MUNICIPALITY OF ANCHORAGE

PLANNING AND ZONING COMMISSION RESOLUTION NO. 2014-044

A RESOLUTION RECOMMENDING APPROVAL OF THE EAST ANCHORAGE DISTRICT PLAN.

(Case 2014-0064)

WHEREAS, the *Anchorage 2020—Anchorage Bowl Comprehensive Plan* (*Anchorage 2020*) identified Neighborhood and District Plans as the essential strategies for implementing Policies 1, 2, and 3 to guide future development and projected housing needs; and

WHEREAS, these *Anchorage 2020* Policies direct the Municipality to develop land use plan maps, residential intensity maps, and development strategies to accommodate future growth and account for suitable dwelling units for each Neighborhood or District Plan; and

WHEREAS, the *East Anchorage District Plan* presents a specific framework for land use recommendations and growth guidelines within this subarea; and

WHEREAS, the municipal Planning Division of the Community Development Department conducted an extensive public involvement process that included: 1) consultation with an advisory planning group; 2) multiple outreach meetings with the District's community councils; 3) a series of public workshops in the District; 4) hosting a dedicated website with informational and product postings; and 5) a suite of stakeholder focus groups to assess and represent the community's sentiment about land use, growth, community issues, and other East Anchorage planning concerns; and

WHEREAS, the staff and its consultant Fregonese and Associates, assembled and evaluated the most current demographic, environmental, and land use conditions and trends for the planning area; and

WHEREAS, including an internal draft that was reviewed by the East Anchorage District Plan Advisory Group, this document underwent three drafts, two of which included review-and-comment periods of several months each; and

WHEREAS, staff and Fregonese assembled an initial response to comments and a series of additional recommendations to amend the Plan's content in response to specific public comments on the Public Hearing Draft; and

WHEREAS, notices were posted on-line, and a public hearing was held before the Planning and Zoning Commission on June 2, 2014; and

WHEREAS, following the public hearing, the Planning and Zoning Commission directed staff to work with commissioners to craft necessary amendments for Commission consideration at its August 4, 2014 regular meeting deliberations.

NOW, THEREFORE, BE IT RESOLVED by the Anchorage Planning and Zoning Commission that:

- A. The Commission makes the following findings of fact:
 - 1. The March 2014 Public Hearing Draft of the *East Anchorage District Plan*, with amendments, represents the goals and vision of the East Anchorage District planning area.
 - 2. The East Anchorage District Plan applies to a very large planning area. Because of that, further in-depth studies are needed to address subarea-specific issues, namely for the Muldoon Corridor and the park area around the Muldoon Town Center, to move the District's goals and vision forward.
 - 3. The Plan recognizes that the Muldoon Corridor serves as one of the primary areas of introduction to Anchorage for visitors. Since the Muldoon Corridor is also a statement of local neighborhoods, where the building stock is aging and there is growing pressure to change the land uses, the Plan directs the Municipality to address how the Corridor should redevelop for long-term commercial and residential uses that meet future need.
 - 4. Portions of the existing housing stock, as well as some non-residential buildings, are approaching or past their building life cycle; therefore, change is coming.
 - 5. The majority of public testimony focused on a desire for the Plan to create a new community park on municipal land at the southeast intersection of Muldoon and DeBarr Roads. The community emphasized that park uses should be clearly visible, and the park should serve as a gateway and gathering place. The Plan notes that the Municipality had a desire for some commercial development at the Muldoon frontage. The Plan proposes several use scenarios, from all park to some opportunities for small-scale retail that could occur at the park frontage and support the park and interconnect with park uses. In order to explore and finalize land use decisions at this park site, the Plan recommends a small-area planning process.
 - 6. The Plan presents general goals that will guide growth in the East District, including a new land use plan map. The Plan delicately deals with and is consistent with *Anchorage 2020* policies and goals and recognizes there have been changes in the District since the adoption of *Anchorage 2020*.

- 7. The March 2014 Public Hearing Draft of the *East Anchorage District Plan*, with final amendments compiled from the June 2, 2014 and August 4, 2014 packets, labeled as Attachment A, meets the standards for district plans as an element of the Comprehensive Plan.
- B. The Commission forwards to the Anchorage Assembly a recommendation of approval of the March 2014 Public Hearing Draft of the *East Anchorage District Plan* with the August 4, 2014 final amendments labeled as Attachment A.

PASSED AND APPROVED by the Anchorage Planning and Zoning Commission on the 4th day of August, 2014.

ADOPTED by the Anchorage Planning and Zoning Commission on this 8th day of September, 2014.

Jerry T. Weaver, Jr.

Secretary

J.A. Fergusson

Chair

Attachment: A. East Anchorage District Plan Final Amendments, August 4, 2014

(2014-0064)

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Attachment A

PZC Resolution No. 2014-044

PZC Amendments to the East Anchorage District Plan August 4, 2014

The following is a compilation of all final Planning and Zoning Commission amendments from the June 2, 2014 packet, the August 4, 2014 packet, and the deliberations from the floor at the August 4, 2014 Commission meeting.

- 1. Specific technical clarifications and recommendations submitted by the JBER planning staff in their memo of April 17, 2014 and the Community Development Department's Addressing Official in a memo of May 7, 2014, will be included in the final Plan text for pages 15, 26, 38, 39, 41, 42, 45, and 57. Street names will be corrected on the Land Use Plan Map and where required on the other Plan maps.
- 2. Where applicable, the final Plan maps shall reflect the change in ownership for Tracts B and C of the Campbell Canyon Subdivision in the Basher Area, as these parcels are now in Chugach State Park.
- 3. Page 26. Land Use Plan Map Revise the Land Use Plan Map with the following:
 - a. Correct one parcel on the north side of the Old Harbor Road Muldoon intersection from Muldoon Corridor District (purple) to Low-Intensity Residential (detached single-family; light yellow).
 - b. Change the northeast corner of Boniface Parkway and Frontage Road to reduce residential density from Medium-Intensity Residential (brown) to Low-to-Medium-Intensity Residential (orange) on lower parcel and change from Medium-Intensity Residential (brown) to Industrial (blue-gray) on northern parcel. This addresses JBER concerns and reflects recent field reconnaissance in this area.
- 4. <u>Page 26</u>. Land Use Plan Map Include a new land use designation color and legend called General Commercial on the Land Use Plan Map. This new color and designation shall replace the Town Center color on the northeast corner of the DeBarr and Bragaw intersection.
- 5. <u>Page 26</u>. Land Use Plan Map Replace the Land Use Plan Map with the attached version (Attachment 1), which depicts an area on the map and a legend for the Muldoon Corridor Special Study Area.
- 6. <u>Page 26</u>. Land Use Plan Map Replace the Muldoon Corridor District designation for the mobile home park (located southwest of the Glenn Highway/Muldoon Road interchange with medium-intensity residential designation.

- 7. <u>Page 26</u>. Land Use Plan Map Modify the Land Use Plan Map by extending the hashed line that denotes the Muldoon Corridor Special Study Area (see amendment #5) to extend the study area boundary farther south on both sides of Muldoon Road to the south end of the Muldoon Town Center area.
- 8. <u>Page 26</u>. Land Use Plan Map Replace the Town Center designation on the Land Use Plan Map on the southeast corner of the DeBarr Road and Bragaw Road intersection with Neighborhood Center land use designation.
- 9. Page 28. Add new sentence under the Medium-Intensity Residential description to note that:

Existing R-4 zoned areas (on sites greater than 5 acres with direct access to collectors and higher road classification) could be developed to the maximum R-4 densities.

10. <u>Page 29</u>. Modify the Muldoon Corridor District land use designation section with the following:

Muldoon Corridor District

Intent: The Muldoon Corridor District designation provides for a mixed_use corridor distinct to the <u>East Anchorage District planning area that covers Muldoon neighborhood, along the Muldoon Transit Corridor</u> from Glenn Highway to <u>Creekside Center Drive</u>. It is intended to include a mix of community-serving retail and services, public facilities, and medium_ to high_density residential that creates a destination corridor, which serves as a focus of community activity for the east side of the District. <u>The goal of this designation is to provide a redevelopment environment that supports new commercial, housing, and mixed-use development other than the traditional strip commercial.</u>

Description: Predominant land use consists of single-story retail, 2-4 story mixed-use retail, office and residential along the Muldoon Road corridor, surrounded by medium- to high-density residential neighborhoods. Necessary to the design is an efficient pedestrian-access network connecting the corridor uses, residential neighborhoods, and transit facilities. The corridor is a major arterial and transportation route for automobile traffic, transit, and pedestrians. As such, there is high visibility and access to major roadways and transit routes. This form of development takes advantage of Muldoon's north-south orientation to capture upperfloor mountain views and southern exposure. This designation is implemented by the B-1A, B-1B and possibly B-3 zones.

This corridor coincides with the Transit Corridor outlined in *Anchorage 2020* with the general principle of achieving a residential density of at least eight dwelling units per acre within a quarter mile of the road. Another potential The essential implementation tool for this corridor designation is an overlay district a Muldoon Corridor Area Plan project. The project area for this Area Plan is depicted as Special Study along north Muldoon on the Land Use Plan Map. Existing small-lot configurations on the Muldoon frontage and Title 21 regulations preclude or limit redevelopment activities

and pedestrian enhancements on Muldoon. The Area Plan will account for code requirements and viability of redevelopment uses when it assigns the final area for land use designations. The Area Plan should consider expanding the Muldoon Corridor designation at strategic locations to increase lot depths in order to facilitate viable commercial/mixed-use redevelopments. Following the completion of the Corridor Plan, the land use This designation is to be implemented by the B-1A, B-1B and possibly B-3 zones, and possibly a Muldoon Corridor overlay district.

11. <u>Page 30</u>. Add the following new land use designation section entitled General Commercial:

General Commercial

Intent: The General Commercial designation provides for a range of commercial uses and employment and economic development opportunities in larger-scale commercial settings. This is a catch-all category for general medium- to larger-scale commercial uses not otherwise included in Town Centers, Regional Commercial Centers, or Neighborhood Centers. Further expansion of this designation other than shown on this map is discouraged.

Description: This use allows for a variety of larger commercial uses. Single commodity bulk and warehouse retail sales and building supplies and services are permitted. Development is compatible with and supports adjacent residential areas in terms of physical scale, intensity of activities, and through buffering and transitioning. This designation is implemented by the B-3 and possibly the B-1A districts.

- 12. <u>Page 34</u>. Amend the last bullet item at the bottom of page 34, second column, to:
 - Inventory distances between marked crossings on Muldoon and Tudor between the Glenn Highway and DeBarr Road, and the entirety of DeBarr Road. Consider mid-block ...
- 13. Page 35. Add the following last sentence in the bottom paragraph:

Anchorage 2020 designates the north section of Muldoon Road to the DeBarr Road intersection as a Transit-Supportive Development Corridor. Existing conditions on the Muldoon corridor here do not support or enhance the Anchorage 2020 goals for the pedestrian environment along such corridors.

14. <u>Page 43</u>. The "after" (lower) photo of a redevelopment project example shall be replaced and edited to show the same or similar power lines in front of the buildings along Muldoon Road that are visible in the "before" (upper) photo. The existing power lines are property of Municipal Light and Power (MLP). At the time of this planning process, the undergrounding of power lines in this portion of Muldoon Road was not planned for by MLP. The Commission felt it was unrealistic to show a photo of a potential redevelopment project without these power lines in front of the building. The photo has been redone with the power lines and is included as Attachment 2.

- 15. <u>Pages 50/51</u>. Add <u>two new maps</u> (Attachments 3 and 4) to Chapter 5 as additional references between pages 50 and 51.
 - a. The 1982 *Anchorage Bowl Comprehensive Plan* Residential Intensity Map (Attachment 3); and
 - b. A current existing zoning map of the District planning area (Attachment 4).

Include a caption describing how these two maps show how the 1982 Comprehensive Plan Land Use Plan Map guided residential densities and housing unit distribution in the planning area and the resulting current zoning pattern in the area.

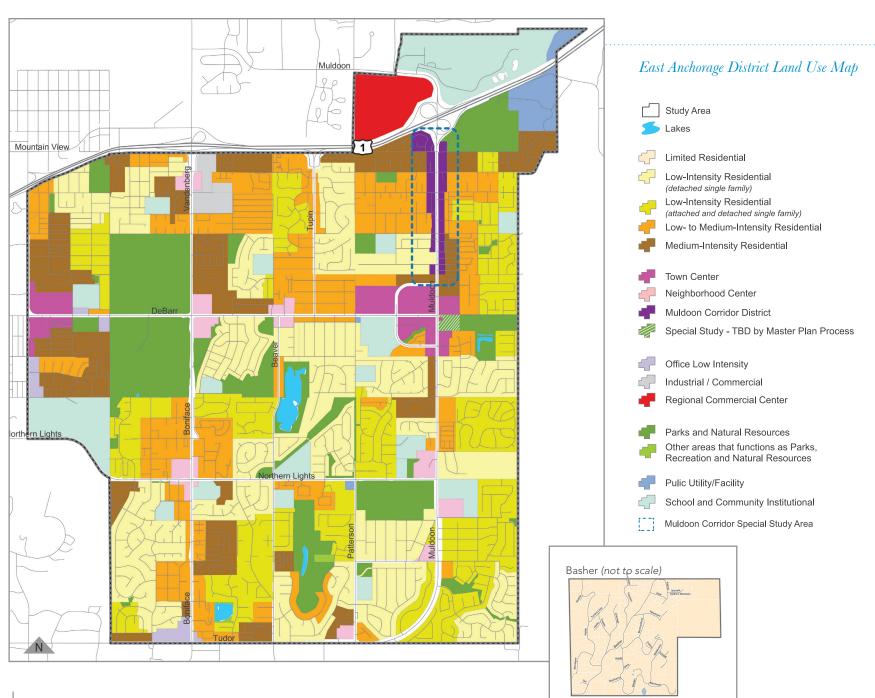
16. <u>Page 62</u>. Replace Policy Action <u>1.2.2</u> with the following, and renumber Policy Actions from there, starting with 1.2.3 (which is the old 1.2.2):

Conduct a Muldoon Corridor Area Plan, for the area depicted as Muldoon Corridor Special Study on the Land Use Plan Map. The goal of this Area Plan is to make adjustments to the to the Muldoon Corridor District designation on the Land Use Plan Map in order to implement the vision and goals of the East Anchorage District Plan for this corridor. Until the Area Plan is adopted, the existing zoning in the corridor will guide development; rezoning actions will be reviewed and approved based on consistency with the District Plan vision and applicable action policies. The Area Plan may expand the coverage area and lot depths of the Muldoon Corridor District designation at appropriate locations and lot depths to facilitate viable commercial uses and redevelopment activities, which do not repeat the traditional strip commercial development.

17. <u>Chapter 6</u>. Following the Commission's work session on May 12, 2014, the Department recommends that the final Plan's Chapter 6, Policy Actions, include a prioritization and a lead agency assignment, similar to the policy chapter format in the *West Anchorage District Plan*.

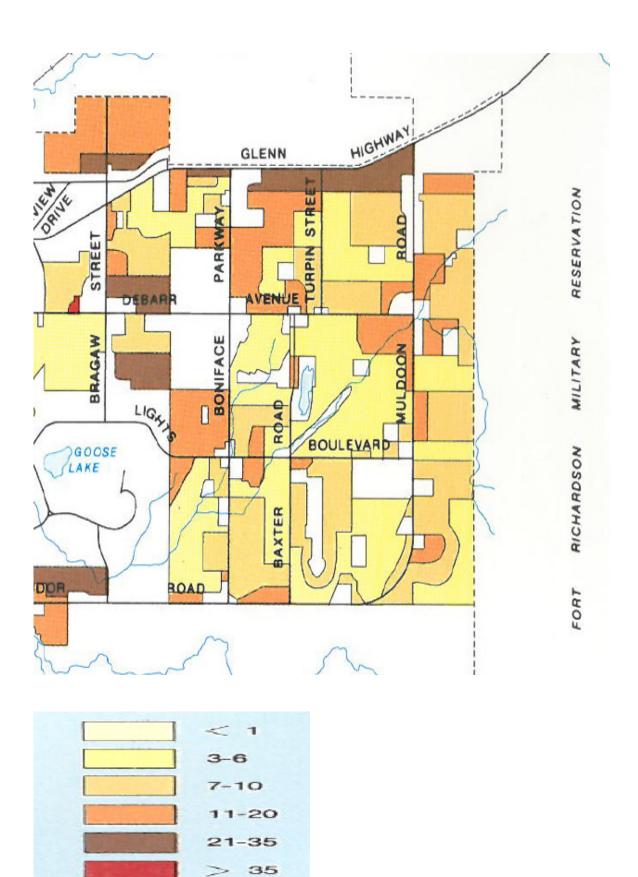
Attachment: 1. Revised Land Use Plan Map on Page 26 with Muldoon Corridor Special Study Area

- 2. Revised Photo on Page 43 of Visualization of Redevelopment on Muldoon Road
- 3. 1982 Anchorage Bowl Comprehensive Plan Residential Intensity Map
- 4. Current Zoning Map

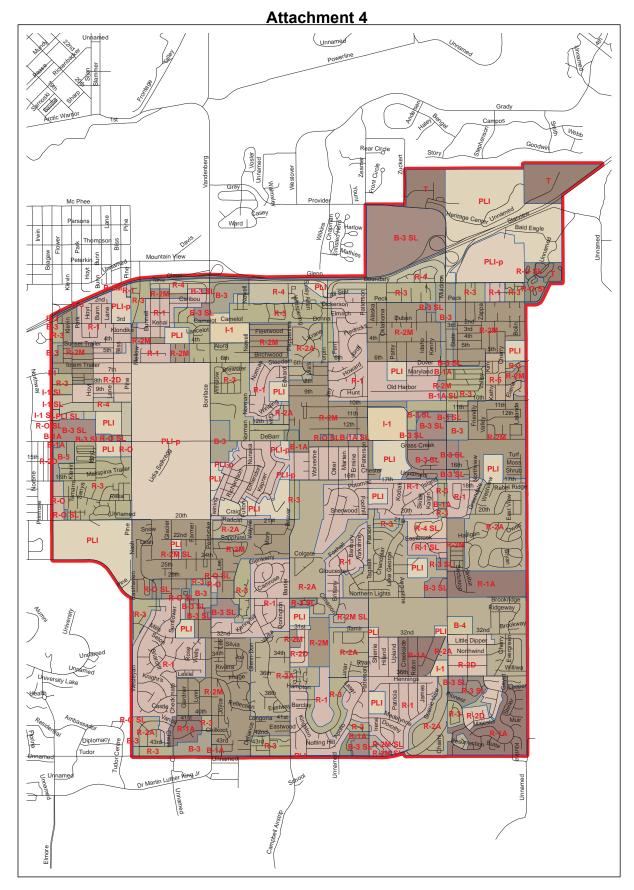




Attachment 3



Dwelling Units per Acre from 1982 Anchorage Bowl Comprehensive Plan - Northeast



East Anchorage Current Zoning

