Anchorage 2040 Land Use Plan



A Supplement to Anchorage 2020 - Anchorage Bowl Comprehensive Plan





Adopted September 26, 2017 Assembly Ordinance 2017-116

This publication was released by the Municipality of Anchorage Planning Department for the purpose of public information. It was printed in Anchorage, Alaska, by Service Business Printing at a cost of \$22.00.

Municipality of Anchorage Planning Department Long-Range Planning Division PO Box 99519-6650 Anchorage, AK 99519-6650 https://www.muni.org/planning

Anchorage 2040 Land Use Plan

A Supplement to Anchorage 2020–Anchorage Bowl Comprehensive Plan

Adopted September 26, 2017 Anchorage Assembly Ordinance 2017-116

> Municipality of Anchorage Planning Department





Municipality of Anchorage - Planning Department

September 2017

Dear Citizens of Anchorage:

We are excited to present the *Anchorage 2040 Land Use Plan (2040 LUP)*, developed on a foundation of inclusiveness and commitment to improving our community as the best place in America to *Live, Work, and Play*.

The Anchorage Bowl has urbanized and evolved since we adopted *Anchorage* 2020—*Anchorage Bowl Comprehensive Plan* in 2001. New challenges demand that Anchorage become more resilient and better prepared for mid-21st century realities, including lower oil production revenues and state spending, as well as fostering new opportunities for economic development and resilience.

The 2040 LUP recognizes these community changes and sets the stage for future growth, development, and sustainability. Additionally, many Anchorage neighborhoods have adopted plans or are working on plans. These include East and West Anchorage, Downtown, Government Hill, Fairview, Hillside, the UMED District, Mountain View, South Addition, and Spenard.

The 2040 LUP incorporates analysis of Anchorage demographics and projected growth, current and future economic changes, current land uses, and future land capacity. These required elements of our Comprehensive Plan inform the policies and strategies contained within the plan.

To ensure efficient and equitable growth within our limited geographic area, Anchorage must maximize land use efficiencies while protecting and enhancing valued neighborhood characteristics and natural resources. The 2040 LUP recommends strategies for compatible infill and redevelopment, housing and neighborhoods, commercial centers and corridors, open space and greenbelts, transportation, and coordinated and focused public investments. New policies provide structure and guidance for targeted areas of economic development and revitalization.

The development of this community-based plan engaged many partners and the public. Thank you to those who gave time and great thought to make this 2040 LUP what it is. Our team is gratified at the level of interest and feedback during the public comment periods for the community discussion draft and the public hearing draft plan. We want to demonstrate to you that Anchorage is open for investment and new ideas!

Sincerely,

Hal H. Hart

Hal H. Hart, AICP Planning Director

Acknowledgements

Thank you to all the individuals and organizations who have participated in creating the *Anchorage 2040 Land Use Plan*, by attending a meeting, providing a written letter, responding to a questionnaire, spreading the word, or in any other way working on this plan to help make Anchorage's future brighter. Additional thanks to the boards and commissions, focus groups, community and business organizations, and agency and utility representatives who have provided input and shared their expertise along the way.

Municipality of Anchorage (MOA)

Ethan Berkowitz, Mayor

Assembly

Dick Traini, Chair Forrest Dunbar, Vice-Chair Christopher Constant Eric Croft Amy Demboski Fred Dyson Suzanne LaFrance Pete Petersen Felix Rivera Tim Steele John Weddleton

Planning and Zoning Commission

Tyler Robinson, Chair Jon Spring, Vice-Chair Danielle Bailey Mitzi Barker Brian Looney Andre Spinelli Brandon Spoerhase Gregory Strike Brandon Walker

Cartographics, Design, and Land Analyses and Forecasting

AMATS Growth Allocation Model Team Lisa Ameen, Contractor Jeff Anderson, MOA PM&E/Land Records/GIS Barrett Studio Architects Collin Hodges, MOA Public Transportation Amber Jackson, MOA OECD, Geographic Information and Data Center Michael Knapp, Blue Skies Solutions, LLC Terry Lamberson, MOA PM&E/Land Records/GIS Tina Miller, MOA OECD, Geographic Information and Data Center Cassondra Newman, AmeriCorps VISTA Intern from Mayor's Office Jennifer Novy, MOA PM&E/Land Records/GIS Scott Norton, HDR Alaska, Inc. Bill Reid, PNW Economics, LLC John St. Clair, MOA OECD, Geographic Information and Data Center

Office of Economic and Community Development (OECD)

Christopher Schutte, Director

Planning Department Team

Hal Hart, AICP, Director Carol Wong, Long-Range Planning Manager Kristine Bunnell Jon Cecil, AICP Tom Davis, AICP Susan Perry Jody Seitz Reneé Stewart Thede Tobish

Table of Contents

Section 1			
VISION	1.1.	Guiding Anchorage's Growth	1
Goals, Forecasts,		Plan Objectives	1
and Policies for		Relationship to Other Plans	2
Growth		Map 1-1. Area-Specific Plans – Anchorage Bowl	5
		Relationship to the Zoning Map and Other Actions	6
		Public Engagement in Making the Plan	7
	1.2.	Forecasting Growth	8
		Anchorage 2040 Growth Forecast	8
		Land Capacity for Housing and Employment	10
		Growth Capacity of 2040 LUP	12
	1.3.	Anchorage's Growth Strategy	15
		Map 1-2. Areas of Growth and Change by 2040	27
Section 2			
PLAN	2.1.	Creating Great Places	29

PLAN	2.1.	Creating Great Places	29
Anchorage 2040		Land Use Designations (Introduction)	29
Land Use Plan		Relationship to Land Use Designations in Area-specific Plans	31
Мар		Map 2-1. Anchorage 2040 Land Use Plan Map	31
	•	Shared Infill Design Principles	34
	2.2.	Land Use Designations	36
		Neighborhoods	36
		Centers	42
		Corridors	48
		Open Spaces	50
		Facilities and Institutions	52
		Industrial Areas	57

2.3.	Growth-supporting Features	60
	Transit-supportive Development	
	Greenway-supported Development	61
	Traditional Neighborhood Design	64
	Residential Mixed-use Development	65
	Other Map Features	67

Section 3

ACTION	3.1.	Implementation Tools	69
Strategies and	3.2.	Essential Strategies	71
Actions to		Strategy 1: Phasing of Growth and Investment	71
Achieve the Plan		Strategy 2: Reinvestment Focus Areas	71
	I	Strategy 3: Infrastructure Financing and Provision	72
		Strategy 4: Financial and Taxation Incentives	74
		Strategy 5: Development Permitting Assistance	75
		Strategy 6: Targeted Area Rezonings	75
		Strategy 7: New Zoning Districts/Overlay Zones	77
		Strategy 8: Preservation and Re-use of Older Buildings	77
		Strategy 9: Infill Housing Development Regulations	77
		Strategy 10: Traded Sectors Industrial Site Availability and Readiness	78
		Strategy 11: Special Study Areas/Small-area Implementation Plan	78
		Strategy 12: Systematic Monitoring and Amendment of this Plan	79
	3.3.	Actions Checklist	80
		Actions Checklist Table (Figure 3-5)	82
		Map 3-1. Actions Map	94
		Near-term Work Flow Priorities (Figure 3-7)	95

Anchorage 2040 Land Use Plan Map (Inside Back Cover)

Table of Figures

Preface and Section 1 Figures

i-i	How to Use the 2040 LUP when Considering Conditional Uses and Rezonings	ix
1-1	How the 2040 Land Use Plan Relates to Other Plans and to Zoning	4
1-2	Vision, Plan, and Action	6
1-3	2040 LUP Public Process Timeline	7
1-4	Population Growth Forecasts	8
1-5	Employment Growth Forecasts	8
1-6	Land Policy Implications	9
1-7	Housing Need and Land Capacity	11
1-8	Commercial and Industrial Land Needs as Compared to Vacant Buildable Land	11
1-9	Anchorage Industrial Traded Sector Land Need to 2040	12
1-10	Housing Need and land Capacity for Housing under 2040 LUP	12
1-11	Commercial and Industrial land Demand and Supply under 2040 LUP	13
1-12	Data Contributing to this Plan	13
1-13	Areas Researched as Potential Buildable Lands and Reserves for the 2040 LUP	14
1-14	Goals, Policies, and Strategies	15

Section 2 Figures

2-1	Types of Places	29
2-2	Floor Area Ratio	30
2-3	Calculating Gross Versus Net Residential Density	30
2-4	Crosswalk between Bowl-wide and Area-specific Land Use Designations	31-33
2-5	Neighborhood Housing Types	41
2-6	Centers — Built Scale and Form	44
2-7	Downtown Seismic Hazards and Historic Preservation	46
2-8	Parking Lot Redevelopment	47
2-9	Turnagain Bog Area	57
2-10	Street Typologies and Land Use	65
2-11	Potential Future Connections: Seward-to-Glenn Highway and Knik Arm Crossing	67
2-12	Potential Future Connections: UMED Northern Access	67

Section 3 Figures

3-1	Central Spenard Reinvestment Focus Area	73
3-2	2040 LUP and Zoning District Cross-Reference	76
3-3	Key to Time Frames and Responsible Agencies in Actions Checklist	80
3-4	Key to Plans and Studies and Funding Needs in Actions Checklist	81
3-5	Actions Checklist	82-93
3-6	Actions Map Inset	94
3-7	Optimal Work Flow of the Near-term Actions from the Actions Checklist	96

Supporting Information

Set "/

Search online with "Anchorage 2040 Land Use Plan" for these Appendices and Interactive Zoom-in Maps

Appendices on Anchorage 2040 Land Use Plan Web Page:

Search "Anchorage 2040 Land Use Plan"

Appendices are informational only. They document the data, comments, and process that shaped the plan.

- Appendix A. Map Folio / Planning Atlas
- Appendix B. Future Growth Report
- Appendix C. Anchorage Traded Sectors Analysis
- Appendix D. Public Involvement Process
- Appendix E. Public Comments Compilation
- Appendix F. Comment Issue-Response
- Appendix G. Research Documentation

Interactive Zoom-in Maps on Anchorage 2040 Land Use Plan Web Page:

Anchorage 2040 Land Use Plan Map Area-Specific Plans Map Areas of Growth and Change Map Actions Map Supporting Information Maps (Appendix A Map Folio contains full set of maps, not all are interactive) Existing Housing Stock Inventory Existing Residential Density, in Dwellings per Acre Existing Land Use Inventory, by Economic Sector Parks and Open Space Natural Assets Existing Zoning Districts

What is this document?

The Anchorage 2040 Land Use Plan (2040 LUP) supplements the Municipality's Comprehensive Plan for the Anchorage Bowl. Anchorage 2020– Anchorage Bowl Comprehensive Plan serves as the framework for the 2040 LUP. Building on this framework, the 2040 LUP incorporates the adopted neighborhood and district plans, public facility plans, and recent analyses regarding population, housing, commercial, and industrial needs over the next 25 years. The 2040 LUP features a land use plan map, which recommends the future land development pattern. It shows where land uses may occur within the Anchorage Bowl to accommodate anticipated growth. It also includes strategies to carry out the plan and manage growth. Adopted by the Assembly on September 26, 2017, the Anchorage 2040 Land Use Plan is now a part of the Municipality's Comprehensive Plan.

How is this document organized?

Section 1 - Vision provides an account of the considerations in developing this plan, including: (1) relevant policies from *Anchorage 2020– Anchorage Bowl Comprehensive Plan;* (2) introduction of new goals and policies to address emerging land use issues; (3) adopted neighborhood and area-specific plans; (4) changing demographics, population, employment forecasts, and their needs; and (5) comments and ideas heard from the public and agency stakeholders during the public outreach process conducted for the *2040 LUP*. Also included is the "Areas of Growth and Change by 2040 Map," which illustrates areas where: little growth is expected; moderate growth may occur; and significant growth will likely occur due to available vacant or redevelopable lands, existing or planned infrastructure improvements and services, and the neighborhoods which desire new housing, jobs, and growth.

Section 2 - Plan describes the 2040 Land Use Plan Map (LUPM) and defines the different land use categories on it. The LUPM will serve as a reference to the public, investors, developers, and public officials in making decisions regarding future land use and infrastructure. This section

also introduces four "Growth-supporting Features": (1) Transit-supportive Development, (2) Greenway-supported Development, (3) Residential Mixed-use Development, and (4) Traditional Neighborhood Design. These four features are intended to provide an area-specific focus and intent and are gaining private and public support because of their potential ability to increase long-term property values.

Section 3 - Action identifies strategies and actions to achieve the Plan. These actions will be needed if Anchorage is to grow and foster the housing, employment, and recreation and open space needed to meet the forecast population and employment growth demands over the next 25 years. Given the reality of diminishing state operating and capital funding and the importance of maintaining existing infrastructure investments, a cornerstone to implementing the 2040 LUP is the coordination and focusing of public funding on new infrastructure improvements and services to those areas best able to accept new growth. The 2040 LUP Actions Checklist, Figure 3-4, identifies time frames of Now, 1-3 years, 4-6 years, 7-10 years, and Ongoing for the actions that guide future municipal work programs and capital improvement projects, allocation of funding and resources, and the identification of core responsible agencies and potential new partnerships.

Where can more information about the 2040 LUP be found?

The 2040 LUP web site contains information and links to the following:

- Land Use Plan Map: various sizes for printing and interactive viewing.
- Map Folio: atlas of mapped information that informed the 2040 LUP.
- Area-specific Plans Map: hyperlinks to adopted neighborhood and district plans.
- Growth Forecast Report: updated housing, commercial, and industrial land assessments.
- Public Involvement Plan.
- Public and Agency Stakeholder Comments.
- Other Appendices.

(continued next page...)

Using the 2040 LUP in Discretionary Land Use Decisions

Figure i-i. below illustrates the steps for using the *Anchorage* 2040 *Land Use Plan* when determining:

- Which land use designation applies to a parcel; and
- Which zoning districts, conditional uses, public facilities, or subdivision designs could be appropriate for the parcel.

Section 1 of the 2040 LUP explains the Plan's relationship to Anchorage's Title 21 zoning ordinance, and states that discretionary actions, such as

rezonings, will be consistent with the 2040 LUP. (See also Title 21 Section 21.01.080D.4.) Section 2 presents each land use designation with a corresponding set of zoning districts which may be appropriate to implement it, depending on location. It states that the most intense corresponding zoning district is not necessarily or automatically the most appropriate (Section 2.1, page 29, Zoning Districts). The proposed zoning must be consistent with the Plan including the information found in steps 1 to 6 below.

Figure i-i. is a general illustration, and may not reflect all the steps needed in some cases. It does not supersede any part of the 2040 LUP.

Fig. i-i. Steps for Determining the Land Use Designation and Appropriate Future Zoning for a Site

