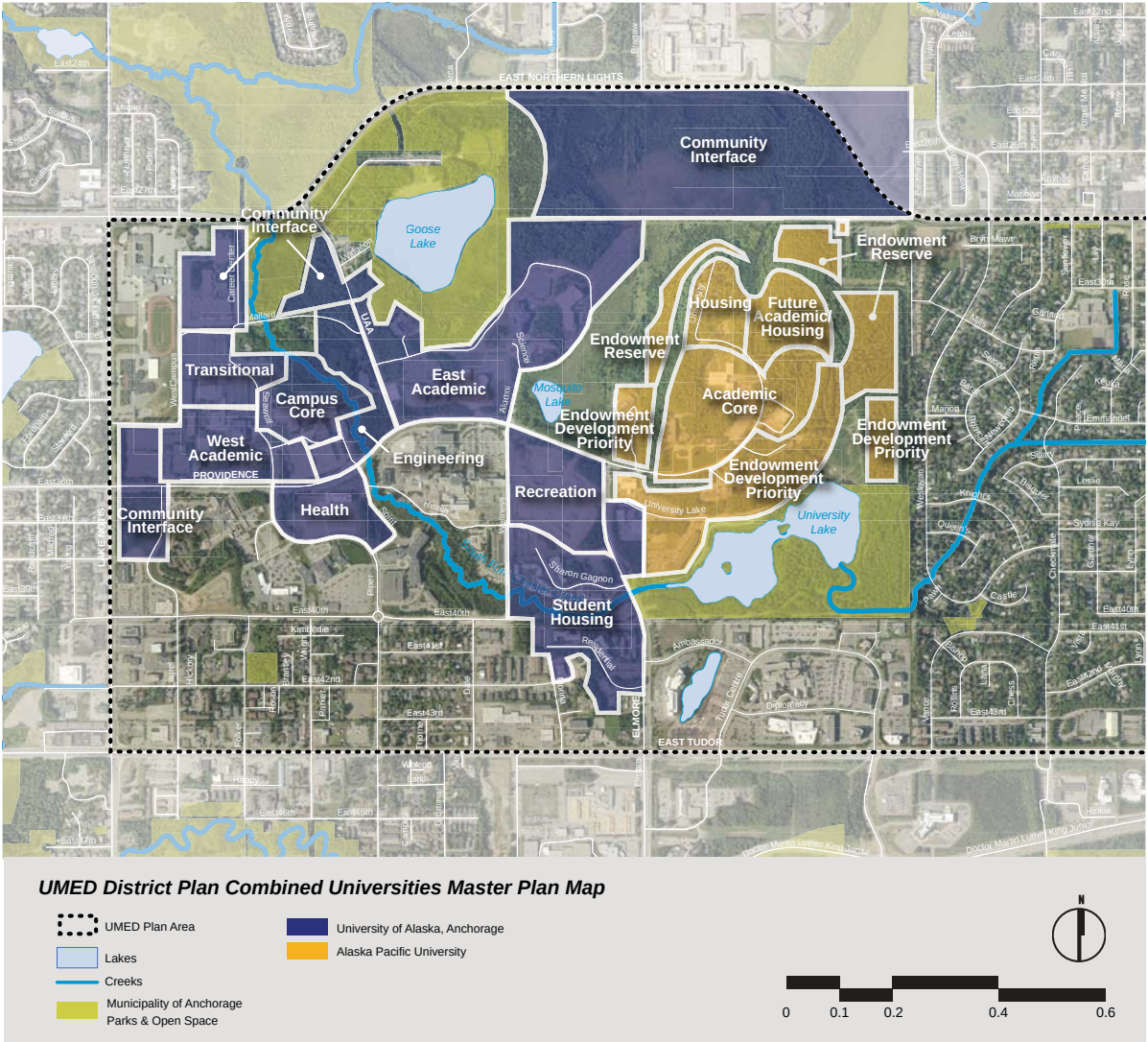


Figure 15a. University Master Planning Zones

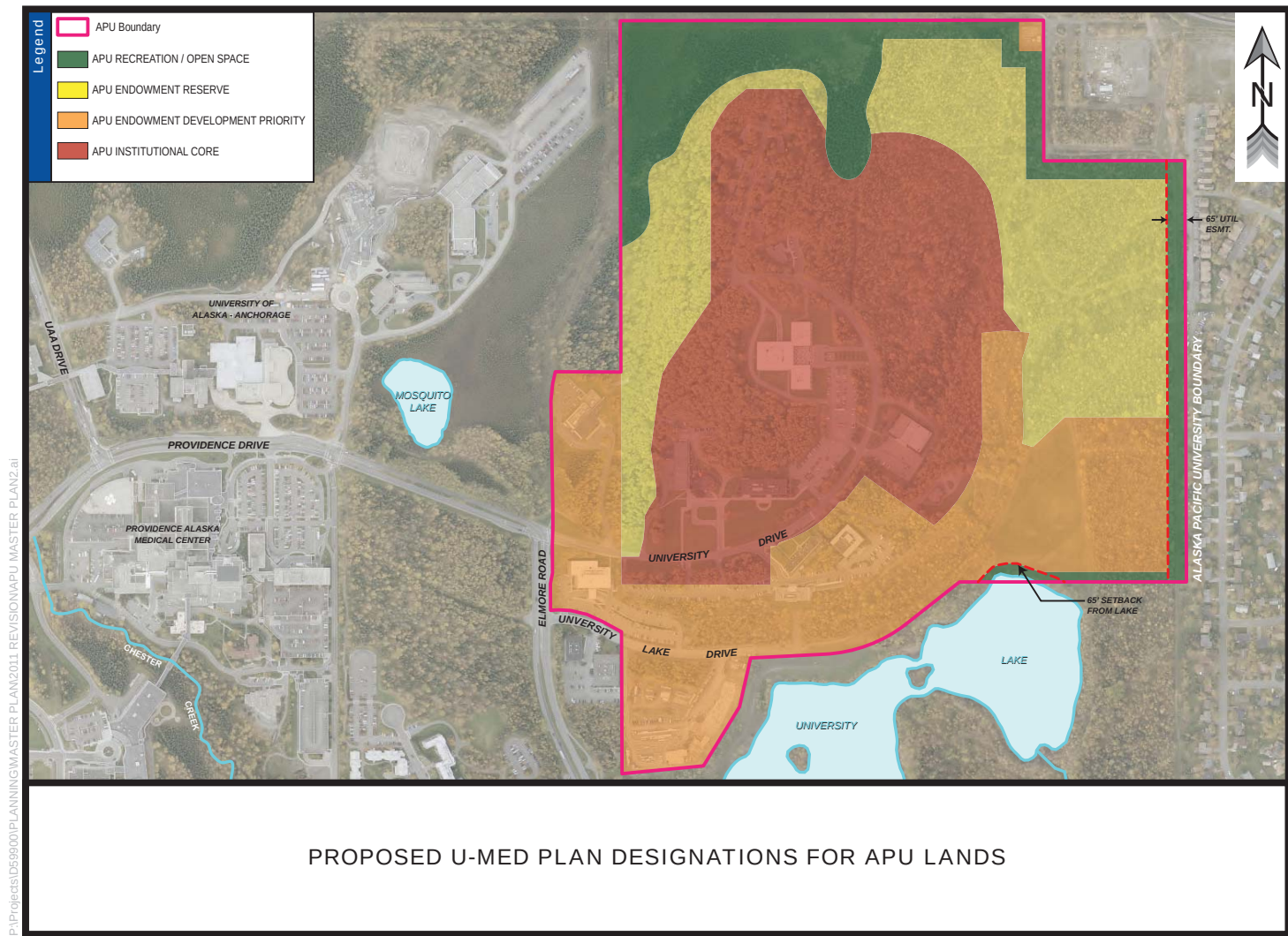


Figure 15b. Proposed UMED Plan Designations for APU Lands

regarding APU endowment lands was incorporated into the amended 2012 UMED Land Use Map, which was approved in August 2012. Additionally, the plan called for an inspection of campus-owned infrastructure such as sewer lines, and an evaluation of snow removal practices that are shared between the Municipality of Anchorage and APU. Lastly, the plan also included design guidelines for future development that would preserve the wooded “country lane” character of the campus.

The following land use definitions are excerpted from the 2011 APU Master Plan:

ACADEMIC CORE

The Academic Core contains the existing academic, administrative, student services, core residential and support areas of the APU campus, all positioned along University Drive. These lands are relatively flat, have reasonably good soil conditions, and are served by existing utilities and roads. The Academic Core is considered prime land for future academic, administrative, and student services building expansion, with the goal of locating such buildings in close walking distance to each other. It also includes existing vegetated areas between Atwood Center and Grant Hall and the adjacent hill above the campus. This vegetated area is recognized for its important aesthetic and recreation value, and development for academic purposes may be

considered in the long-term with careful consideration of the natural environment.

HOUSING

The Housing area contains student and faculty housing to supplement the core housing provided in the Atwood Center. This area includes the existing University Village Housing, which has recently undergone major remodeling. It also includes Segelhorst Hall, the most recent housing development, just north of the Atwood Center and east of University Village. This site offers a quiet, vegetated environment with easy access to the Atwood Center, APU’s trail system, and the recreation facilities at Moseley Center.

FUTURE ACADEMIC/HOUSING DEVELOPMENT

This land is reserved for longer-term expansion of academic, administrative, and support areas. This area is suitable for long-term academic expansion because it is large and relatively flat, providing suitable space for large buildings. While somewhat distant from the center of the Academic Core, it is close to the center of student housing, services, and recreation facilities, at the Atwood Center and Moseley Center, making it a good location for short and long-term residential development. Areas along the east side of University Drive may be developed first for automobile parking to support development within the Academic Core.

ENDOWMENT PRIORITY LANDS

Endowment lands are lands allocated for uses compatible with, and related to, university uses. Endowment lands may be developed by APU, with both land and facilities leased, or developed by others, with only the land leased. Lease revenues from Endowment lands or buildings generate revenues to support APU’s operating and capital cost needs. Endowment lands in this land use classification are proposed for development in the short to medium term because they are more easily developed and are desirable due to proximity to existing roads and utilities, flat slopes and good soils, and desirable location relative to existing facilities and University Lake. It is important to note that not only do the endowment developments pay a lease fee, they routinely incorporate classroom, conference room, or other spaces for use by APU programs, which helps meet the net square footage needs of APU without requiring additional capital expenditures by the University. These lands should be considered similar to the Mixed Use/Commercial land use category in the U-Med District Plan and used to support a compact mix of uses that supports the needs of the institutions and the public. Designation as endowment land is not intended to preclude the ability for these lands to be used for academic uses, supporting residential uses, or accessory uses including snow disposal or other administrative support infrastructure.

ENDOWMENT RESERVE LANDS

The Long-Term Endowment Lands, located on the north, northeast, and northwest portion of the campus, are Endowment lands that are not likely to be developed in the short-term due to wetlands, poorer soils, topography, and the lack of access and utilities. The current Long-Range Transportation Plan for Anchorage proposed a new access to the U-Med District from Northern Lights Boulevard to Elmore Road. Construction of this access could result in some of the northern Endowment lands becoming more accessible for development. If these lands are developed, site planning would be designed to carefully integrate existing natural features and trails. As mentioned previously, the private trails on APU are not located in trail easements and can be relocated as appropriate, as development occurs on campus. These lands should be considered similar to the Mixed Use/Commercial land use category in the U-Med District Plan and used to support a compact mix of uses that supports the needs of the institutions and the public. Designation as endowment land is not intended to preclude the ability for these lands to be used for academic uses, supporting residential uses, or accessory uses including snow disposal or other administrative support infrastructure.

RECREATION/OPEN SPACE

This area is proposed to remain mostly undeveloped and in a natural state due to topographic challenges, a

desire to maintain a buffer between land uses, and to retain the opportunity for a permanent trail system around and through the campus. While the existing campus trails are not in trail easements (other than the Chester Creek Trail along the eastern boundary of the campus), trail connectivity will be maintained to the greatest extent when campus lands are developed. The buffer area along the eastern boundary of campus will be at least 65 feet in width from the property line, measured 25 feet from the west edge of pavement of the existing Chester Creek Trail. Limited development of the greenbelt areas may be necessary, particularly for trails, recreational uses, vehicle access, and utility extensions. This designation also allows for existing and future athletic and recreation uses for APU students and, to some extent, the broader community. For example, the Russ Olds soccer field's proximity to University Lake and its southern exposure make it a desirable recreation space and a useful buffer area between the park and the developed areas of the campus. The fields already located here are used by APU and local sports teams on a permit basis.

ACCESSORY USES

Accessory uses, including maintenance facilities and snow storage, may be located within any of the land use districts on campus. Accessory uses include any and all operations, activities, and uses needed to maintain and operate the university.

PROVIDENCE ANCHORAGE MEDICAL CENTER (PAMC)

The Providence Anchorage Medical Center (PAMC) is currently completing its "Generations Project" at the Medical Center, which will modernize and expand the current campus. The project includes renovation and expansion of the Newborn Intensive Care Unit (NICU) and cardiac surgery program, expansion of the Maternity Center, and remodeling of the surgical services area. Costs for the project are expected to be about \$150.3 million and the project is slated for completion by January 2014.

UNIVERSITY OF ALASKA ANCHORAGE (UAA)

The University of Alaska Anchorage (UAA) recently updated its Master Plan to guide capital projects on campus and establish development expectations for stakeholders, the University, and the community. The 2013 Campus Master Plan identifies several long-range development goals, which include development of additional student housing units, strengthening the campus core by increasing student life facilities, and improving pedestrian, vehicular, and mass transit circulation and safety. It was approved by the University of Alaska Board of Regents on September 27, 2013.

3.1 :: ZONE OVERVIEW

This revision to the Master Plan has been developed utilizing a network of campus zones, each with a distinctive identity and role in support of UAA's mission, both academic and strategic. The zones provide a framework and guideline to allow each zone to evolve and develop distinct characteristics while still maintaining a holistic campuswide vision. This section of the Master Plan identifies the intent, opportunities, and key elements of the campus zones and their application as a tool to guide future development.

The outlined zones establish the baseline criteria, with the goal of enabling long range visioning and coordination across current and future projects to improve operational effectiveness. They are integral to any planning, design, and construction process at UAA. To ensure this campuswide approach is integrated, a detailed process including zone analysis, infrastructure integration, and design guidelines are outlined in Section 4 - Implementation of the Master Plan.

LEGEND:

- Community Interface Zone
- West Academic Zone
- Campus Core Zone
- Engineering Zone
- Transitional Zone
- Health Zone
- East Academic Zone
- Recreation Zone
- Student Housing Zone

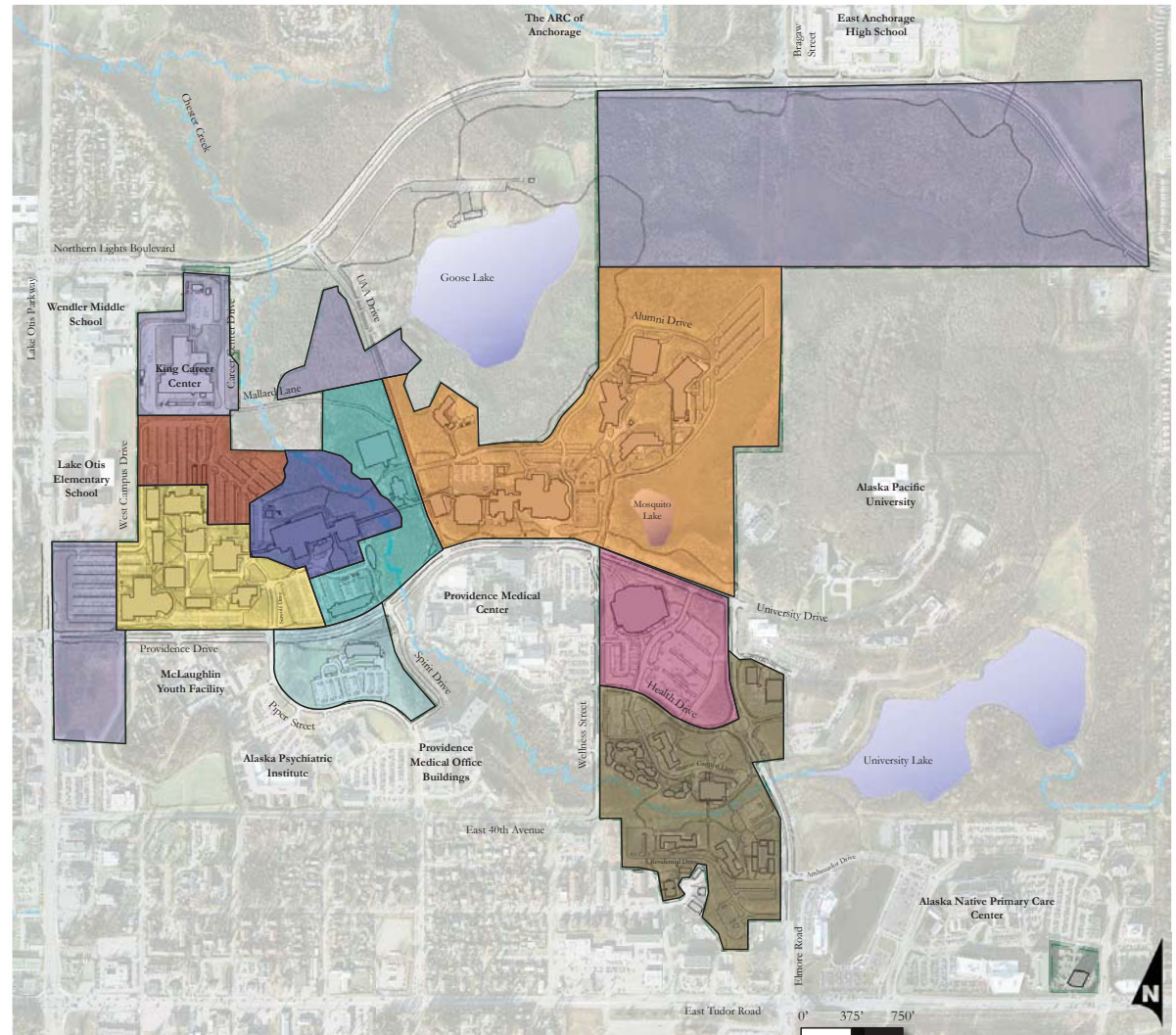


Figure 16. University of Alaska Anchorage 2013 Thematic Development Map

The University plans to develop science and medical research facilities that foster collaboration with Providence Medical Center, and to increase development in zones in which students and the community may interact. The UAA would like to increase the density of the campus through construction of new, mid-rise development in the West Academic Zone. A new Ice Arena and Recreational Facility is also slated for development. Optimal locations will be identified based on the Master Plan's Zone and Site Selection process. One option includes the corner of Providence Drive and Elmore Road; others are adjacent to the new Alaska Airlines Sports Center development or just south of East High School. The 2013 Master Plan supports the concept of a mixed-use development.

The UAA is currently constructing the new Alaska Airlines Sports Center at the corner of Providence Drive and Elmore Road. Projected for completion in August 2014, the facility will provide a competitive arena for the basketball, volleyball, and gymnastics teams as well as training facilities for all the school's athletic programs. The sports center is also expected to be a venue for high school and college events. The UAA and PAMC have a parking agreement in place to meet parking needs to accommodate maximum attendance at events in the new Alaska Airlines Center.

The UAA 2013 Master Plan includes a plan and design guidelines for development within the thematic zones of the campus. The purpose of the thematic development map below is to organize facilities within the campus by use. Definitions of the themes identified in the map, excerpted from the September 2013 UAA Master Plan, follow the figure on the following page.

COMMUNITY INTERFACE ZONE

The surrounding landscape and adjacencies to the Anchorage community allow for development that focuses on bringing UAA and community partners together for educational partnerships and public service. This zone becomes a visible bridge between academics and the community. Key characteristics and design elements include community access and services, collaboration, and recreation.

WEST ACADEMIC ZONE

Development in this zone should support academic foundations for the entire UAA community with a focus on advanced technical and occupational skills, and professional development in the business, public policy, education, and vocational fields. New and replacement facilities should increase density and height while retaining the traditional quad characteristic of the zone.

CAMPUS CORE ZONE

This zone serves as the heart of UAA. It is a place of gathering and the primary interface between academics, student life and the visitors. In addition to this core zone, student amenities are dispersed throughout UAA to develop an integrated and cohesive student life experience.

ENGINEERING ZONE

The common goal of this zone is to inspire learning and research through the discipline of engineering, and to spark research collaboration with adjacent Health and East Campus zones. Key zone characteristics are a collaborative, multidisciplinary approach to education, research, professional development, and community partnerships.

TRANSITIONAL ZONE

The key characteristic of this zone is a place in transition. The long-term vision is a bridge between the community through technical and applied academics.

HEALTH ZONE

The common goal of this zone is to inspire learning through the disciplines of health and social welfare. It has direct adjacency to the surrounding medical community and key zone characteristics are a collaborative,

multidisciplinary approach to education, research, service, and community partnerships.

EAST ACADEMIC ZONE

Development in this zone should center primarily on education in the liberal arts and sciences as well as academic institutions for the entire UAA community.

RECREATION ZONE

The vision of the recreation zone is the promotion of the health and welfare for UAA and the surrounding community.

STUDENT HOUSING ZONE

Development in this zone should focus on housing and mixed-use facilities with the intent of creating a strong sense of place for all resident UAA students. The UAA currently has capacity to house 1,000 students and seeks to double housing from 1,000 to 2,000 beds in the next ten years.

UAA/APU CONSORTIUM LIBRARY

The recently adopted UAA Master Plan update lists mechanical upgrades at the Consortium Library as part of its Capital Improvement Plan.



6. NATURAL RESOURCES

Anchorage Wetlands Management Plan	94	Chester Creek Watershed Plan	94	Wildlife	98
		Principal Flora & Fauna	98		

NATURAL RESOURCES

As with much of the Anchorage metropolitan area, the topography of the UMED District is that of a glacial plain generally less than 400 feet in elevation with very low topographic relief. Two hills within the district are notable topographic features. APU Hill rises 100' above the surrounding landscape, while a lower hill, located on Trust Land south of McLaughlin Youth Center, is 60' above the average elevation of the area. The Chugach Mountains that rim the Anchorage Bowl to the east are visible from many locations in the UMED District, particularly from upper floors of larger buildings and from the main roadways.

The area's surficial geology is described in the Goose Lake Land Use Plan of 1983. Three general soil types were identified: are coarse-grained surficial deposits, mixed coarse and fine-grained surficial deposits, and fine-grained surficial deposits. Areas characterized by coarse-grained surficial deposits, and mixed coarse and fine-grained surficial deposits, are where most urban development has occurred in the UMED District.

Fine-grained surficial deposits usually describe wetlands, due to the poor drainage and percolation. Most of the area within this soil classification remains unbuilt owed to challenging soil conditions and a desire to protect wetlands. As available land with better soil conditions is developed, additional pressure may be placed on areas with poorer soils for conversion to urban land uses.

The UMED District is in the Chester Creek watershed, which originates 10 miles to the east in the Chugach Mountains and flows into the Knik Arm of Cook Inlet at Westchester Lagoon. The South Fork of Chester Creek runs through the center of the UAA and PAMC campuses. It flows east through University Lake and through the eastern neighborhoods. The creek provides a green space trail and wildlife corridor extending from the Knik Arm to the UMED District and continues northeast to the mountains.

Chester Creek has extensive and regular flooding problems. Development along the stream course can alter hydrology through reduction of pervious and ponding areas. This tends to accelerate runoff and contribute to flooding. A Chester Creek Stream Conditional Evaluation in 2001 revealed that sedimentation, channelization, bank damage, loss of riparian areas, and a disconnection between the stream and riparian areas degrades the water quality in Chester Creek. The MOA requires a minimum 25-foot development setback along with drainage protection easement along the stream and its tributaries when possible.

The district contains five lakes: three artificial (University Lake, Boniface Lake, and the unnamed pond near ANTHC) and two natural (Goose Lake and Mosquito Lake: both are kettle ponds). Goose Lake and University Lake are located on MOA parklands. Mosquito Lake is

on UAA property northeast of the intersection of Alumni and Providence Drives. An unnamed pond owned by the Tudor Centre Trust is located on ANTHC property west of Alaska Native Medical Center; this former gravel pit that was filled with water is visible from Tudor Road and is a focal water feature on the medical center campus. The fifth lake, Reflection Lake, is located in a predominantly residential neighborhood northeast of the intersection of Boniface Parkway and Tudor Road. This lake is connected to the south fork of Chester Creek and is privately owned.

Chester Creek has been identified as an anadromous stream for coho salmon. Dolly Varden char is also present in the creek, primarily above the UAA campus. Urbanization and land uses along the stream can have a detrimental impact on the health of the fish. The Alaska Department of Environmental Conservation (DEC) has listed the stream and University Lake as impaired water. High levels of fecal bacteria (*E. coli*) have been observed in both Chester Creek and University Lake. The DEC has identified the source of pathogens as urban runoff and industrial pollutants. *E. coli* contamination in humans commonly results from untreated or partially treated effluent finding its way into a stream. Testing for the presence of other markers (such as caffeine) can help to better isolate pathogen sources, and is proposed with the UMED District Plan update.

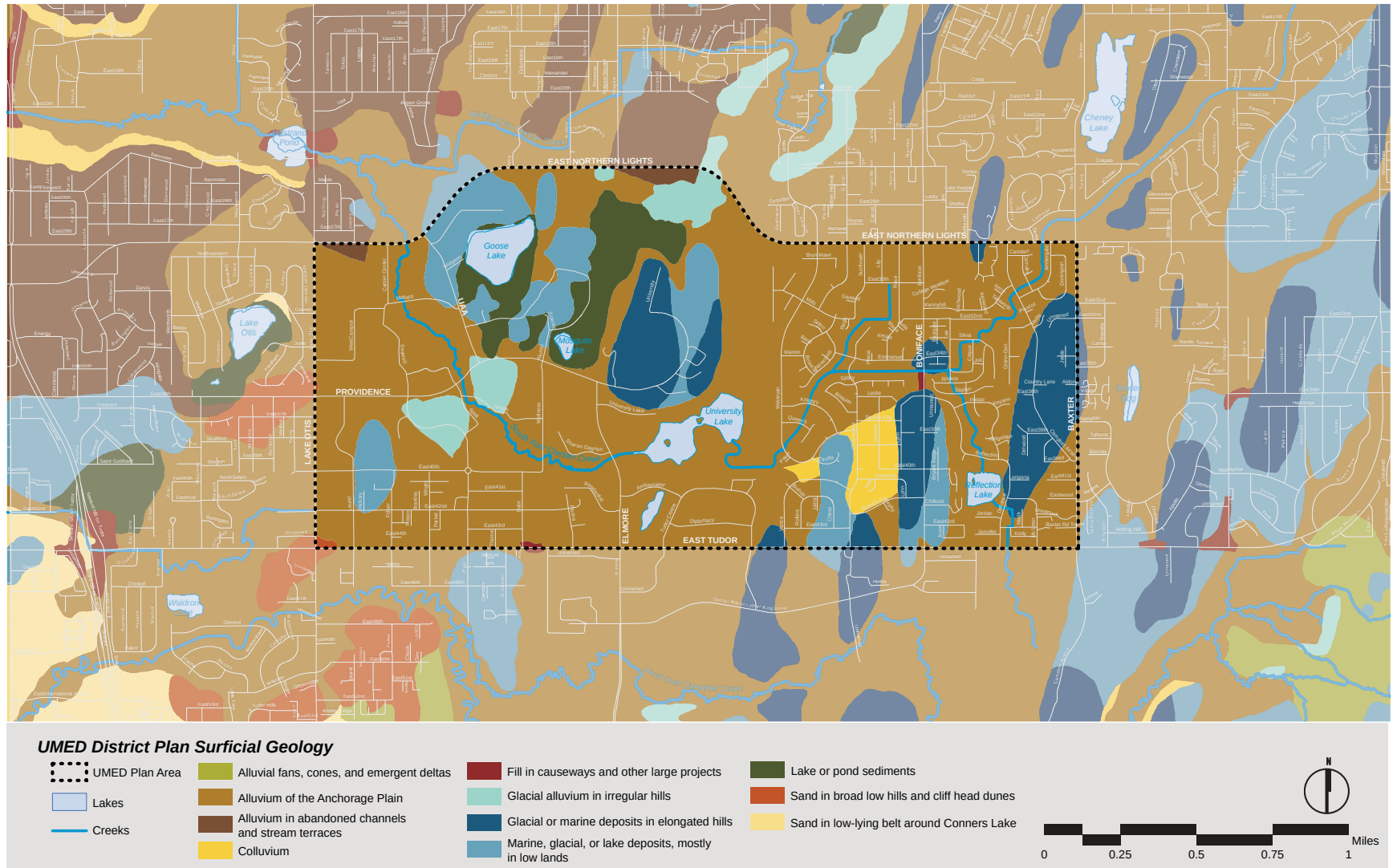


Figure 17. Surficial Geology Map

ANCHORAGE WETLANDS MANAGEMENT PLAN

Anchorage is one of the first communities in the nation to create a wetlands management plan, the Anchorage Wetlands Management Plan was initiated in 1982 per Alaska Statutes ACC 11.114, which also directed completion of the Anchorage Coastal Management Program (ACMP) to address freshwater wetlands that have an influence on coastal resources. Although a sunset clause terminated participation in the ACMP on June 30, 2011, the MOA Long Range Planning section of the Community Development Department is tasked with an update to the Anchorage Wetlands Management Plan (AWMP). In March 2012, a draft of the AWMP was presented to the community at a public hearing. On April 8, 2013, the Planning and Zoning Commission (PZC) recommended approval of the plan to the Anchorage Assembly. Pending approval from the Anchorage Assembly, the plan will be adopted in 2014.

Three wetlands classifications, A, B, and C, have been identified within the district. "A" wetlands have the highest resource value and are not to be altered or disturbed except for actions that can enhance or restore a site's functions and values. Roadways, trails, utilities, and demonstrated park needs may be allowed in these wetlands if no practical, less-damaging alternative

exists and if values and functions are maintained to the maximum extent. "B" wetlands typically have a mixture of higher and lower values and functions. They possess some significant resources but could possibly be developed. "C" wetlands are the lowest value wetlands, generally exhibiting reduced or minimal functions and/or ecological values. Development of "C" wetlands is considered to have minimal cumulative impact.

Large portions of wetlands are located on UAA property in the vicinity of the South Fork of Chester Creek in the core campus area and east of Elmore Road adjacent to student housing and extending from Mosquito Lake to Northern Lights Boulevard. The MOA has wetlands holdings around Goose Lake. APU has wetlands at the northeast corner of its lands, and PAMC owns a portion of the wetlands along the South Fork of Chester Creek. Wetlands located along the creek are predominately classified as "A" due to their high cumulative values and presence of anadromous fish. Wetlands adjacent to Mosquito and Goose Lakes are similarly classified as "A" due to high values for habitat and to water quality. An area linking both lakes is classified as both "B" and "C" wetlands. The U.S. Army Corps of Engineers (USACE) is responsible for processing fill applications of Class "A" and "B" wetlands. Wetlands delineation is required for each instance, and applicants are required to secure permits under section 404 of the Federal Clean Water

Act following delineation. The USACE has delegated its permitting authority under a General Permit to the MOA for Class "C" wetlands. Unauthorized fill of wetlands is a violation of federal statutes. Wetland management best practices are outlined in Appendix B.

CHESTER CREEK WATERSHED PLAN

UMED is located within portions of the South and Middle Fork watersheds of Chester Creek. According to the draft Watershed Plan, urbanization has substantially altered large portions of the watershed, but it continues to provide recreational opportunities and animal habitat in Anchorage.

Chester Creek is listed on the Alaska Section 303(d) List of Impaired Waterbodies. In 2001, Section 206 of the Water Resources Development Act (WRDA) authorized funding to address water quality concerns in Chester Creek. The Municipality of Anchorage and the U.S. Army Corps of Engineers cooperated to identify priority projects for restoring the habitat and water quality in Chester Creek. The draft watershed plan was a follow up action to this effort; the first draft was initiated in 2003 and included substantial public involvement. A public review draft was published in 2005, but has not been formally adopted by the city of Anchorage. Findings included:

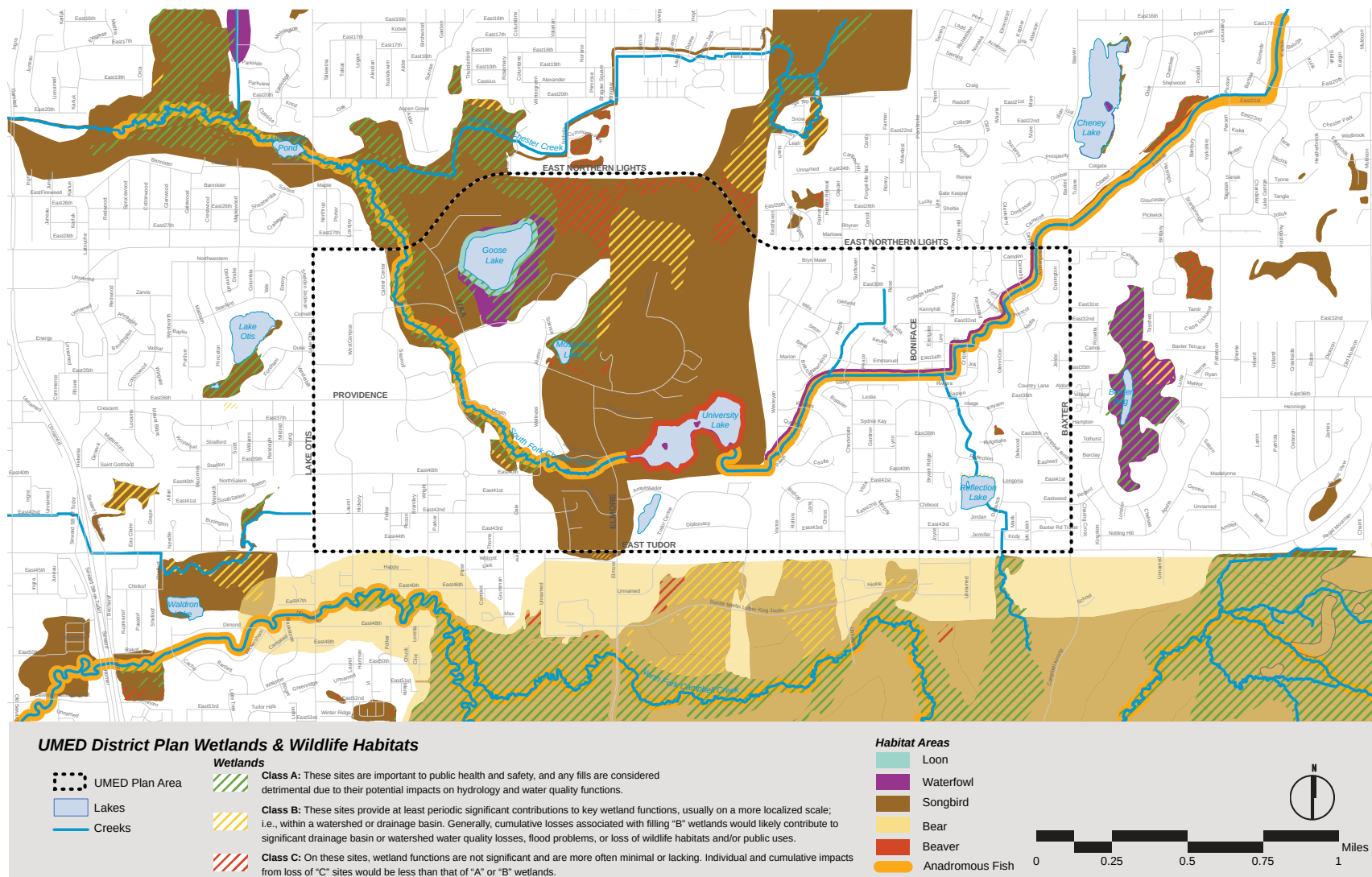


Figure 18. Wetland Designations and Habitats

- Urban pollutant runoff into the creek has resulted in unreliable water quality. A lot of chloride and sodium are transported through the Chester Creek basin. Sources for these chemicals include street de-icers used in the winter for street and private driveway maintenance. In addition, trace metals and increased conductivity may be limiting sensitive populations of invertebrates in the downstream portions of the creek. Iron levels have also been high in past studies.
- Channelization, reductions in riparian habitat, increases in impervious surfaces, high flows, and street maintenance activities within the Chester Creek Watershed have increased the amount of sediment entering the creek. Sediment discharges in the urbanized portion of Chester Creek have been estimated to be two to three times higher than in the undeveloped upstream portion of the creek.
- University Lake feeds into the Chester Creek Watershed.

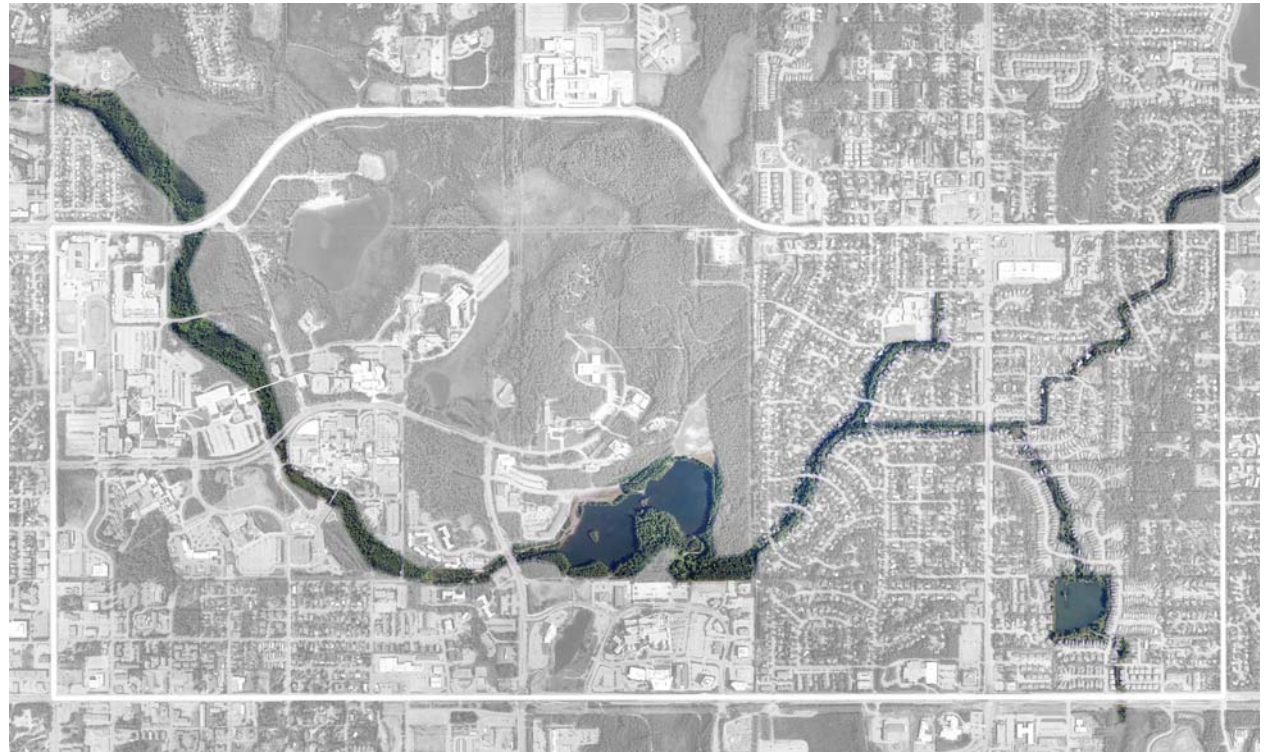


Figure 18b. South Fork of Chester Creek in the UMED District

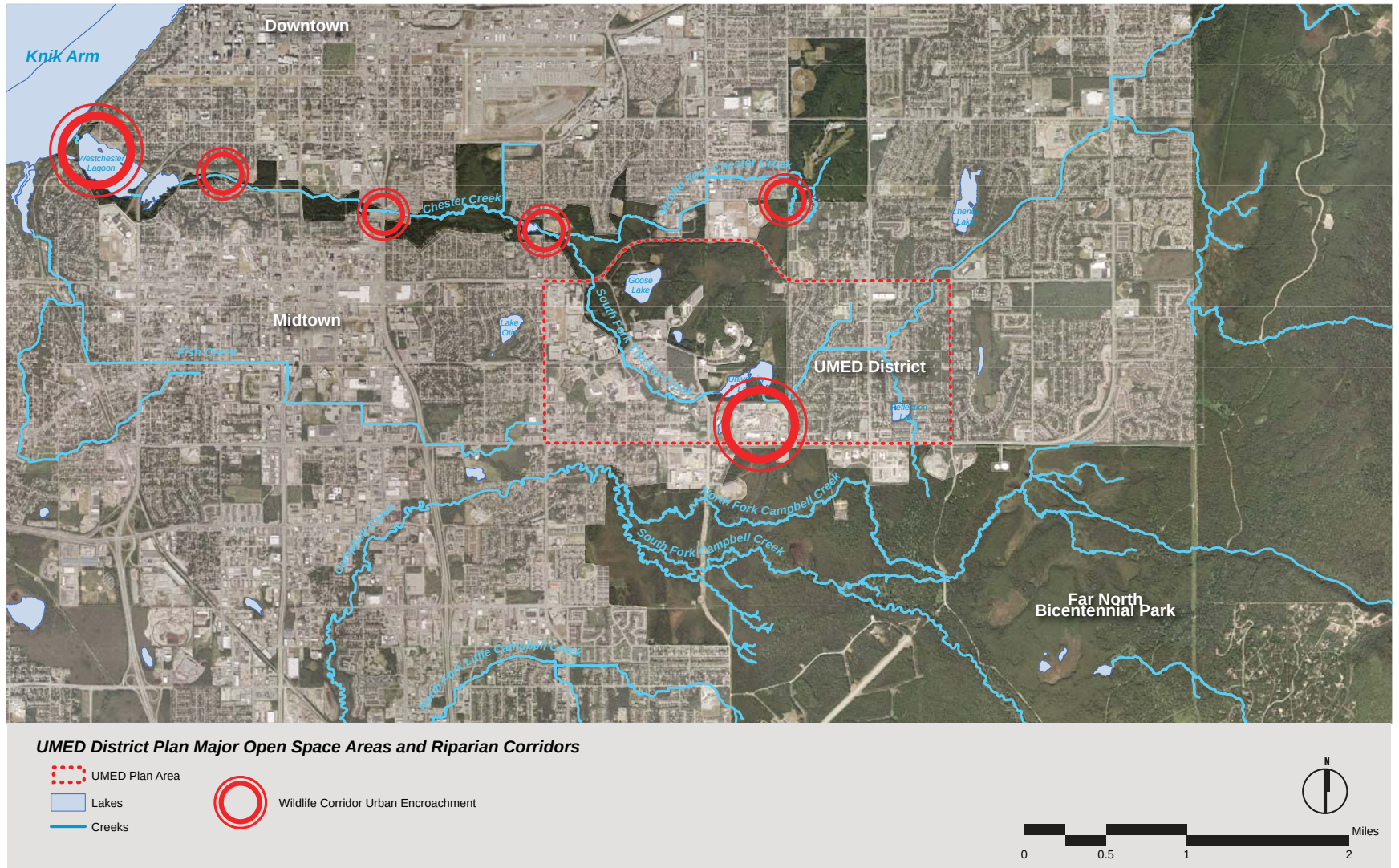


Figure 19. Pinch Points

PRINCIPAL FLORA & FAUNA

Virtually all of the unbuilt land in the UMED District is either wooded or wetlands. In 1990, nine areas were shown to have 50- to 100-year-old stands of trees. Some of these have been developed since, including the new Alaska Airlines Sports Center at Providence Drive and Elmore Road. Currently, 50- to 100-year-old stands of trees exist in seven areas; the native trees are primarily spruce and birch.

The landscape character in the UMED District is either natural or designed (meaning introduced, actively maintained landscaping). Undeveloped areas are composed of woodlands and wetlands. The district has both formal (introduced) and native landscapes, depending on adjacent development or circulation. Formal introduced landscapes define most building entries along roadways and the space between buildings as the natural landscapes are removed for development.

WILDLIFE

The district's wetlands and wooded areas host a variety of wildlife. Moose are present year round, especially in the broad wetland areas northeast of Goose and Mosquito Lakes. During the calving season, people can pose a threat to moose, when they find themselves too close to

the calves. The Chester Creek riparian corridor provides for movement of moose and other wildlife species such as fox, coyote, and black bear. There are resident beavers found at University Lake.

The lakes provide valuable habitat for birdlife. Goose Lake serves as a nesting area for loons; an area around Mosquito Lake serves as a nesting area for Northern goshawks and great horned owls. Geese and a variety of shorebirds nest on University Lake islands that also host a year-round beaver population. Other birds that nest in the UMED District lakes include merlins and hawk owls.

In the district, there are no developed wildlife corridors under or over major arterial roadways. Wildlife crossings at Northern Lights Boulevard from Russian Jack Springs Park and the lower Chester Creek Greenbelt result in some risk to animals and motorists. Movement to and from the Campbell Creek watershed requires crossing Tudor Road and developed lands along Martin Luther King Boulevard. Similar migration probably occurs east and west through the College Gate Neighborhood and across Lake Otis Road into the Tudor and Rogers Park neighborhoods.

OPPORTUNITIES AND CHALLENGES

FOR THE NATURAL RESOURCES IN THE UMED DISTRICT:

- Loss of wildlife habitat
- Facilitating wildlife movement
- Human-wildlife interaction (vehicle collisions, human safety issues, off-leash or uncontrolled dogs)
- Seasonal restrictions on land use during the nesting season for songbirds, raptors, and other migratory birds
- Water quality in Chester Creek, University Lake, and Goose Lake
- The proposed UMED District northern access road
- Provision of safe wildlife crossings on major arterials
- Public outreach and education



7. RECREATION & OPEN SPACE

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RECREATION & OPEN SPACE

Anchorage is a classic winter city with winter conditions for six months of the year. This offers significant opportunities and impacts to the use and character of parks and open space. Winter recreational activities range widely: Nordic skiing, dog sled mushing and ice-skating are supported by the climate and parkland amenities. Facilities for traditional outdoor team sports such as soccer, baseball, rugby or football are inaccessible for half of the year and require recovery time following the spring thaw. Conversely lakes, bogs and wetland areas are available for winter recreation.

Anchorage residents and visitors have access to a remarkable variety of parks, trails and open space. In 2006 over 10,000 acres of municipal park land, and over 250 miles of trails and greenbelts connect neighborhoods, schools, parks, natural resource use areas and wildlife habitats. The city is surrounded by the 781 square mile Chugach State Park and the 50 square mile Anchorage Coastal Wildlife Refuge. The extent and variety of these resources are what makes Anchorage a special place to live and a true outdoor city. They contribute to an exceptional outdoor-oriented quality of life.

PARK PLAN

The MOA adopted the Anchorage Bowl Park, Natural Resource and Recreation Facility Plan (commonly known as “The Park Plan”) in April of 2006. Its stated purpose says: “To provide a model for applying a systematic approach to the planning of parks, recreation and natural use areas.” Consequently, the Park Plan “focuses on the basic need of parks within the Anchorage Bowl, to provide for and reserve space for a range of leisure activities, and to retain a dimension of the natural environment as part of the overall design of the community.” The Park Plan was guided, in part, by the Anchorage 2020 Comprehensive Plan. The UMED District shares the Anchorage parkland legacy with an additional unique characteristic: institutional lands that are perceived by many as part of the public park inventory. UAA and APU natural areas are not distinguishable from Goose Lake and University Lake municipal parks and are easily accessed from the Chester Creek and Campbell Creek Trail systems. Users cannot easily discern boundaries between private and public cross-country ski trails, which are maintained on APU and UAA lands, as well as municipal parklands.

While Anchorage has a respectable 52.90 acres of parkland per 1,000 residents, there are deficiencies of certain parks and facility types. Some areas lack access to neighborhood parks and there is unmet need for a variety of recreational facilities. The UMED

neighborhoods, including residences south of 40th Avenue, College Heights and the one half section of University Park east of Boniface Parkway, have a deficiency of neighborhood parks and enjoy the use of APU and UAA lands. The Park Plan assessed park needs using a Park Classification System and Levels of Service (LOS) Model, which are described below.

PARK PLAN CLASSIFICATION SYSTEM

The Park Plan uses a classification system to identify park facility and natural resource area types:

- **NEIGHBORHOOD USE (NU) AREAS:** These are close-to-home recreation areas that serve one neighborhood as a focal point for residents and include areas for informal play and family and community building.
- **COMMUNITY USE (CU) AREAS:** Community parks are larger in size and serve a broader purpose than neighborhood parks. The focus is on meeting the recreational needs of several neighborhoods or a large section of the community.
- **SPECIAL USE (SU) AREAS:** This classification covers a broad range of parks and recreation facilities that provide a single specialized use such as an equestrian center, a golf course, a sports park, an indoor recreation center, or a botanical garden. Special uses generally

fall into three categories: Outdoor Recreation Facilities, Historic/Cultural/Social Sites, and Indoor Recreation Facilities

- **NATURAL RESOURCE USE AREAS:** These areas are lands set aside for preservation of significant natural resources, remnant landscapes, natural or wildlife habitats, open space, and visual aesthetics and buffering. Natural Resource Use areas are divided into three categories: Preservation, Conservation, and Reserve for future use.
- **TRAILS AND CONNECTORS:** These provide non-motorized links between residential areas, employment, services, parks and schools. This classification consists of trails, greenbelts, and linear parks and includes a mix of hard and soft surface trails. Maintenance of these areas is dependent on the type of trail and design standard. Trails and connector administration is implemented through Anchorage's Areawide Trails Plan

Levels of Service Model standards for parks were developed by the National Recreation and Park Association and adopted by the MOA in the 1980s. Typically, LOS are expressed in number of acres of park type per 1,000 residents, or in number of facilities for 10,000 residents. According to the Park Plan, the application of LOS standards does not carry municipal

regulatory status. Rather, the standards should be considered dynamic guidelines to be used as a starting point to help the MOA determine a fair and equitable distribution of facilities throughout the community.

SUB PARK DISTRICTS

The Park Plan divides Anchorage into five park districts. These districts have different characteristics, population densities, and development patterns, and, as a result, have widely varying access to recreational opportunities.

NORTHEAST PARK DISTRICT

The UMED District is located in the geographic center of the Northeast District. With approximately 70,000 people, the Northeast Park District has the greatest population of all five districts. The district has 2,578 acres of parkland, the largest concentration in the MOA, and includes 30 athletic fields, 25 playgrounds, and 13 picnic shelters. Parks and natural areas located adjacent to the UMED District include:

- Tikishla Park, northwest of Northern Lights Boulevard near Goose Lake Park
- Russian Jack Springs Park, approximately one half mile north of Northern Lights Boulevard and linked to UMED by a multiuse paved path and wetlands complex
- Chester Valley Park, northeast from the intersection of Baxter Road and Northern Lights Boulevard

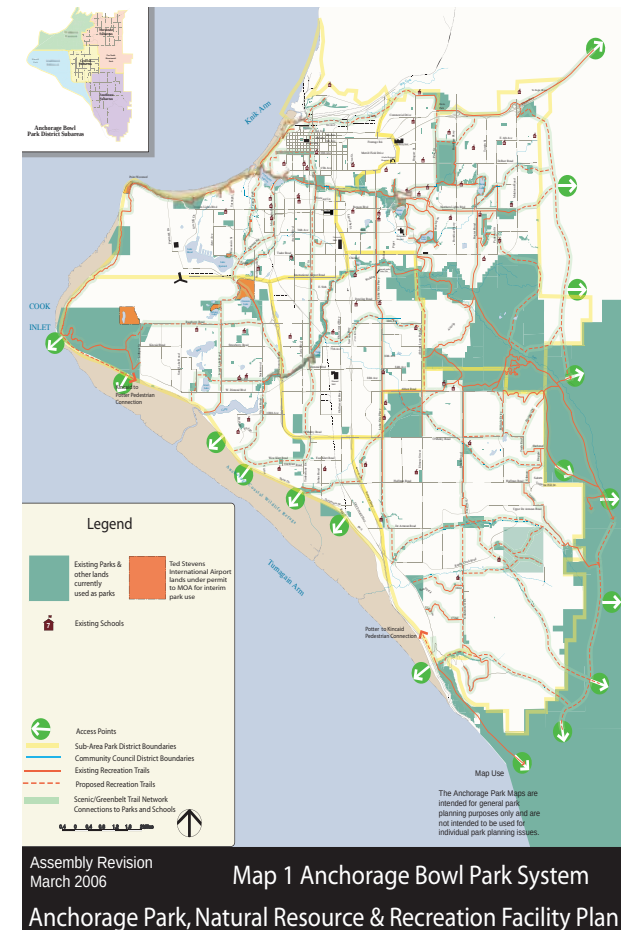


Figure 20. Anchorage Bowl Park Districts Map

- Baxter Bog Park, approximately one eighth mile east of Baxter Road
- Waldron Lake, southwest of Tudor Road and Lake Otis Parkway with open playing fields that are used by the Boys and Girls Clubs
- Campbell Park, the Chuck Albrecht Sports Complex, and Far North Bicentennial parks, approximately one half mile south of Tudor Road near the intersection of Dr. Martin Luther King Jr. Avenue and Elmore Road

Both Campbell and Far North Bicentennial parks are linked to the UMED District by a paved multiuse trail that connects to University Lake over Tudor Road and through the ANMC. Far North Bicentennial Park is the largest park in the MOA; much of the park is undeveloped.

According to the Park Plan, the Northeast Park District has deficiencies in various aspects of the park system and will have a shortage of Neighborhood Use (NU) and Community Use (CU) areas by 2020. Based on the projected population growth for the next 20 years, the district will require eight to ten new NU parks (each between 5 and 10 acres in size), and one to two CU parks. Specifically, Neighborhood Use parks are needed in the vicinity of University Park, Scenic Foothills, Russian Jack Park, Northeast, and Tudor. Community Use parks are needed near Muldoon and DeBarr, and University.

MOA PARKS WITHIN THE UMED DISTRICT

Key parks within the UMED District include Goose Lake and University Lake, which are managed by the MOA. The MOA is also responsible for Castle Heights Park, Folker Park, and portions of the South Fork Chester Creek wetlands.

GOOSE LAKE PARK

Goose Lake Park is located on the east side of UAA Drive and north of the UAA Campus. The 57.81 acre park opened in 1988 and functions primarily as a Community Use (CU) and Special Use (SU) park. Apart from a small residential development along Widgeon Lane, the closest residential neighborhoods are approximately one half mile or more away. The park includes Goose Lake, wetlands, and wooded areas.

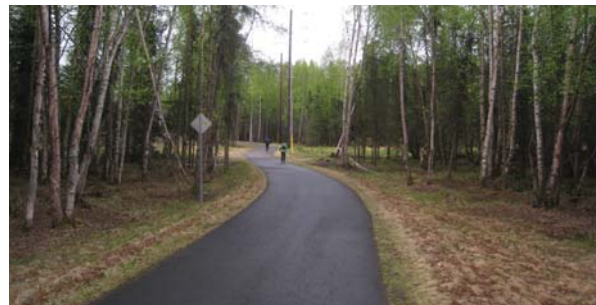


Figure 21a. Bike trail in the UMED District

Goose Lake, with its bathhouse and concessions building, is the dominant feature of the park. The beach is heavily used in summer and staffed with lifeguards. The bathhouse changing rooms are described as unpleasant by Parks and Recreation staff and are in need of remodeling or replacement. In past winters, the lake has been cleared of snow for ice skating; however, this practice was discontinued in the winter of 2012-2013. In addition to the recreational activities provided by the lake, an approximately 10-acre flexible play field with a covered picnic area is located near the northeast end of the lake. The field sees significant use in the summer but is underutilized and could be programmed to achieve wider use. There are one basketball court and a playground with equipment designed to serve children ages 5 to 12.



Figure 21b. Swimming in Goose Lake

Special programs at Goose Lake include “The Lunch Box,” a non-profit organization that provides free lunches to children when the beach is open, and a Polar Plunge event, held annually to raise funds for the Special Olympics Alaska.

The Park and Recreation 2008 park user report card identified a need for general maintenance improvements and upgrades such as a new bathhouse, repair of the parking lot and basketball court, and other maintenance tasks. Most improvements are near the end of their useful life. Park and Recreation staff describe the park as a jewel in the Anchorage park system but greatly in need of an overhaul and update. Vehicular access to the park is constrained due to the entrance drive’s proximity to the intersection of UAA and Northern Lights Boulevard; however, according to Parks and Recreation staff, parking is adequate for most events.

UNIVERSITY LAKE PARK

The 64-acre University Lake Park is located north of the ANMC and directly adjacent to the College Park Neighborhood. Formerly called Behm Lake, University Lake is an artificial water feature formed from the aggregate pit used to construct the APU and ANMC campuses. Chester Creek was rerouted through the lake following the closure of gravel mining operations, and APU sold the property to the MOA. The park serves as a major trailhead for the MOA multiuse trail system.

Elmore Road and University Lake Drive provide vehicular access to the park. Improvements are limited to a small parking lot at Elmore Road and earth or gravel surfaced trails. The multiuse Chester/Campbell Creek Link runs along the eastern and southern edges of the park. Its proximity to ANMC, the College Park Neighborhood, UAA student housing, APU, and the Marriot SpringHill Suites, Anchorage University Lake make University Lake a popular Neighborhood Use (NU) facility for walkers, joggers, and cyclists.

A portion of University Lake is one of five designated off-leash dog parks in Anchorage established in 2005. Adjacent UMED organizations complain of frequent conflicts with off-leash dog park users. Water quality in the lake is a possible concern. The source of its contamination is under study. Cleaning up of dog droppings is a constant issue. Anchorage Unleashed, a dog owner advocacy group, and the Anchorage Waterways Council Scoop the Poop committee have worked together to clean up pet waste in the park. The MOA constructed a fence adjacent to the APU soccer field to prevent dogs from accessing the field from the lakeshore trail.

According to Park and Recreation staff, improvements are needed so that University Lake Park can better serve the UMED District. Currently, vehicular access is inadequate,



Figure 22a. Image of Off-Leash Dog Area Sign



Figure 22b. Image of University Lake

and additional parking is needed both to meet MOA requirements and to serve a growing population of recreational users.

CASTLE HEIGHTS PARK

Castle Heights, a small 1.38-acre Neighborhood Use (NU) park, is located in the southeastern part of the College Park neighborhood. It was established in 1981 from six undeveloped residential lots and includes a playground with equipment for children from 2 to 12 years of age, and an open play field. It provides College Park Neighborhood a gateway trail link to University Lake Park and the Chester/Campbell Creek multiuse trail system to the west. All parking is accommodated on streets adjacent to the park. No changes or improvements are anticipated other than periodic maintenance of the park.

FOLKER PARK

This 2-acre Neighborhood Use (NU) area is a wooded area with trails and benches located at the northeast corner of 42nd Avenue and Folker Street. Parking is on the street. This passive-use park serves adjacent employment and residential areas. Other than periodic maintenance, no additional improvements are anticipated.

ANCHORAGE PEDESTRIAN PLAN

The Areawide Trails Plan (ATP), published in 1978 and revised in 1997, has guided pedestrian, bicycle, and multipurpose trail use within Anchorage for over 20 years. The MOA, however, has begun efforts to update the ATP with a new, Non-motorized Transportation Plan (NTP). In 2007, the MOA Traffic Department published *Anchorage Pedestrian Plan: Making Anchorage a Better, Safer Place to Walk* (Pedestrian Plan) in support of the new NTP. The purpose of the Pedestrian Plan is to “establish a framework for the next twenty years for improvements that will enhance the pedestrian environment and increase opportunities to choose walking as a mode of transportation.” The excerpted section below addressed pedestrian facilities within the UMED District:

This community council area is comprised of approximately 50% of institutional campus area, the UMed area, which includes UAA, APU, Providence Hospital and Alaska Native Medical Center, and McLaughlin Youth Center, the other half is residential neighborhoods both single and multifamily. The UMed area features sidewalks along the main roads as well as several recreational trail systems including the Chester Creek Trail and ski trails in the APU campus area. There are several distinct residential neighborhoods none of which include sidewalks. These include the Collegetate/College Heights/Castle

Heights neighborhood, Chester Terrace, Eastlake and Eastwood Terrace Subdivisions. The neighborhood north and east of Lake Otis and Tudor Road is also emerging as a neighborhood that would benefit from improvements such as pedestrian facilities.

The UMED District serves as an important focal point for the multiuse trail connections between the Campbell Creek and Chester Creek watersheds. Trails are also discussed in Chapter 9: Transportation and Circulation.

AREAWIDE TRAILS PLAN

Although dated, the 1997 Areawide Trails Plan contains data relevant to the use of trails. Trails within the UMED District include the Chester Creek Trail and the Chester/Campbell Creek Trail Link; trails along arterial and collector level street rights-of-way; and trails within University Lake and Goose Lake Parks.

The MOA Department of Public Works Maintenance and Operations maintains sections of trails within the UMED that are located within the public right-of-way. This includes trail sections that are separated from the street by the natural landscape, designed landscape, hardscape, and street furniture such as benches and bus shelters. The most frequently used public right-of-way trail sections are typically paved with asphaltic concrete and are located along roadways.

Winter clearing and grooming is particularly important to promote mobility, use of public transportation, and use by winter sport user groups. Maintenance and Operations removes snow from streets, sidewalks, and trails within the public right-of-way, typically by plowing snow from the outside edge of the roadway to snow storage zones beyond the curb. These zones are required to be a minimum of 7 feet in width. The majority of sidewalks and trails fall outside the snow storage zone.

One common concern is the presence of landscaping, utility pedestals, and street furniture in the snow storage area. These features are easily damaged by snow removal equipment and make the task more difficult. The weight of the snow and length of time between thaws is tough on plant material. Raised planters in the snow storage zone have proven more successful but are a maintenance challenge.

The MOA Department of Parks and Recreation manages trails located in parks, greenbelts, and natural areas within the UMED. Seasonal cross-country ski trails are groomed by nongovernmental entities such as the Nordic Ski Association of Anchorage.

The 2006 Park Plan provides the following recommendations regarding the UMED District:

- Upgrade Existing NU Park facilities:
 - University Lake Park: Improve off-leash area, develop play area, picnic area, athletic fields, and parking
 - Goose Lake Park: Provide upgrades to picnic area, playground, and athletic field
- School Park Partnership:
 - Baxter Elementary School: Develop school-park joint facilities
 - Expand and develop recreation facilities
 - East High School: Upgrade swimming pool
- Protect and Improve Natural Resources:
 - Chester Creek: The water quality should be monitored and drainages into the area should be acquired and protected



8. COMMERCIAL, HOUSING, & MARKET CONDITIONS

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COMMERCIAL, HOUSING, & MARKET CONDITIONS

This chapter presents an overview of the commercial and residential real estate markets in the UMED District. The goals of this analysis are to assess the district's strengths and challenges in attracting new development, identify the kinds of development that the district is most likely to attract, and determine the likely phasing of market demand in the short, medium, and long term. These market findings will help to inform the development of Vision, Goals, and Objectives in the next phase of the UMED District Plan Update. Given the largely institutional nature of the core of the district, it is important to note that much development in the UMED District will be driven by institutional needs rather than by market forces alone.

METHODS

In order to understand the factors that influence future development potential in the UMED District, Strategic Economics analyzed demographic and employment data for the Plan Area and for Anchorage as a whole. Strategic Economics then evaluated the existing supply of office, housing, and retail development in the district, and compared district market performance indicators with the broader Anchorage metro area. A site visit and series of interviews with stakeholders and local real estate professionals further refined Strategic Economics' understanding of market demand and development feasibility.

ORGANIZATION OF CHAPTER

This chapter contains the following sections:

- The Key Findings section synthesizes the major insights to emerge from this analysis.
- The Demographics and Employment section provides an overview of household and employment characteristics that define the UMED District's role within the Municipality of Anchorage
- The Challenges to Development section provides an overview of factors that impact development feasibility in Anchorage and in the UMED District.
- The Office Market Analysis describes the existing office supply and current office market conditions in the UMED District.
- The Residential Market Analysis provides an overview of the existing housing stock, followed by an examination of current housing market conditions, and a discussion of demand for new housing in the UMED District. This analysis focuses on attached (townhouse) and multifamily housing.
- The Retail Market Analysis describes the existing retail supply in the UMED District, evaluates current retail market conditions, and discusses the potential for new retail development in the district.

KEY FINDINGS

The UMED District is one of the largest employment centers in the region and has significant growth potential. With multiple hospitals and two university campuses, the UMED District is home to a high concentration of the region's employment in the "Eds and Meds" industries.

The major challenges to new development in the UMED District are lack of developable land and high construction costs. Over half of the UMED District is designated for institutional or public use, and the remaining land is largely developed. New development will depend upon the decisions of major landowners and likely require the redevelopment of existing properties. Other challenges include the high cost of construction in Alaska, which requires a much higher rent threshold before new development is feasible, and the lack of available financing from commercial banks.

The UMED District medical office market is very strong; demand is likely to remain strong in the near term. Demand for medical office space is driven by tenants' desire to be near the district's hospitals. Recent construction in the district has been for medical office uses. In the short term, medical office development is likely to continue to be the "highest and best use" of developable land.

The UMED District has seen minimal residential growth over the previous decade. The lack of recent residential development is due to a combination of factors, particularly the lack of land available for new development and the dominance of the medical office market. The core of the district is dominated by institutional uses and contains no residential development other than approximately 1,100 units of student housing.

The major strengths of the UMED District as a residential location are its central location, proximity to employment, and outdoor recreational amenities. Although there has been no recent residential development in the area, local brokers and developers were convinced of the viability of the location for new development, if land were available. Strategic Economics estimates demand for between 750 and 1,125 residential units in the UMED District over the next 20 years. The high concentration of workers and young adults in the UMED District, as well as the growing population of seniors in Anchorage, are important facets of housing demand. Additional high-quality retail development has the potential to improve the quality of life in the area under study, and thereby strengthen its potential to attract new residential development.

Despite strong demand, most types of compact housing (townhomes and apartments) are not yet financially feasible for private developers. As noted previously, high

land costs and high construction costs make compact housing particularly challenging in the UMED District and its context in Anchorage. Student housing could provide a means to grow the district's residential population in the near term, through a public-private partnership that minimizes both risk to developers and capital costs to the university.

As residential market pressure grows, townhomes will become feasible first, followed by higher density apartments and mixed-use development in the mid-to-long term. Anchorage's growing population, land scarcity, and projected lack of real income growth are expected to increase demand for compact housing. As rents and sales prices rise, residential development may become feasible for private developers in the mid-to-long term.

Existing retail businesses are dispersed on the outskirts of the UMED District. Although there are an estimated 154,000 square feet of retail in the study area, most of it is not in a location that is easily accessible by the district's large student and employee population. In addition, the existing retail supply is relatively outdated, with most centers built in the 1970s and 1980s. Institutional stakeholders, university students, and some residents have indicated a desire for more restaurants, retail stores, and services targeted at the district population.

The UMED District could potentially support a small increment of new, local-serving retail. Retail demand in the district is driven primarily by the large daytime population of students and workers, and is limited by a relatively small evening and weekend population. Strategic Economics' analysis suggests that the existing supply of retail is fairly well-matched to current demand within the district, with unmet demand translating into an additional 35,000 square feet of retail. This is a relatively small increment of retail, roughly equivalent to a medium-sized supermarket, or a few restaurants and specialty shops.

New retail development should focus on the creation of a concentrated node of activity in one strategic location. Although the supply analysis indicates that there are over 150,000 square feet of retail within the district, much of this retail is oriented to serve drive-by traffic rather than the UMED District itself. The workers, students, and households within the district currently lack access to a significant concentration of retail within walking distance, with the nearest grocery store being over 2 miles away from the center of the district. Creating a convenient retail cluster in the core of the district could fill this need for local retail and services, while creating a desirable hub of activity that enhances the quality of life. There are several possible locations for this "retail village," including along Tudor Road in the south as well as at locations within the

core. The appropriate sizes and types of businesses for a new retail center will depend, in part, on the chosen location.

The addition of new households to the UMED District would increase the viability of new retail development. Although the district has a large daytime population, the small residential population affects the district's ability to support a lively, 24/7 retail activity node with restaurants and entertainment. New residential development, including student housing, would support additional retail businesses in the district, contribute to pedestrian activity, and help to form a neighborhood identity

DEMOGRAPHICS & EMPLOYMENT

This section describes the key demographic and employment characteristics that influence the potential for development in the UMED District. Unless otherwise noted, current demographic statistics are from the 2007-2011 American Community Survey.

DEMOGRAPHIC OVERVIEW

The UMED District is home to approximately 9,900 residents, or 3.5 percent of the Anchorage population (Table 2). These residents comprise 3,400 households as well as some 900 individuals living in group quarters such as dormitories at University of Alaska Anchorage (UAA)

	YEAR	UMED DISTRICT	ANCHORAGE	UMED DISTRICT SHARE
TOTAL POPULATION	1990	8,661	226,338	3.8%
	2000	10,221	260,283	3.9%
	2007-2011	9,933	287,390	3.5%
POPULATION IN GROUP QUARTERS	1990	323	5,074	6.4%
	2000	953	7,014	13.6%
	2007-2011	879	7,572	11.6%
HOUSEHOLDS	1990	3,320	82,702	4.0%
	2000	3,618	94,822	3.8%
	2007-2011	3,361	105,123	3.5%
AVERAGE HOUSEHOLD SIZE	1990	2.5	2.7	
	2000	2.5	2.7	
	2007-2011	2.4	2.7	

Table 2. Population and Household Trends, 1990-2011

and at Alaska Pacific University (APU). Residential uses occupy approximately 650 acres of the total 1,750-acre district, compared to over 900 acres that are designated for institutional uses and public space.

The UMED District's residential population has not grown at the same pace as Anchorage as a whole. The number of households in Anchorage grew by 11 percent over the past decade, whereas the number of households in the UMED District grew by only 1 percent during the same time period. In the previous decade, from 1990 to 2000, the district's population grew by approximately 300 households and 630 individuals in group housing. The increase in the group quarter's population is primarily due to three residence halls that opened on the UAA campus in 1998, each housing 200 students. Areas zoned for residential uses are largely built out, while the remaining developable parcels are owned by the major organizations.

Average household size in the UMED District is also smaller than in Anchorage as a whole. The most recent data from the American Community Survey indicates that the average household size in Anchorage as a whole is 2.7, compared to 2.4 in the UMED District. The smaller household size in the district does not include the population in group quarters, but it is likely related to the significant presence of multifamily apartments in

the southern portion. The households that reside in these one- and two-bedroom apartments, whether students or longer-term residents, are likely to be smaller than average. Anchorage household size has been stable over the past two decades, but is expected to decrease slightly over the next two decades.¹

The UMED District has a high concentration of young adults and seniors. Figure 23 compares the distribution of population by age group in the District and in Anchorage. As would be expected, given the presence of two university campuses in the district, a large share of the population is between the ages of 18 and 34. Some 27 percent of the district's population falls into this age category, compared to 21 percent in Anchorage as a whole. Interestingly, the district also has a larger share of adults over the age of 65 than Anchorage itself. Meanwhile, children and adults between the ages of 35 and 64 are underrepresented in the district.

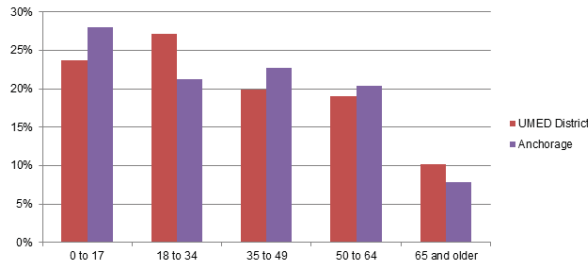


Figure 23. Distribution of Population by Age Group, 2010

Median household income in the UMED District is very similar to that in Anchorage as a whole. Adjusting for inflation, the Anchorage median household income decreased by 5 percent over the past two decades, from \$79,700 to \$75,500 (Table 3). The current median household income in the UMED District is \$75,100, a 3 percent decrease relative to 1990.² Overall, household income trends in Anchorage and the district are consistent with national trends, which show flat or declining real incomes over the past two decades.

Over the next two decades, the share of Anchorage's population over the age of 65 will increase dramatically. Figure 24 shows population growth by age group from 2010 to 2035, as projected by the Alaska Department of Labor and Workforce Development. According to these estimates, the population over the age of 65 will increase by 37,250 between 2010 and 2030, equivalent to 59 percent of total population growth over that period.

YEAR	UMED DISTRICT	ANCHORAGE
1990	\$77,650	\$79,719
2000	\$68,966	\$74,996
2007-2011	\$75,135	\$75,485

Table 3. Median Household Income (2011 dollars)

The share of the population over the age of 65 will more than double between 2010 and 2030, from 7 to 16 percent. According to local brokers and developers, the increasing number of seniors in Anchorage is due not only to the aging of the “Baby Boomers” but also to a shift in older households’ decision to stay in Alaska as they age, rather than relocate to warmer climates.

EMPLOYMENT OVERVIEW

The high concentration of education and medical jobs in the UMED District makes it one of Anchorage’s largest employment centers. The district is currently home to over 13,700 jobs, accounting for 9 percent of all jobs in Anchorage.³ Almost 80 percent of jobs in the district are in the education and health sectors. The three largest employers in the district are Providence Alaska

Medical Center (PAMC), University of Alaska Anchorage (UAA), and Alaska Native Medical Center (ANMC), with approximately 9,000 employees at these organizations combined.

Anchorage’s economy is growing. As shown in Figure 25, Anchorage has been steadily adding jobs over the past decade, with the exception of a slight dip in employment between 2008 and 2010. The average annual growth rate over the past decade is 1.0 percent. This growth is expected to continue in the near term despite uncertainties in the oil and gas industries and in federal government spending, which are key drivers of the Anchorage economy. Reflecting the strength of Anchorage’s economy, the 2012 average unemployment rate of 5.6 percent was well below the national average of 8.1 percent.⁴

Health care is one of the largest and fast-growing sectors of the Anchorage economy. Since 2009, Anchorage employment in health care has grown by 2,400 jobs, accounting for 39 percent of total employment growth in Anchorage during this time period. Current Anchorage employment in health care is 18,000, representing 11 percent of total employment. Over 40 percent of these health care jobs are located in the UMED District. In Alaska as in the rest of the United States, demand for health care services is expected to continue to grow as the population ages. These trends suggest that the UMED District will experience sustained employment growth over the coming decades.

UMED District workers commute from all over Anchorage. Figure 26, a “heat map” of UMED District workers’ home locations, shows that employees of district organizations live in neighborhoods throughout Anchorage. Significant concentrations of workers live in neighborhoods in close proximity to the district, to the north, east, and southwest. This suggests that new residential development within the district could be attractive to local workers.

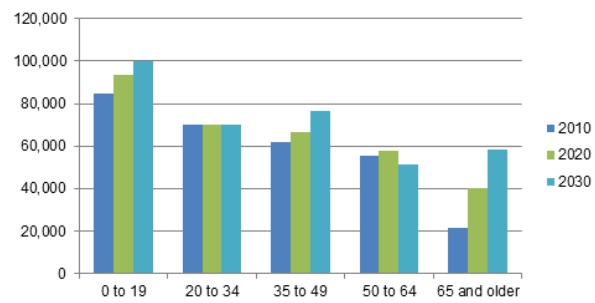


Figure 24. Projected Change in Age Distribution, Municipality of Anchorage, 2010-2030

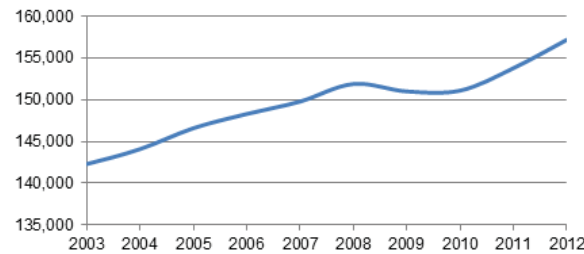


Figure 25. Historical Employment, Municipality of Anchorage, 2003-2012

CHALLENGES TO DEVELOPMENT

Lack of developable land is a major constraint on development potential in the UMED District. A significant majority of the district is designated for institutional or public use, while the remaining land is largely developed or has environmentally sensitive characteristics. All brokers and developers interviewed for this study highlighted this as the major impediment to private development in the district. There is a perception that major organizations control the market for land there. New development will depend upon the decisions and cooperation of major landowners and likely require the redevelopment of existing properties. The addition of a Northern Access Road could also open up new development opportunities in the district.

Construction costs are higher in Anchorage. Anchorage's isolated, northern location leads to a shorter construction season, high material shipping costs, challenging soil conditions, and higher labor costs. These development costs impact the overall feasibility of a project, raising the rent or price threshold at which a project becomes profitable.

Commercial financing options in Anchorage are limited. Developers report that most commercial banks active in the lower 48 states will simply not finance new development in the Anchorage market. Therefore,

developers must work with local banks to finance commercial development and have less leverage in negotiating favorable financing terms and conditions.

Infrastructure costs can be significant. New development in Anchorage often requires new water, sewer, and sidewalk construction. These costs are often borne by the developer, further increasing development costs and impacting project feasibility.

OFFICE MARKET ANALYSIS

Anchorage office rents and vacancy rates are stable. At the end of the fourth quarter of 2012, average asking rent in the metro Anchorage area was \$2.17 per square foot per month (full-service), unchanged from the previous year (Table 4).⁵ The average vacancy rate of 10.8 percent had decreased slightly from 11.1 percent in the fourth quarter of 2011.

	UMED DISTRICT	ANCHORAGE
AVERAGE FULL-SERVICE RENT (SQ. FT./MONTH)	\$2.24*	\$2.17
AVERAGE VACANCY RATE	No Data	10.8%

Table 4. Office Market Indicators *Note: UMED District average monthly rent is based on a sample of seven listings

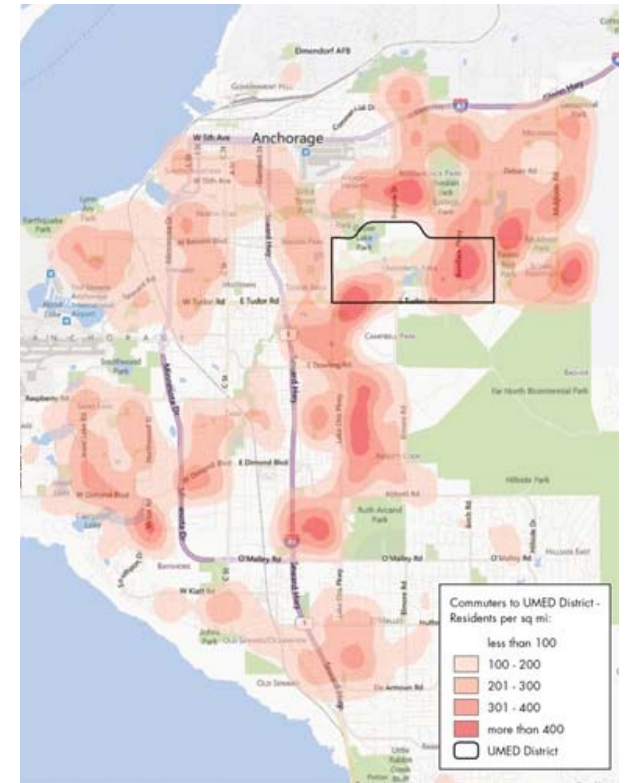


Figure 26. Commute Shed for Workers in the UMED District

The office market in the UMED District is overwhelmingly targeted toward medical users, with new Class A construction supplementing existing Class B and C office buildings.⁶ Between 2007 and 2011, PAMC added 230,000 square feet of medical office space in the T, U, and S Towers. According to area brokers, office space in these towers leased quickly upon completion. Recent construction also includes a 60,000-square-foot, three-story facility for the Orthopedic Physicians of Anchorage (OPA) at the corner of East 40th Avenue and Lake Otis Parkway.

UMED District asking rents are comparable to those elsewhere in Anchorage. Table 5 lists sample rents for recent listings in or near the district. Local brokers confirmed that these lease rates are typical for the district and similar to other employment centers in Anchorage.

LOCATION	MONTHLY RENT/SQ. FT.	LEASE TYPE	SIZE (SQ. FT.)	TYPE	CLASS
Just east of Lake Otis Pkwy & E. 40th Ave.	\$2.65	Full Service	3,100	Medical Office	B
SW Corner of Lake Otis Pkwy & E. 40th Ave.	\$2.20	Modified Gross	700-1,400	Medical Office	B
Bragaw St. at E. 18th Ave.	\$2.00	Modified Gross	18,216	Office	B

Table 5. Sample Asking Rents in the UMED District

RESIDENTIAL MARKET ANALYSIS

Although the existing residential neighborhoods in the UMED District contain a large share of single-family detached homes, future development is likely to be higher density, particularly attached townhomes and multifamily apartments. Unless otherwise noted, data presented in this section is obtained from the U.S. Census Bureau's 1990 and 2000 Decennial Censuses and its 2007-2011 American Community Survey.

EXISTING HOUSING STOCK

The supply of housing in the UMED District has grown at a slower rate than in Anchorage as a whole. The District currently contains 4,070 housing units, accounting for 3.6 percent of the Municipality's total supply of 112,800 housing units. In the past decade, housing stock in the Municipality of Anchorage grew by 12 percent, adding 12,440 new units. During the same period, the UMED

District grew by 5 percent, adding just 200 housing units. Almost all of this residential growth occurred in the neighborhood between Boniface Parkway and Baxter Road.

The UMED District has a high share of multifamily housing, compared to Anchorage as a whole. In the UMED District, multifamily housing accounts for 51 percent of housing stock, compared to 35 percent in the Municipality of Anchorage (Figure 27). Multifamily apartments are primarily located in the southwest corner of the district, south of the PAMC campus. Although these apartments serve residents who range across the spectrum in age and household type, they also serve as de facto "student housing" for the two universities in the district. The approximately 1,400 single-family detached units in the study area are primarily located in the neighborhoods in the eastern portion of the district.

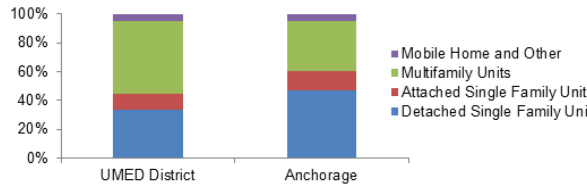


Figure 27. Housing Stock by Type

The UMED District contains a small but significant number of mobile home units. Census data suggests that the district contains approximately 200 mobile homes, located primarily in Riviera Terrace Mobile Home Park and Baxter Road Trailer Court. Given the size of the parcels, these trailer parks may be considered as among the few noninstitutional opportunity sites for redevelopment within the district. At the same time, these mobile homes represent an important source of affordable housing for Anchorage, and any plans for redevelopment should be considered within that context.

The UMED District has a high share of renters compared to Anchorage as a whole. Consistent with the high share of multifamily units and young people in the UMED District, 49 percent of households are renters, compared to 39 percent in Anchorage as a whole. The predominance of rental housing is likely a result of the area’s suitability as a location for students. However, interviews with local brokers and developers have suggested that there would be demand for more ownership housing in the area as well.

Existing University housing serves a small percentage of the study area’s student population. UAA currently provides on-campus housing for approximately 1,000 students, which is less than 16 percent of the full-time student population. UAA student housing currently

consists of three Residence Halls and two apartment communities, MAC and Templewood, located west of Elmore Road and south of Providence Road. By contrast, Alaska Pacific University (APU) provides on-campus housing for approximately 100 students (just under 20 percent of the estimated 550 full-time equivalent student population) in a combination of suites, apartments, and townhouse units located on University Drive.

RENTAL MARKET CONDITIONS

The Anchorage rental market is strong. As shown in Figure 28, apartment rents have been increasing steadily over the past five years, growing by 9 percent in inflation-adjusted dollars from 2007 to 2012. High demand for rental housing is also indicated by low vacancy rates, which declined sharply between 2007 and 2011. In 2012, Anchorage’s average apartment vacancy rate was 2.6 percent, well below the national average of 4.4 percent.⁷

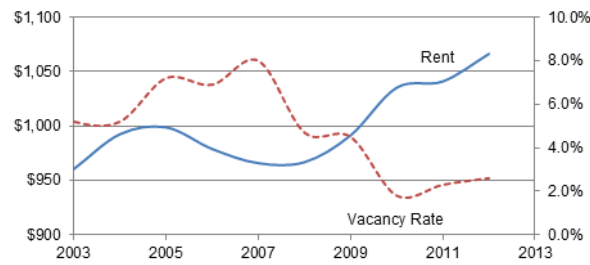


Figure 28. Historical Average Apartment Rent in Anchorage (2012 Dollars)

Apartment rents in the UMED District are comparable to those elsewhere in Anchorage. Strategic Economics reviewed rental listings for units of various sizes at six apartment properties located in the District. Rents ranged from \$840 for a 213-square foot studio to \$1,480 for an 850-square-foot two-bedroom unit, averaging \$1.90 per square foot. Table 6 compares average apartment rents and vacancy rates in the District and Anchorage.

Despite low vacancies and strong demand for rental housing, rents are not yet high enough for new multifamily apartment construction to be feasible. Local developers noted that most apartment buildings in the UMED District and elsewhere in Anchorage were built in the 1970s and 1980s, and that almost no new construction has occurred since then. It is currently more viable for property owners to renovate old buildings than to build new ones. Given the high construction costs in Anchorage, rents will need to be significantly higher than they currently are in order for new apartment construction to occur.

	UMED DISTRICT	ANCHORAGE
AVERAGE MONTHLY RENT	\$1,078	\$1,057
VACANCY RATE	No data	2.5%

Table 6. Comparison of Average Apartment Rents

FOR-SALE MARKET CONDITIONS

The Anchorage housing market has fared much better in the past five years than that in the rest of the United States. Figure 29 shows the inflation-adjusted historical trend for average sales prices in Anchorage. Although sales prices have declined in the five years following the housing market crisis and ensuing recession, the effects of the foreclosure crisis were much less severe than elsewhere in the nation due to more conservative mortgage lending practices and less speculative building during the preceding housing bubble.⁸ In 2012, the Anchorage housing market began to recover ahead of the housing market recovery in the rest of the continental United States, led by a growing economy and a low unemployment rate. Last year, the average single-family home sales price was 2.6 percent higher than the previous year and 15 percent higher than in 2003, in

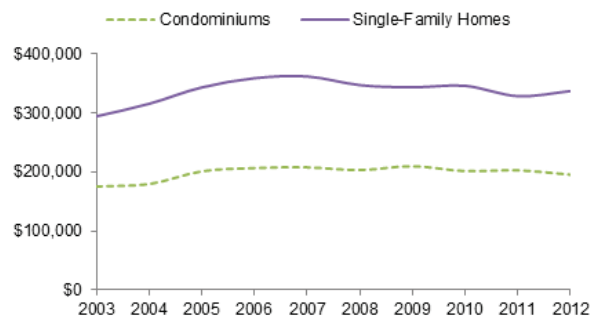


Figure 29. Municipality of Anchorage Average Sales Price (2012 Dollars)

inflation-adjusted dollars. The 2012 average condominium sales price was 3.7 percent lower than the previous year, but 11 percent higher than a decade earlier, in 2003. According to local developers, the lower condominium sales prices in 2012 likely reflect the age of units on the market and the lack of newer construction, rather than a weakening market.

New residential construction is continuing in Anchorage at a steady rate. Figure 30 shows the new units constructed in Anchorage since 2008. Although new construction activity is considerably less than during the frenzy of activity between 2001 and 2005, some 400 to 600 units have been added each year, despite the housing crisis and recession. Building activity has been evenly split between single-family and multifamily homes. In 2008 and 2009, more multifamily units were constructed than

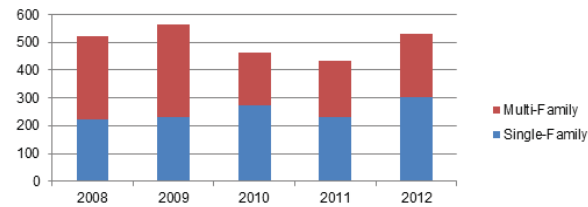


Figure 30. New Housing Units by Type of Structure, Municipality of Anchorage *Note: Single-Family include attached dwellings; Multi-Family properties have 2 or more dwellings

single-family homes, but in the past three years single-family construction activity has been stronger.

Condominium sales prices in the UMED District are approximately \$50,000 lower than the Anchorage average, but this effect is likely related to the age of the housing stock. According to statistics compiled by Alaska Multiple Listing Service (Alaska MLS), the 2012 average condominium sales price in the UMED District and surrounding area was \$153,572, compared to an average of \$195,364 in Anchorage as a whole. Recent listings for condo units in the study area range from \$135,000 for a one-bedroom unit to \$174,000 for a two-bedroom unit. In the fourth quarter of 2012, the average sales price for new condominium construction was over \$75,000 higher than the average sales price for existing construction.⁹

POTENTIAL FOR COMPACT HOUSING IN THE UMED DISTRICT

The UMED District has the potential for compact housing in a range of types.

SMALL LOT SINGLE-FAMILY DETACHED HOME: The 2012 Anchorage Housing Market Analysis found that a single-family detached home on a 3,000-square-foot lot was the closest to being financially feasible of all the housing building types tested in their analysis. However,

given the low availability and high price of land in the UMED District, this building type is unlikely to have significant potential there.

TOWNHOUSES: The 2012 Anchorage Housing Market Analysis found that townhouses are approaching the feasibility threshold, and therefore are most likely to be developed in the short-to-mid term. These units typically range from 1,300 to 1,800 square feet, and provide a separate entrance, garage, and driveway for each household. Because of the preference of Anchorage homeowners for exterior front doors and private vehicle and recreational equipment storage, townhouses are a more acceptable form of compact housing for the ownership market than vertically stacked condominiums.¹⁰ To increase densities, units have become increasingly narrow and can be as high as three stories. In Anchorage, the development code allows for "horizontal condominiums," which support a similar built-form as townhomes, but with the land held in common ownership.

APARTMENTS: Interviews with developers indicate that four-story residential buildings are not currently financially feasible for a developer to construct, and are unlikely to be so in the short-to-mid term. This finding corroborates the results of the 2012 Anchorage Housing Market Analysis conducted by ECONorthwest. By contrast, certain types of subsidized construction, such as senior

or student housing, may become feasible in the short term. Apartments are typically rental units ranging in size from 400 to 1,000 square feet. In Anchorage, apartment buildings generally range from three to four stories.

MIXED-USE RESIDENTIAL: This building type is similar to residential apartments but with retail uses on the ground floor. Interviews with developers indicate that mixed-use residential buildings are more challenging from a financial feasibility perspective than apartments, because of financing restrictions, limited retail viability, and lower residential revenues due to the lower unit count. A few developers suggested that the UMED District might be a feasible location for a mixed-use development in the longer term, because of the potential for a pedestrian-oriented environment in the core of the district. To ensure the success of the retail component, a mixed-use project should be located in a cluster of other retail uses within the core.

STUDENT HOUSING: Student housing can typically be built to higher densities than other forms of compact housing, due to smaller unit sizes. New student housing construction in the UMED District could possibly be provided in a public-private partnership between a private developer and either UAA or APU, or both. According to interviews with administrators, UAA currently plans to double the amount of student housing from 1,000 to 2,000

beds within the next 10 years, depending on funding availability. New housing would likely be developed by increasing density within the existing student housing footprint, following the sequential demolition of the MAC and Templewood buildings.

Demand for Compact Housing:

In general, demand for compact housing in Anchorage is likely to increase over time. As explained in detail in the 2012 Anchorage Housing Market Analysis prepared for the Municipality of Anchorage, demand for attached and compact housing types is projected to grow over the next two decades. Decreasing land availability, increasing housing prices, and changing lifestyles are key drivers of this trend.

Cost is the most important driver of demand for compact housing. According to projections by the Institute of Social and Economic Research (ISER) at UAA, real household income in Anchorage is expected to remain relatively flat over the next two decades. Concurrently, the population is projected to grow significantly, and available land is becoming increasingly scarce. As wages remain stable but the cost of housing increases, a growing number of households will choose smaller dwellings.

The aging of the Anchorage population is an important demographic trend shaping residential demand. Although

some Baby Boomers will stay in the large single-family homes in which they raised their families, others may decide to downsize to reduce costs and increase proximity to amenities. For retired individuals who plan to travel, condominiums and apartments offer the advantage of having property maintenance, such as snowplowing, taken care of in their absence.

Despite significant demand for compact housing in the UMED District, rents and sales prices are not high enough to justify new development. In general, higher-density building types are associated with higher construction costs and greater development risk. Although several townhome and apartment projects have been built in Anchorage recently, interviews with residential developers suggest that these projects have struggled financially.

Demand Projections:

According to projections developed for the 2012 Housing Market Analysis, Anchorage will add 21,500 housing

units over the 20-year period from 2010 to 2030. Strategic Economics estimated future housing demand in the UMED District under moderate and high-growth scenarios by assuming that the district would capture a certain percentage of total housing demand. These estimates are summarized in Table 7.

Moderate Growth:

If the UMED District were to maintain its current share of Anchorage housing stock, it would capture 3.5 percent of Anchorage housing demand from 2010 to 2030. This amounts to an absorption rate of approximately 38 units per year, or 750 new housing units over a 20-year period.

High Growth:

If the UMED District were to capture 50 percent more residential development than in the Moderate Growth scenario, it would capture 5.25 percent of future housing demand, adding 1,125 units over the next 20 years.

RETAIL MARKET ANALYSIS

Existing retail in the UMED District is primarily located along East Tudor Road, dispersed among small strip centers and freestanding buildings. Strategic Economics estimates that there are approximately 154,000 square feet of retail within the district. The largest concentration of retail is Tudor Square, a strip center with 64,000 square feet of gross leasable area. Built in 1982, the strip mall is currently owned by PAMC. Two other smaller strip centers along East Tudor Road—Sunrise Plaza and TudorMED Plaza—are both less than 20,000 square feet. In addition to these shopping centers, there are freestanding fast-food restaurants and gas stations along East Tudor Road. A small concentration of retail exists in the southwest corner of the intersection of East Northern Lights Boulevard and Boniface Parkway. Additional strip retail is located just outside the district boundary on the south side of East Tudor Road and at the southwest corner of Lake Otis Parkway and Northern Lights Boulevard.

Approximately 22,000 square feet of retail space is located on the UAA campus. The largest retail business is the campus bookstore, which is 12,000 square feet. The remaining retail uses are small eateries, coffee shops, and convenience stores ranging from 200 to 2,000 square feet.

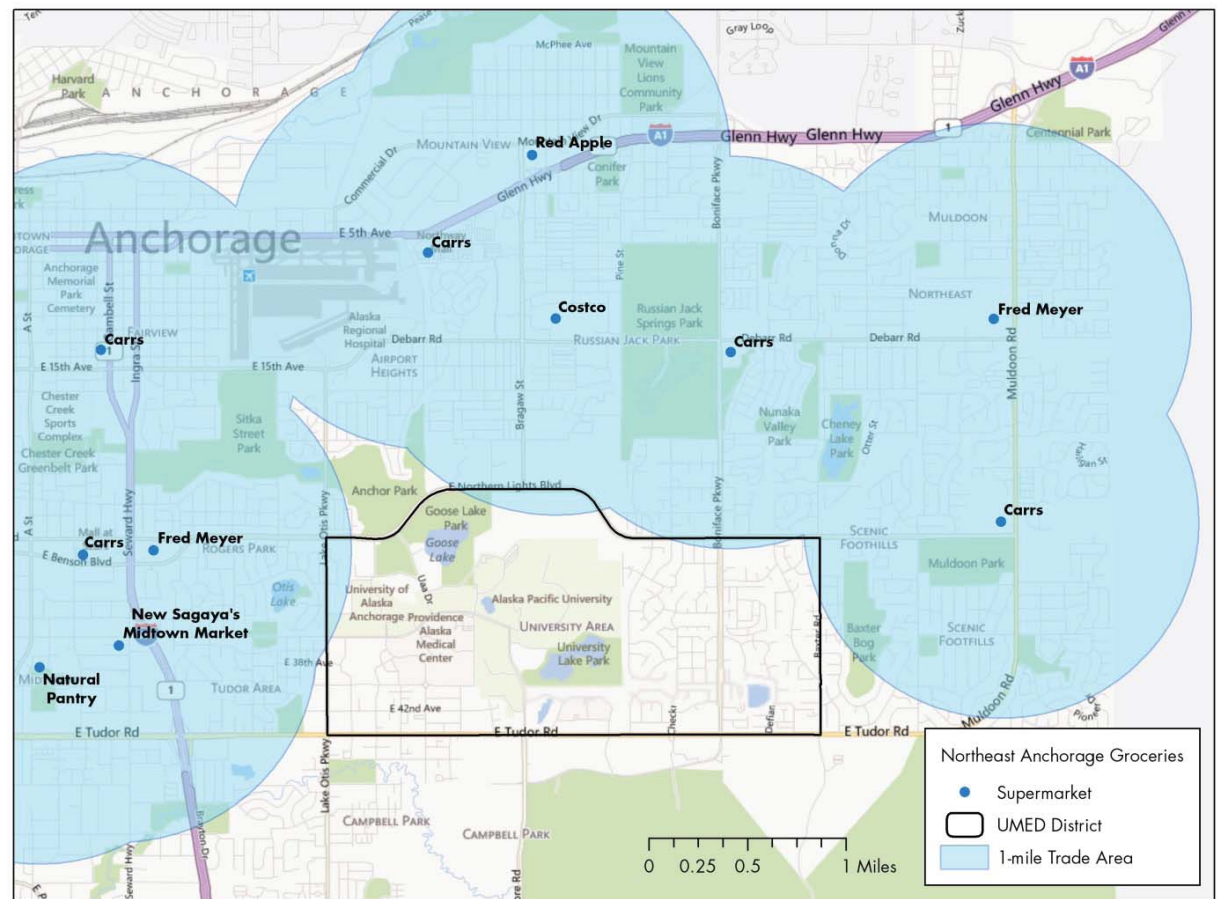
	UMED DISTRICT CAPTURE RATE	UMED DISTRICT NEW HOUSING UNITS		
		ANNUAL	10-YEAR DEMAND	20-YEAR DEMAND
MODERATE GROWTH	3.5%	38	375	750
HIGH GROWTH	5.25%	56	563	1,125

Table 7. UMED District Housing Demand Estimates

Existing UMED District retail businesses are local-serving. Typical businesses include restaurants, convenience goods, personal services, and medical offices. Some of the quick-service restaurants, such as Starbucks and Quiznos, are national chains, but most are local “mom and pop” businesses.

The UMED District lacks a grocery store. Figure 30 shows the supermarkets nearest to the district and indicates the typical one-mile trade area for each store. As can be seen from the map, some of these trade areas extend to the outskirts of the district, but residents, students, and workers in the center of the district are still over 2 miles from the nearest supermarket. This suggests a possible opportunity for some type of grocery store closer to the district core.

The retail development pattern is strongly auto-oriented. Existing retail development is located along high traffic thoroughfares and designed to maximize convenience for customers arriving by car. Both strip malls and stand-alone retail parcels are dominated by large surface parking lots. This reflects the reality of the Anchorage climate and built environment, which means that most customers will be driving, due to cold temperatures and the low density of development.



Strategic Economics 2013
Figure 31. Supermarkets near the UMED District

RETAIL MARKET CONDITIONS

The current retail market in Anchorage is characterized by stable rents and relatively low vacancy rates. In the fourth quarter of 2012, average asking rent was \$1.62 per square foot per month on a triple-net basis (NNN), essentially the same as one year ago.¹¹ The average vacancy rate across all shopping center types was 8.0 percent, 0.2 percent higher than in the fourth quarter of 2011.

Asking rents in the UMED District are similar to elsewhere in Anchorage. Local brokers noted that existing retail in the district is in a good location with high visibility, and appears to be performing well. Table 8 compares average asking rents and vacancy rates in the district and in Anchorage. Although vacancy rate data is not available for the district, local brokers reported low vacancies.

	UMED DISTRICT	ANCHORAGE
AVERAGE RENT (SQ. FT./MONTH)	\$1.83*	\$1.62
AVERAGE VACANCY RATE	No data	8.0%

Table 8. Retail Market Indicators

Although the retail market is performing well, current rents are likely too low to justify new construction. Local real estate developers suggested that new retail development would require monthly rents of \$2.75 to \$3.00 per square foot (NNN) to cover construction costs, approximately \$1.00 higher per square foot than current averages.

LOCAL-SERVING RETAIL DEMAND ANALYSIS

To determine the approximate scale of new retail development that would be viable in the UMED District, Strategic Economics estimated retail demand from the district’s students, workers, and residents, and then compared it to existing retail supply. It is important to note that this estimate does not consider either retail demand generated outside of the district or the competitive supply of retail space located outside it. This analysis is intended to provide insight into the scale of new retail that could potentially be supported at the local level, by residents, workers, and students within the UMED District.

Using regional and national data sources, Strategic Economics estimated per capita annual spending for each consumer group across different retail categories, and applied assumptions about what percentage of spending would be captured by the UMED District.¹² Supportable retail area was then calculated using data on average sales per square foot for each retail category. Further methodological details are provided in the Appendix.

Results:

The analysis indicates that the existing daytime and evening population of the UMED District can support 188,500 square feet of retail space. Table 9 lists estimated per capita retail spending, existing population, and supportable retail area for each consumer group. As the district grows its student, worker, and household population over the coming decades, supportable retail area will also increase. The column on the far right indicates how many more square feet of retail area would be supported by an additional 100 units of each consumer group.

Demand vs. Supply:

As stated earlier in this report, the UMED District is estimated to contain 154,000 square feet of retail. Subtracting this amount from the estimated supportable retail area of 188,500 square feet suggests that the district could support 35,000 square feet of net new retail. This is a relatively small increment of retail. For comparison, a typical grocery-anchored neighborhood shopping center, by itself, contains approximately 100,000 square feet of retail.

While this analysis provides a general indication of unmet and future retail demand, the size of any new retail development will depend strongly upon the visibility and accessibility of a given location. The implications

of various factors on the potential for new retail are discussed in the following section.

RETAIL DEVELOPMENT POTENTIAL

As mentioned in the previous analysis: Concentrating retail in a central location could better serve the needs of UMED District workers, students, and households; the district could potentially support a small increment of new, local-serving retail, though Strategic Economics' analysis suggests that the existing supply of retail is fairly well-matched to current demand within the district, with unmet demand translating into an additional 35,000 square feet of retail; and the addition of new households, students, and workers to the district would increase the viability of new retail development. In particular, new residential development, including student housing, would increase the evening and weekend population, potentially increasing pedestrian activity in the core and helping to form a neighborhood identity.

Additionally, organizations may play a key role in fostering the development of a new retail center. Institutional goals are a major determinant of new development in the UMED District. Several organizational stakeholders within the district, particularly UAA, have expressed an interest in creating a “retail village” that serves the needs of students, employees, patients, and other visitors and creates an appealing destination in the district’s center.

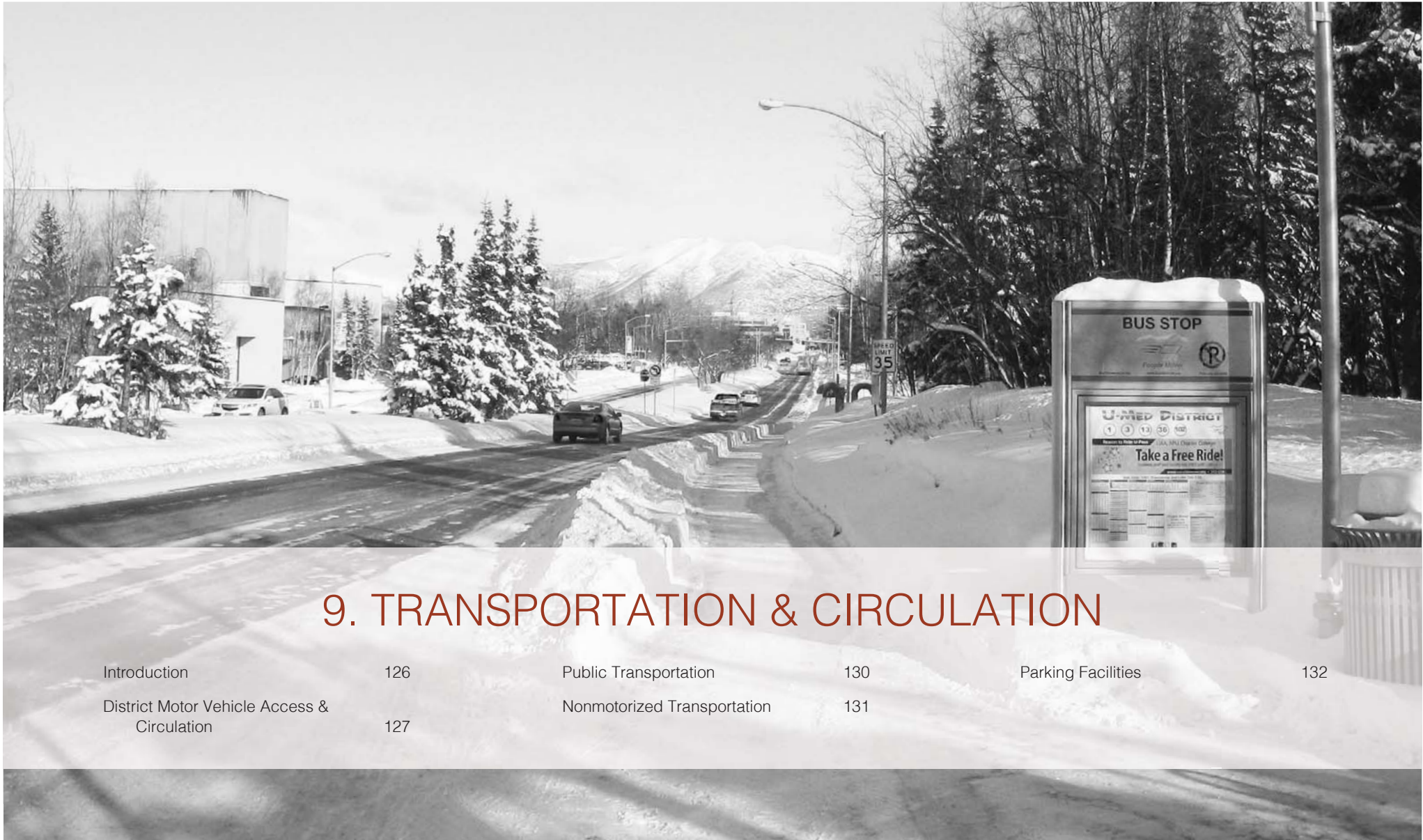
The motivations of these organizations may enable new retail development to take place before the market would support private development.

Mixed-use development is challenging in Anchorage, but may be possible in the UMED District due to the unique context. The Alaskan climate poses particular challenges to creating a walkable shopping environment. Snow accumulation on sidewalks is a major impediment to pedestrian activity in the winter, and potential solutions, such as additional snow clearance or covered sidewalks, are costly. Melting snow in the spring and icy surfaces in the fall also limit the appeal of walking at other times of year. However, several brokers suggested that the campus environment and high concentration of students and workers could make pedestrian-oriented retail more viable in the UMED District than elsewhere in Anchorage.

Location and access will be critical in determining the scale and format of new retail. New retail development on a major thoroughfare at the outer edges of the district will be able to draw on customers from adjacent neighborhoods, and thus may be able to support more retail square footage than the demand analysis presented in this report. However, this retail would likely take on a traditional, auto-oriented form in order to be convenient to drive-by traffic. Conversely, a location within the core of the district may be more amenable to a mixed-use format, with an emphasis on walkability, yet the scale is likely to be smaller, supported primarily by students, workers, and residents in the district. Retail within the core may also benefit from synergies with the existing Marriot SpringHill Suites Anchorage and the new Alaska Airlines Sports Center currently under construction.

CONSUMER GROUP	ANNUAL PER CAPITA RETAIL SPENDING	EXISTING POPULATION	SUPPORTABLE RETAIL AREA (SQ. FT.)	SUPPORTABLE RETAIL AREA (SQ. FT.)
Students (Full-Time Equivalent)	\$1,500	8,900	42,600	4,800
Workers	\$2,200	13,700	95,000	6,900
Households	\$4,500	4,000	50,900	12,800
Total		26,600	188,500	

Table 9. UMED District Supportable Retail Area



9. TRANSPORTATION & CIRCULATION

Introduction	126	Public Transportation	130	Parking Facilities	132
District Motor Vehicle Access & Circulation	127	Nonmotorized Transportation	131		

TRANSPORTATION & CIRCULATION

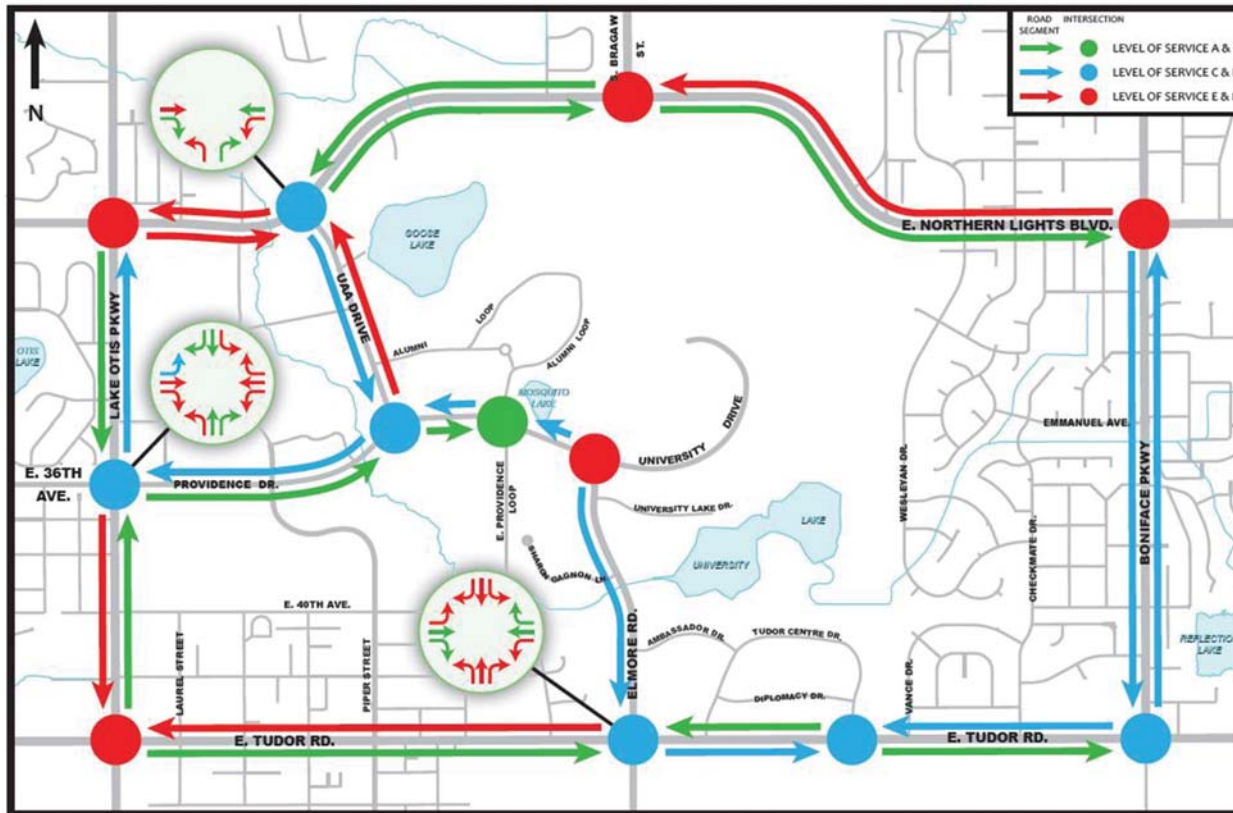


Figure 32. 2011 Weekday A.M. Vehicle Level of Service

INTRODUCTION

This chapter addresses the existing conditions and the future planned projects for roadway, transit, nonmotorized users, and parking. The ongoing growth in the major organizations in the UMED District has driven an increasing need for transportation access and circulation. Motor vehicular access remains the primary mode of access to the district. Efforts have been made to increase the use of transit, shuttles, cycling, and walking.

This growth trend will continue with further expansions throughout the district. Growth management strategies, as well as projects soon to be completed, have been laid out in various organizational Master Plans. The transportation impacts of the Alaska Airlines Sports Center (AASC) and the new College of Engineering Building on the UAA campus have been analyzed, and the need for several circulation enhancements has been determined. In addition, the events held at the AASC will be governed by a traffic management plan to ease ingress and egress by all modes.

DISTRICT MOTOR VEHICLE ACCESS AND CIRCULATION

District residents, employees, students, and users access the district in motor vehicles via major arterials on the periphery: Northern Lights Boulevard, Lake Otis Parkway, Tudor Road, and Boniface Parkway. Vehicular access inside the district is primarily accomplished via minor arterials, such as Providence Drive and Elmore Road, but also by “collector” roadways including UAA Drive, Piper Street, and 40th Avenue. These complementary roadways allow for traffic demand to spread and balance across several access points. Secondary roadways and campus driveways allow for vehicular circulation and access to parking areas and other destinations.

The vehicle access and circulation for the district has been recently and comprehensively analyzed as part of the “Northern Access to the University and Medical District – Reconnaissance Study Report.” This study showed that several intersections providing access to the district are operating with poor levels of service. These intersections include:

- Lake Otis Parkway/Northern Lights Boulevard
- Bragaw Street/Northern Lights Boulevard
- Boniface Parkway/Northern Lights Boulevard

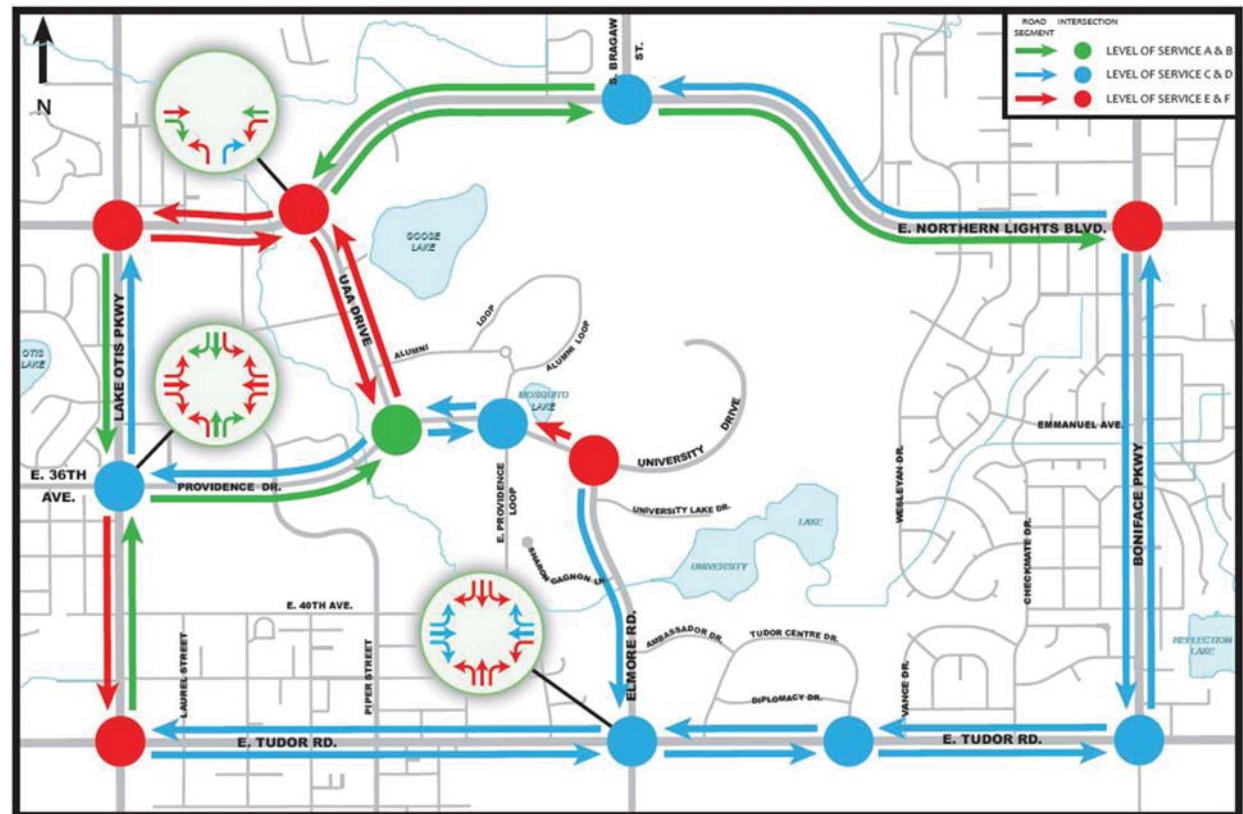
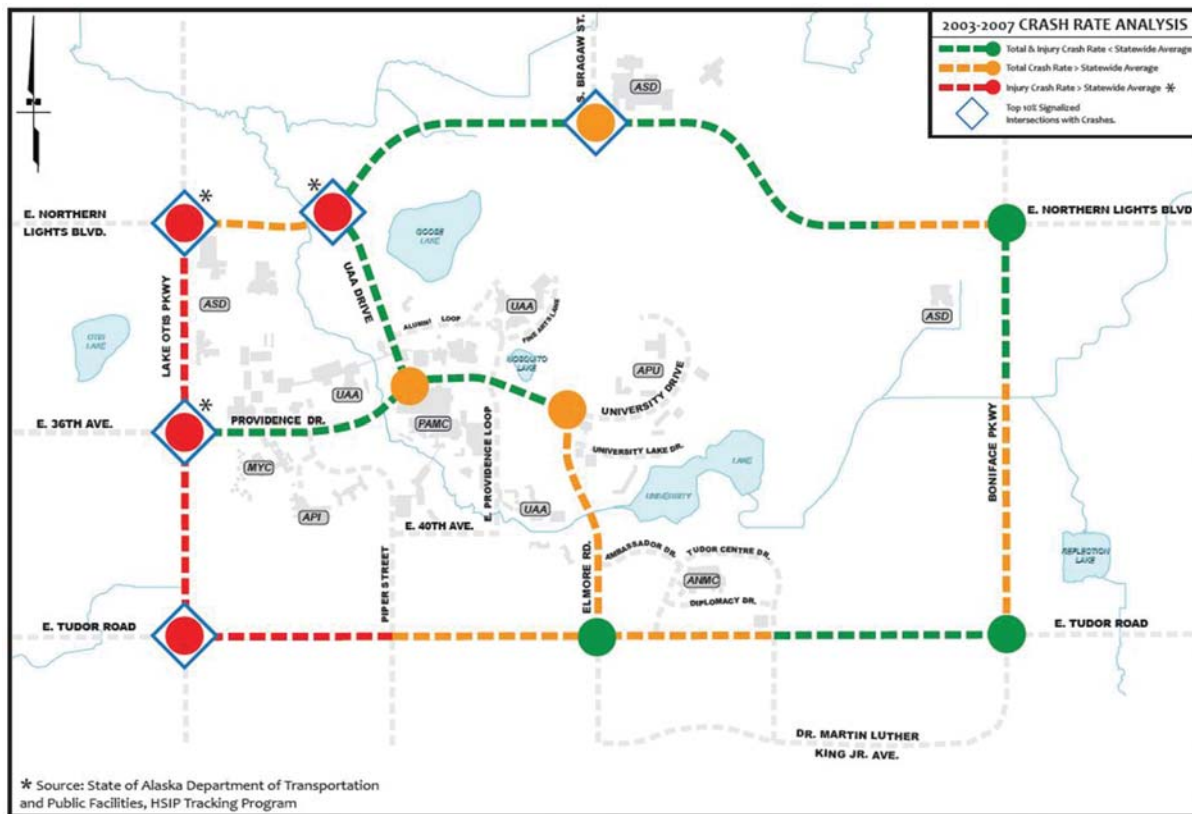


Figure 33. 2011 Weekday P.M. Vehicle Level of Service



- Lake Otis Parkway/Tudor Road
- Elmore Road/Providence Drive

The Reconnaissance Study Report also reported that the Lake Otis Parkway segments and intersections adjacent to the district, as well as the UAA Drive/Northern Lights Boulevard intersection, exceed the statewide average crash rate.

The internal and adjacent roadway system has expanded with growth in the district through numerous intersection improvements projects and new roadway connections. Key projects completed since the 2003 UMED District Plan was written include: additions to the road network; improving district access from the south and west; and enhancing connectivity between the district organizations and Tudor Road, residential neighborhoods, and the medical office complexes in the southwestern section.

In addition, numerous roadway projects are planned in the district via Alaska Department of Transportation & Public Works (DOT&PF) projects, conditions of approved developments, and long-range plans. The DOT&PF is finalizing construction documents for safety-related improvement at the Northern Lights Boulevard/UAA Drive intersection. The Alaska Airlines Sports Center will include enhancements to adjacent circulation by extending Health Drive to Elmore Road. The UAA

Figure 34. 2003-2007 Crash Rate Analysis

School of Engineering Building garage and the Tudor Center expansion include improvements to the adjacent roadway system. The MOA is working with APU to extend University Lake Drive to provide additional access to the APU campus.

The recent 2035 Metropolitan Transportation Plan (MTP) included three major short-term projects area, including improvement to Northern Lights Boulevard and Lake Otis Drive. The most substantial of these funded projects is the Northern Access Road Project to the UMED District, which would provide a connection between Northern Lights Boulevard and Providence Drive. The Reconnaissance Study Report indicates that the roadway is forecast to reduce vehicle delay, travel time, and vehicle volumes on the major arterials in the district. The Reconnaissance Study states that the roadway would shorten travel distances for those accessing the district from the north and northeast, reducing out-of-direction travel on roadways such as Lake Otis Parkway, UAA Drive, and Boniface Parkway. This connection would also lessen turning movements at intersections, which reduce capacity and safety.

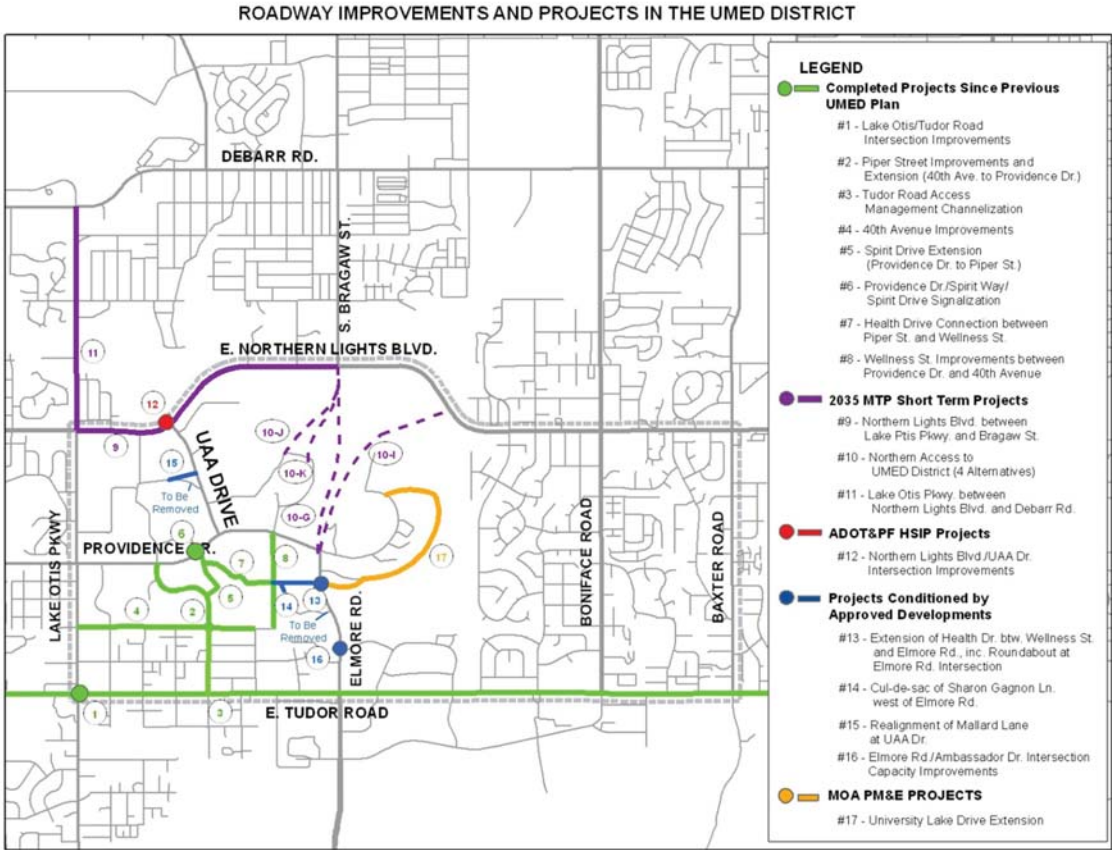


Figure 35. Roadway Improvements and Projects in the UMED District



PUBLIC TRANSPORTATION

The District is moderately well served by a variety of public transit, most notably by eight People Mover fixed bus routes, six of them serving a transit center located at PAMC. UAA and APU participate in the U-Pass program, which provides students with free bus passes. UAA alone has distributed 22,800 passes, which has resulted in nearly 1,000 average weekday rides, thus reducing the need for parking and reducing congestion both on campus and on the surrounding roadway network. UAA operates the Seawolf Shuttle, providing connections across campus and to Anchorage area satellite locations, improving campus circulation. A culture shift to reduce personal cars, new parking management strategies, and other incentives could increase public transit use and reduce parking demand. Additionally, on-demand public transportation options include:

- ANMC shuttle service
- Taxis
- AnchorRides paratransit service
- Zimride car-sharing
- Anchorage Share-a-Ride
- Hertz On-Demand car rentals

Figure 36. Public Transportation within the UMED District

NONMOTORIZED TRANSPORTATION

The UMED District contains an extensive network of sidewalks, trails, and multiuse pathways serving nonmotorized uses. The sidewalk system provides connections across the various campuses and links each use to transit and adjacent uses. The trail and multiuse path system, shown in Figure 37, serves a variety of year-round uses. Key paths used for transportation, such as commuting by bicycle, include the Chester Creek Trail to the northwest and the Campbell Creek Trail to the south. These trails, along with a network of paved and unpaved trails, provide recreation opportunities for pedestrians, runners, cyclists, and skiers. The 2035 MTP includes a range of sidewalk and multiuse pathway projects, identified for the district.

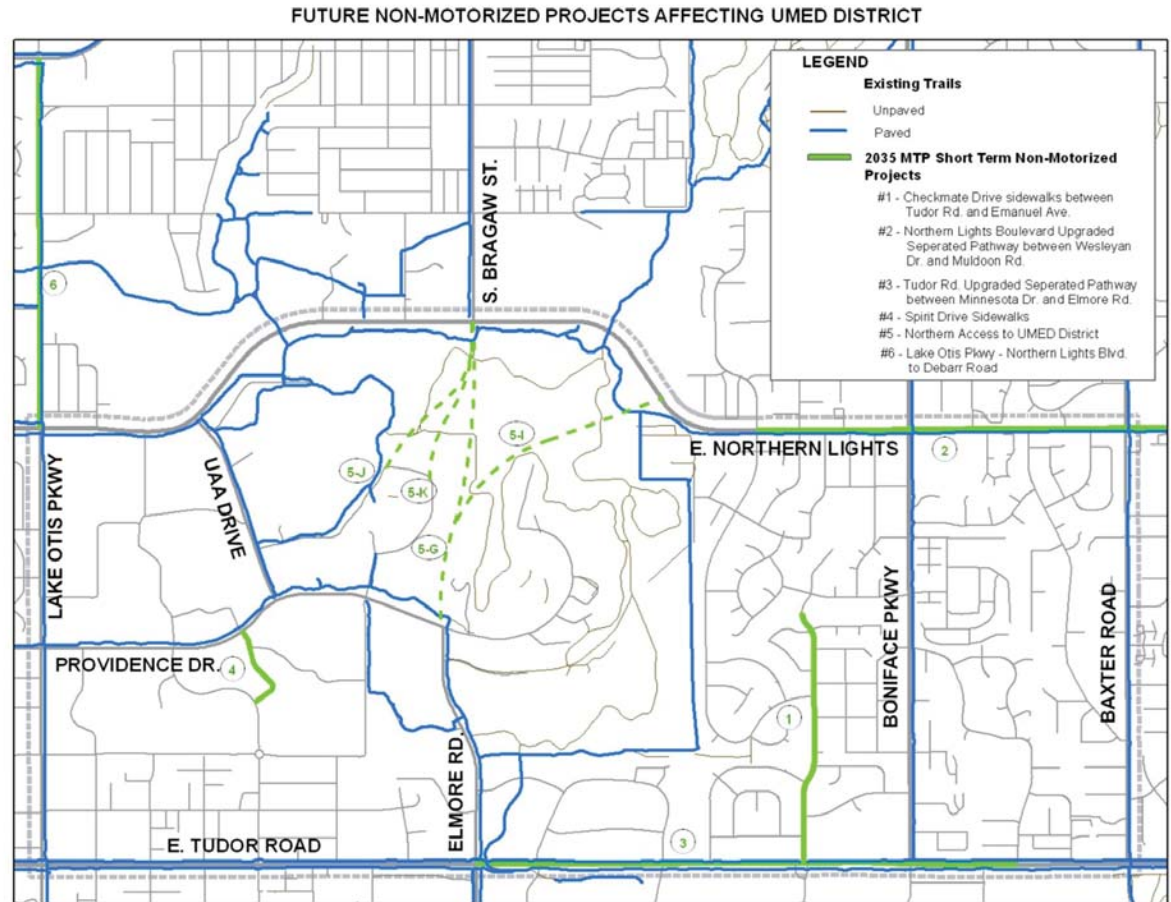


Figure 37. Future Non-motorized Projects Affecting UMED District

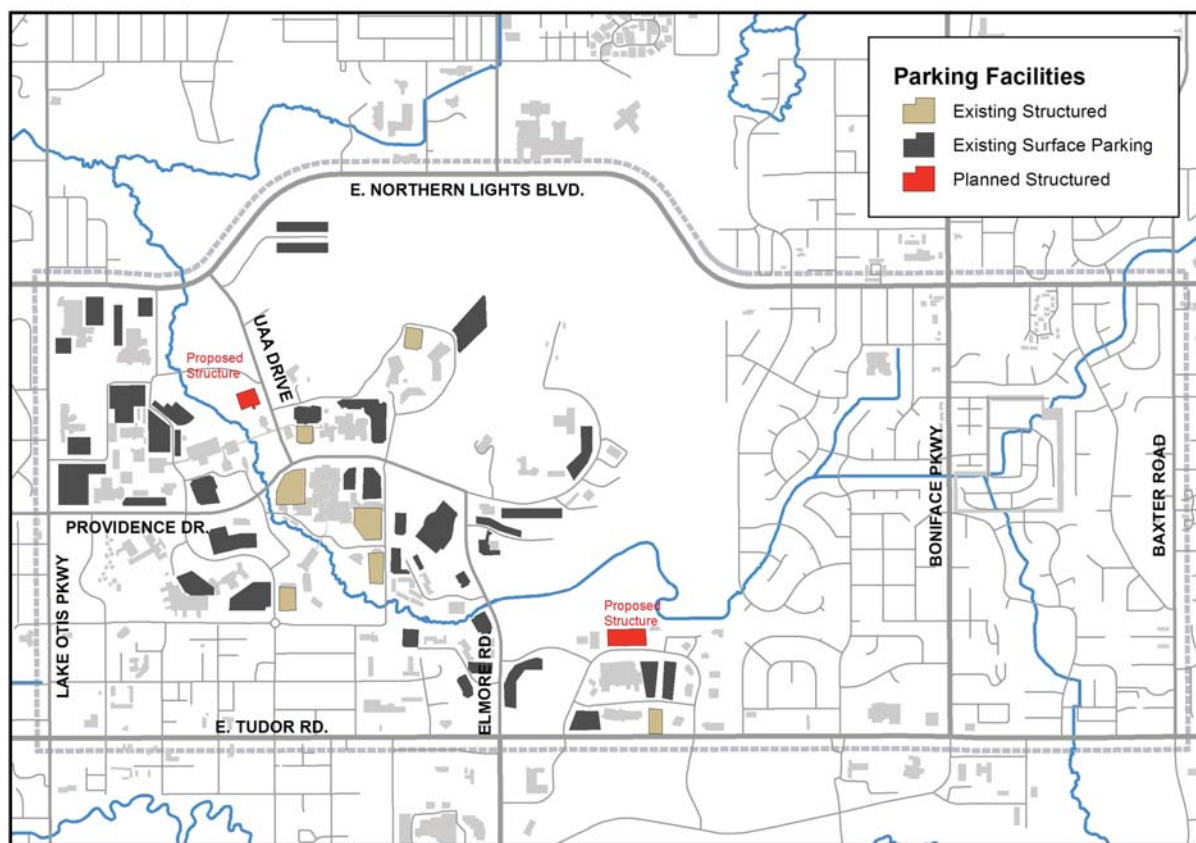


Figure 38. Major Institutional Parking Facilities in the UMED District

PARKING FACILITIES

A substantial portion of the developable land in the UMED District is devoted to surface parking, as shown in Figure 38. However, as the district grows and densifies, the major organizations will transition to structured parking. UAA, PAMC, and ANMC have existing structured parking; UAA and ANMC have planned parking structures to serve approved developments.

Parking is controlled via permits at APU, semester permits, and paid hourly parking at UAA, while the remaining parking in the district is free. Parking lots are enforced by University staff. A shared parking agreement has been established between PAMC and UAA to allow evening and weekend events at the Alaska Airlines Sports Center to use approximately 500 spaces in the adjacent PAMC parking facilities.

In addition to institutional parking, the district also contains surface parking lots serving commercial and office uses, including elevated structures with parking at ground level. The residential portions of the district are served via both off- and on-street parking. No permit or time restrictions govern the on-street parking in the district. Initiatives such as shared parking, intradistrict shuttles, parking management, and transportation-demand-management measures can increase the efficiency of a District parking system.

OPPORTUNITIES AND CHALLENGES

FOR TRANSPORTATION:

- Congestion on UAA Drive
- Access and safety at Wendler Middle School and Lake Otis Elementary School
- Congestion and out-of-direction travel may require additional roadway development
- Concern over northern access impacts to natural areas and trails
- Lack of direct bus/transit to the District
- Parking management program
- Transportation-demand-management program
- Funding
- Content sensitive solutions for design of roadway and trail projects



10. REGULATORY FRAMEWORK

Generalized Land Use Map, 1986	136	Title 21	140	Anchorage Bicycle Plan	140
Anchorage 2020: Anchorage Bowl Comprehensive Plan	136	2035 Metropolitan Transportation Plan (MTP)	140	East Anchorage District Plan	141
				UMED District Plan Update	142

REGULATORY FRAMEWORK

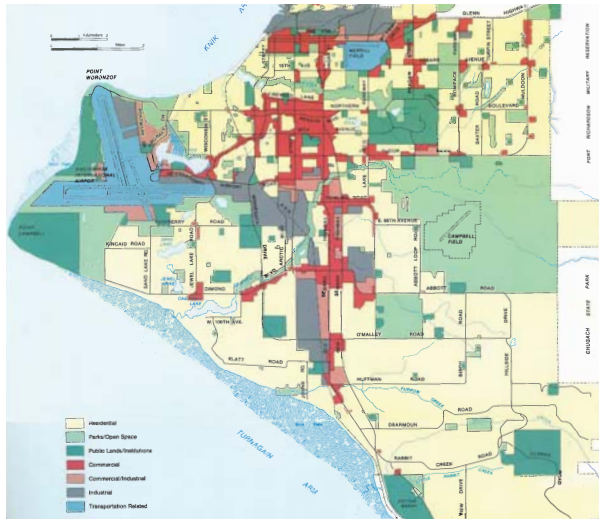


Figure 39. Generalized Land Use Map, 1986

This chapter provides an overview of the planning documents that have guided development in the UMED District over the years. The Anchorage Generalized Land Use Plan, the Anchorage 2020: Anchorage Bowl Comprehensive Plan, the 2035 Metropolitan Transportation Plan, and the 2012 Anchorage Wetlands Management Plan (outlined in the Natural Resources Chapter of this report on page 94) serve as the umbrella documents under which the 2003 UMED District Plan was created. Title 21, the municipal code that governs land use and zoning in Anchorage, was recently updated to include modern land uses reflected in the Anchorage 2020 Land Use Policy and Plan maps.

GENERALIZED LAND USE MAP, 1986

Anchorage adopted an official Generalized Land Use Map in 1986. Since that time the map has been updated parcel by parcel, resulting in the UMED Land Use: Existing Conditions map included in this report (Figure 41). The updates were incorporated over the years with district planning or organizational master planning updates.

The 1986 Generalized Land Use Map is amended with the adoption of district or neighborhood plans and will be amended with this UMED District Plan update as directed by the 2020 Comprehensive Plan. It is important for it to be represented in the UMED Profile Report because it is

the most recently adopted Land Use map for Anchorage. The map has informed Land Use planning efforts throughout Anchorage for almost three decades, and continues to be the foundation for land use and zoning decisions throughout Anchorage.

ANCHORAGE 2020: ANCHORAGE BOWL COMPREHENSIVE PLAN

The Anchorage 2020: Anchorage Bowl Comprehensive Plan (Anchorage 2020) was adopted on February 20, 2001 to “create a framework for decisions about land use and transportation, as well as public facilities, economic development, housing, and other public issues.”

The purpose of the plan was to guide development, particularly in the Anchorage Bowl, through the year 2020. Growth within the Anchorage Bowl is physically constricted by mountains and water; therefore, the plan focused specifically on the relationship between growth in Anchorage and the protection of natural areas and open space in relation to this development. Through the Anchorage 2020 plan, a Land Use Concept Plan was developed to identify major employment centers, redevelopment/mixed-use areas, town centers, neighborhood commercial centers, industrial reserves, and transit-supportive development corridors throughout the Anchorage Bowl.

The Anchorage 2020 Land Use Policy Map (Figure 40) identifies the UMED District as a major employment center that incorporates or borders a redevelopment and mixed-use area. Major employment centers are promoted as high-density areas within the Anchorage Bowl, with greater than 50 employees an acre, and have been created next to Redevelopment and Mixed-Use Areas, so-called “urban villages,” which provide medium- to high-density residential development and encourage residents to live close to their places of work. The plan recommends walking as the transportation mode of choice for short trips within major employment centers and makes the development of pedestrian networks a priority. Policy 23 of Anchorage 2020 and Title 21, specifically B-2 and B-3 zoning district regulations, support the Major Employment Center concept. Additionally Anchorage 2020 policies 10, 14, 17, and 20 support the Redevelopment and Mixed-Use Areas concept.

Lake Otis Parkway is identified as a transit-supported development corridor on the Land Use Policy Map. Transit corridors are designed to accommodate residential development within ¼ of a mile from the designated corridor. Town Centers on Lake Otis Parkway are identified at Dowling and Abbott Roads. Transportation Policies 30, 34, and 37 and Residential Policy 9 of the Anchorage 2020 Implementation Plan support the transit-supported development corridor concept.

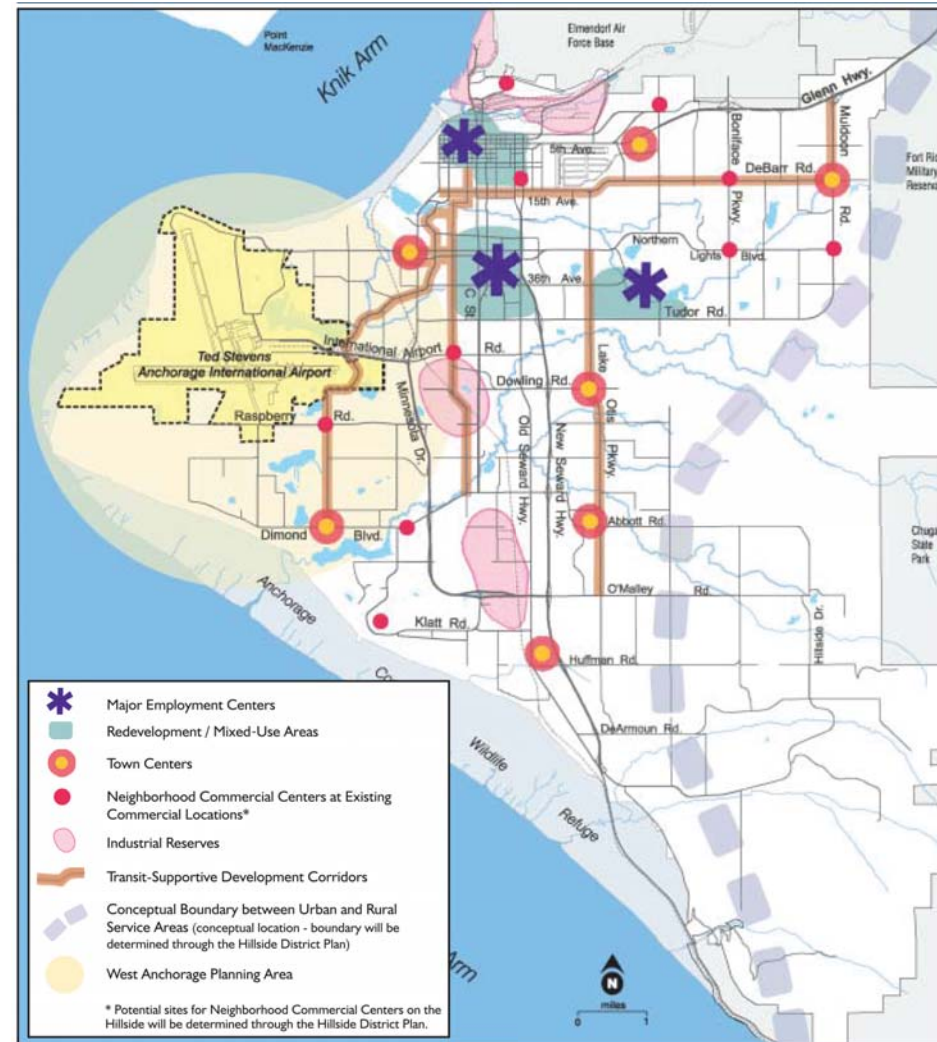


Figure 40. Anchorage 2020 Land Use Policy Map

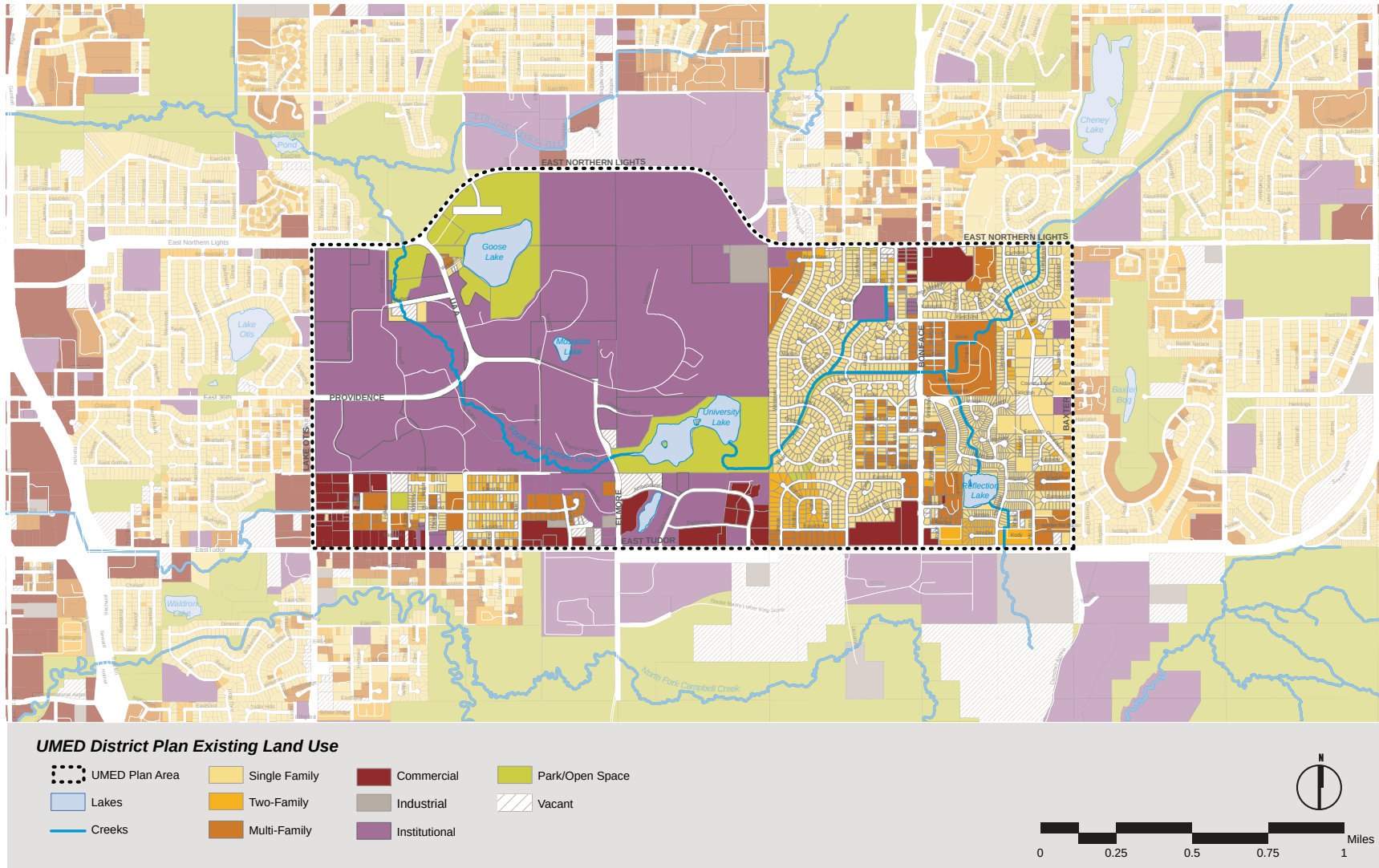


Figure 41. UMED Existing Land Use Map

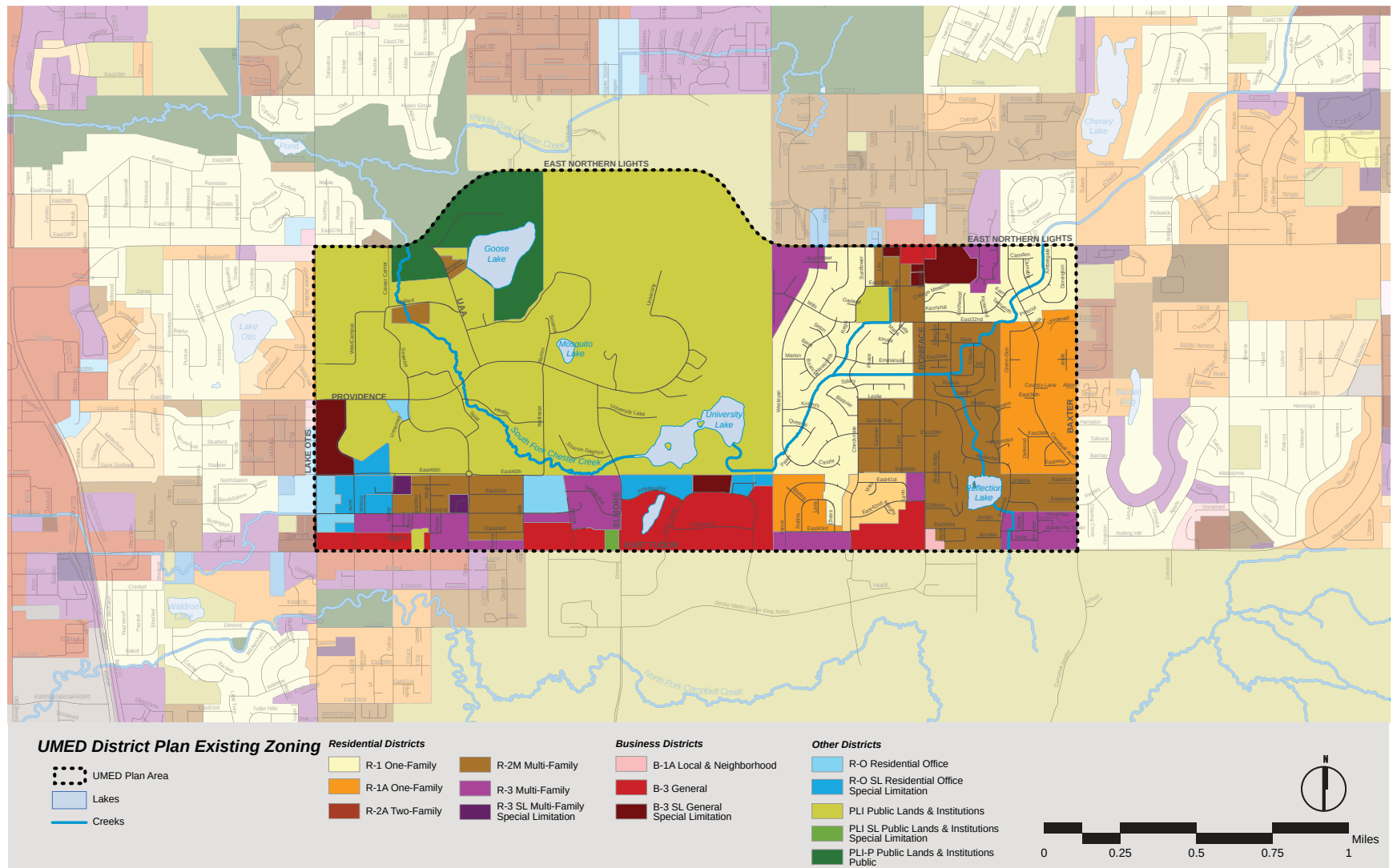


Figure 42. UMED Existing Zoning

TITLE 21

The section of the Municipality of Anchorage municipal code that regulates land use and development is Title 21. This title is intended to protect and enhance the public health, safety, and general welfare of the MOA. To implement Anchorage 2020, the MOA's Community Development Planning Division initiated a rewrite of Title 21 to modernize land use regulations to include development techniques and design standards; to make the code more useable and easier to understand; and to implement recently adopted plans and policies. Assembly Committee Draft Title 21 Chapters were introduced to the Anchorage Assembly on December 18, 2012. The Assembly adopted Title 21 on February 26, 2013, with an effective date of January 1, 2014.

For a detailed breakdown of the zoning classifications as pertains to the UMED District, please see Appendix F.

2035 METROPOLITAN TRANSPORTATION PLAN (MTP)

The Anchorage Metro Area Transportation Solutions (AMATS) is a federally recognized Metropolitan Planning Organization (MPO) created to plan and fund transportation systems in the Anchorage Bowl and the Chugiak-Eagle River areas when federal funds are used. The Federal Highway Administration (FHWA) requires the MPO to have an adopted Metropolitan Transportation Plan (MTP), which must be updated every four years. To comply with FHWA MTP requirements, the AMATS developed the 2035 Metropolitan Transportation Plan (MTP) for the Anchorage Bowl and Chugiak-Eagle River areas in 2012. The Transportation Improvement Program (TIP), is the four-year, financially constrained capital program of transportation projects, funded primarily from gasoline taxes and Federal funding.

The purpose of the 2035 Metropolitan Transportation Plan is to outline goals for the Anchorage Bowl and Chugiak-Eagle River transportation systems and provide a framework by which to guide the TIP. Development of the MTP is guided by land uses outlined in Anchorage 2020 and subsequently adopted District and Neighborhoods plans. The MTP includes recommendations for vehicular, public transportation, and bicycle circulation.

ANCHORAGE BICYCLE PLAN

The Anchorage Bicycle Plan was created to include bicycle travel into the overall transportation planning process and promote the bicycle as a legitimate mode of transportation. The plan aims to expand the existing infrastructure, including parking and wayfinding for bicycling; encourage bicycle usage as a transportation mode; and promote bicycle education and safety. The plan, which was adopted by the Anchorage Assembly in March 2010, identifies a 508-mile, comprehensive network of bicycle paths throughout the MOA. The greenbelt trails that follow major stream corridors, such as the Chester Creek trail located within the UMED District, constitute the majority of this comprehensive trail system. The American Community Survey reported that 1.02 percent of work trips are made by bicycle in Anchorage, which is far greater than the national average of 0.4 percent. Within Anchorage, the most common bicycle destinations coincide with those areas of highest employment or business concentrations: Downtown (32 percent), Midtown (24 percent), and the UMED District (18 percent).

The following recommended action items included in the plan specifically identify the UMED District as an area for improvement. These action items support Goal 5 of the Anchorage Bicycle Plan, to “provide support facilities and amenities designed to enhance the bicycle

network and encourage the use of bicycling as a practical transportation system.”

POLICY 5.1:

Review zoning codes for bicycle parking to include requirements for bicycle parking well-monitored, lit, secure areas that are protected from the elements and are convenient to the entrances of buildings.

- 5. Work with MOA Planning Department to incorporate a bonus point system that would be adopted for zoning districts to provide consideration of long-term bicycle parking as part of site plan reviews for development within major employment centers—Downtown, Midtown, the UMED District, and town center.

POLICY 5.2:

Include short- and long-term bicycle parking that is covered and protected at public facilities.

- 1. Work with Project Management & Engineering, Transit, and the Anchorage Parking Authority to provide and install secure bicycle storage lockers at park-and-ride locations and Downtown, Midtown, and UMED District Parking facilities.

EAST ANCHORAGE DISTRICT PLAN

Like other areas of Anchorage, East Anchorage will benefit from a district planning effort. A tailored plan that looks at the area's unique residential/commercial mix and transportation issues is being developed, together with implementation strategies that suit the area's character.

The district planning area is located to the northeast of the UMED District, and overlaps into the residential neighborhoods along Boniface Parkway.

This plan is built around six Guiding Principles meant to capture the values and priorities of East Anchorage: Economy, Community and Housing, Equity and Opportunity, Environment, Transportation, and Process Implementation. Recommendations for new trails, “activity centers” locations, road/intersection improvements, residential growth, and design guidelines are outlined in the plan's vision and would directly impact the neighborhoods within the UMED District. A public Review Draft of the plan was released in October 2013.

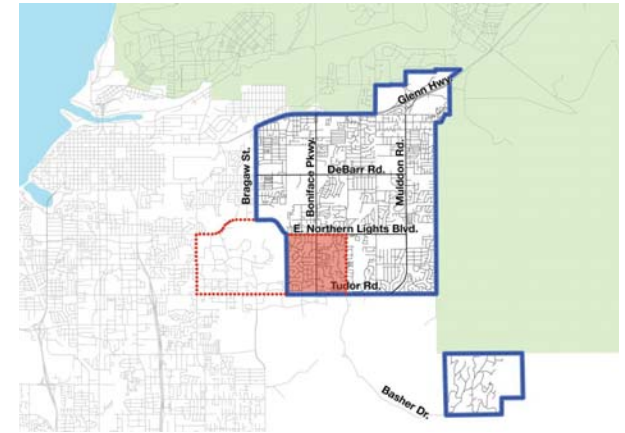


Figure 43. The area in red illustrates the overlap between the UMED District Plan boundary and the East Anchorage District Plan boundary and is not meant to indicate or propose any changes to the current University Area Community Council boundary currently adopted by the Anchorage Assembly.

UMED DISTRICT PLAN UPDATE

These Supporting Documents are one element of the District Plan Update. The Profile Report provides an overview of the key players in the UMED District and summarizes the existing regulatory framework for each. Although not exhaustive, the Profile Report also establishes a baseline of information on which the UMED District Plan Update has been built. The District Plan Update also relies on data gathered from further research and the public outreach process. These various sources of information have identified challenges and opportunities within the District and have subsequently informed the Visions chapter of the District Plan Update.

Through continued public outreach, case studies, and research, recommendations have been developed to meet the goals and objectives of each Vision. Finally, the recommendations have been organized into a matrix that identifies how easily each may be accomplished, what type of funding may be necessary, and who are the responsible parties.



Figure 44. Cover of the UMED District Plan Update



APPENDICES

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APPENDIX A: UMED DISTRICT DESIGN GUIDELINES

ANCHORAGE 2020 DESIGN & ENVIRONMENTAL POLICIES

POLICY NO.	POLICY
41	Land use regulations shall include new design requirements that are responsive to Anchorage's climate and natural setting.
42	2650 E. Northern Lights Boulevard
43	Plans for major commercial, institutional, and industrial developments, including large retail establishments, are subject to site plan review.
44	Design and build public improvements for long-term use.
45	Connect local activity centers, such as neighborhood schools and community centers with parks, sports fields, greenbelts, and trails, where feasible.
46	The unique appeal of individual residential neighborhoods shall be protects and enhanced in accordance with applicable goals, policies, and strategies.
47	Provide distinctive public landmarks and other public places in neighborhoods.
48	Subdivision plats and site development plans shall be designed to enhance or preserve scenic views and other significant natural features in accordance with applicable goals, policies, and strategies.
49	Site plan layout and building design for new development shall consider the character of adjacent development. The Municipality may require layouts and designs to incorporate the functional and aesthetic character of adjacent development.
50	Healthy, mature trees and forested areas shall be retained as much as possible.
51	The Municipality shall define Anchorage's historic buildings and sites and develop a conservation strategy.
52	Site and design residential development to enhance the residential streetscape and diminish the prominence of garages and paved parking areas.
53	Design, construct, and maintain roads to retain or enhance scenic views and improve the general appearance of the road corridor.
54	Design and construct neighborhood roads and walkways to ensure safe pedestrian movement and neighborhood connectivity, and to discourage high-speed, cut-through traffic.
55	Provide pedestrian and trail connections within and between residential subdivisions in new plats, including replats.

Table A. Design policies are excerpted from the Anchorage 2020: Anchorage Bowl Comprehensive Plan.

POLICY NO.	POLICY
56	Anchorage 2020 goals, policies, and strategies shall guide development of the Housing & Community Development Consolidated Plan in terms of the location and density of housing development.
57	Encourage the maintenance and upkeep of existing housing in order to extend its useful life and neighborhood stability.
58	Encourage more affordable housing, including home ownership opportunities for low-income residents.
59	Recognize mobile home parks, co-ops, and common ownership interests as viable, affordable housing choices and neighborhood lifestyle options.
60	Design attractive affordable housing that is suited to its environs.
61	Promote the availability of supportive housing opportunities for the homeless and for persons with special needs.
62	Distribute throughout the Municipality residential facilities that are supported by governmental agencies and operated for health, social services, or correctional purposes.
63	Amend land use regulations and relevant plans to incorporate policies and procedures, management plans, and standards for natural open space. Encourage public/private collaboration methods for natural open space protection.
64	The Municipality shall provide orderly development within Anchorage's coastal zone, protect and enhance its unique natural features and resources, and sustain and enhance coastal access.
65	Promote and encourage the identification and conservation of open spaces, including access to greenbelts, Chugach State Park, Anchorage Coastal Wildlife Refuge, and Far North Bicentennial Park.
66	Fish, wildlife, and habitat protection methods shall be addressed in land use planning, design, and development processes.
67	Critical fish and wildlife habitats, high-value wetlands, and riparian corridors shall be protected as natural open spaces, wherever possible.
68	Water resources and land use planning shall be integrated through the development of watershed plans for Anchorage streams.
69	The Municipality shall preserve the functions and values of important wetlands, and manage the proper use of low-value wetlands with General Permits, as delineated in the Anchorage Wetlands Management Plan.
70	The ecological and drainage functions of Anchorage's aquatic resources shall be protected and, where appropriate, restored.
71	Utilize wetlands to manage drainage and improve water quality, where appropriate.
72	The Municipality shall minimize the incidence of new developments for human occupancy in high natural hazard areas.

U-MED FRAMEWORK MASTER PLAN (2003) DESIGN GUIDELINES

The following design guidelines are excerpted from the Universities and Medical District Framework Master Plan published in 2003 (pg. 40).

PUBLIC INFRASTRUCTURE

Ensure thoughtful direction and timing of public investments in infrastructure to leverage private investments in ways that will benefit the District as a whole.

- Sequence implementation of District public improvements to:
 - stimulate reciprocal private development,
 - enhance the existing open space and trail system, and
 - address immediate and long-range circulation needs.
- Maximize opportunities for shared use and funding of infrastructure projects throughout the District.

INSTITUTIONAL AND PRIVATE DEVELOPMENT

Provide owners and developers with a policy framework that will ensure proper coordination of all improvements with one another and with the plans for adjacent

properties. Place a high value on irreplaceable natural features.

- Design and sequence development so that the natural qualities of the district are protected. All development should be consistent with the Plan's identified land classifications:
 - Redevelopment Priority
 - Development Priority
 - Development Reserve
 - Preservation Open Space
 - Institutional
 - Residential
 - Mixed-Use Commercial

GATEWAYS

Acknowledge, through design and signage, the points of entry to the District and to institutions within it.

- Treat Bragaw Street, UAA Drive and Providence Drive as principal gateways into the District.
- Treat Tudor Centre, Providence East, Seawolf Drive, Dale Street, Piper Street, Florina Street, Wright Street, Cornell Court, E. 40th Avenue, E. 42nd Avenue, and MLK Learning Center Drive as entrances to campuses and other properties.

ENTRANCE AND ORIENTATION

Simplify way-finding by clearly identifying major destinations throughout the District.

- Provide each campus entry with a permanent monument and landscape treatment appropriate to its context.
- Coordinate standards for lighting, street furnishings and signage throughout the District to create a consistent and understandable circulation system.
- Extend direction-finding signage to trails where appropriate.

MIX AND ARRANGEMENT OF USES

Reduce the need for vehicular trips by encouraging service, retail and other support functions close to places of work, residence and study in the District.

- Encourage a mix of uses within blocks and, where feasible, within buildings.
- Public attractions should be located so that public access and activity do not disrupt every day users of the District.
- Attractions should be designed to complement the natural setting of the District and should be compatible with adjacent uses.

- Expand the local street and pedestrian circulation systems throughout the District to accommodate direct access between facilities

BUILDING MASS

Configure each building to be compatible in scale with adjacent natural and built features.

- Design buildings so that their apparent bulk does not overwhelm the size and character of nearby buildings, woodlands and other open spaces, and trails.
- Protect solar access to significant public open spaces by limiting the height of buildings to the south.
- Avoid features such as large blank walls that increase the apparent bulk of a building.

BUILDING ORIENTATION

Orient buildings to face streets and other public spaces and to conserve energy.

- Encourage active ground floor uses along pedestrian routes.
- Orient buildings and related structures to maximize shared views.
- Provide balconies, terraces, lobbies and

entrances facing parks, plazas and special streets.

- Provide links from plazas and courtyards to major open spaces.
- Face doors and windows towards public open spaces. Avoid turning the back of any development on public open space.
- Configure windows to capitalize on natural light and avoid solar gain in summer.
- Coordinate building design with existing trees and other natural features to provide shelter from prevailing winds.
- Orient buildings to create favorable micro-climates for new and existing landscape, and to protect building entrances and usable outdoor spaces.

BUILDING ARTICULATION

Reconcile the need for improved local access between campuses and support facilities with the established character of District development.

- Site and articulate new campus buildings to reinforce the center of each campus as a walkable environment.
- In residential portions of the District, maintain a sense of traditional blocks, street walls and

intersections within the established street system.

- Avoid development of remote facilities that would subdivide natural areas.

PUBLIC ART

Enrich the maturing urban environment by integration of art in its public spaces.

- Integrate public art into the development projects.
- Use regional and local themes in selecting public art.
- Scrutinize the suitability of art objects, especially memorials, introduced to public spaces for their possible influence on future improvements.

MATERIALS AND SIGNAGE

Set a precedent for future development with the quality of signage and of conspicuous building materials. It is important that consistent, high quality be maintained.

- Use building materials that suggest permanence and dignity and that are appropriate for Alaska.
- Develop specific guidelines for each institution and the neighborhood development (commercial and residential). For non-

institutional development, these may take the form of Covenants, Conditions and Restrictions [CC&Rs].

HIERARCHY OF OPEN SPACES

Provide for a full range of open space needs in the District. The primary value of some natural space is as undisturbed habitat. At the other extreme are open spaces designed for active recreation. The District is capable of meeting both of these needs and many less clearly defined and shared uses.

- Provide passive and active public open space in the District.
- Consider the relationships between primary and secondary open spaces in the senses of public access, size, habitat uses, and other specialized uses such as nordic skiing and snowshoeing.
- Connect all public open spaces with a network of pedestrian pathways as components of an open space system that extends beyond the individual institutions to the adjacent neighborhood.
- Integrate private open spaces with the public access system to the extent that compatibility with other private uses permits.

LANDSCAPE BUFFERS

Protect natural areas from inappropriate access, from 'visual pollution' such as an open view of a parking lot, and from untreated runoff from developed areas. Natural areas, especially those designated as Preservation Open Space, merit special protection, which can be provided in part by planted buffers.

- Favor use of native plant materials, but ensure that view corridors will not be obstructed when trees and shrubs approach maturity.
- Conserve and integrate established native plants in the disturbed areas near development.

NATIVE LANDSCAPES

Reinforce the natural landscape and ecology of the District by use of appropriate materials and techniques.

- Emphasize native plantings in naturalistic patterns.
- Coordinate native plantings adjacent to habitat corridors with mixed plantings in associated streets and open spaces.
- Protect steep slopes from erosion.
- Protect and restore existing wetlands.
- Maintain campus safety and security through selective trimming or removal of trees and shrubs. Avoid use of tall, dense plantings that obstruct sight lines.

- Use native plantings to protect nesting areas and other sensitive habitat from human access.

HABITAT PROTECTION

Protect surviving native flora and fauna in the District and encourage their continued presence.

- Maintain existing wildlife corridors linkage among habitat areas.
- Restrict pedestrian access to sensitive areas.
- Minimize the widths of disturbance zones when constructing trails.
- Identify and protect especially vulnerable plant and animal habitats.

RECREATIONAL FACILITIES (TRAILS, BEACHES AND SPORTS FIELDS)

Integrate recreational facilities with the circulation system to provide access for all who live or work in the District.

- Complete the system of local streets and trails to interconnect the other primary public open spaces.
- Vary the spatial experience along trails in response to orientation and to natural and built features.
- Configure and landscape the trails and contiguous private open spaces to create a

series of connected yet discrete open spaces, each related to buildings and capitalizing on views.

- Provide public access to the trails.
- Celebrate significant points of connection of the trails.
- Maintain the integrity of ski trails over or under vehicular streets.
- Connect campus local trails to the regional trail system.

ROADWAYS

Design the circulation system to serve all users. In the past, some streets have been built to meet only vehicular needs, conflicting directly with the principles of the current plan.

- Design every street to accommodate automobiles, transit, bicycles and pedestrians equitably.
- Design streets to encourage driving at appropriate speeds, making appropriate use of traffic calming measures.
- Design roads and driveways to conform with the existing topography, minimizing cutting and filling, yet adhering as closely as possible to transit gradient and turning parameters.
- Provide direct connections to the trail system.

- Accommodate the needs of transit to serve major destinations in the District effectively.

TRANSPORTATION MANAGEMENT

Manage vehicular movements in the District to meet access needs without compromising uses or environmental quality.

- Promote the use of transit, walking, bicycling and skiing for circulation to and within the District.
- Maintain equity between modes within streets and intersections throughout the District.
- Manage parking on campuses to encourage carpooling.
- Control street intersections to regulate vehicular flows to acceptable levels.
- Minimize conflicts between vehicles and pedestrians by introducing controls at busy crossing points.

PUBLIC TRANSIT

Promote public transit as a viable mode of travel within and beyond the District.

- Provide transit routes and stops that give public transit priority over other vehicles.

- Provide convenient transit stops that are close to destinations and include adequate seating, shelter and other furnishings as appropriate.

PEDESTRIAN AND BICYCLE ACCESS

Expand the circulation system to provide safe and convenient access on foot and bicycle between all major destinations within and adjacent to the District.

- Seek opportunities to establish pedestrian connections between the campus and the adjacent neighborhoods.
- Design streets in the adjacent neighborhood that encourage pedestrian use.
- Direct pedestrian and bicycle traffic to street crossings with adequate sight distances and appropriate traffic controls.
- Provide sidewalks on both sides of every street.
- Identify and respond to the needs on each sidewalk for pedestrian through-zone width, building frontage zone, furnishing zone, curb and loading zone dimensions.
- Connect all streets to others at both ends to create a flexible grid. Similarly, connect all sidewalks, trails and walkways to one another or to building entrances
- Provide safe off-street, short-cut pedestrian connections where possible.

SERVICE ACCESS

Provide access for service vehicles that is discrete yet efficient.

- Locate service, drop-off and pick-up areas away from corners and major building entries, so that they minimize disruption to vehicular and pedestrian traffic patterns.
- Discourage loading, service and parking access from primary pedestrian streets and trails.
- Ensure adequate sight lines for maneuvering service vehicles.

- Lay out surface parking with clear and direct pedestrian access routes.
- To the extent practicable, use shared parking facilities.
- Discourage parking entrances and exits on pedestrian-oriented streets or close to corners.
- Buffer structured parking at street level with active, pedestrian-oriented uses or landscaping.
- Wherever practicable, locate parking facilities out of public view on the perimeter of campuses to reduce conflicts with pedestrians.

PARKING FACILITIES

Locate and configure parking facilities for convenience without undue visibility. They should be less dominant in the landscape than occupied buildings or major landscape features.

- Provide convenient but inconspicuous parking.
- Minimize frontage areas used for surface parking.
- Provide landscape buffers between roadways and parking lots.
- Limit parking areas so they are not immediately visible from the municipal trails.
- Provide adequate but not excessive parking at designated access points to trail system.

APPENDIX B: WETLAND MANAGEMENT BEST PRACTICES

The following Wetland Management Best Practices are excerpted from the Draft Anchorage Wetlands Management Plan Revision, dated March 2012.

DRAINAGE IMPACT ANALYSIS

When required as a specific permit condition or as deemed necessary for municipal reviews, a Drainage Impact Analysis (i.e., hydrogeologic analysis) shall be supplied by the applicant to the Municipality of Anchorage's Community Development Department with consultation by MOA-Watershed Management Section. Information for this analysis includes, but is not limited to:

- Estimates of surface and subsurface water movement within and into the subject property;
- Delineation of estimated on-site and off-site drainage impacts of the fill;
- Outline of mitigating factors to offset adverse impacts;
- Soil types, depth to groundwater, and seasonal water table information;
- Existing topographic delineation and general surface drainage patterns;
- Location of permanent and ephemeral watercourses and water bodies greater than 100 sq ft;
- How development within and adjacent to

the subject wetland may be affected by groundwater intrusion as a result of the proposal.

- *Note: The Drainage Impact Analysis provided by the applicant should include information, which conforms, at a minimum, to municipal policies in the most current municipal Design Criteria Manual.

SITE DRAINAGE PLAN

To evaluate and reduce the potential for groundwater intrusion and impacts to existing local hydrology, the following information shall be required when indicated in Table 4, or otherwise as a condition of a General Permit. This information may be applicable concerning both construction and full build-out of the project:

- Identification of final surface drainage directions for a finished development;
- Location and types of existing and proposed constructed and natural drainage facilities/features, including sub-drains, culvert size and catch basins, and location of connections and elevations where new drainage features tie into existing storm drains. Also, location and measurements of retained natural drainage features;
- Identification and location of water quality

treatment measures and facilities and levels/standards of water quality intended to be achieved with treatment;

- Location and types of necessary dewatering controls (ditches, ditch blocks, etc.) to be used in construction and as part of finished design, to ensure maintenance of remaining wetland hydrology.

WATER QUALITY CONTROL PLAN

A water quality control plan shall be submitted for all wetland construction projects and shall indicate, as necessary:

- Measures that will be taken during construction for water quality maintenance. These measures must include, but are not limited to:
 - Placement of perimeter silt fence or other sediment control devices at the toe of any exposed fills;
 - Identification of the location, size, and depth, of stormwater and construction site runoff treatment settling ponds;
 - Identification of the location and type(s) of outlet features of water treatment for settling ponds, e.g., filtering swales; and
 - Identification of temporary construction and fill slope stabilization measures.

- Measures that will be taken (by the applicant) for long-term site stabilization, including:
 - Minimum 2.5:1 slopes of fill which face or abut unfilled wetlands;
 - Slope blankets; and
 - Revegetation plans for exposed fills and slopes, including maintenance, as necessary.

SITE RESTORATION AND STABILIZATION

The following measures shall be included in any restoration plan submitted by an applicant, where the original wetland is being restored or enhanced:

- Final grading plan of disturbed and restored wetlands shall match remaining natural grades, or original grades as closely as practicable;
- Include revegetation plan for disturbed fills and wetlands. Shall utilize native species per original condition to maximum extent practicable, and/or match guidelines of the Municipality of Anchorage Standard Specifications (M.A.S.S.).
- Shall include topsoil placement, as necessary, on poorer soil areas, e.g., peat or silt, to insure revegetation.
- Proposed coverage of revegetation plans: recommend 90 percent coverage after one

season, plus appropriate maintenance and replacement scenarios. Consult with the current M.A.S.S. for the latest applicable guidelines. Site specific guidelines may be required.

MINIMIZATION AND HABITAT AVOIDANCE

The following measures shall be included in design plans for General and Individual Section 404 Permits in order to minimize or avoid disturbance to wetlands and to wildlife use of an area:

- Cluster housing design [or Conservation Subdivision per Provisionally Adopted Code (May, 2010) 21.08.070] and transition buffer standards, following the Anchorage Municipal Code (Section 21.45), shall be used wherever feasible and prudent to modify residential densities in order to avoid fills in key wetland areas.
- Whenever practicable, commercial or residential subdivision design shall incorporate key wetland areas in separate tracts as open space or under other nondevelopment designations.
- In larger wetlands, subdivision development and fills shall be phased, where possible, to minimize impacts. Phasing shall begin at the portion of a wetland furthest from known sections of higher

value wetlands.

- General Permit and Individual Permit authorizations shall contain timing restrictions for fills, during the period from April 15 to July 15 in an effort to minimize impacts on nesting and migrant waterbirds.

ADDITIONAL INFORMATION

Unless otherwise specified, when additional information or site analysis (e.g., drainage analysis, wetland delineation, avoidance measures) is required in Table 4, such information shall be provided by the applicant at the time of permit application.

MITIGATION TECHNIQUES

The process outlined in this section and identified Enforceable Policies shall be used as the Municipality's key mitigation techniques. Where additional mitigation, beyond these key techniques, is considered during a Section 404 Review, then the mitigation shall be considered in the following order of preference according to EPA's standard for mitigation sequencing. The costs and engineering feasibility, relative to the benefit to the resource, shall be considered in the implementation of this policy. Additional information on mitigation can be found in Chapter 6 of this plan. The standard mitigation sequence is:

- AVOID: Avoiding the adverse impacts altogether by not taking a certain action;
- MINIMIZE: Minimizing impacts by limiting the degree or magnitude of the action;
- COMPENSATION: Compensating for the impact by replacing or providing substitute resources or environments through:
 - Rectifying the impact by repairing, rehabilitating or restoring the affected environment;
 - Create or establish new wetlands where they did not exist before;
 - Enhancement of existing degraded wetlands improving one or more of their functions.
 - Preservation of wetlands in perpetuity using a conservation easement or other mechanism.
 - Mitigation Banking allows developers who will incur wetland impacts to compensate by purchasing credits from a wetland mitigation bank prior to filling wetlands. Mitigation Banks basically preserve wetlands and sell the credits for a fee established by the bank.
 - In-lieu-fee mitigation allows payment of a set fee to compensate for wetland impacts assessed by the Anchorage Debit-Credit Methodology or other method accepted by the Corps of Engineers. Fees are used to purchase wetlands to be preserved or to enhance or restore existing wetlands;

APPENDIX C: RETAIL DEMAND METHODOLOGY

RETAIL DEMAND METHODOLOGY

Retail demand was calculated separately for workers, students and households. In all cases, the methodology followed the same basic steps outlined below.

- Estimate existing worker, student and household populations in the planning area.
- Use existing data sources to estimate average annual spending patterns for a single worker, student or household.
- Apply a local capture rate by retail category to estimate the amount of spending that will take place in the UMED district.
- Multiply UMED district spending per worker/student/household by the total worker/student/household population to arrive at total UMED district annual retail sales.
- Translate UMED district annual retail sales into supportable retail area by dividing the total sales by sales category by typical sales per square foot for each retail category.

The following pages describe the data sources and assumptions used for each stage of the calculations.

EMPLOYEE RETAIL SPENDING

The current number of workers in the UMED district was obtained from 2010 employment data from the U.S. Census Bureau's Longitudinal Employer-Household Dynamics (LEHD) Program.

Worker spending patterns were obtained from a national survey conducted in 2011 by the International Council of Shopping Centers (ICSC).¹³ The survey asked 4,000 U.S. office workers across a range of incomes and occupations to report on one week's worth of expenditures near their workplace. Workers were assumed to have two weeks of vacation each year during which no retail spending takes place near the workplace.

To account for the fact that the UMED district will not contain all types of retail included in the ICSC survey, a capture rate was applied to spending pattern data. For example, employee spending at quick-service restaurants and coffee shops is likely to take place almost entirely within the neighborhood. On the other hand, because the area is not a strong location for regional-serving retail, it is unlikely that employees will have the opportunity to make significant expenditures on electronics and apparel in the UMED District area.

Applying the capture rate assumptions to employee and worker spending patterns, the average worker or student

is expected to spend approximately \$2,200 per year on neighborhood retail and services. See Figures C1.

STUDENT RETAIL SPENDING

The number of full-time equivalent students at UAA and APU was obtained from information provided by the respective institutions.

Because UAA and APU are primarily commuter campuses, students were assumed to have the same spending patterns as workers, but with 19 weeks of vacation instead of two.

Capture rates were the same as those assumed for workers. Applying the capture rate assumptions to student spending patterns, the average student is expected to spend approximately \$1,500 per year on neighborhood retail and services. See Figure C2.

HOUSEHOLD RETAIL SPENDING

The existing households in the UMED district are based on U.S. Census data from the 2007-2011 American Community Survey. In addition to these households, Strategic Economics counted the residential population living in group quarters and divided this number by the average size of the households used to determine household spending patterns.

Average annual retail spending for UMED residents was derived from 2010-2011 Consumer Expenditure Survey, West Region, conducted by the U.S. Bureau of Labor Statistics.

To account for the fact that only a portion of household spending will take place in the UMED district, a capture rate was applied to spending pattern data. The capture rates reflect the anticipated local-serving nature of retail in the neighborhood.

Applying the capture rate assumptions to household spending patterns, the average UMED district household is expected to spend approximately \$4,500 per year on neighborhood retail and services. See Figure C3.

TRANSLATING RETAIL SALES INTO SUPPORTABLE RETAIL AREA

Assumptions regarding sales per square foot by type of retail establishment are based on information from the Dollars and Cents of Shopping Centers 2008, published by the Urban Land Institute. Dollar amounts were inflation adjusted to match spending pattern data. See Figure C4.

Figure C1. UMED District Worker Spending Patterns

CATEGORY	AVERAGE WEEKLY EXPENDITURES PER WORKER	AVERAGE ANNUAL EXPENDITURES	UMED AREA CAPTURE RATE	ESTIMATED UMED ANNUAL RETAIL SALES PER WORKER
Full-Service Restaurants	\$13.06	\$627	35%	\$219
Fast Food/Lunch Eateries	\$15.80	\$758	75%	\$569
Department Stores	\$9.03	\$433	0%	\$0
Discount Stores	\$9.03	\$544	25%	\$136
Drug Stores	\$7.60	\$365	50%	\$182
Grocery Stores	\$21.58	\$1,036	50%	\$518
Clothing Stores	\$4.43	\$213	10%	\$21
Shoe Stores	\$3.40	\$163	10%	\$16
Sporting Goods Stores	\$3.49	\$168	10%	\$17
Electronics	\$8.93	\$429	10%	\$43
Jewelry Stores	\$3.75	\$180	0%	\$0
Office Supplies/Stationery	\$7.41	\$356	50%	\$178
Warehouse Clubs	\$12.32	\$591	0%	\$0
Other Goods (florist, etc.)	\$3.75	\$180	15%	\$27
Personal Care Shops	\$5.76	\$276	30%	\$83
Personal Services	\$4.97	\$239	30%	\$72
Other Services	\$4.90	\$235	30%	\$71
Entertainment	\$5.01	\$240	25%	\$60
Total Retail and Food Services	\$146.52	\$7,033		\$2,212

Figure C2. UMED District Student Spending Patterns

CATEGORY	AVERAGE WEEKLY EXPENDITURES PER STUDENT	AVERAGE ANNUAL EXPENDITURES	UMED AREA CAPTURE RATE	ESTIMATED UMED ANNUAL RETAIL SALES PER STUDENT
Full-Service Restaurants	\$13.06	\$431	35%	\$151
Fast Food/Lunch Eateries	\$15.80	\$521	75%	\$391
Department Stores	\$9.03	\$298	0%	\$0
Discount Stores	\$11.30	\$374	25%	\$93
Drug Stores	\$7.60	\$251	50%	\$125
Grocery Stores	\$21.58	\$712	50%	\$356
Clothing Stores	\$4.43	\$146	10%	\$15
Shoe Stores	\$3.40	\$112	10%	\$11
Sporting Goods Stores	\$3.49	\$115	10%	\$12
Electronics	\$8.93	\$295	10%	\$29
Jewelry Stores	\$3.75	\$124	0%	\$0
Office Supplies/Stationery	\$7.41	\$245	50%	\$122
Warehouse Clubs	\$12.32	\$407	0%	\$0
Other Goods (florist, etc.)	\$3.75	\$124	15%	\$19
Personal Care Shops	\$5.76	\$190	30%	\$57
Personal Services	\$4.97	\$164	30%	\$49
Other Services	\$4.90	\$162	30%	\$49
Entertainment	\$5.01	\$165	25%	\$41
Total Retail and Food Services	\$146.52	\$4,835		\$1,521

Figure C3. UMED District Household Spending Patterns

CATEGORY	AVERAGE WEEKLY EXPENDITURES PER HOUSEHOLD	UMED AREA CAPTURE RATE	ESTIMATED UMED ANNUAL RETAIL SALES PER HOUSEHOLD
Full-Service Restaurants	\$1,576	20%	\$315
Fast Food/Lunch Eateries	\$1,811	20%	\$362
Department Stores	\$896	0%	\$0
Discount Stores	\$0	0%	\$0
Drug Stores	\$897	50%	\$448
Grocery Stores	\$4,736	50%	\$2,368
Clothing Stores	\$1,563	10%	\$156
Shoe Stores	\$363	10%	\$36
Sporting Goods Stores	\$1,234	10%	\$123
Electronics	\$1,627	10%	\$163
Jewelry Stores	\$0	0%	\$0
Office Supplies/Stationery	\$0	0%	\$0
Warehouse Clubs	\$0	0%	\$0
Other Goods (florist, etc.)	\$0	0%	\$0
Personal Care Shops	\$739	30%	\$222
Personal Services	\$568	30%	\$170
Other Services	\$870	0%	\$0
Entertainment	\$757	20%	\$151
Total Retail and Food Services	\$17,637		\$4,516

Figure C4. Sales per Square Foot Assumptions

CATEGORY	SALES PER SQUARE FOOT (2011 DOLLARS)
Full-Service Restaurants	378
Fast Food/Lunch Eateries	431
Department Stores	125
Discount Stores	263
Drug Stores	464
Grocery Stores	525
Clothing Stores	252
Shoe Stores	208
Sporting Goods Stores	239
Electronics	327
Jewelry Stores	328
Office Supplies/Stationery	191
Warehouse Clubs	263
Other Goods (florist, etc.)	268
Personal Care Shops	191
Personal Services	191
Other Services	319
Entertainment	83

APPENDIX D: ZONING CLASSIFICATIONS TABLE

ZONING CLASSIFICATION	DISTRICT REQUIREMENTS
B-1A LOCAL AND NEIGHBORHOOD BUSINESS DISTRICT Minimum area of district is 11,500 sq ft Maximum area is 2.0 Acres	Permissible Uses: Business, food service kiosk, farmers market, several retail uses, health services, dwelling mixed use Density DU/AC: Lot Coverage: 6,000sqft FAR: 0.5 Setbacks: F= Min 0', Max 20' a minimum of 30% of the street facing building elevation shall be within the maximum set back, S= 10' if adjacent to residential district, 0' or 5' min, R=15' if abutting a residential district, otherwise 10" Height Limit: 30' +5' for ground level retail additional first story height, not to exceed two stories Max lot coverage: 50% Parking Requirements: See B-3 for general parking requirements summary by use Up to 5% reduction allowed
B-1A SL 1A LOCAL AND NEIGHBORHOOD BUSINESS DISTRICT (appears to be outside of UMED) Minimum area of district is 11,500 sq ft Maximum area is 2.0 Acres	Permissible Uses: Business, restaurants, food service kiosk, farmers market, several retail uses, dwelling mixed use, health services, Density DU/AC: Lot Coverage: 6,000sqft FAR: 0.5 Setbacks: F= Min 0', Max 20' a minimum of 30% of the street facing building elevation shall be within the maximum set back, S= 10' if adjacent to residential district, 0' or 5' min, R=15' if abutting a residential district, otherwise 10" Height Limit: 30' +5' for ground level retail additional first story height, not to exceed two stories Max lot coverage: 50% Parking Requirements: See B-3 for general parking requirements summary by use Up to 5% reduction allowed

ZONING CLASSIFICATION	DISTRICT REQUIREMENTS
B-3 GENERAL BUSINESS DISTRICT (priority classification)	Permissible Uses: Business and R-4 Residential (subject to FAR provisions in 21.04.0201.2c), Assisted Living 9+ residents, nursing facility, movie theater, night club, general outdoor recreation, fitness recreation and sport center, major entertainment facility, amusement establishment, bar, farmers market, all named retail uses, research laboratory, hospital, health services, commercial food production, college or university, transit center, Density DU/AC: 35+ 110 Lot Coverage: 6,000sqft FAR: 0.5 or unrestricted for mixed use and non residential uses Setbacks: F=10' for residential, Min 0', Max 20' a minimum of 50% of the street facing building elevation shall be within the maximum set back, S= 5' + 1' for each 5' in height exceeding 35' for residential, 10' if adjacent to residential district, 0' or 5' min, R= 10' if residential, 15' if abutting a residential district, otherwise 10' Height Limit: 45' +5' for ground level retail additional first story height Parking Requirements: Health Services 1per250sfgfa, Restaurant, bar 1per100sfgfa, Office 1per 350sfgfa, nursing facility 1per 4 beds, hospitals 1per 2 beds= 1 per 350sfgfa office and admin., general retail, 1per 350sfgfa, Grocery store 1per 250sfgfa, Hotel .9 per guest room + 1 per 4 persons in meeting rooms, extended stay 1 per one bedroom unit, 1.25 per 2 bedroom unit, 1.5 per three bedroom unit + 1 per 4 persons in meeting rooms, theater company, dinner theater and movie theater 1 per 4 persons Per section 21.07.090: Credits given for various uses, site planning consistent with MOA certain urban design and planning objectives. Shared parking studies and credits are also allowed under certain circumstances. Up to 5% reduction allowed

ZONING CLASSIFICATION	DISTRICT REQUIREMENTS
B-3 SL(?)GENERAL BUSINESS DISTRICT (priority classification)	Permissible Uses: Business and R-4 Residential (subject to FAR provisions in 21.04.0201.2c), Assisted Living 9+ residents, movie theater, night club, general outdoor recreation, fitness recreation and sport center, major entertainment facility, amusement establishment, bar, farmers market, all named retail uses, research laboratory, health services, commercial food production, college or university, transit center, Density DU/AC: 35+ 110 Lot Coverage: 6,000sqft FAR: 0.5 or unrestricted for mixed use and non residential uses Setbacks: F=10' for residential, Min 0', Max 20' a minimum of 50% of the street facing building elevation shall be within the maximum set back, S= 5' + 1' for each 5' in height exceeding 35' for residential, 10' if adjacent to residential district, 0' or 5' min, R= 10' if residential, 15' if abutting a residential district, otherwise 10" Height Limit: 45' +5' for ground level retail additional first story height Max lot coverage: 50% for residential (unrestricted for mixed use and other uses) Parking Requirements: See B-3 for general parking requirements summary by use Up to 5% reduction allowed
PLI PUBLIC LANDS AND INSTITUTIONS (priority classification)	Permissible Uses: Business or professional office, commercial food production, farmers market, dormitories as accessory use, assisted living 9+ residents, general outdoor recreation, major entertainment facility, restaurant, research laboratory, snow disposal site, college or university, nursing facility, hospital/health care facility, health services, transit center, Density DU/AC: Lot coverage: 45% Setbacks: F, S, R = 25' when abutting district is DR, PR, PLI or residential or = min setback of abutting district Height Limit: 75' in UMED greater heights may be approved by major site plan review or through an institutional master plan Parking Requirements: See B-3 for general parking requirements summary by use

ZONING CLASSIFICATION	DISTRICT REQUIREMENTS
PLI SL PUBLIC LANDS AND INSTITUTIONS	Permissible Uses: Business or professional office, commercial food production, farmers market, assisted living 9+ resident, general outdoor recreation, major entertainment facility, restaurant, research laboratory, snow disposal site, college or university, nursing facility, health services, hospital/health care facility, transit center, Density DU/AC: Lot Coverage: 45% FAR: Setbacks: F, S, R = 25' when abutting district is DR, PR, PLI or residential or = min setback of abutting district Height Limit: 75' in UMED greater heights may be approved by major site plan review or through an institutional master plan Parking Requirements: See B-3 for general parking requirements summary by use
PLI-P PUBLIC LANDS AND INSTITUTIONS	Permissible Uses: Business or professional office, commercial food production, farmers market, assisted living 9+ resident, general outdoor recreation, major entertainment facility, restaurant, research laboratory, snow disposal site, college or university, nursing facility, hospital/health care facility, health services, transit center, Density DU/AC: Lot Coverage: 45% FAR: Setbacks: F, S, R = 25' when abutting district is DR, PR, PLI or residential or = min setback of abutting district Height Limit: 75' in UMED greater heights may be approved by major site plan review or through an institutional master plan Parking Requirements: See B-3 for general parking requirements summary by use

ZONING CLASSIFICATION	DISTRICT REQUIREMENTS
R-1 SINGLE-FAMILY RESIDENTIAL DISTRICT	Permissible Uses: Single family homes, snow disposal site, Density DU/AC: 1-5 8 Minimum lot area: 6,000sqft Maximum lot coverage: 30% Setbacks: F= 20, S=5 R=10 Height Limit: 30' +5 Parking Requirements: 2 per DU up to 2,400Sqft, 3 per DU over 2,400sqft
R-1A SINGLE-FAMILY RESIDENTIAL DISTRICT (LARGER LOT)	Permissible Uses: Single family homes, snow disposal site, Density DU/AC: 1-4 6 Minimum lot area: 8,400sqft Maximum lot coverage: 30% Setbacks: F= 20, S=5 R=10 Height Limit: 30' +5 Parking Requirements: 2 per DU up to 2,400Sqft, 3 per DU over 2,400sqft
R-2A TWO-FAMILY RESIDENTIAL DISTRICT (LARGER LOT) (priority classification) Inconsistencies with Campbell Airstrip Road neighborhood)	Permissible Uses: Single and duplex residences, snow disposal site, Density DU/AC: 5-7 10 if clustered 12 Minimum lot area: 6,000sqft (3,500 sqft for single family residence) Maximum lot coverage: 40% Setbacks: F= 20, S=5 R=10 Side not applicable on common lot line Height Limit: 30' +5 Parking Requirements: Single family detached 2 per DU up to 2,400Sqft, 3 per DU over 2,400sqft, 1 per studio or efficiency or one bedroom +,5 for each additional bedroom + guest parking

ZONING CLASSIFICATION	DISTRICT REQUIREMENTS
R-2A TWO-FAMILY RESIDENTIAL DISTRICT (appears to be outside of UMED)	Permissible Uses: Single family and duplex residences, assisted living 9+ residents, snow disposal site, Density DU/AC: 5-8 16 if clustered 15 Minimum lot area: 6,000sqft (3,500 sqft for single family residence) Maximum lot coverage: 40% Setbacks: F= 20, S=5 R=10 Side not applicable on common lot line Height Limit: 30' +5 Parking Requirements: Single family detached 2 per DU up to 2,400Sqft, 3 per DU over 2,400sqft, 1 per studio or efficiency or one bedroom +,5 for each additional bedroom + guest parking
R-2M MIXED RESIDENTIAL DISTRICT	Permissible Uses: Single family and duplex residences, assisted living 9+ residents, snow disposal site, Density DU/AC: 5-15 19 if clustered 22 Minimum lot area: 6,000sqft (3,500 sqft for single family residence, 2,500 sqft for townhouse) Maximum lot coverage: 40% Setbacks: F= 20, S=5 R=10 Side not applicable on common lot line, additional standards apply for different building types Height Limit: 30' +5 Parking Requirements: Single family detached 2 per DU up to 2,400Sqft, 3 per DU over 2,400sqft, 1 per studio or efficiency or one bedroom +,5 for each additional bedroom + guest parking, See B-3 for general parking requirements summary by use

ZONING CLASSIFICATION	DISTRICT REQUIREMENTS
R-2M SL MIXED RESIDENTIAL DISTRICT	Permissible Uses: Single Family and duplex residences, assisted living 9+ residents, snow disposal site, Density DU/AC: 5-15 19 if clustered 22 Minimum lot area: 6,000sqft (3,500 sqft for single family residence, 2,500 sqft for townhouse) Maximum lot coverage: 40% Setbacks: F= 20, S=5 R=10 Side not applicable on common lot line, additional standards apply for different building types Height Limit: 30' +5
R-3 MIXED RESIDENTIAL DISTRICT (priority classification) Intended for low-rise multistory townhouse and multifamily dwellings Housing in R-1, R-1A, R-2, R-2A, and R-2D are permitted	Permissible Uses: Multifamily housing, Assisted Living 9+ residents, snow disposal site, nursing facility, Density DU/AC: 15-40 20 if clustered 55 Minimum lot area: 6,000sqft for single family detached 3,500 sqft for single family attached, 6,000sqft for two family dwelling, 2,000 sqft for townhouse, 9,000sqft + 1,000 for every unit over 7 units multifamily seven or more units (other standards apply for additional building types) Maximum lot coverage: 40% Setbacks: F= 20, S=10 R=20 Side not applicable on common lot line, other standards apply for additional building types Height Limit: 35' Parking Requirements: Single family detached 2 per DU up to 2,400Sqft, 3 per DU over 2,400sqft, 1 per studio or efficiency or one bedroom +,5 for each additional bedroom + guest parking, See B-3 for general parking requirements summary by use

ZONING CLASSIFICATION	DISTRICT REQUIREMENTS
R-3SL MIXED RESIDENTIAL DISTRICT Intended for low-rise multistory townhouse and multifamily dwellings Housing permitted in R-1, R-1A, R-2, R-2A, and R-2D are permitted	Permissible Uses: Multifamily housing, assisted living 9+ residents, snow disposal site, nursing facility, Density DU/AC: 15-40 20 if clustered 55 Minimum lot area: 6,000sqft for single family detached 3,500 sqft for single family attached, 6,000sqft for two family dwelling, 2,000 sqft for townhouse, 9,000sqft + 1,000 for every unit over 7 units multifamily seven or more units (other standards apply for additional building types) Maximum lot coverage: 40% Setbacks: F= 20, S=10 R=20 Side not applicable on common lot line, other standards apply for additional building types Height Limit: 35' Parking Requirements: Single family detached 2 per DU up to 2,400Sqft, 3 per DU over 2,400sqft, 1 per studio or efficiency or one bedroom +,5 for each additional bedroom + guest parking
R-O RESIDENTIAL OFFICE	Permissible Uses: Business, office, out patient medical and R-4 Residential (subject to FAR provisions in 21.04.0201.2c), assisted living 9+ residents, restaurant, food kiosk, hospital/health care facility, health services, Retail limited to 25% gross floor area of building, college or university, nursing facility, Density DU/AC: 35+ 110 Minimum lot area: 6,000sqft Maximum lot coverage: 50% Setbacks: F= 10, S= Residential 5' +1' for each 5' exceeding 35' height, 5' or 10' if adjacent to a residential district, R=10' or 15' if adjacent to a residential district Height Limit: 45' not to exceed three stories of non residential use +5 Parking Requirements: Single family detached 2 per DU up to 2,400Sqft, 3 per DU over 2,400sqft, 1 per studio or efficiency or one bedroom +,5 for each additional bedroom + guest parking, See B-3 for general parking requirements summary by use

ZONING CLASSIFICATION	DISTRICT REQUIREMENTS
R-O SL RESIDENTIAL OFFICE	Permissible Uses: Business, office, out patient medical and R-4 Residential (subject to FAR provisions in 21.04.0201.2c), assisted living 9+ residents, restaurant, food kiosk, hospital/health care facility, health services, Retail limited to 25% gross floor area of building, college or university, nursing facility, Density DU/AC: 35+ 110 Minimum lot area: 6,000sqft Maximum lot coverage: 50% Setbacks: F= 10, S= Residential 5' +1' for each 5' exceeding 35' height, 5' or 10' if adjacent to a residential district, R=10' or 15' if adjacent to a residential district Height Limit: 45' not to exceed three stories of non residential use +5 Parking Requirements: Single family detached 2 per DU up to 2,400Sqft, 3 per DU over 2,400sqft, 1 per studio or efficiency or one bedroom +,5 for each additional bedroom + guest parking, See B-3 for general parking requirements summary by use

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